PROCEEDING BOOK

INTERNATIONAL CONFERENCE ON PUBLIC ORGANIZATION

IPDN, JATINANGOR, BANDUNG, INDONESIA
AUGUST 22-23, 2017

GOVERNANCE THEORY AND PRACTICES IN ASIA PACIFIC

Asia Pacific Society for Public Affairs
A forum for exchange of ideas among practitioners and scholars.
GOVERNANCE THEORY AND PRACTICE IN ASIA PACIFIC

Proceedings Book
By Asia Pacific Society fo Public Affairs (www.apspa.org)
For the 7th International Conference on Public Organization

Editors:
Nurmandi, Achmad
Choi, Jin-wook
Kim, Sunhyuk
Mohamed, Ahmad Martadha
Mutiarin, Dyah
Purnomo, Eko Priyo
Samudra, Azhari Aziz
Sumrahadi, Abdullah
Tamronglak, Amporn
Rooengtam, Sataporn

Special Copies, October 2017
Printed on Yogyakarta

ISBN: 978-602-50842-0-1

Published by:
Asia Pacific Society fo Public Affairs
For the 7th International Conference on Public Organization
Host by:
Institut Pemerintahan Dalam Negeri
Editor’s Note

This year’s 7th International Conference on Public Organizations (ICONPOVII) executive committee proudly presents the product of hard earned labor and toil of researches who have contributed greatly in the pursuit of generating knowledge and information.

In this conference proceeding, the committee has classified the topics according to their themes and categories. Hence, it is with pride that we are sharing and partaking diversity and variety.

The research topics found in this volume are Indigenous People's Engagement and Social Inclusion; Refugee Crisis and Displacement; Interdisciplinary Teaching Approaches; Political Formations and Political Dynasties; Federalism and Decentralization; Urban Planning and Development; Public Policy and Political Entrepreneurship; Government and Public Service; Policy Network and Policy Implementation; Organizational Performance, Employee Motivation, and Job Satisfaction; Coordination Strategies and Network Collaboration; Disaster Risk Reduction and Management; Budget Process and Transparency; Land Use Conversion and Utilization; Research and Teaching Nexus; Public Disclosure and Accountability; Democracy and Digital Democracy, and; Peace-building and Sustainable Development.

In behalf of the executive committee and editorial board, it is with honor that we present to you significant contributions to the vast body of knowledge that is yet to be discovered and explored. We hope that these would assist the reader in any endeavor and we are looking forward to engage with your valuable inputs in our future publications.

With gratefulness and appreciation,
Prof. Dr. Achmad Nurmandi
Editor-in-Chief
# Table of Content

<table>
<thead>
<tr>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>INDIGENOUS PEOPLES ENGAGEMENT TO MAINSTREAM LOCAL POLITICS: A SOUTHERN PHILIPPINES NARRATIVE</td>
<td>9</td>
</tr>
<tr>
<td>Joy Melyn L. Jayma-Porquis</td>
<td>9</td>
</tr>
<tr>
<td>FORCED DISPLACEMENT IN THE SCIENCE FICTION ELYSIUM VIS-À-VIS THE REFUGEE CRISIS IN SYRIA: REFLECTIONS ON THE STRUGGLES OF FORCED MIGRANTS</td>
<td>22</td>
</tr>
<tr>
<td>Nikka Antipasado Peligro</td>
<td>22</td>
</tr>
<tr>
<td>Joy Melyn L. Jayma-Porquis</td>
<td>22</td>
</tr>
<tr>
<td>STRENGTHENING COMPETENCE AND MENTORING THE HIGH SCHOOL TEACHERS TEACHING SOCIAL STUDIES BASED ON INTERDISCIPLINARY APPROACH IN THE 3RD DISTRICT OF BUKIDNON, NORTHERN MINDANAO PHILIPPINES</td>
<td>47</td>
</tr>
<tr>
<td>Marjorie T. Sobradil</td>
<td>47</td>
</tr>
<tr>
<td>Angelita I. Jacobe</td>
<td>47</td>
</tr>
<tr>
<td>Sittie Juhanna M. Pandapatan</td>
<td>47</td>
</tr>
<tr>
<td>Joy Melyn J. Porquis</td>
<td>47</td>
</tr>
<tr>
<td>Reynante B. Casiro</td>
<td>47</td>
</tr>
<tr>
<td>THE CITY GOVERNMENT’S POLICIES, PROGRAMS, AND PROJECTS APROPOS THE BUKIDNON TRIBE OF BARANGAY DALWANGAN:</td>
<td>68</td>
</tr>
<tr>
<td>A STUDY ON SOCIAL INCLUSION</td>
<td>68</td>
</tr>
<tr>
<td>JENICA ALEXIS P. YAMON</td>
<td>68</td>
</tr>
<tr>
<td>GRACE O. GALACHE</td>
<td>68</td>
</tr>
<tr>
<td>YOUTH LIFE AND LANDSCAPE: HOW THE BUKIDNON TRIBAL YOUTHS’ PERCEIVED THEIR PARTICIPATION AND EXPERIENCES IN THE PURSUANCE OF THE CERTIFICATE OF ANCESTRAL DOMAIN TITLE</td>
<td>82</td>
</tr>
<tr>
<td>Grace O. Galache</td>
<td>82</td>
</tr>
<tr>
<td>ISSUES ON PHILIPPINE FEDERALIZATION AS PERCEIVED BY THE BARANGAY CAPTAINS IN THE COMPONENT CITIES OF BUKIDNON, PHILIPPINES</td>
<td>104</td>
</tr>
<tr>
<td>Robby Jane Dela Cruz Salveron</td>
<td>104</td>
</tr>
<tr>
<td>Prof. Anna Girlee Visto-Visayan</td>
<td>104</td>
</tr>
<tr>
<td>URBAN GOVERNMENT INDEX OF THE PROVINCE OF BUKIDNON</td>
<td>122</td>
</tr>
<tr>
<td>Marjorie T. Sobradil</td>
<td>122</td>
</tr>
<tr>
<td>EFFECTS OF TOKHANG PROGRAM TO THE DRUG SURRENDEREES OF MALAYBALAY CITY</td>
<td>139</td>
</tr>
<tr>
<td>Joy Melyn J. Porquis</td>
<td>139</td>
</tr>
<tr>
<td>Jade C. Flores</td>
<td>139</td>
</tr>
<tr>
<td>AN ASSESSMENT ON THE CAPACITY DEVELOPMENT OF URBAN GOVERNMENTS IN BUKIDNON IN THE IMPLEMENTATION OF THE NATIONAL HIV/AIDS POLICY</td>
<td>148</td>
</tr>
</tbody>
</table>
Marjorie T. Sobradil................................................................................................................. 148
Angelita I. Jacobe..................................................................................................................... 148

INVISIBLE STAKEHOLDERS: UNMASKING THE ROLE OF WOMEN IN THE MANAGEMENT
AND PRESERVATION OF MT. KITANGLAD RANGE NATURAL PARK ................................. 160
Grace O. Galache and Meshelle M. Rivera.............................................................................. 160

THE MATIGSALUG OG MONDANAO AS THEY TEETER BETWEEN TRADITIONAL AND
MAINSTREAM POLICIES........................................................................................................ 181
May Alinie C. Postrano-Butalid ............................................................................................... 181
Joy Melyn J. Porquis............................................................................................................... 181

THE OPPORTUNITIES AND CHALLENGES OF MAKASSAR GOVERNMENT TOWARDS
IMPROVING SERVICES FOR PUBLIC COMPLAINTS BASED ON E-GOVERNMENT ...... 198
Alim Bubu Swarga (alimbubuswarga@gmail.com) ................................................................. 198
Riska Sarofah (ika.sarofah@gmail.com) .................................................................................... 198
Siti Hidayatul Juma'ah (hidayatulj929@yahoo.com) ............................................................... 198

POLICY NETWORK IN THE POLICY IMPLEMENTATION MANAGEMENT SCHOOL BASED
QUALITY IMPROVEMENT AT PUBLIC ELEMENTARY SCHOOL OF BANDUNG CITY..... 216
Ine Mari ane ................................................................................................................................ 216

THE REPRODUCTIVE HEALTH BILL AS PERCEIVED BY THE EMPLOYEES OF THE
MINDANAO STATE UNIVERSITY – ILIGAN INSTITUTE OF TECHNOLOGY.......................... 244
Sittie Akima A. Ali, MPA ........................................................................................................... 244
Nasroden B. Guro, DPA ........................................................................................................... 244

THE EFFECT OF WORK CULTURE TOWARD EMPLOYEES PERFORMANCE (STUDY IN
MINISTRY OF LAW AND HUMAN RIGHTS, WEST SUMATERA) ............................................ 270
Aldri Frinaldi ............................................................................................................................ 270
Muhamad Ali Embi .................................................................................................................. 270
Yulvia Chrisdiana .................................................................................................................... 270

Public Information Access and Service in Government Agency (Descriptive Case Study of
the Utilization of Information Technology for Public Information Access and Services in
ANRI) .......................................................................................................................................... 283
Tiara Kharisma ........................................................................................................................ 283
Firman Kurniawan Sujono ....................................................................................................... 283

THE IMPACT OF PAY REFORM ON THE ORGANIZATIONAL PERFORMANCE (A CASE
STUDY: IMPLEMENTATION OF REMUNERATION AT UNIVERSITAS PADJADJARAN) .. 297
R. Ira Irawati ............................................................................................................................ 297
Nunung Runiawati ................................................................................................................... 297
Imanudin Kudus ...................................................................................................................... 297

LOAN MANAGEMENT BY LOCAL GOVERNMENT IN THAILAND ........................................ 310
Kornarpha Wongkasem¹ Prasit Kunurat²sekson Yongvanit³ ...................................................... 310

1
THE ROLE OF DISTRICTS IN ADDRESSING STRATEGIC ISSUES IN BANDUNG ............ 324
Nunung Runiawati ................................................................................................................... 324
Rina Hermawati ........................................................................................................................ 324

Collaborative Management in Policy Implementation: Case Study; Forest management policy in Riau Province .................................................... 339
Agustiyara ................................................................................................................................ 339
Dr. Sataporn Roengtam .......................................................................................................... 339

COORDINATION STRATEGIES AMONG GOVERNMENT AGENCIES IN MANAGING WATER RESOURCES IN THE REGION BATANGHARI RIVER IN PROVINCE OF JAMBI .......... 363
(Case Study At DAS Batang Merangin – Tembesi, Sarolangun Regency) ................. 363
Muhammad Farid .................................................................................................................... 363
Dr. Dra. Hj. Sintaningrum, M.T ............................................................................................ 363
Prof. Dr. Drs. H. Budiman Rusli, MS ................................................................................... 363

THE RENEWAL MANAGEMENT OF LOCAL GOVERNANCE BY OPTIMALIZATION THE ROLE OF CIVIL SOCIETY IN THE MAKING OF WELFARE STATE ................. 385
Madjid, Udaya\textsuperscript{1} Adiningsih, Berthy\textsuperscript{2} Indarti, Cynthia\textsuperscript{3} ............................................................................................. 385

THE INFLUENCE OF WORK CULTURE ON WORK PERFORMANCE OF EMPLOYEES IN DEPARTMENT OF TRANSPORTATION, COMMUNICATION AND INFORMATICS OF WEST SUMATERA ......................................................................................................................... 404
Aldri Frinaldi ............................................................................................................................ 404

DISASTER DIPLOMACY AS AN ALTERNATIVE APPROACH FOR INDONESIA’S INSTRUMENT OF FOREIGN POLICY IN ASEAN ........................................... 418
Arfin Sudirman, ........................................................................................................................ 418
Animbyo Cahya Putra ............................................................................................................. 418

THE LEGISLATIVE ROLE IN THE BUDGET PROCESS IN INDONESIA ........................................ 440
Mei Susanto ............................................................................................................................ 440

INCREASED TRANSPARENCY OF PUBLIC SECTOR BUDGETING THROUGH IMPLEMENTATION OF PERFORMANCE AUDIT ........................................... 468
Windhu Wibisono, Roy V. Salomo, Chandra Wijaya ................................................................ 468

GOVERNMENT MANAGEMENT TRANSFORMATION IN BANDUNG REGENCY (A STUDY AT DEPARTMENT OF EDUCATION AND CULTURE) ........................................ 477
Dede Sri Kartini, Samugyo Ibnu Redjo ................................................................................... 477
Rita Myrna ............................................................................................................................... 477

LAND USE CONVERSION : EVALUATION AND STRATEGIC ACTIONS ........................................ 499
Ruth Roselin Erniwaty Nainggolan ........................................................................................ 499

ENTREPRENEUR RESPONSE TOWARDS OCCUPATIONAL HEALTH AND SAFETY POLICY OF INDUSTRIAL LABOR SECTOR IN LAEMCHABANG INDUSTRIAL ESTATE, CHONBURI PROVINCE ............................................................................................................. 516
Khemaree Rugchoochip* And Parichat Pongloe* .................................................................. 516

MANDATES AND WHEREWITHALS: THE RESEARCH-TEACHING NEXUS IN GENDER MAINSTREAMING IN THE MSU-ILIGAN INSTITUTE OF TECHNOLOGY, PHILIPPINES.... 536
Chanda Pearl B. Simeon, MIH ........................................................................................ 536
Hilton J. Aguja, Ph. D. .................................................................................................... 536

THE IRONY OF MINING CROPPER ISLAND: THE FAILURE OF THE IMPLEMENTATION OF MINING SUSTAINABLE POLICY IN SOUTHEAST SULAWESI.................................................. 558
La Ode Wahiyuddin ........................................................................................................ 558
Sintaningrum .................................................................................................................... 558

DISCRETION (FREIES ERMESSEN): THE LEGAL DEVICE IN SUPPORTING DEVELOPMENT ............................................................................................................................................. 584
Murtir Jeddawi ................................................................................................................ 584

THAILAND’S MARINE FISHING PROBLEM ........................................................................ 595
Pawida Rungset, Sekson Yongwanit ............................................................................... 595

THE SIGNIFICANCE OF PHILANTHROPY ON THE INCAPACITATED MINORITY ............. 608
Aivie Pearl V. Balasan ...................................................................................................... 608
Nachelle Therese V. Baylon ............................................................................................ 608
Kimberly D. Degala ......................................................................................................... 608
Nordeline E. Elardo .......................................................................................................... 608
Hannah Mica P. Gonzales ............................................................................................... 608
Rocel Ann B. Magusara .................................................................................................. 608
Novi Mari F. Noble .......................................................................................................... 608
Shane Hillary J. See ......................................................................................................... 608

COPING THE POLITICAL TSUNAMI: CORRUPTION AND THE REMAKING OF INCUMBENT ADVANTAGE IN THE 2017 CIMAHU LOCAL ELECTION ................................................................. 617
Caroline Paskarina; ........................................................................................................ 617
Rina Hermawati; ............................................................................................................ 617
Deasy Yunita; .................................................................................................................. 617

GOVERNANCE OF THE ENTREPRENEURIAL-COOPERATION RESIDENCES .......... 635
Sukarno Hardjosoewito1) Ayun Maduwiniarti2), Suroso3), Rachmawati Novaria4), Ign Anom Maruta5) ................................................................................................................................... 635

URBAN DEVELOPMENT POLICY IN A UNIVERSITY TOWN IN THE NORTHEAST REGION OF THAILAND ......................................................................................................................... 643
Chanajai Muenthaisong ................................................................................................... 643

OPEN GOVERNMENT PARTNERSHIP VILLAGE GOVERNMENT IS HEADING VILLAGE GOVERNANCE TO POWER CLEAN, TRANSPARENT AND ACCOUNTABLE............... 664
<table>
<thead>
<tr>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>INDIGENOUS PEOPLES DEMOCRATIC PRACTICES IN LOCAL POLICY DECENTRALIZATION IN THE VILLAGES CITY OF PADANG</td>
<td>686</td>
</tr>
<tr>
<td>Tamrin</td>
<td>686</td>
</tr>
<tr>
<td>GOVERNANCE OF THE ENTREPRENEURIAL-COOPERATION RESIDENCES</td>
<td>708</td>
</tr>
<tr>
<td>sukarno Hardjosoewito(^1), Ayun Maduwinarti(^2), Suroso(^3), Rachmawati Novaria(^4), Ign Anom Maruta(^5)</td>
<td>708</td>
</tr>
<tr>
<td>THE INFLUENCE OF PUBLIC SERVICE MOTIVATION (PSM) AND COMPETENCY ON STATE CIVIL APPARATUS’ PERFORMANCE OF WEST PASAMAN REGIONAL HOSPITAL</td>
<td>717</td>
</tr>
<tr>
<td>Boni Saputra(^a) And Nailuredha Hermanto(^b)</td>
<td>717</td>
</tr>
<tr>
<td>THE PACIFIC SOLUTION AS AUSTRALIA POLICY TOWARDS ASYLUM SEEKER AND IRREGULAR MARITIME ARRIVALS (IMAS) IN JOHN HOWARD ERA</td>
<td>732</td>
</tr>
<tr>
<td>hardi Alunaza(^1), Taufik Hidayah(^2), Rohman Nur Alim(^3), Nofriansyah(^4) Ria Irawan(^5)</td>
<td>732</td>
</tr>
<tr>
<td>ORGANIZATION TRANSFORMATION AT PT. KERETA API INDONESIA (Study On Organizational Restructuring Process)</td>
<td>756</td>
</tr>
<tr>
<td>Arenawati, Erlis Karnesih, A.Djajdja Saefulullah, Herijanto Bektı</td>
<td>756</td>
</tr>
<tr>
<td>IMPLEMENTATION OF STANDARD OPERATING PROCEDURES (SOP) OF ACCEPTANCE OF WORKING ORDER FOR NON-TAX REVENUE IN MINERAL PROCESSING UNIT-INDONESIAN INSTITUTE OF SCIENCE (UPT. BPML-LIPI)</td>
<td>786</td>
</tr>
<tr>
<td>Fithriana Munawaroh</td>
<td>786</td>
</tr>
<tr>
<td>POLICY IMPLEMENTATION OF STREET VENDOR ARRANGEMENT AND FORECASTING IN BANDUNG</td>
<td>810</td>
</tr>
<tr>
<td>Rina Hermawati, Nunung Runiawati, Caroline Paskarina</td>
<td>810</td>
</tr>
<tr>
<td>THE LEADERSHIP OF THE KING OF YOGYAKARTA IN THE GOVERNANCE PRACTICAL IMPLEMENTATION</td>
<td>825</td>
</tr>
<tr>
<td>Talitha Andwi Aswari</td>
<td>825</td>
</tr>
<tr>
<td>Muhammad Quranul Karim</td>
<td>825</td>
</tr>
<tr>
<td>Ifandi</td>
<td>825</td>
</tr>
<tr>
<td>Mansyur Djamal</td>
<td>825</td>
</tr>
<tr>
<td>DIGITAL DEMOCRACY: PHENOMENOLOGY STUDY OF POLITICAL COMMUNICATION IN INDONESIA</td>
<td>838</td>
</tr>
<tr>
<td>Vivi Varlina</td>
<td>838</td>
</tr>
<tr>
<td>Ummi Salamah</td>
<td>838</td>
</tr>
<tr>
<td>SOCIAL PROTECTION PROGRAMS IN INDONESIA: ACCURACY, LEAKAGE, AND ALTERNATIVE CRITERIA OF POVERTY</td>
<td>863</td>
</tr>
<tr>
<td>Sutiyo(^1), Bagus W. Hartono(^2), Jona B. Sinaga(^1)</td>
<td>863</td>
</tr>
<tr>
<td>THE INFLUENCE OF COMPETENCE ON JOB PERFORMANCE OF THE VILLAGE MASTERS IN MANAGING VILLAGE FINANCES IN THE DISTRICT OF TANAH DATAR</td>
<td>876</td>
</tr>
<tr>
<td>Syamsir</td>
<td>876</td>
</tr>
</tbody>
</table>
INSTITUTIONAL CAPACITY BUILDING AT BADAN PEMBERDAYAAN MASYARAKAT DAN PEMERINTAHAN DESA IN NORTH EAST TIMOR REGENCY (TTU) ........................................... 897
Karel Martin Amfotis ................................................................................................................. 897

ECOLOGICAL DEMOCRACY IN ENVIRONMENTAL POLICY MAKING ............................... 913
Siti Aliyuna Pratisti ..................................................................................................................... 913

WRITING OUR OWN NARRATIVE: LIVED REALITIES OF WOMEN IN MUSLIM MINDANAO ............................................................................................................................. 930
Yasmira P. Moner* .................................................................................................................. 930

Cabatuan LGU Multi-Purpose Cooperative: Contributions, Strategies and Partnerships toward Development ........................................................................................................... 954
Artieda, Annaleoh L. .......................... 954
Doromal, Camille Hope M. .......................................................... 954
Gustilo, Jyniel B. ........................................ 954
Isanan, Gonzalo III L. ......................................................... 954
Lenaugo, Jogie Marie C. .......................................................... 954
Panes, Jypt Anthony P. ........................................ 954
Salazar, Nicho Carlo P. ........................................................................................................ 954

IMPLEMENTATION OF REGIONAL REGULATIONS NUMBER 5 2016 IN BANTUL (Case Study: open selection system for village officer Desa Tironirmolo in Bantul District) ........ 969
Dwian Hartomi A.P.E, Kurnia Rifqi Febrian, Sakir ................................................................ 969

Work Attitudes among Office Personnel at MSU-Iligan Institute of Technology, Iligan City Philippines ............................................................................................................. 985
Katrina L. Codilla, RPm ........................................................................................................... 985
Jalil E. Quinal, RPm ................................................................................................................ 985

THE EFFECT OF JOB SATISFACTION ON JOB PERFORMANCE OF VILLAGE MASTERS IN MANAGING VILLAGE FINANCES IN THE DISTRICT OF KERINCI ......................... 1004
Ade Nurma Jaya Putra ............................................................................................................. 1004
Syamsir ................................................................................................................................. 1004
Erianjoni ................................................................................................................................. 1004

Agro-industry development direction in Thailand ................................................................. 1024
Katawut Ponkhot; ................................................................................................................. 1024
Sekson Yongvanit ................................................................................................................. 1024

THE IMPORTANCE OF COMPETENCY ASSESSMENT TO IMPROVE THE SERVICE PERFORMANCE OF THE BUREAUCRACY ................................................................. 1037
Dr. H. Zakariya, MS., MM .................................................................................................... 1037
Prof. Dr. Agus Sukristyanto, MS ........................................................................................ 1037
<table>
<thead>
<tr>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>YOUTH IN ARTS-BASED PEACEBUILDING AND ENVIRONMENTAL CONSERVATION:</td>
<td>1044</td>
</tr>
<tr>
<td>YOUTH EMPOWERMENT PROGRAMS OF TWO NON-PROFIT ORGANIZATIONS IN</td>
<td></td>
</tr>
<tr>
<td>NORTHERN MINDANAO</td>
<td></td>
</tr>
<tr>
<td>PRIMITIVO CABANES RAGANDANG III</td>
<td>1044</td>
</tr>
<tr>
<td>LIWAYWAY S. VILORIA, Ph.D.</td>
<td>1044</td>
</tr>
<tr>
<td>PHENOMENON OF POLITICAL DYNASTIES IN THE REGIONAL HEAD ELECTION</td>
<td>1061</td>
</tr>
<tr>
<td>Budhy Prianto</td>
<td>1061</td>
</tr>
<tr>
<td>ANALYSIS OF EFFECT OF LOCAL OWN SOURCE REVENUE AND GOVERNMENT</td>
<td>1080</td>
</tr>
<tr>
<td>SPENDING ON ECONOMIC DEVELOPMENT IN THE TEGAL REGENCY</td>
<td></td>
</tr>
<tr>
<td>Nur Anita¹, Rizky Ajie Aprilianto²</td>
<td>1080</td>
</tr>
<tr>
<td>PEOPLE’S ECONOMY AS THE WAY OUT OF HIGH GINI RATIO IN SURABAYA</td>
<td>1096</td>
</tr>
<tr>
<td>Satria Devi, S.STP</td>
<td>1096</td>
</tr>
<tr>
<td>CONNECTED: TRACING THE IMPACT OF SOCIAL MEDIA AS A NEW MEDIUM OF</td>
<td>1118</td>
</tr>
<tr>
<td>POLITICAL PARTICIPATION IN THE PHILIPPINES BEFORE AND DURING DUTERTE</td>
<td></td>
</tr>
<tr>
<td>ADMINISTRATION</td>
<td></td>
</tr>
<tr>
<td>Aaron Joseph Henderin Castaño</td>
<td>1118</td>
</tr>
<tr>
<td>Shaira Joy Fungot</td>
<td>1118</td>
</tr>
<tr>
<td>Rica Jane Gardose</td>
<td>1118</td>
</tr>
<tr>
<td>Jamil Lavaniyah Delos Reyes</td>
<td>1118</td>
</tr>
<tr>
<td>Tanya Maria Ciaden Sejane</td>
<td>1118</td>
</tr>
<tr>
<td>Lea Jane Cabalfin</td>
<td>1118</td>
</tr>
<tr>
<td>Christine Joy Viray</td>
<td>1118</td>
</tr>
<tr>
<td>Leonard Francis Alcoran</td>
<td>1118</td>
</tr>
<tr>
<td>Rejie Lyn Duya</td>
<td>1118</td>
</tr>
<tr>
<td>Rasia Kristina Sorongon</td>
<td>1118</td>
</tr>
<tr>
<td>ALTERNATIVE MODEL FOR MANAGING- LOCAL ADMINISTRATIVE ORGANIZATIONS</td>
<td>1136</td>
</tr>
<tr>
<td>M. Irwan Tahir¹</td>
<td>1136</td>
</tr>
<tr>
<td>Ani Martini²</td>
<td>1136</td>
</tr>
<tr>
<td>Hasna Azmi Fadhillah³</td>
<td>1136</td>
</tr>
<tr>
<td>THE SITUATION ON CITIZENS’ PARTNERSHIP PROCESS UNDER THAILAND’S</td>
<td>1143</td>
</tr>
<tr>
<td>MILITARY JUNTA ERA</td>
<td></td>
</tr>
<tr>
<td>Mr. Phao Nawakul</td>
<td>1143</td>
</tr>
<tr>
<td>CRISIS AND COMMUNICATION MANAGEMENT IN NATIONAL POPULATION AND</td>
<td>1155</td>
</tr>
<tr>
<td>FAMILY PLANNING BOARD IN THE POST-REFORM ERA</td>
<td></td>
</tr>
<tr>
<td>Rizky Fauzia</td>
<td>1155</td>
</tr>
<tr>
<td>Firman Kurniawan Sujono</td>
<td>1155</td>
</tr>
</tbody>
</table>
SIMULATION OF DYNAMIC SYSTEM MODEL IN THE DEVELOPMENT OF GREEN ENVIRONMENTAL TOURISM TO INCREASE ECONOMIC GROWTH IN PANGANDARAN

Dr. Ir. Hj. Dedeh Maryani, MM .............................................................................................. 1171

DO THE ECONOMIC EMPOWERING BUDGET IN APBD AND FISCAL DECENTRALIZATION HAVE IMPACTS ON URBAN POVERTY ALLEVIATION ................................................................. 1185

Andi Heny Mulawati Nurdin ................................................................................................... 1185
INDIGENOUS PEOPLES ENGAGEMENT TO MAINSTREAM LOCAL POLITICS: A SOUTHERN PHILIPPINES NARRATIVE

Joy Melyn L. Jayma-Porquis¹
Central Mindanao University

ABSTRACT

The Philippines, being one of the countries which have the abundance of the Indigenous Cultural Communities is a good region to study Indigenous Peoples (IPs). Many projects have involved or targeted the IPs, and we may ask; how are the Indigenous Cultural Communities deal with these considered external factors?

This study focuses on a specific indigenous community in Mindanao, Philippines – the Bukidnon Tribe. The Bukidnon Tribe is one of the well-documented and well-researched tribes in the region and is also a recipient of various projects in the past. This paper primarily aims to answer the question, whether the Bukidnon Tribe have mainstreamed their presence in local politics. With the implementation of the Indigenous Peoples’ Rights Act (IPRA), the traditional political institutions of the different tribes are now nationally recognised. With that in place, this study has the following specific questions: a) how engaged is the Bukidnon tribe in local politics, b) how are the traditional political institutions of the Bukidnon tribe survive in relation to engagement to mainstream politics, and c) what are the political influences and effects of the past projects given to the tribe.

Results show that through the IPRA, which mandated an IP representative for every local government unit (LGU) in areas with IP population, the indigenous communities are assured of representation. Because of the presence of the IP representatives in LGUs, the other members of the tribe are encouraged to further recognise and participate in mainstream political activities such as voting in elections and consultation with regards to policy formulation. The results also indicated that the tribe understands the value and importance of their traditional political institutions. Thus, they strive hard for its preservation despite all the external factors brought by the projects.

From the results, it is suggested that educating the mainstream society about the rich political culture of the tribe as a method to ease the penetration of the IPs to local politics as there will be greater respect for cultural diversity.

¹ Ms. JM Jayma-Porquis is currently placed in Central Mindanao University, Philippines pursuing her masters degree at University of San Carlos. Her research interests include ethnic neighborhoods, local governance and in using entertainment pieces (novels, films, online games) in studying political phenomena and concepts.
Keywords: indigenous people, political engagement, mainstream politics

A. INTRODUCTION

1. Rationale of the Study

   The Philippines is composed of more than a hundred million people, and in the data of the National Commission on Indigenous Peoples in 2013, the Philippines’ indigenous population has reached 14 million, roughly about 13 percent of the total population. The history of the Philippines, as written in most books, usually highlight the national struggles under the Spanish, American and Japanese occupations of the Christianized Filipinos only. The Moros and the Highlanders, the indigenous peoples, although not visibly accounted for in most of our books, should be given importance in history and today’s society.

   The Philippine government recognizes and promotes the rights of indigenous peoples or so-called indigenous cultural communities and this also means the merging of the various native or cultural groups into one body politic, with the view of granting the minority all the rights and privileges enjoyed by the majority and getting them involved in the joint efforts to advance the national interest. Many of these indigenous peoples and communities are found in the few remaining forested areas, most of which have now been declared protected areas. The State recognition of IP rights is embodied in the Philippine Constitution (Article II, Section 22) and reiterated in Section 13 of RA 7586, the National Integrated Protected Areas System (NIPAS) Law of 1992.

   The indigenous peoples are among the poorest and the most disadvantaged social group in the country. Illiteracy, unemployment, and incidence of poverty are much higher among them than the rest of the population. They live in geographically isolated areas with lack of access to essential social services and few opportunities for mainstream economic activities, education, or political participation. In which all this can be attributed to physical segregation and socio-cultural exclusion.

   In recent years, the Philippine Government has made significant policy reforms to address the severe problem of the lack of tenurial security among IPs
and local communities. The enactment of the Indigenous People Rights Act (IPRA), RA 8371 by the Philippine Government in 1997, goes beyond the contract-based resource management agreements between the state and the community. It guarantees the access of indigenous peoples to essential services, among other things. Recognition of and respect for fundamental human rights are safeguarded. The law (RA 8371) contains specific provisions that ensure that indigenous peoples, just like other human beings, will enjoy these rights: the right to life, development, and civil liberties; political rights; freedom of association; nondiscrimination; equal protection; and right to peace and social justice.

While some indigenous peoples had already significant influence in the political context of their respective local town or province, still, in most cases they are mostly dependent on the will of, and negotiations with the national government. Nevertheless, forms of oppression, marginalisation, and exclusion are faced by indigenous peoples in all possible contexts and political settings.

The Mt. Kitanglad Range Natural Park (MKRNP) in north-central Mindanao is home to three non-Christian and non-Muslim indigenous groups who refer to themselves as Talaandigs, Higaonons and Bukidnon. These native inhabitants are known collectively as Bukidnon, a Bisayan word for “people from the mountain,” and they share a common culture and a common language, the Binukid. Also, all of them face the same struggles: that of their ancestral domain claim and the recurring socio-economic and even political marginalisation.

Many IP scholars and social-development advocates believe that the recognition of indigenous people’s rights through the provision of tenurial security over their land provides the better incentive to use the area sustainably. As demonstrated in MKRNP, even if a formal state recognition has yet to be issued in their favour, indigenous peoples had long and shown their traditional authority over this sacred mountain range (Canoy and Suminguit, 2001.) unceasingly.

In the last two decades, conventional structures in MKRNP are rediscovering their cultural foundations. This illustrates how much the leadership of the Talaandig, Higaonon, and Bukidnon peoples, either through federal or
independent initiatives of their datus and baes (women chieftains), have advanced their struggle for recognition, governance, and co-management in MKRNP.

Kitanglad Integrated NGOs and other anthropologists (Burton and Canoy 1991; Cairns 1995; Gatmaytan 2001; Sawy 1998; Suminguit et al. 2000) have studied and found that the indigenous peoples of Mt. Kitanglad have exercised critical and robust leadership, shown a high level of awareness in development and conservation programs, and tested their ability to pursue collective actions.

IPRA mandated an IP representative in all LGUs where there are IP communities to ensure that they will have a voice in the government and as a province, Bukidnon fulfilled this already. The representatives at all local government unit levels have also been trained by nearby universities and NGOs on skills necessary to carry out representation and were also introduced to the mainstream legislation processes.

Even with the leadership above strengths and capacities of the indigenous cultural communities in Bukidnon, the members of the tribes are still considering themselves as politically marginalised. Many would even think to be discriminated in the supposed many privileges assured to them by the passing of the IPRA. Thus, the research proponent finds it ripe and essential to explore the narrative of the tribal political institutions, political engagement and participation of the IP community, especially the Bukidnon Tribe.

The results of this study will be of use mainly in line with the nationwide drive to understanding the Indigenous Cultural Communities, not only in Northern Philippines but those in Mindanao as well. The results will give us a clearer picture as to the experiences, struggles and successes alike, of the IPs that may help the mainstream society to fully embrace the IP sector as part of our national identity and ultimately achieve good national integration.

B. THE PROBLEM AND ITS SETTING

1. Statement of the Problem

This paper would like to look provide a narrative of the experiences of the Bukidnon Tribe in mainstreaming their presence in politics.
Specifically, this study proposes the following objectives:

a. To determine how engaged is the Bukidnon tribe in local politics;
b. To learn how the traditional political institutions of the tribe survive about engagement with mainstream politics; and
c. To identify what are the political influences and effects of the past projects given to the tribe.

2. Significance of the Study

The proponent of this research shares the belief that it is essential to understand the variations of culture and laws especially in a culturally diverse region like ours. This study will be an academic undertaking that aims to instil appreciation and acceptance of the IP sector that is often ignored.

Specifically, this paper seeks to benefit the Non-governmental Organizations as of this writing may serve as a reference of some NGOs interested in Tribu Bukidnon, or willing to have a partnership with other institutions in forwarding the interest of the IP community. This paper may serve as a reference for officials and employees of the Province of Bukidnon LGU and Malaybalay City LGU. It is desired that this article will provide enough information as to encourage policy formulation to aid the IPs especially in providing them more chances of political engagement. This research hopes to help academic institutions to partner with other stakeholders not only in the pursuit of knowledge specifically about the seven tribes of Bukidnon and to expand or utilise this experience in additional research and extension services. This study also provided an avenue for a dialogue between academic institutions and the IP community and helped encourage the Tribe to further their advocacies and interests.

3. Theoretical and Conceptual Framework

The continuing issues and problems regarding the freedom and security of land tenure of the Indigenous Communities including their political participation suggest that there is an underlying factor that limits their engagement to the mainstream politics.

In discussing the Ancestral Domain, the Indigenous People is most often considered as one stable homogenous society. As a community, the indigenous
people are regarded as the “odd ones” who have their own unique culture and traditions. But population per se does not mean having same needs, perceptions and experiences especially about land marginalisation and political participation or disenfranchisement. In most researches done on the IP, the elders have always been seen as the ones very active in engaging in community activities, although the youth are also expected to be proactive. Their failure to follow the customs and traditions may mark them as being lured by modern ways which might renounce their customs and traditions. The disappearance of culture and tradition is not only a feared possibility, but a problem that needs to be remedied in so far as local politics and economic subsistence is concerned. This paper will try to make visible the Indigenous Peoples’ experiences with regards to the implementation of the IPRA. It will explore their struggles and victories while participating in the process of IPRA implementation be it in pursuing their community’s security of land tenure or asserting their political identity. This is putting into consideration their engagement to mainstream politics during opportunities provided by national laws or by their public initiatives.

This study, in particular, will use a general inductive approach for the qualitative data analysis. The primary purpose of using an inductive method is to allow research findings to emerge from the frequent, dominant or significant themes inherent in raw data without the restraints imposed by structured methodologies. Critical issues are often obscured, reframed, or left invisible because of the preconceptions in the data collection and data analysis such as those used in hypothesis testing research.

This study will regard the IPs as perceptive agents that understand and analyses the situation affecting them and their community, capable of responding to or changing the conditions in their unique way. This inquiry wants to explore how the IPs define their identity in the midst of tensions between tradition and the influences or interventions outside of the community in the context of ancestral domain and political participation. It will also try to explore the articulation of indigenous identities within and outside their communities amidst the pressures; conversely, it will look into how the exposure to external influences impacted the
manner they relate and engage to local mainstream politics. It will also try to discuss how the application for the ancestral domain title is motivated by the importance of preservation of their culture and tradition and that through the process of their participation, the Bukidnon Tribe will be able to confidently assume their cultural identities either inside or outside of their community.

C. RESEARCH METHODOLOGY

The methodology of this proposed research is purely qualitative analysis. It involves a review and critique of materials from various sources such as interview and focuses group discussions. Other causes include documentation by NGOs supportive of the IPs struggle, opinions of Bukidnon LGU personnel, and proceedings of meetings attended by IP leaders.

1. Research Environment

The Tribu Bukidnon communities residing within the MKNRP has been chosen as the primary subject of the study because it is one of the largest IP groups found in Mindanao. The communities of Daraghuyan/Enhancing and Balete-on were also recently awarded their CADTs. Tribu Bukidnon was chosen out of the seven known tribes thriving in the province of Bukidnon, primarily because their communities are centrally located in a state-proclaimed Natural Park. This alone provides a unique blend and layers of national and customary legal laws that govern them.

The locale of the study is at the foot of Mts. During-during and Kitanglad. Politically, the abovementioned communities are part of Brgy. Dalwangan, Malaybalay City, Bukidnon. The Balete-on community covers 466.7 hectares of their Ancestral Domain, while Daraghuyan/Inhandig community covers at least 4,200 hectares of Ancestral Domain and is named after one of the sacred peaks of the Kitanglad range.

Their territory is declared as a full-pledge protected area on November 9, 2000, pursuant to Republic Act No. 8978 otherwise known as the Mount Kitanglad Range Protected Area Act of 2000 and was awarded a Certificate of Ancestral
Domain Title on September 17, 2013, headed by Bae Inatlawan for Daraghuyan and Datu Felix of Balete-on. Aside from that, they still practice their cultural traditions despite the persistence of modernisation.

The Province of Bukidnon as well prides itself as the first province to have fully implemented the mandatory IP representative mandated by IPRA.

2. Research Respondents

These key persons have the necessary knowledge and experience relevant to the questions in this research and were interviewed.

<table>
<thead>
<tr>
<th>Respondents</th>
<th>Profile/Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Datu Billy Lumigoy</td>
<td>Datu, Spokesperson Balete-on Bukidnon Tribe</td>
</tr>
<tr>
<td>2. Bae Inatlawan</td>
<td>IPMR Barangay Dalwangan, Malaybalay City Chieftain, Daraghuyan and Inhandig Bukidnon Tribe Communities</td>
</tr>
<tr>
<td>3. Datu Pagalongan</td>
<td>Tribu Bukidnon Balaghusay</td>
</tr>
<tr>
<td>4. Datu laguidiliran</td>
<td>Balete-on Council of Elders</td>
</tr>
<tr>
<td>5. Nanay Pangging</td>
<td>Daraghuyan and Inhandig Council of Elders</td>
</tr>
</tbody>
</table>

Other members of the Council of Elders were also interviewed as well as some youth in the communities.

3. Research Instruments

The primary data gathering tool used for this research key informant interview. The researcher also facilitated a focus group discussion to extract information from the members of the Council of Elders of the Bukidnon tribe.

Traditional and another necessary research protocol was also observed in the conduct of this study.
D. RESULTS AND CONCLUSIONS

The results of this study show that the presence of the Indigenous Peoples (IP) mandatory representative assured representation of the IPs concerns and endeavours. Through this representative, the communication between the mainstream local government and the tribe has been closed. Thus their political relationship is enhanced. It can be said as improved in the sense that the tribe now knows about the activities of the government. The tribe also now, through the representative, participate in the formulation of projects and activities by the local government. According to Bae Inatlawan, they are soon informed of the government projects and activities that could help the members of the tribe. Another IP leader, Datu Billy Lumigoy, said that they became more interested in participating in governance because they saw IPs like them, are given a chance to talk and be heard during the project planning and other activities. With this, the tribe is saying that what they are experiencing now is a far cry from what they could do in the last few decades where, aside from physical distance, the marginalising factors such as poverty and lack of education drives them further away from political participation. Before instating mandatory representatives, the tribe is only limited to the periodic involvement during elections, where only a few members of the tribe participate. Now that a person ‘like them’ is in the seat, the members are encouraged to have a closer relationship with the government. It is as if, accordingly, that the representatives have bridged the cultural barriers.

It also follows that there is an increase in participation during the election, not just as voters but also as candidates. The members of the tribe are enticed with the idea of further representing not only the tribe but the non-members of the tribe as well. The self-esteem of the Tribal members increased as their political worth is also increased. Alongside with this, there is also an increased participation in public consultations. The tribe has found their voice in general assemblies, conducted either by the government or NGOs or private sectors; the tribe has been actively participating. The statement of Datu Laguidliran claiming that many of the mainstream locally elected politicians are also members of the Bukidnon tribe (this has been verified by the researcher as well).
“Before it was difficult to talk to the local executive head, now, it has been better.” – Bae Inatlawan.

The tribe is given more opportunity to discuss specific relevant issues with the local government, to propose programs suited for the tribe, among other things.

On the question of how the political institutions survive about their participation in mainstream politics, the tribal leader’s answer has been simple. The law (Indigenous People’s Rights Act) ensured that the government respects the indigenous political leadership. Although it is admitted that the government does not fully understand the traditional ways, the government reaches out to them. The government, on the national level, enacted laws that recognise the tribes and their customary laws. The local states, on the other hand, implemented these rules.

The results indicate that the tribe recognises the value and importance of their traditional political institutions. Thus they strive hard for its preservation despite all the external factors brought by modern times and technology. The youth, which serves as the future of the tribe, has been especially challenged by current and mainstream political methods. Surprisingly, political and economic problems as identified by the youth is also perceived to be solved only by the guidance and mentoring of the young ones. This is an essential factor in keeping the traditions and political institutions. The youth, like Jonathan and Arlan, showed great respect for their elders and saw their selves as the future of the tribe.

Datu Laguidliran, confirms that the tribe welcome new methods/technology/knowledge that may help them, as long as they are assured that these methods/technology and experience does not interfere or go against the tribe’s IKSP.

“the lake is deep, and it is difficult to reach its bottom, but it is far more difficult to count the sand at the bottom of the lake”-Datu Laguidliran

The above statement meant that whosoever desires to understand the tribe will have a significant difficulty as the tribe is an institution in itself with solid and ancient foundations such as the lake mentioned. Water may come and just pass through the lake, but the lake remains a lake. Such is the circumstance of the tribe as well.
There are a lot of government projects such as agricultural assistance, calamity assistance, health projects and other livelihood projects. These projects are not exclusively for the tribe; it is for the entire qualified local populace. Some members of the tribe still feel discrimination, but the elders have seen the positive change in the mind-set of the local government units and the non-members of the tribe. Interestingly, there is an excellent appreciation of help, be it from the government or not, because for the elders and the tribe, as long as they have the mountains and the forest, they are not poor; they have more than to get by.

Some projects and programs received by the tribe are not consistent with their tradition. Thus, they tend to ignore it and not force their members to oblige. Examples of these projects are mandatory birthing in Health Centers and Agro-Forestry projects. These projects are considered general policies or those that did not obtain Free, Prior Informed consent from the tribe. In accepting this kind of projects, the tribe had shown right discernment.

In conclusion, The Bukidnon Tribe of Mindanao has increased/improved their engagement to mainstream local politics. There are challenges, but the tribe fastidiously kept their (political) traditions. There is a strong leadership in the tribe that knows how to utilise IPRA and MKRNPA in the advancement of their political participation and identity.

E. RECOMMENDATIONS:

It is recommended that this study will be expanded including in its coverage the other tribes settling in Southern Philippines. Also, a comparison of their different narratives could be made.

REFERENCES


FORCED DISPLACEMENT IN THE SCIENCE FICTION ELYSIUM VIS-À-VIS THE REFUGEE CRISIS IN SYRIA: REFLECTIONS ON THE STRUGGLES OF FORCED MIGRANTS

Nikka Antipasado Peligro
Joy Melyn Jayma-Porquis
Central Mindanao University

Abstract

The refugee crisis in Syria is one of the most pressing issues in the world today. The conflict between the government of Bashar al-Assad and militant groups, which started in 2011, continues to displace Syrians within the country and even all over world as well. According to UNCHR, 4.8 million have already fled to Turkey, Lebanon, Jordan, Egypt, and Iraq, 6.6 million are internally displaced, and about 1 million have requested asylum to Europe. With this in mind, the paper was aimed to study forced displacement in Syria specifically on the struggle of forced migrants using the popular sci-fi film Elysium as a lens.

The paper was an explorative research which used descriptive and comparative method in the analysis of data. Along with simulation, primary and secondary data were used. With the limited sources, data were gathered mainly through direct observation on the film. Secondary data were taken on the literature reviews pertaining to the field of study including books, articles and mostly from internet sources. Based on the findings of the study, the sci-fi film Elysium is a simulation of the refugee crisis in Syria.

The study had identified that the characteristics of forced displacement in term of its push factors/causes and its manifestations, the intervening obstacles, and the scale of displacement are all pervasive in the film. This only proved that Elysium is a reflection and image of the struggles of Syrian forced migrants. The researcher also found out that that film can be used as an alternative direction for political analysis and theorizing. Since the refugee crisis is still on the process, it is then recommended that future researchers should also explore other factors related to forced displacement considering the dynamics and updates on the refugee crisis.

Keywords: forced displacement, science fiction film, refugee crisis, forced migrants
A. INTRODUCTION

According to the National Geographic Society (2005), migration and human movements are not new concepts. It is a recurring factor in human history. Since time immemorial, people move from one place to another because of various reasons. Until now human movements had continued to become a significant phenomenon—but in today's world, it is increasingly defined by forced displacement. This is why it is one of the most popular fields of study for researchers since the 1960's.

Today, a controversial and pressing issue on forced migration is that of Syria's Refugee crisis. The conflict in Syria between the government of Bashar al-Assad and various other forces, which started in 2011, continues to cause displacement within the country and across the region as well. Among those escaping the conflict has sought refuge in the neighbouring countries, and some are displaced within the country itself. According to the United Nations High Commissioner for Refugees (UNHCR), 4.8 million have fled to Turkey, Lebanon, Jordan, Egypt and Iraq, and 6.6 million are internally displaced within Syria. Meanwhile, according to the Syrian Refugees website, about one million have requested asylum to Europe.

With these, the paper was focused on studying forced displacement of Syrians. It aims to contribute to the existing studies on Syria's refugee crisis by using popular science fiction as a lens. This was focused on the factors that cause or push forced displacement, the obstacles that intervene or hinder this, and the scale of movement. Using science fiction as a new way of presenting a global issue will surely arouse the reader's interest and will hopefully provide an alternative direction in political analysis and study. The popular science fiction that this paper uses is Elysium, an American science fiction film written, produced and directed by Neill Blomkamp in 2013. It was set in the year 2154 wherein only two classes of people exist: the wealthy that lives in Elysium and the rest who live in the ravaged Earth. As described by Woods (2013), people from Earth are desperate to escape the planet's crime and poverty even if it means embarking on a life-threatening journey. Since Elysium was used as a lens, the study would then be highly dependent on the narratives of the film.
B. OBJECTIVES OF THE STUDY

This paper aimed to study forced displacement in Syria specifically on the struggle of refugees, asylum seekers and internally displaced persons (IDPs) using the popular science fiction Elysium as a lens. This study has the following objectives:

To determine the characteristics of forced displacement in Syria regarding:

1. Identifying the push-factors of forced displacement.
2. Determining the intervening obstacles of forced displacement.
3. Assessing the scale of movement.
4. To determine the characteristics of forced displacement in Elysium regarding:
5. Identifying the push-factors of forced displacement.
6. Determining the intervening obstacles of forced displacement.
7. Assessing the scale of movement.

To determine and compare the similarities of Syria’s Refugee Crisis to the popular science fiction Elysium regarding:

1. Identifying the push-factors of forced displacement.
2. Determining the intervening obstacles of forced displacement.
3. Determining the scale of displacement.

C. SIGNIFICANCE OF THE STUDY

This paper contributed to the existing studies on Syria’s Refugee Crisis by using popular science fiction as a lens. This generates helpful information concerning the use of science fiction not just for entertainment but as an alternative direction for political analysis and theorising as well.

This study can also be a simulation of forced displacement in the science fiction film Elysium and the real refugee crisis in Syria as a reflection of the struggles of displaced people. This gives a unique option in understanding surrounding conditions of Syrian displaced people and other problems confronting the Syrians. By the use of Elysium as a simulation of forced displacement vis-à-vis the actual and current refugee crisis in Syria, it would have a way of analysing global issues yet interestingly and
uniquely. With this, the study can also provide interdisciplinary baseline information for future researchers that would embark on the same line of research.

D. CONCEPTUAL FRAMEWORK

The research study was focused primarily on forced displacement which was viewed through science fiction and the actual world through the use of simulation. Everett Lee’s Theory on Migration was used with regards to the concepts affecting forced displacement. The push-factors, intervening obstacles, and scale of a movement were then identified. In regards to such ideas, both the science fiction and the actual or real-world was then compared.

E. METHODOLOGY

This study is a qualitative research, which by definition involves obtaining information using descriptive measures such as interviews, case studies, ethnographic studies, focus groups, and personal journals and diaries, but not statistically analysing the info (Stake, 2015). This study involves data and information obtained directly from the film and its narratives, and from the various websites to provide a descriptive analysis of forced displacement both in the movie and in the real Syrian refugee crisis.

1. Research Tool

This study used Simulation as its research tool. Simulation as a social science research tool is defined by Dawson (1962), as cited by Berends and Romme (1999), as the construction and manipulation of an 'operating model', that is, a physical or symbolic representation of all or some aspects of a social or psychological process. The possibility to experiment with variables which can be manipulated is particularly useful in management research because moral and physical factors often prohibit experimenting with real people, systems, and organisation. In this study, Everett Lee’s push-pull theory on migration was used as well, emphasising origin and destination factors and the intervening obstacles.
Since this deals with forced displacement, the method was applied in the study focusing on the push factors and the intervening barriers.

This paper analysed and described forced displacement in Elysium vis-à-vis the real-world forced movement in Syria specifically on the topic of refugees, asylum seekers, and internally displaced persons (IDPs) through the concept of simulation.

2. Research Design

Though the paper was focused on studying forced displacement in both the film and the actual refugee crisis in Syria, it also used comparative method to aid the study further. The documentary Elysium was used as a lens in determining causes of forced displacement, the intervening obstacles met, and the scale of dislocation or movement, which was then compared to the current refugee crisis in Syria. This paper was an explorative research which aims to support and reinforce that science fiction could indeed provide an alternative direction in analysing societal or global issues.

Primary and secondary data was also utilised. The novel was the primary source in data gathering. Because of the possibility of limited sources, data was gathered mostly in the narratives through direct observation on the film and readings on script and book. Various literature reviews were then used as secondary data.

F. RESULTS AND DISCUSSIONS

The primary focus of this study revolved around the struggle of displaced people as to how they are replaced, the causes or push factors, the intervening obstacles, and the scale of their displacement. Distinguishing as to who constitutes displaced people might be complicated for the term itself has such a complex definition attached as to its scope and meaning. Some even confuse how the time is distinguished legally and politically from voluntary migrants. But for this study, the term displaced people are used to emphasise its very definition which is distinct from the definition of ordinary migrants. As Castles (2005) puts it:
"Forced migrants are anyone forced to leave their homes by violence, persecution, development projects, natural disasters or human-made catastrophes. The term does not include only refugees and asylum seekers but also Internally Displaced Persons (IDPs), development displaces, environmental displaces, disaster displaces, and all those other persons of concern to UNHCR."

With this definition of displaced people, the science-fiction film Elysium was used as a lens in viewing forced displacement by the use of simulation vis-à-vis the actual and current refugee crisis in Syria.

1. Characteristics of Forced Displacement in Syria

One of the primary objectives of this study is to identify what are the symptoms of forced displacement in Syria regarding its causes or push factors, the intervening obstacles, and the scale of movement. The discussion will start first on the push-factors or causes of forced displacement and migration.

a. Push Factors or Causes

The first push factor identified is the civil war between the government and armed opposition groups like the Islamic State of Iraq and the Levant (ISIL). According to Al Jazeera (2016), pro-democracy protests erupted in March 2011 in the southern city of Deraa after some teenagers who painted revolutionary slogans on a school wall were arrested and tortured. These demonstrations were cracked down harshly and used violence to suppress protests. And with political and economic problems confronting the country, resentment of the Syrian government accelerated. Rebel groups continue to fight against one another for power and seem to grow active day by day not just regarding military capacity but also in securing support from outside forces like the US, Russia, and other Arab countries. In short, the armed repression of peaceful protests and militarisation of the resistance have resulted in a massive exodus, leaving Syrians no choice but to flee the country.

The second identified push-factor which is in connection with the first one mentioned above is the prevalence of violence all over the country. Since pro-
democracy protests erupted in March 2011, hundreds of thousands of Syrians nationwide went to the streets protests demanding President Assad's resignation. Fighting reached the capital Damascus and second city of Aleppo in 2012. By June 2013, the UN said that 90,000 people had been killed in the conflict, and by August 2015 the figure had climbed to 250,000, according to activists and the UN (BBC, 2016). Meanwhile, according to Human Rights Watch (2017), violence committed was done not just by one party but all the parties involved in the Civil War. Extremist groups like ISIL and Jabat Fath Al-Sham formerly known as Jabhat al-Nusra (al-Qaeda's affiliate in Syria) were responsible for targeting civilians, kidnappings, and executions. Even the government forces itself, and their allies carried out brutal attacks against civilians where incommunicado detention and torture is rampant. This prevalence of violence continues up to this writing despite international efforts to implement ceasefire deals brokered by Russia, US, Iran, Turkey, and the UN which pushes more and more Syrians to flee from the country.

The third push-factor identified is the lack of protection and security. Due to civil war and the prevalence of the violence all over the country, stability and security are an impossible concept for most Syrians. The Assad regime is so busy trying to win the war that it failed to protect its citizens from the fighting. According to Al Jazeera (2016), the Syrian regime occupies only some territories, losing control of some parts of the country to the rebel groups, ISIL, and Kurdish forces. With the government losing control over its areas, it became an impossibility to extend protection to civilians residing in territories, not under the control of the state. Also, most places became a battleground for all forces, and with them busy trying to win the war, protecting civilians is the least of the priority. Thus, with the lack of protection and security, Syrians are pushed to leave their homes and find safety elsewhere.

The fourth Push-factor identified is the humanitarian crisis created by the Syrian civil war. The war in itself is a humanitarian crisis. According to European Commission Humanitarian Aid and Civil Protection (2017), the estimated number of people in need of humanitarian assistance inside Syria is 13.5 million, and the
UN estimates it will need $3.4 billion to help them. 95 percent of people lack adequate health care within Syria, 70 percent require regular access to clean water, half the children are out of school, the economy is shattered, and four-fifths of the population lives in. Almost 85% of Syrians live in poverty, with more than two-thirds of the people in either extreme or abject poverty (BBC, 2017). Atrocities from all sides are still prevalent. Torture and chemical weapons have been used against the Assad regime and vice versa. Thus, with these circumstances commonplace in Syria, more and more Syrians are forced to leave their homes to avoid being caught in the middle of the crisis.

The fifth push-factor identified is the scarcity of necessary resources, the ruined economy, and the lack of jobs/employment. The economic conditions and transformations brought by the war are taking its toll. Syria's economy is deteriorating at a faster rate since 2011 – with food subsidies now being slashed, wages left unpaid, failing trade and fuel distribution, a rapidly depreciating currency, the destruction of the country's physical infrastructure and productive capacity, the collapse of state institutions and services in areas outside regime control, and the Western sanction (Cambanis, 2016). At the end of 2014, 82 percent of Syrian people lived in poverty, while 2.96 million people had lost their jobs because of the war, so unemployment surged to 58 percent (Al Mahmoud, 2015). With the scarce resources, more and more Syrians opt to leave the country.

Thus, from among the causes identified above, it is the civil war that can be considered as the leading cause of them all. It is what causes other push factors to emerge, and it is even safe to say that without it, none of the following push factors will happen which all contributed to the forced displacement of Syrians.

With the push-factors (causes) identified and discussed above, the discussion on the intervening obstacles in Syrian refugee crisis then follows. Intervening obstacles are defined here as the situations or circumstances which challenge or prevent Syrians in their act of migration.

2. Intervening Obstacles
The first obstacle identified is the distance. By distance, it means the range that Syrians have to travel just to get out of the country to avoid the conflict. Bull (2013) states that one of the most common destinations for Syrian refugees in Europe. The problem is that travelling towards their goals; refugees had to take a perilous journey that can take weeks, if not months. This trip would be a mix of walking and riding on transport while carrying possessions, crossing seas, shepherding young children, and stopping to look for food. Germany, one of the European countries who welcome refugees with open arms, is approximately 3,700 kilometres away. It is evident that distance of areas of destinations of displaced people is an additional challenge and burden for Syrians who are just trying to find refuge and safety.

Another obstacle identified is the lack of funding to support their basic needs and finance displaced people’ journey towards other countries (Bull, 2013). Not all Syrians are rich. Thus not all of them can afford to settle nicely and comfortably to other countries. Adding the fact that Syria’s economy had been in a sensitive situation since the civil war started, the economic conditions of Syrians are not that good or stable. Many Syrians struggle to secure food, shelter, and other basic needs. In fact, average people live below the subsistence level. Bull (2013) claims that this lack of funding or money poses a challenge for Syrian displaced people since it only adds to their burdens hindering them to escape the country through legal (and probably safer) means.

Migrant smuggling is another obstacle identified. With Syria’s neighbouring countries now tightening its borders to control the influx of migrants, Syrians desperate to escape the country are forced to avail the services offered by smugglers. According to Washington University Political Review (2015), since travelling by boat is cheaper, many refugees opt for such in their journey towards Europe rather than purchasing a costly plane ticket that only wealthy Syrians can afford during such times. Tragedies involving drowning and suffocation are quite common, yet refugees are still willing to take the risk. According to Monteil (2015), despite the danger posed by migrant smuggling, most Syrians usually always try
to be smuggled to the neighbouring countries or to Turkey where they then embark on another journey that will lead them to Greece – the nearest European land on the mainland and the quickest way to Europe from Turkey.

Another obstacle identified is the limited legal status of refugees. Obtaining a refugee status or seek an asylum is not a natural process – plus, getting such does not provide a guarantee of protection. Refugee status granted by UNHCR does not automatically give legal residence or stay in the host country (Frangieh, 2016). Many Syrian refugees are undocumented, which means that they entered nations through illegal means. If this is so, their legal status as refugees or asylum seekers is also limited which entails limited rights and privileges as well. This challenge only adds to the burdens that Syrian refugees carry and in one way or another even hinder them in successfully arriving at their chosen areas of destinations.

Lastly, another obstacle that displaced people' faces is the response of the international community specifically the countries hosting refugees and asylum seekers (Monteil, 2015). According to Kerwin (2014), many countries are hesitant to welcome refugees since they are afraid of continuing obligations and a fear of threats to national security. In September 2014 issue of the Refugee Studies Center of Oxford University, it was found out that Lebanon and Jordan are among the neighbouring countries that accepted and allowed a lot of Syrians refugees but only Lebanon adopted an open-door policy while others set up barriers to regulate the movements of refugees in general. On the other hand, displaced people seeking refuge in another country, or just merely passing through, had been reportedly met with fierce opposition, including insults, mobbing, and violence. They have been targets of violent attacks and intimidation since they are perceived as different from communities in which they temporarily settled in. This challenge only shows that displaced people' journey towards safety is a long road full of challenges.

With the intervening obstacles identified and discussed above, the discussion will then proceed to the scale of displacement of Syria's refugee crisis.
With the civil war in its sixth year, the number of people affected by it continues to rise. Thus, the scale of displacement is defined here as the total number and breakdown of Syrian displaced people since March 2011.

3. Scale of Displacement

According to the Syrian Observatory for Human Rights, a UK-based monitoring group, as of September 2016, there are more than 300,000 people, including 86,000 civilians, had been killed since March 2011 (BBC, 2016). And by March 2017, an estimated 13,500,000 million Syrians are already in need of humanitarian assistance within the country; 6,300,000 are internally displaced; while 4,700,000 are living in hard-to-reach/besieged areas. Thus, it is evident that within the country itself millions of Syrians are already affected by the crisis. This only goes to show that as the crisis drags on, the number of Syrians changed will also continue to increase.

On the other hand, as of April 6, 2017, according to UNCHR (2017) there are already 5,029,562 registered Syrian refugees within the Middle East region. This number is divided in following are countries as follows: 2,973,980 are in Turkey; 1,011,366 are located in Lebanon; 658,015 are in Jordan; 236,772 are found in Iraq; 120,154 are in Egypt; and 29,275 are located in North Africa. Among these countries, it is Turkey that currently hosts the most significant number of Syrian displaced people. This implies that as the crisis in Syria drags on, Syrians scattered in the region will also increase adding more burden to its neighbouring countries as well.

Meanwhile, 10% of the refugees have fled to Europe and are scattered to 32 European countries (World Vision, 2017). Between April 2011 and October 2016, there are a total of 884,461 asylum applications in Europe where 64% of which are in Sweden and Germany; 22% are in Hungary, Austria, Netherlands, Denmark and Bulgaria; while the remaining 14% are spread in the remaining EU countries (UNCHR, n.d.). Among these EU countries, it is Germany who received the most significant number of Syrian asylum applications totalling 456,023 followed by Sweden with 109,970 and Austria with 76,592. On the other hand, it is
Estonia who received the lowest number of Syrian asylum applications totalling only to 42. This implies that among all European countries, it is Germany, Sweden and Hungary that gets the highest number of Syrian asylum applications respectively.

With the characteristics of forced displacement in Syria identified and discussed above, the discussion will now focus on the second primary objective of this study which is determining the characteristics of forced displacement in the science-fiction film Elysium.

2. Characteristics of Forced Displacement in Elysium

Another objective of this study is to identify what are the symptoms of forced displacement in the film Elysium regarding its causes or push factors, the intervening obstacles, and the scale of movement. The discussion will begin on the causes or push-factors of forced displacement on science-fiction film Elysium as shown in the table below.

a. Push Factor or Causes

The first identified push-factor is the weak health system and medical attention on Earth and its citizens. As we can see in the film, hospitals on Earth are in poor conditions. In addition to being overcrowded, it lacks the necessary facilities and equipment and enough medical personnel to respond to the number of patients. This is why most of the migrants heading to Elysium are either sick or dying, risking going on a perilous adventure to Elysium and be cured by the miraculous med-pod. Because Medical Bay are only present in Elysium, citizens of Earth who are in dire need of medical attention flee the planet just to get to Elysium and have access to the med-pods.

The second identified push-factor is the environmental destruction on Earth. As we can see in the film, Los Angeles City (the primary setting of the movie on Earth), is overpopulated and heavily polluted as the rest of the planet. Another noteworthy thing that can be observed is that pigs and birds are the only animals showed in the entire duration of the film – which signifies that they are already either extinct, if not entirely wiped out. This can explain why little Max together with
little Alice Braga, in the first three minutes of the film, looks longingly at a book filled with animal pictures.

The third identified push-factor is in connection to the third push-factor – the shortage or the scarcity of necessary resources on Earth. Due to environmental degradation, resources on Earth are scarce. Access on what's left of Earth are also seems reserved for limited people – or those who are strong enough to fight for it or those who can afford it. It is noteworthy that in the first part of the film, we can see that some people carry water gallons probably waiting for water rations which show only that access to water is limited.

The fourth identified push-factor is the humanitarian crisis. Citizens on Earth are always threatened either by the brutality of the robot police or the presence of thugs and criminals in the local communities. Communities are slum-like, with ruined infrastructures, and too many and large populations. And another thing is that citizens on Earth seem to have no right at all – may it be right to information, right to freedom of expression, right to due process, right of the workers, and the fundamental human rights. In one of the scenes in the film, when Max's parole officer detected his heart rate elevating and offers him a box of pills, you can briefly see written on the lied of the table: "Side effects may include: vomiting, diarrhea, nausea, dizziness, constipation, blurry vision, dry mouth, rash, increased heart palpitations, high blood pressure, violent seizures, and sudden death". Perhaps more than anything in the film, this warning shows the government's total disregard for the well-being of the citizens of Earth, as even a pure drug is so poorly regulated.

Among the push-factors identified above, it is the immediate need for medical attention that can be considered as the main driving force towards wanting to go to Elysium. This is why the citizens of Earth are not trying to escape the planet to live on Elysium, but just to break into someone's house to use a medical machine before they are deported back to Earth. – private medical machines were offering the instant cure (TVTropes, n.d.).
Having determined and discussed the push-factors of forced displacement, this discussion will now proceed to the intervening obstacles that displaced people from Earth faces. Intervening obstacles is defined here as the situations or circumstances which challenges or prevents the citizens of Earth from entering Elysium.

b. Intervening Obstacles

The first obstacle identified is the difficulty in obtaining authorization to enter Elysium which forces citizens of Earth to resort to illegal attempts. The problem, however, is that when caught, they are apprehended and sent back to Earth, or worse, shot down in airspace. To make matters worse, illegal transport of migrants seems to be the only way for citizens of Earth to escape the planet and enter the rich's habitat. No matter how life-threatening and dangerous the journey is, desperate citizens of Earth are willing to pay for expensive tickets just to be given a chance to flee and escape the planet.

The second obstacle identified is citizenship status – which remains focal throughout Elysium (Peck, 2014). Citizenship means everything – from access to health, safety and protection, right (or the best) standard of living, and power. Rights and privileges are afforded differently to all people depending on their respective citizenship status. Citizens of Elysium has all the opportunities of having a good life and an assured protection from the robot police who, in the first place, were programmed to protect nothing and no one else but the citizens of Elysium alone. On the other hand, citizens of Earth does not even have privileges (also if how small it is) and is treated harshly by the robot police. Thus, issues surrounding citizenship is an obstacle or challenge that must be addressed for the welfare of forced migrants’.

The third obstacle identified is the response of leaders and politicians on the migrant issue. One of the main characters, Defense Security Secretary DelaCourt, maintain Elysium and will stop at nothing to enforce anti-immigration laws and preserve Elysian lifestyle, even destroying ships that attempt to enter Elysium. Though Delacourt's actions repulse president Patel and Elysium's board
of directors, this does not mean however that they are pro-migrants. They just prefer to merely round migrants up and deport them – a less lousy response compared to Delacourt. With the reaction of leaders and politicians lacking sympathy towards the plight of the citizens of Earth, this is a challenge that needs to be overcome to guarantee a future for displaced people.

With the intervening obstacles identified and discussed, the scale of displacement will then be presented next. With the Elysians unwillingness to help the citizens of Earth, the number of people attempting to escape the planet and enter Elysium will continue to rise. Thus, the scale of displacement here refers to the total number of casualties and arrests of displaced people from the planet heading to Elysium.

c. Scale of Displacement

In determining the level of displacement in the film, it is quite impossible to obtain a data of all displaced people from Earth due to the limited information is given in the movie. Thus, as a supporting data, the numbers of displaced people from Los Angeles City will be used to show the extent of the problem of forced migration in just one city since it was the only act of forced migration that was focused and highlighted in the film.

There are a total of 93 people aboard the three "undocumented" ships from Los Angeles City that entered Elysium airspace. Out of 93, 59 are casualties, and the remaining 34 were arrested, detained, and sent back to Earth. This goes to say that more than half of those people aboard the "undocumented" ships were killed in the process. And this implies as well that if we consider all displaced people from the whole planet, half of those will probably be as good as dead as thoroughly.

On the other hand, out of the three "undocumented" ships, only one (1) successfully landed on Elysium while the other two (2) are shot down in the airspace. The boat which successfully landed on Elysium has 47 people aboard in which 34 were arrested while the other 13 killed. This implies that almost one-fourth of the people aboard were killed and the rest were captured and sent back to Earth. None of them was able to stay in Elysium for quite a time. This implies
further that all those struggles were rendered useless since they were not even
given a chance to fulfil what they came for but were automatically apprehended
and sent back to the planet.

Having determined and discussed the characteristics of forced
displacement in the sci-fi film Elysium, the discussion will now focus to the third
primary objective of this study which is to compare the features of forced
displacement identified in both the film and the actual crisis in Syria and identify
determine the similarities between the two.

3. Similarities of Crisis in Syria and Science-Fiction Elysium

The next sections to be discussed will be the comparison of both the sci-fi
film Elysium and the refugee crisis, regarding the push factors, the intervening
obstacles and the scale of displacement. The concepts correlated with the
characteristics that were identified to be found in Syria’s refugee crisis were
compared as to how it is also seen in the sci-fi film Elysium.

a. Push Factors or Causes

From the previous discussions, push-factors of forced displacement in both
Syria's refugee crisis and the science-fiction film Elysium were already identified
and discussed. Now, let us consider the similarities in both.

The first push-factor identified to be similar in both the film and Syria is
political instability. In Syria, the government and armed opposition groups compete
for control over Syria’s territory – with the latter trying to overthrow the former.
Despite the lack of political cohesion or unity of purpose among the opposition
groups, rural areas and smaller cities continue to experience increasingly armed
unrest; and the government responds with equal fervour as well (Nerguizian,
2011). This goes to say that politics and leadership in Syria are fragmented and
unstable. On the other hand, in Elysium, the political situation is also precarious.
Defense Secretary Delacourt wants to take over the leadership from the current
President Patel believing that the latter is too soft on dealing with the illegal
migrants' issue – thus, needs to be removed. President Patel wants merely that
illicit migrants be deported back to Earth once captured, but the Defense Secretary
believes in employing a harsher method thinking that it was conducive to the longevity of Elysium. Thus, Secretary Delacourt asks Carlyle to override the servers to remove President Patel and place her as the new president.

The second similar push-factor is war and violence. With the civil war in its sixth year, violence continues to burden the people all over the country (Human Rights Watch, 2017). This goes to show that violence in Syria is widespread, rampant, and unbridled. On the other hand, in Elysium, there was too much violence between Max and his group versus Kruger and his thugs. It is a war between the two groups. Not just that, the response to the citizens of Earth illegally entering Elysium is also quite violent – which in most cases, shot down in airspace. Even on Earth itself, citizens are treated harshly by the robot police. Earth's citizens are also manhandled most often by the police.

The third push-factor is a humanitarian crisis. In Syria, humanitarian turmoil appeared because of the on-going civil war. Resources are scarce for ordinary people since the government and the armed opposition groups compete for control over what's left. Public education and the health system is the least of the priority of the state who are busier trying to win a war. Thus, human rights violations are rampant in the country. This goes to show that in Syria, a humanitarian crisis is pushing people to flee the country. On the other hand, in Elysium, living conditions on Earth are miserable. Communities are poverty-stricken and slum-like with people having no decent jobs; resources are scarce; there is no public education available, and Earth's citizens permanently under surveillance from the violent and repressive policies.

With the push-factors identified and discussed above, it very evident that the film Elysium indeed reflects the actual refugee crisis in Syria. In the first push-factor recognised, the political instability in the film and reality are both caused by the opposition/s trying to overthrow the ruling power which precedes war and violence. With regards to war and violence, the film also mirrors the actual situation in Syria in a sense that both are mainly politically motivated. On the other hand, the humanitarian crisis in the movie too reflects the real humanitarian crisis in
Syria. Due to the blatant disregard of the government to the needs of the people, just like in Syria, the citizens of Earth are in dire need of humanitarian assistance. Thus, it can be seen that with the government and the opposition groups focusing more primarily on catering their agenda, the needs of the people is the least of the priority.

From the discussions above, it only goes to show that when the political situation in a country is unstable, it is more likely that war and violence will precede especially if no party is willing to compromise to accommodate the demands and concerns of the other. If this happens, most likely it is the ordinary citizens themselves that suffers the consequences. And with their life threatened, as we can see, people are willing to leave their homes and risk their lives just to find safety and security which only goes to show that people are eager to leave everything behind when what at stake now their safety itself. And even if in doing such there is no assurance that they would have a better life in their areas of destinations, it matters less as long as they are safe and away from the problems that beset their areas of origin.

b. Intervening Obstacles

From the previous discussions on the intervening obstacles in both the film and reality, similarities can be categorised into three namely political instability, war and violence, and humanitarian crisis. Let us discuss this one by one.

The first intervening obstacle similar to both is migrant smuggling. In Syria, migrant theft is quite common. Syrians desperate to escape the country avails to the services offered by smugglers no matter what the costs or price are. Smugglers, disregarding displaced people’ safety, illegally help to transport Syrians out of the country giving no actual care on the actual threats they might encounter along the way. But since Syrians are desperate to flee, they give little care and still took the risk to embark on a life-threatening journey out of the country or in entering Europe or any of their chosen destinations. On the other hand, in the film Elysium, the only way for Earth's citizens to escape the planet and enter Elysium is through paying for the services offered by Spider and his crew – which
is, smuggling (or illegal transport). Though the price is quite high and punishments await them when caught, desperate people still took the risk just to embark on a life-threatening journey to Elysium.

The second similar intervening obstacle is the immigration laws and citizenship status. In Syria’s refugee crisis, the struggles that Syrians faces do not end on escaping Syria alone. Immigration laws and policies of other countries are mostly not friendly towards welcoming Syrian displaced people, and in the way, are sublime repression to forced migration. Even though Syrians do successfully enter another country, like in Europe for example, rights and privileges given to them are insufficient. Lots of services are not accessible to Syrians since they lack the citizenship status. On the other hand, in Elysium, citizenship on the rich habitat above Earth means everything. It entails right and privileges. Many of the Earthlings try to immigrate to Elysium illegally in order to get the healthcare that they need, but even if they do make it to Elysium, such healthcare is not yet accessible to them because they lack the identification embedded in Elysians' forearms that indicates their citizenship to medical pod scanners (TVTropes, n.d.). As such, even after they immigrate in the name of improved healthcare conditions, they are denied healthcare based on their lack of citizenship: the pods will not work for them because they have no Elysian identification to scan.

The third similar intervening obstacle is the response of leaders and politicians. With regards to Syria's refugee crisis, leaders and politicians blatantly disregard the plight of Syrian displaced people. Within the country itself, the Assad Regime is more concerned on winning the war than responding to the needs of the citizens. World leaders as well respond quite sympathetically, yet no comprehensive actions are done to alleviate the situation of Syrian displaced people. On the other hand, in Elysium, leaders cater to their agenda. Defense Secretary Delacourt is more concerned on the preservation of Elysian's lifestyle thus employing a repressive method in dealing with the issues of illegal migration. President Patel, though uses a gentler approach, shows no sympathy as well towards the plight of the citizens of Earth. Businessmen like John Carlyle are also
only concerned in securing a contract in the next 200 years blatantly disregarding the welfare of the helpless citizens of Earth.

With the intervening obstacles identified and discussed above, it very evident that the film Elysium indeed reflects the actual refugee crisis in Syria. In the first intervening impediments, migrant smuggling in the movie and the real refugee crisis in Syria are both rampant and unbridled. Meaning, both are besieged with the threat of migrant smuggling. It can be seen that displaced people, driven by desperation, are willing to contract the services offered by smugglers even if entails a corresponding expensive price. With regards to the issues surrounding citizenship, the film also mirrors the actual struggles faced by Syrian forced migrants in a sense that seeking refuge in another country or state is terrible considering that Syrian's are viewed as "foreigners" and therefore different. On the other hand, the response of leaders and politicians also reflect the actual refugee crisis in Syria considering that in both the film and reality, leaders seems to be apathetic in the plight of displaced people. Just like in Syria, leaders only cater to the fulfilment of their agenda and personal interests. Thus, it can be seen that these circumstances only poses a challenge for forced migrants' and adds more burden on their shoulders.

From the discussions above, it goes to show that driven by desperation, forced migrants' are willing put their lives at risk in the hands of the smugglers and are even willing to pay a high price just to escape their areas of origin. Many people are taking advantage of the crisis and capitalise out of the displaced people' desperation. The strict immigration laws of different countries in response to the influx of forced migrants also implies that both the film and the actual crisis in Syria shows that attitudes towards immigration and immigrants are not all positive, and the certain privileges that entail a "citizenship status" is so out of grasp for Syrian forced migrants. It can then be determined that immigration policies of most countries, especially Syria's neighbouring countries except Jordan and Lebanon who adopted an open-door policy, are shaped in a way that is not favourable at all for Syrian displaced people. The response of leaders and politicians on the issue
also implies that many countries are still hesitant on the prospect of burden-sharing for accepting displaced people also entails open-ended responsibilities. It only goes to show that other countries are not willing to lend a hundred percent commitment to helping Syrian displaced people and are still cautious when dealing with the issues surrounding the refugee crisis.

c. Scale of Displacement

Comparing the size of displacement, in the film, the total number of forced migrants' are all those aboard the "undocumented" ships from all places all over the planet. On the other hand, in Syria, the total numbers of forced migrants' are the combination of internally displaced persons, registered refugees, and asylum seekers. Thus, the scale of displacement in the film and the actual refugee crisis in Syria are similar in a sense that the total numbers of forced migrants' in both are determined in a cumulative manner disregarding whether inside or outside Syria, or no matter what ship they are riding on.

However, due to the constraints in obtaining the data of the exact number of displaced people in the film, a direct comparison of the precise number of displaced people in the real refugee crisis and the film will not be possible for this study. Thus an exact figure cannot be given by the researcher.

With these results and comparisons made between the sci-fi film Elysium and the real refugee crisis in Syria, it can be determined that both have similarities in many aspects. Though, it may not be blatant; it is satisfied that the struggles of the displaced people are depicted in the film. In Syria, the civil war shows no sign of stopping soon. Thus it is expected that the influx of displaced people will continue to rise. And just like in the film, in Syria, it is the ordinary people that suffer terribly. It is paved with obstacles and challenges that hinder forced migrants journey. And just like in the film, many have lost their lives. Men, women, and children alike are all victims. Thus, it can then be determined that science fiction is not just purely for entertainment but can be used as well in presenting a global issue. Sci-fi films, like Elysium, can now help in providing an alternative direction in political analysis and study.
G. CONCLUSION

Based on the findings of the study, the science-fiction film Elysium reflects the refugee crisis in Syria. With all these results and comparisons made between the sci-fi film Elysium and the real refugee crisis in Syria, it can be determined that both have similarities in many aspects. Though it may not be blatant, it is certain that the film Elysium is a reflection and image of the struggles of Syrian displaced people. These similarities only prove that the film mirrors the reality and that it can be used and utilised in understanding Syria's refugee crisis specifically the struggles that Syrian displaced people confront. Furthermore, the researcher also found out that films can be used as a lens in analysing events and timely issues.

Films, such as Elysium was made to be entertaining so that everybody could be encouraged to watch and enjoy it without thinking that it mirrors reality. Though it may not be that obvious for some, the film does the struggles of displaced people. After all, it is just a film designed for entertainment and not to represent what is happening in reality. However, it also undisputable that though it was initially made only for show, it can be utilised as well to understand better a real-life issue. Elysium indeed proves that science-fiction is not just purely for entertainment but can be used in presenting a global problem as well. It can be used as an alternative direction for political analysis and theorising.

H. RECOMMENDATIONS

In consideration that Syrian's refugee crisis is still on the process, the push-factors, intervening obstacles, and scale of displacement may be filled with new facts and data until such time the civil war will be resolved and a comprehensive peace deal is agreed. It is then recommended that future researchers should also explore other factors related to forced displacement considering the dynamics and updates on Syrians' refugee crisis. It is also encouraged that the future researchers to continue pursuing this kind of study to expand ideas that would surely take advantage the
educational potential of films. The inclusion of a survey and interview on an actual Syrian displaced person would also improve the study.

It is also suggested to leaders and politicians, non-governmental, and humanitarian agencies to put into consideration the usage of the film as a reflection of Syria's refugee crisis in their political analysis in drafting policy recommendations. It would aid them in determining areas and factors that they need to focus on and prioritise. For if they want to minimise the impact of the crisis, if not entirely address, along with facts and statistics, a good grasp on the point of view of the displaced people is needed to understand better the struggles they are confronting.

Furthermore, it is also highly recommended not just for viewers but for everyone especially students and teachers who are very inclined to the use of technology to utilise the usage of the film in learning about Syria's refugee crisis. By employing the educational side of the film, it would help in aiding those who wish to know more of the struggles that displaced people face. For aside from entertainment, science-fiction movies can be used as well for understand and analyse a global issue.

REFERENCES


STRENGTHENING COMPETENCE AND MENTORING THE HIGH SCHOOL TEACHERS TEACHING SOCIAL STUDIES BASED ON INTERDISCIPLINARY APPROACH IN THE 3RD DISTRICT OF BUKIDNON, NORTHERN MINDANAO PHILIPPINES

Marjorie T. Sobradil
Masters of Public Administration
Social Sciences Department, College of Arts and Sciences
Central Mindanao University, Philippines

Angelita I. Jacobe
Masters in History
Social Sciences Department, College of Arts and Sciences
Central Mindanao University, Philippines

Sittie Juhanna M. Pandapatan
Masters in History
Social Sciences Department, College of Arts and Sciences
Central Mindanao University, Philippines

Joy Melyn J. Porquis
Masters in Political Science- MA Candidate
Social Sciences Department, College of Arts and Sciences
Central Mindanao University, Philippines

Reynante B. Casiro
Masters in History
Social Sciences Department, College of Arts and Sciences
Central Mindanao University, Philippines

ABSTRACT

The Philippine government is in the transition of the implementation of the K-12 curriculum program. The interdisciplinary approaches in teaching high school social studies are timely since it covers a deeper understanding of the history, philosophy, geography, politics, economy, national development in the Philippines, in Asia and in the world.

The study was conducted to enhance the competence, capability and knowledge of the high school teachers teaching social studies based on an interdisciplinary approach.
to the implementation of the K-12 curriculum. The actual participants of the study were the twenty-seven (27) high school teachers in the 3rd district of Bukidnon. The need assessment and inventory of their instructional materials was conducted as a basis for the actual conduct of the seminar-workshop for the participants.

The study revealed that high school social studies teachers in the 3rd district of Bukidnon have significant challenges to apply interdisciplinary approaches in teaching social studies since they lack the resources. They are mandated to follow the curriculum guides can be downloaded in the Dep-Ed websites, but most teachers do not have access to the internet in their respective area of jurisdiction. Most teachers had difficulty in dealing with the social studies subjects in the K-12 curriculum since modules in grade 11 and 12 are not yet available. Teachers must spend a great deal of research, innovative and resourcefulness and must be able to use multiple resources to expose their students to various and contradictory viewpoints, and encouraged to seek their position based on reliable information. The high school teachers teaching social studies in the 3rd district of Bukidnon must undergo more seminar-workshops to enrich their knowledge on the multiple disciplines of social sciences and aid them in preparing the subject by adopting the multidisciplinary, cross-disciplinary and trans-disciplinary approaches in teaching social studies.

Keywords: Interdisciplinary, Social Studies, Teachers

A. INTRODUCTION

Social studies are inherently interdisciplinary. Within the field, the various disciplines that comprise social studies link and intertwine. It's difficult to imagine studying historical content without examining the roles of persons (sociology), their motivations (psychology), where they lived (geography), the influences of spiritual beliefs (religion), rules that govern behavior (political science and anthropology), or how people negotiate for their needs and wants (economics). Outside the field of social studies, vital connections can also be made to language arts, mathematics, science and the arts that yield a deeper understanding of concepts and ideas.

Brain research suggests that knowledge is learned more quickly and remembered longer when constructed in a meaningful context in which connections among ideas are made (Dowen, Tony, 2007). Teaching social studies involves the teaching of social sciences subjects where teaching needs to be revitalised towards helping the learner acquire knowledge and skills in an interactive environment. According to (Boyer, 2004), the teaching of social sciences must adopt methods that promote creativity, aesthetics,
and critical perspectives and enable children to draw relationships between past and present, to understand changes taking place in society. Problem-solving, dramatisation and role play are some hither-to underexplored strategies that could be employed.

Teaching should utilise greater resources of audio-visual materials, including photographs, charts and maps, and replicas of archaeological and material cultures. To make the process of learning participative, there is a need to shift from mere imparting of information to debate and discussion. This approach to learning will keep both the learner and teacher alive to social realities. Concepts should be clarified to the students through the lived experiences of individuals and communities. It has often been observed that cultural, social and class differences generate their own biases, prejudices and attitudes in classroom contexts. The approach to teaching, therefore, needs to be open-ended. Teachers should discuss different dimensions of social reality in the class, and work towards creating increasing self-awareness amongst themselves and in the learners.

The social sciences encompass several concerns of society and include a wide range of content drawn from the disciplines of history, geography, political science, economics, and sociology. The selection and organisation of material into a meaningful social science curriculum, one that will enable students to develop a critical understanding of society, is, therefore, a challenging task. The possibilities of including new dimensions and concerns are immense; especially given the students own life experiences. (Haynes, 2002).

There is a widespread belief that social science merely transmits information and is too centred, in the text, which is required to be memorised for examinations. The content of these textbooks is considered to be unconnected to daily realities. Also, social science is viewed as providing unnecessary details about the past. It is also felt that the examination paper rewards the memorisation of these superfluous facts, with the children's conceptual understanding being largely ignored. Any effort to address the information overload in the social sciences will simultaneously have to review the current examination system. In this scenario, the faculty of Social Sciences department made the outreach activities to the High School teachers teaching social studies in the 3rd district of Bukidnon to enhance their competence and efficiency in teaching social studies especially with the implementation of the K-12 curriculum.
B. RESEARCH OBJECTIVES

The study sought to determine the needs and problems encountered by the high school teaching social studies with the implementation of the K-12 curriculum in the 3rd district of Bukidnon, Philippines

1. To identify the changes in the secondary K-12 curriculum program from the old curriculum

2. To determine the relevant knowledge, skills competencies needed in teaching social studies with the K-12 program in the secondary curriculum.

3. To determine the topics/issues in social studies needed by the teachers to update the information and trends teaching in social studies.

C. SIGNIFICANCE OF THE STUDY

This study provided a significant contribution in determining the predicaments of the high school teachers teaching social studies with the implementation of the K-12 curriculum. The research is beneficial to the following: First, to the teacher participants for it gave them insights on what are the skills, knowledge and competencies needed to teach the required courses in the K-12 curriculum. Second, to the proponents of the study, it serves a basis to frame a module required to update and equip the knowledge, skills and competencies to enhance the teaching capacities of teachers in teaching social studies through interdisciplinary approaches. Third, the concepts in social sciences help the respondents to transmit the knowledge clearly to the students through the lived experiences of individuals and communities to avoid cultural, social and class differences that would generate their own biases, prejudices and attitudes. Further, it encourages teachers to teach social studies by adopting methods that promote creativity, aesthetics, and critical perspectives, and enable students to draw relationships between past and present and to understand changes taking place in society.
D. CONCEPTUAL FRAMEWORK

Figure 1. Conceptual framework of the Study

The implementation of K-12 program curriculum made significant changes in the social studies curriculum in the secondary curriculum with new learning standard competencies since in the old curriculum allegedly learning tended to be more focused on content, which was fragmented and disintegrated. In K-12 program, students must have the deeper understanding of the things/events surrounding him and learned the mastery of using skills and values of appreciation, analysis, and responsibility, productive and must be able to contribute solutions to the problems surrounding him. The transmission of knowledge in K-12 is dynamic and gradually abandoning the traditional way of teaching students. With the shift of the new learning standards and competencies in the implementation of K-12 program. There is a need to evaluate the readiness of the social studies teachers on their knowledge, competencies and skills to deliver the new standards of education with new learning competencies where they need to update their knowledge, skills and teaching mechanisms. Thus teachers required capacity development interventions to help them in their journey to promote quality education in the country.

E. METHODOLOGY

The study was conducted through the need assessment with the participants through focus group discussion and survey questionnaire. The findings of the need assessment have used a basis for doing a module for the actual conduct of the study.
The study leader coordinated with the Department of Education and Central Mindanao University administration to conduct the research. Activities were listed so that the objectives would be achieved at the designated time. Another technical support was also identified and the preparation of the training materials. Lectures and workshops were based on the need of the participants. The faculty members of the social sciences department teaching History, Political Science and Philosophy were given assigned topics for the actual conduct of the study. The evaluation stage included the objectives, lecturers/speakers, lesson content, and participants, knowledge gained from the topics, workshop and materials as well as the venue. The evaluation was conducted through the questionnaire and the giving of impression from the participants after the seminar-workshops undertaken. The result of the study was analysed through descriptive method.

F. RESULTS OF THE STUDY

Table 1. Presentation of the changes in Social Studies the Secondary Curriculum K-12 Curriculum Program

<table>
<thead>
<tr>
<th>Grade Level</th>
<th>Required Courses</th>
<th>Learning Standards</th>
<th>Features of K-12 Learning Standards</th>
<th>Features of Old Curriculum learning Standards</th>
</tr>
</thead>
<tbody>
<tr>
<td>7</td>
<td>Philippine History</td>
<td>Demonstrate a deep understanding of the basic concepts stages of the history of the Philippines using the skills of appreciation, analysis, sustainable and productive</td>
<td>➢ Output based</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>➢ Learner Centered ➢ Inclusive and research based</td>
<td>➢ Knowledge, skills, and values were expected to be learnt by students within a limited period of time</td>
</tr>
<tr>
<td></td>
<td>Asian Studies</td>
<td>Demonstrate a deep understanding of the basic concepts and contemporary issues Asian region with the skills and appreciation, just, and humane citizens of the country and the world.</td>
<td>Standard and competence based, seamless and decongested.</td>
<td>Flexible, ICT based and global.</td>
</tr>
<tr>
<td>---</td>
<td>---------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------</td>
<td>--------------------------------------------------</td>
<td>---------------------------------</td>
</tr>
<tr>
<td>8</td>
<td>Global Studies</td>
<td>Demonstrate a deep understanding of the basic concepts in world history and contemporary issues using the skills of being analytical, contemplative, accountable, sustainable, productive, just, and humane citizens of the country and the world.</td>
<td>Learning tended to be more focused on content, which was fragmented and disintegrated.</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Economics</td>
<td>Demonstrate a deep understanding of the basic concepts and contemporary issues</td>
<td>Features of K-12 Learning Standards</td>
<td>Features of Old Curriculum</td>
</tr>
<tr>
<td>11</td>
<td>Philippine Contemporary Issues and Challenges</td>
<td>Learning Standards</td>
<td></td>
<td></td>
</tr>
<tr>
<td>-----</td>
<td>---------------------------------------------</td>
<td>-------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>➢ Research Methods in Social Science)-1&lt;sup&gt;st&lt;/sup&gt; semester</td>
<td>➢ Knowledge, skills, and values were expected to be learnt by students within a limited period of time</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>➢ Philippine Contemporary Society</td>
<td>➢ Learning tended to be more focused on content, which was fragmented and disintegrated.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>➢ Issues and Problems in Philippine Contemporary Politics and Governance</td>
<td>➢ Inclusive and research based</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>➢ Issues and Problems in Philippine History</td>
<td>➢ Standard and competence based, seamless and decongested</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>➢ Issues and Problems in Contemporary Philippine Economic Development</td>
<td>➢ Flexible, ICT based and global</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>➢ Nationalism, Identity and Globalization</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Table 1, revealed the significant changes in the K-12 curriculum where the learning competencies should be output based and students centred. Students must have the deeper understanding of the things/events surrounding him and learned the mastery using skills and values of appreciation; analysis, responsibility, productive land must be able to contribute solutions to the circumstances surrounding him. The transmission of knowledge in K-12 is dynamic and gradually abandoning the traditional way teaching such as memorisation and spoon feeding of information to students. In K-12 students must develop their research skills and discover the world to help in finding solutions to the social, economic and political problems of the society.

With the shift of the new learning standards and competencies in the implementation of K-12 program. There is a need to evaluate the readiness of the social studies teachers on their knowledge, competencies and skills to deliver the new standards of education with modern learning competencies where they need to update their knowledge and teaching strategies.

In the implementation of K-12 curriculum there are significant changes in the learning competencies since in the old curriculum, so much knowledge, skills, and values were expected to be learnt by students within a limited period. Moreover, learning tended to be more focused on content, which was fragmented and disintegrated.
In the new curriculum, Araling Panlipunan will contain concepts about self, community, local history of the learner. Moreover, the new Araling Panlipunan covers a deeper understanding of the past, geography, politics, economy, and national development in the Philippines, in Asia and in the world. At the Senior High School level, students will learn about current issues and challenges and propose solutions to them. The skills to be developed among learners include critical thinking, logical reasoning, creativity, appreciation of one’s culture, research skills, communication skills, responsibility, productivity, environmental consciousness, and having a global vision.

It uses integrative, inquiry-based and constructive approaches to develop the competencies of learners and the maximum development of the Filipino child. This component is intended to guide student inquiry and may be adapted to respond to student needs, interests, and new or emerging issues of global significance. Research is a complicated process that grows out of constructivist pedagogy. It begins with the selection of a topic and the design of compelling questions that guide students as they select resources, gather and interpret information, build relevant knowledge and understanding, and share their findings and conclusions. Inquiry relies upon critical and divergent thinking. During the inquiry process, the role of a teacher shifts from covering content to becoming a guide and facilitator. Students are given the opportunity to generate their questions, to set learning goals, to acquire and share enduring understandings, and to develop the decision-making skills that are part of active revealed that among the concerns of teachers in teaching social studies is developing ideas. In teaching Araling Panlipunan in secondary education students need to achieve a balance of breadth and depth in their understanding of global issues and local issues such as Poverty, Wealth, and Power, Oppression, Gender, Politics, Social Justice, Human Rights and Indigenous Peoples Peace and Conflict. Students must develop strong inquiry questions that move beyond the accumulation of facts to the investigation of issues, conceptual understanding, and the exploration of diverse perspectives.

Teachers should strive to address issues that have local, national, and global implications. Whatever the problem, provide opportunities for students to engage in learning at the local community level. Teachers must be able to use multiple resources, including primary source material, and encourage academic rigour. Students should be
exposed to various and contradictory viewpoints and encouraged to seek their position based on reliable information. Sources could include community members, specialists and academics, newspapers and journals, web-based sources, governmental and non-governmental agencies and organisations, business and industry, environmental and social action groups, and others.

According to interviews with the teacher participants, they need to be equipped with knowledge and skills to meet the learning competencies of the secondary K-12 curriculum where outcome-based outputs are required to make the students productive and achieve the vision of the K-12 curriculum. They find it difficult to develop ideas for interactive learning especially that they are teaching different grade levels and dealing with students who have different levels of intelligence. Most of their students are coming from far places who are hiking from home to school. When they reach the classroom, they felt tired to participate in the school and just fall asleep. Teachers need to have more access to instructional materials that can cater the different needs, concerns and intelligence of their students and suits the needs of varying grade levels.

Table 2 Presentation of theme/topic based on the priority needs improvement, suitability and aspects for development of the participants based on the needs assessment

<table>
<thead>
<tr>
<th>Indicators</th>
<th>Topics</th>
<th>Suitability according to grade level</th>
<th>Methods/Strategy based on Interdisciplinary Approach</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contemporary global issues, problems and challenges</td>
<td>Political Ideologies (democracy, socialism, communism and movements of nationalism)</td>
<td>Grade 7 (Asian Studies)</td>
<td>Cross-disciplinary Approach (</td>
</tr>
<tr>
<td>Use of innovative and modern educational instructional materials and sources of history</td>
<td>Physical setting</td>
<td>Grade 7 (Araling Panlipunan)</td>
<td></td>
</tr>
<tr>
<td>---------------------------------------------------------------------------------</td>
<td>-----------------</td>
<td>-----------------------------</td>
<td></td>
</tr>
<tr>
<td>✅ Patterns and development in transportation, communication, education and immigration etc.</td>
<td>Themes of Geography</td>
<td>Grade 8 (World History)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Map reading</td>
<td>Multi-disciplinary</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Regions of Asia and the World</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Time Zone</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indicators</td>
<td>Topics</td>
<td>Suitability according to grade level</td>
<td>Methods/Strategy based on Interdisciplinary Approach</td>
</tr>
<tr>
<td>----------------------------------</td>
<td>------------------------------------------------------------------------</td>
<td>--------------------------------------</td>
<td>-----------------------------------------------------</td>
</tr>
<tr>
<td>✓ Contemporary global issues</td>
<td>✓ International Organizations</td>
<td>✓ Grade 10 (Contemporary global issues)</td>
<td>Multi-disciplinary</td>
</tr>
<tr>
<td>✓ Philippine Contemporary issues, problems and challenges</td>
<td>✓ Issues of conflicts (national and international)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>✓ Challenges to attain peace, unity and solidarity to attain global peace and prosperity</td>
<td></td>
<td></td>
</tr>
<tr>
<td>✓ Ethics (Virtue and Value)</td>
<td>✓ Issues on Human Rights, Gender and Sexuality, Reproductive Health Law, Same Sex marriage, Prostitution and abuses</td>
<td>Grade 10 (Contemporary issues)</td>
<td>Trans-Disciplinary Approach</td>
</tr>
<tr>
<td>✓ Basic Human Rights (Global and Philippine Issues)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>✓ Philippine Contemporary</td>
<td>✓ Women Empowerment</td>
<td>Grade 7 (Asian Studies)</td>
<td>Multidisciplinary and Cross-</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Issues, problems, and challenges</td>
<td>and Organizations</td>
<td>Grade</td>
<td>Disciplinary Approach</td>
</tr>
<tr>
<td>---------------------------------</td>
<td>-------------------</td>
<td>-------</td>
<td>----------------------</td>
</tr>
<tr>
<td>✓ Basic purposes of Philippine government purposes</td>
<td>Sector in economics, agriculture, industries and services to promote the welfare of the people</td>
<td>9 (Economics)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sustainable development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>✓ Contemporary global issues</td>
<td>World Organizations and Alliances (EU, OAS, ASEAN, et.), GATT, World trade, IMF/WORLD BANK, APEC, NAFTA, AFTA, OPEC etc.</td>
<td>8 (World History)</td>
<td>Multidisciplinary and Cross-Disciplinary Approach</td>
</tr>
<tr>
<td>✓ Philippine Contemporary issues, problems and challenges</td>
<td>Political issues, migration, territorial and border conflicts, political dynasties, graft and corruption</td>
<td>10 (Contemporary Issues)</td>
<td></td>
</tr>
<tr>
<td>✓ Government's function to protect the rights and properties of the citizens</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>✓ Philippine Contemporary Issues</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Identify and compare the cultures of diverse groups and explain why people explored and settled

Asian Culture
Colonialism and Imperialism
Nationalism

Table 2, revealed the top priority needs of the topics/theme based on the needs assessment. Teacher's needs more enhancements since they do not have textbook yet for the subjects in Grade 11 and 12, but they are required to do teach and research to do their modules during the transition of the K-12 curriculum implementation. The curriculum guides can be downloaded in the Dep-Ed websites, but most teachers do not have access to the internet in their respective area of jurisdiction. During the interview, most teachers had difficulty in dealing with the social studies subjects since most modules in grade 9, 10, 11 and 12 are not yet available.

The topics presented to the participants were based on their priority needs. The said indicators and issues were given to the participants adopting the three basic approaches to interdisciplinary study in the social sciences that can be conveniently identified as multi-disciplinary, cross-disciplinary and trans-disciplinary. Interdisciplinary then remains the generic all-encompassing concept and includes all activities which juxtapose, apply, combine, synthesise, integrate or transcend parts of two or more disciplines. The multi-disciplinary event involves comparing, but experiencing little contact between the participating subjects. Cross-disciplinary approaches involve real interaction across controls, though the extent and nature vary considerably. Trans-disciplinary approaches feature overarching thought models which propose to replace existing disciplinary worldviews.

Multidisciplinary Approach was used in presenting the topics on "Patterns and development in transportation, communication, education and immigration" about geography which has five themes—location, place, region, movement, and human-
environment interaction. Understanding these issues will help you get a better picture of the world Earth where a site can be found. Geographers use imaginary lines on Earth's surface. This helps them locate any place in the world. Lines that run in the same direction as the equator are called edges. They measure distance north and south of the equator measure distance east and west of the prime meridian.

Multi-Disciplinary and The Cross-Disciplinary Approach were used in presenting the topics and workshop on "Political Ideologies" (liberalism, socialism, communism, capitalism, conservatism, anarchism, fascism, etc. Multi-Disciplinary approach tend to look beyond the horizons of one specialized discipline when there is a question of solving a problem bearing on social and economic development:, it quickly becomes evident that many links exist between elements which a specialized monodisciplinary scientific analysis would be liable to separate, and the natural impulse is to go beyond the frontiers of particular disciplines in order to get a more general and complete picture. Cross-disciplinary topics frequently emerge from perceived social problem areas. Social and economic problems such as crimes (law and order) and labour management conflicts are a social concern. Every one of the social science disciplines has something to say about social and economic problems. Every social study focused on the role political ideology influencing political and social movements in the present and in the past. What happens in the real world has something to do with ideologies which are the root of debates in social and economic problems. Typically, each ideology contains certain ideas on what it considers to be the best form of government (for example, democracy, theocracy, etc.), and the best economic system (such as capitalism, socialism, etc.). For instance, "socialism" may refer to an economic system, or it may refer to an ideology that supports that financial system. Political ideologies are concerned with many different aspects of a society, some of which are: the economy, education, healthcare, labor law, criminal law, the justice system, the provision of social security and social welfare, trade, the environment, minors, immigration, race, use of the military, patriotism, and established religion.

The transdisciplinary approach was used in presenting the topics and workshops on Ethics (Virtue and Value) about respecting the rights of others, reflections on same-sex marriage, reproductive health and use of contraceptive methods,
prostitution and violence against women and children. The Transdisciplinary approach refers to learning that is authentic and relevant to the real world. Education is not confined to traditional subjects but is supported and enriched by them. Each Transdisciplinary Theme encompasses a vast swath of universal understandings common to all of humanity and opens enough to embrace a variety of content areas. For example, the theme; Who we are, explores the nature of self, our personal beliefs and values, our own, physical, mental, social and spiritual health, human relationships, our rights and responsibilities and what it is to be human. This Transdisciplinary Theme is deeply investigated through different questions and explorations throughout the students learning journey, leaving them with a layered understanding of themselves and the connections they have with the rest of humanity. Teachers, when efficiently using this approach, do not compartmentalise learning, but rather explore content within the context of inquiry.

The Cross-disciplinary was approached were used in presenting the topics on "Samahang pangkakabaihan, mga sector pang-ekonomiya, agriculture, the industry at paglilingkod sustainable development. The evolution of social movements from traditional to modern movements of feminism, agricultural production, methods of delivery of services and inclusive growth is affected by the environment which was primarily changed by increases in knowledge, accumulating energy control, and improvements in the technology of production. Cross-disciplinary efforts were undertaken, with the increased usage of evolution as a holistic concept for handling the increasing developments dealing with the question of how societies change. Cross-disciplinary approaches involve an effort at connecting and combining across disciplinary boundaries. It includes seven categories of cross-disciplinary activity: topical focus, professional preparation, life experience perspective, shared components, cross-cutting organising principles or concepts, hybrids and grand syntheses. Trans-disciplinary approaches involve overarching non-discipline

The Multidisciplinary and Cross-Disciplinary Approaches were used to present them on the following issues: 1) International Organizations and Alliances; 2) Issues on peace, migration, territorial and border conflicts, political dynasties, graft and corruption and; 3) Asian Culture, Colonialism and Imperialism, Nationalism. Countries need
alliances for self-preservation and solve its domestic economic, social, political and cultural problems. Whenever the public calls for solutions to a severe social problem, the multidisciplinary approach tends to be established. Undoubtedly, when it is a question of solving a problem bearing on social, political and economic development, it is essential to look beyond the horizons of one specialized discipline; it quickly becomes evident that many links exist between elements which a specialized monodisciplinary scientific analysis would be liable to separate, and the natural impulse is to go beyond the frontiers of particular disciplines in order to get a more general and complete picture. The "real world" is not divided up in the same fashion as academic departments, and policy proposals based on the narrow view of one discipline are at the least naive and in the worst case may lead to disastrous mistakes. Thus, a Cross-Disciplinary Approach is necessary to have interaction of different fields of knowledge (disciplines) with different concepts, methods, and data and terms organized into a joint effort on a common problem with continuous intercommunication among the various subjects that may range from simple communication of ideas to the mutual integration of organizing concepts, methodology and procedures,

G. CONCLUSION

The changes in the curriculum in the implementation of K-12 program is beneficial since it is student-centered learning approach and output based where students develop their skills of responsibility, analysis and appreciation. The new learning competencies will enable a student to become creative, resourceful and independent.

The new learning standards and competencies in the K-12 program are challenging on the part of the Social Studies teachers in the 3rd district of Bukidnon since they only have outlines of the modules which are provided in the junior high school and no modules yet for the senior high school. Further, they lack the resources needed to teach the new learning methods and strategies

Teachers must spend a great deal of research, innovative and resourcefulness in accessing the materials in social studies relevant to the implementation of the K-12 curriculum.
H. RECOMMENDATIONS

1. Social studies teachers should undergo more seminar-workshops to enrich more their knowledge on the multiple disciplines of social science and aid them in teaching the subject by adopting the multidisciplinary, cross-disciplinary and trans-disciplinary approaches in teaching social studies.

2. Students who are shown with an interdisciplinary technique enable the students to master higher order thinking skills. The foundation of multidisciplinary methods will lead to a future of discovery and innovation. Thus, it is recommended that interdisciplinary technique in teaching social studies should be encouraged for it enable the students to see different perspectives, work in groups, and make the synthesising of disciplines as the ultimate goal.

3. The interdisciplinary approach has become an essential and challenging technique in the in the modern curriculum. The multidisciplinary approach synthesises more than one discipline and creates teams of teachers and students that enrich the overall educational experience. Thus, teachers should be given more opportunities for training and exposures to implement the K-12 curriculum.

REFERENCES


Kanakia, Rahul, 2007. “Talks touts benefits of interdisciplinary approach, as well
as some of its pitfalls.” Stanford Reprot. http://news-
Kleinberg, Ethan, 2008. “Interdisciplinary studies at a Crossroads.” Association of
American Colleges and Universities, from
http://www.eric.ed.gov/ERICDocs/data/ericdocs2sql/content_storage_01/000001
9b/80/29/92 /84.pdf.
http://www.eric.ed.gov/ERICDocs/data/ericdocs2sql/content_storage_01/000001
9b/80/29/92 /84.pdf.
Staples, Hilary, 2005. “The Integration of Biomimicry as a Solution-Oriented
Approach to the Environmental Science Curriculum for High School
Students.” http://www.eric.ed.gov/ERICDocs/data/ericdocs2sql/content_storage_0
1/0000019b/80/1b/c2/ 3d.pdf.
THE CITY GOVERNMENT’S POLICIES, PROGRAMS, AND PROJECTS
APROPÓS THE BUKIDNON TRIBE OF BARANGAY DALWANGAN: A STUDY ON
SOCIAL INCLUSION

JENICA ALEXIS P. YAMON
GRACE O. GALACHE
Central Mindanao University, Musuan, Maramag, Bukidnon, Philippines

ABSTRACT

The indigenous peoples (IPs) is one of the most disadvantaged groups in the Philippines. And although the Philippines is one of the first countries in Asia to champion laws regarding the protection for the indigenous peoples, they still lack the social integration that is common to the general populace.

This paper is centered on the dynamic social processes that perpetuate the lack of social participation in the workings of society, particularly the indigenous peoples. In light of the emphasis on “inclusion” in the Sustainable Development Goals (SDGs), this paper focuses on the policies, programs, and projects implemented and appropriated. It settles how participation can create a socially-inclusive society that can be a tool to combat poverty, discrimination, and inequalities. This study is a descriptive type in which questionnaires were used to assess the social inclusiveness of the implemented policies, programs, and projects.

The theory of social inclusion is consistent with the promotion of non-discrimination, the addition of indigenous perspectives in laws, policies, programs, and projects and the development of full and active participation in decisions that affect the native peoples. The study found out three major points: First, the government should recognize the role of indigenous peoples in policy-building in order to meet their needs; Second, the implemented policies, projects, and programs should be culturally sensitive and culturally responsive; Third, satisfaction in the part of indigenous peoples (IPs) equates to social inclusion and participation. This paper shows how social inclusion matters, identifying some of the problems by which the government can accommodate and elevate social inclusion and cooperation of the indigenous peoples.

Furthermore, the study recommends a careful assessment of the concerns of the indigenous peoples (IPs) in the promotion of a socially inclusive society.

Keywords: Indigenous Peoples, Social Inclusion, Participation, Cultural Sensitivity
A. INTRODUCTION

The Indigenous Peoples (IPs) are among the most disadvantaged of the Philippine populace. According to the latest survey conducted by the National Commission on Indigenous Peoples (NCIP) on January of 2013, they comprise around 13% of the entire Philippine population and are considered vulnerable to inequities. They are among the poorest and the most disadvantaged social group in the country. Illiteracy, unemployment, and incidence of poverty are much higher among them than the rest of the population. They live in geographically isolated areas with lack of access to essential social services and few opportunities for mainstream economic activities, education, or political participation. In which all this can be attributed to physical segregation and socio-cultural exclusion.

In recent years, the Philippine Government has made significant policy reforms to address the severe problem of the lack of tenurial security among IPs and local communities. The enactment of the Indigenous People Rights Act (IPRA), RA 8371 by the Philippine Government in 1997, goes beyond the contract-based resource management agreements between the state and the community. It guarantees the access of indigenous peoples to essential services, among other things.

Subsequently, the United Nation Declaration on the Rights of Indigenous Peoples 2007 (UNDRIP) provides that the indigenous peoples have the right to: a) the improvement of their economic and social conditions without discrimination, including in the areas of education, employment, sanitation, and health, among others; b) develop priorities and strategies from exercising their right to development, and to be actively involved in promoting health, housing, and other programs; c) traditional medicines, maintain their health practices, conserve their vital medicinal resources, and access to health and social services without discrimination; d) the enjoyment of the highest attainable standard of physical and mental health; e) maintain, control, protect and develop their i) cultural heritage, traditional knowledge and artistic expressions, and the manifestation of their sciences, technologies and culture; ii) intellectual property over such cultural heritage, traditional knowledge and cultural expressions, science and technology.
Also, the Local Government Code (RA 7160) also provides for the establishment in every local government unit an accountable, efficient and dynamic organisational structure and operating mechanism that will meet the priority needs and service requirements of its communities. Local Government Units (LGUs) need to ensure and support the preservation and enrichment of culture, promote health and safety, and enhance economic prosperity and social justice of its inhabitants, among others. Individually, the LGUs shall exercise powers and discharge functions and responsibilities appropriate or incidental to the efficient and effective provision of essential services facilities to promote the uplifting of their standards of living.

The pressing issue now is the implementation of these declarations and laws into concrete policies and programs for the indigenous peoples, providing a socially inclusive society for the indigenous peoples and contribute sustainable improvement for the well-being of the indigenous peoples and to uplift their standards of living.

This paper assessed the social inclusiveness of the policies, programs, and projects of the city government of Malaybalay towards the indigenous cultural communities/indigenous peoples living within its borders, specifically the Bukidnon tribal communities in Barangay Dalwangan: first, to understand the ICCs/IPs themselves and their needs and issues; secondly, how the government assessed these concerns through concrete legislative actions; and finally, this study gathered data on their viewpoints and insights on the implemented government actions.

B. RESEARCH OBJECTIVES

The primary objective of this study is to assess the various viewpoints of the indigenous peoples of Barangay Dalwangan in Malaybalay City, Bukidnon about the city government based on the latter’s policies, programs, and projects being implemented.

Specifically, this paper attempted:

1. To determine if the policies, programs, and projects implemented meet the needs of the IPs;
2. To determine if the policies, programs, and projects implemented are culturally sensitive; and
3. To measure if they are satisfied with the attention given to them by the city government.

C. SIGNIFICANCE OF THE STUDY

The results of this study are beneficial to the following:

Government Units. They would be made aware of the status of the indigenous peoples in their areas and to achieve future policies, projects, and programs that are best suited for them.

Non-Government Units. They can help them in the areas the government lacks. Citizens. They will be provided with the perspectives of the indigenous peoples' needs, problems, and sentiments, and will be able to convey this to the general public.

Researchers. This can be of great help if they wish to pursue further researches in this field. It can contribute to additional information to existing literature.
D. CONCEPTUAL FRAMEWORK

Figure 1. Conceptual Framework

As the figure above shows, the city government implements the policies, programs, and projects for the indigenous peoples, and their satisfaction (of the IPs) shall generate the insights or perception needed by the city government to ensure that the implemented policies, programs, and projects are well-accepted by the community, as well as to formulate new ones that will be suitable for the needs of the indigenous peoples.

The IPs satisfaction on the second box means social inclusion. This is crucial for the local government to adapt to their situation and implement such actions that will be beneficial for them while being culturally sensitive at the same time so as not to taint their indigenous cultures and traditions.
Given that this paper is centred on the context of social inclusion, such satisfaction from the indigenous peoples is of such importance because it entails social participation in the policy-making context of the city’s legislation for future implementation of policies, programs, and projects.

This embodies the whole context of social inclusion in this study: the participation of the IPs in the policy development for their community. And also, for this paper, to assess the inclusiveness of the implemented policies, programs, and projects for the indigenous peoples' communities in Barangay Dalwangan.

E. METHODOLOGY

This chapter presents the procedures that were used in gathering the data needed in answering the specific problems of this study. The method includes research design, research locale, research samples, sampling procedure, data gathering procedure and research instruments that are to be utilised in the study.

1. Research Design

This study used the descriptive research design. It also used a statistical basis in getting the results of the respondents regarding the implementation of the policies, programs, and projects for the ICCs/IPs in the context of social inclusion. Part one of the questionnaire employed a YES or NO method in determining whether such policies, programs, and projects meet the needs of the IPs.

The typical five-level Likert Scale design was used in the second part of the questionnaire corresponding to different scores:

| Strongly Agree | - | 5 |
| Agree          | - | 4 |
| Undecided      | - | 3 |
| Disagree       | - | 2 |
| Strongly Disagree | - | 1 |

The scale determined the level of satisfaction and of the indigenous peoples regarding the policies, programs, and projects and its cultural sensitiveness.
implemented by the city government to affirm the social inclusiveness of the legislative actions.

The insights and perceptions of the respondents regarding the topics to be discussed and answered in the questionnaire were listed down for additional information on the study.

The study used the descriptive design because once the instruments are formulated; data can be quickly gathered after the respondents would have finished answering the questionnaires given by the researchers.

2. Research Method
   This study used the quantitative method as well as the director interview method. This typing method to deliver the most relevant results given that this is an assessment study.

3. Research Instrument
   This study used survey questionnaires in gathering the required data. The polls and interviews were explicitly designed to meet the objectives of this paper and collect the necessary data. Personal interviews were also employed to fill in the gaps of the additional data gathered. The researchers personally introduced to the respondents the purpose of the study and had individually distributed and retrieved the questionnaires.

4. Research Tool
   The study used a simple statistical tool of frequency counts, percentages and ranking in the analysis and interpretation of the study. Descriptive method was employed in the presentation of the results.

5. Respondents
   The inhabitants are found in the different settlement sites within their ancestral domain, namely: Sanjaya, Inhandig, Damian, and Pulog. The
respondents were selected through random sampling using Slovin's formula from among the heads of households in the IP communities of Daraghuyan and Balete-on in Barangay Dalwangan. The Daraghuyan district has approximately 302 homes, while the Balete-on society has more or less 50 households.

4. Locale

Barangay Dalwangan is situated along the national highway in the northwestern part of the city. It is 12 kilometres away from the heart of Malaybalay City proper. The barangay is bounded in the north by natural boundary of spoon Creek diving Barangay Impalutao of the Municipality of Impasug-one based on the Mindanao and Sulu Code, in the south by Kalatugunan Creek, a physical barrier of Barangay Capital Anghel and, in the east by Barangay Patpat, and in the west by Spoon Creek covering the Eastern part of Mt. Kitanglad Range.

It has a total land area of 6,825 hectares. The 3,825 or 54.04% is classified as alienable and disposable while 3,000 hectares or 43.96% is classified as forestland. The terrain is organized by flat and rolling hills in the north and eastern boundaries to mountainous in the western region. A vast valley can be found in the southern periphery. The type of soil is clay loam which is suitable for planting sugarcane, corn, rice, banana, and vegetables and other crops that thrives depending on the elevation ideal for its variety.

The communities from where the critical respondents hail from are named Daraghuyan and Balete-on. Their ancestral domain is situated within Mount Kitanglad Range Natural Park, a territory proclaimed as a protected area on the 24th of October 1996 under natural park category through Presidential Proclamation No. 896, and consequently declared as a full-pledge protected area on the 9th of November 2000 pursuant to Republic Act No. 8978 otherwise known as the "Mount Kitanglad Range Protected Area Act of 2000."

The tribal communities' ancestral domain has a total area of 4,203.09 hectares, more or less, consisting approximately of 70% forestland and 30% agricultural land in the buffer zone. Their territory covers Gaps Sanjaya, Mangasa, Inhandig, Damian, and Pulog. The Municipality of Impasug-one is their adjacent
area in the East, Barangays Kapitan Angel and Imbayao in the West, Municipality of Lantapan in the South, and Barangay Dalwangan Proper in the North.

This ancestral domain is accessible only in the northernmost portion through the slightly gravelled barangay road of Dalwangan to Sitio Damian, which is about eight (8) kilometres away from the National Highway. The other parts of this ancestral domain are accessible only by foot from Sitio Damian.

F. RESULTS OF THE STUDY

The following tables – Tables 1 to 4 – contain implemented policies, programs, and projects by the City Government of Malaybalay through Barangay Dalwangan. These policies, programs, and projects were gathered through the data accounts as stipulated in the annual reports per department from 2010-2015.

Table 1. Frequency and percentage distribution of the respondents with access to the policies, programs, and projects in terms of Education.

<table>
<thead>
<tr>
<th>Education</th>
<th>YES Frequency</th>
<th>YES %</th>
<th>NO Frequency</th>
<th>NO %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Basic Elementary Education</td>
<td>98</td>
<td>91.59</td>
<td>9</td>
<td>8.41</td>
</tr>
<tr>
<td>Alternative Learning Systems</td>
<td>43</td>
<td>40.19</td>
<td>64</td>
<td>59.81</td>
</tr>
<tr>
<td>Secondary Education</td>
<td>77</td>
<td>71.96</td>
<td>30</td>
<td>28.04</td>
</tr>
<tr>
<td>IPED (Indigenous Peoples Education Program)</td>
<td>36</td>
<td>33.64</td>
<td>71</td>
<td>66.36</td>
</tr>
<tr>
<td>BLP (Basic Literary Education)</td>
<td>11</td>
<td>10.28</td>
<td>96</td>
<td>89.72</td>
</tr>
<tr>
<td>INFED (Informal Education)</td>
<td>12</td>
<td>11.21</td>
<td>95</td>
<td>88.79</td>
</tr>
<tr>
<td></td>
<td>Yes</td>
<td>%</td>
<td>No</td>
<td>%</td>
</tr>
<tr>
<td>-----------------------------</td>
<td>----------</td>
<td>-------</td>
<td>----------</td>
<td>-------</td>
</tr>
<tr>
<td><strong>Healthcare</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maternal Healthcare</td>
<td>89</td>
<td>83.18</td>
<td>18</td>
<td>16.82</td>
</tr>
<tr>
<td>Neonatal Healthcare</td>
<td>84</td>
<td>78.50</td>
<td>23</td>
<td>21.50</td>
</tr>
<tr>
<td>Obstetric and Newborn Healthcare</td>
<td>79</td>
<td>73.83</td>
<td>28</td>
<td>26.17</td>
</tr>
<tr>
<td>Family Planning</td>
<td>73</td>
<td>68.22</td>
<td>34</td>
<td>31.78</td>
</tr>
<tr>
<td>Immunization (BCG, Measles)</td>
<td>98</td>
<td>91.59</td>
<td>9</td>
<td>8.41</td>
</tr>
<tr>
<td>Anti-Rabies Vaccine Assistance</td>
<td>44</td>
<td>41.12</td>
<td>63</td>
<td>58.88</td>
</tr>
<tr>
<td>Operation Tuli (Circumcision)</td>
<td>73</td>
<td>68.22</td>
<td>34</td>
<td>31.78</td>
</tr>
<tr>
<td>Ultrasound and X-Ray Assistance</td>
<td>25</td>
<td>23.36</td>
<td>82</td>
<td>76.64</td>
</tr>
</tbody>
</table>

Table 2. Frequency and percentage distribution of the respondents with access to the policies, programs, and projects in terms of Healthcare.

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>%</th>
<th>No</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Socio-Political</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Financial Support for the Mt. Kitanglad Council of Elders</td>
<td>28</td>
<td>26.17.00</td>
<td>79</td>
<td>73.83</td>
</tr>
<tr>
<td>Ordinance 831 (Declaring every 4th week of October as the Indigenous)</td>
<td>29</td>
<td>27.10.00</td>
<td>78</td>
<td>72.90</td>
</tr>
</tbody>
</table>

Table 3. Frequency and percentage distribution of the respondents with access to the policies, programs, and projects in terms of Socio-Political.
Peoples Celebration and to constitute a committee to discuss, plan, complement, and direct the week-long celebration

<table>
<thead>
<tr>
<th></th>
<th>60</th>
<th>56.07.00</th>
<th>47</th>
<th>43.93</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mass Weddings</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mobile Registrations</td>
<td>68</td>
<td>63.55.00</td>
<td>39</td>
<td>36.45.00</td>
</tr>
</tbody>
</table>

Table 4. Frequency and percentage distribution of the respondents with access to the policies, programs, and projects in terms of Social Welfare.

Table 5. Averaging using the Likert Scale to measure cultural sensitivity in the implemented policies, programs, and projects.

<table>
<thead>
<tr>
<th></th>
<th>Average</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>The City Government has a brief understanding of our needs.</td>
<td>3.54</td>
<td>(Agree)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>They did an assessment survey of the needs of the IPs prior to the implementation of policies, programs, and projects.</td>
<td>3.37</td>
<td>(Undecided)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>They have consulted us with regards to implementing the programs, policies, and projects.</td>
<td>3.26</td>
<td>(Undecided)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>They understand the indigenous peoples’ situation.</td>
<td>3.60</td>
<td>(Agree)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>They are knowledgeable with our culture and traditions.</td>
<td>3.76</td>
<td>(Agree)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>They are aware of and recognize the indigenous alternatives.</td>
<td>3.75</td>
<td>(Agree)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>They have integrated the indigenous alternatives in their implementation of policies, programs and projects.</td>
<td>3.60</td>
<td>(Agree)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>They do not force us to strictly comply with the implemented policies, programs, and projects.</td>
<td>3.64</td>
<td>(Agree)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>There is no discrimination that I feel when it comes to the access of the implemented policies, programs, and projects.</td>
<td>3.33</td>
<td>(Undecided)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>4.50 to 5.0</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>---------------</td>
<td>-------------</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agree</td>
<td>3.50 to 4.49</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Undecided</td>
<td>2.50 to 3.49</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td>1.50 to 2.49</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>1.0 to 1.49</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

This result is especially valuable in the sense that this data depicts the perspective of the indigenous peoples in that area about the implemented policies, programs, and projects of the City Government. As you could see, the average is a constant 3 or playing between Agree and Undecided. This creates a huge impact that the actual inhabitants of that specific area are agreeing that the City Government dies respect and uphold their homegrown culture and tradition in implementing such policies, programs, and projects..

G. CONCLUSIONS/IMPLICATIONS

Majority of the respondents from the indigenous peoples (IPs) of Barangay Dalwangan has access to the essentials of primary, elementary education (91.59%) and maternal healthcare (83.18%). They lack in the socio-political and social welfare, such as government registry services and production support for their crops – the fields wherein the government should tap into more. These areas are keys to achieving social inclusion in these communities. The national government distributes the fundamentals like education and healthcare, therefore LGUs should seek into options like socio-political and social welfare to nurture more.

H. RECOMMENDATIONS

This study recommends that: one, socially inclusive policies, programs, and projects for the tribal communities of Barangay Dalwangan, as well as other tribal cities all over the country, does not only need to be culturally sensitive, but culturally responsive as well. It is not enough that you respect the cultural diversity, but it is how you use their culture in elevating the delivery of services to suit them. This would need strategic planning on the side of the government to realise this goal.
And two, the government, especially the LGUs, should focus not only on uplifting the lives of the general populace but to make it a point that no one gets left behind in the journey. The indigenous peoples do not want that the government make them a priority above the rest, they only want a road that connects them – better – to the services.

REFERENCES

BOOKS


World Health Organization Social Exclusion Knowledge. 2008. *Final report to the WHO commission on social determinants of health from the social exclusion*. 

**JOURNALS**


**ARTICLES**


**DOCUMENTS**


YOUTH LIFE AND LANDSCAPE: HOW THE BUKIDNON TRIBAL YOUTHS’ PERCEIVED THEIR PARTICIPATION AND EXPERIENCES IN THE PURSUANCE OF THE CERTIFICATE OF ANCESTRAL DOMAIN TITLE

Author:
Grace O. Galache

ABSTRACT

This paper provides a glimpse of the agency indigenous young people about their ancestral domain claim. It seeks to highlight the perception of youth on the significance of how the ancestral domain impacts their lives and takes to account the process of their pursuance with the Certificate of Ancestral Domain Title (CADT).

The passage of Indigenous Peoples Rights Act (IPRA) or RA 8371 of the Republic of the Philippines in 1997 warranted the indigenous peoples’ sector applications for ancestral domain claims regarding titles which are issued legally by the government. The Philippine government acknowledges their rights through The Indigenous Peoples’ Rights Act (IPRA). Through IPRA, the indigenous people can now secure a claim to their ancestral territory. The paradox, however, lies in the fact that the Philippine government employs a bureaucratic system which can easily be affected by political plays and an up-to-date modern system for the completion of the requirements for them to acquire an ancestral land title.

This study explores the experiences of the indigenous people in the process of their pursuance of the CADT focusing on the youth of the Bukidnon tribe from the Daraghuyen Ancestral Domain of Malaybalay City. This study employed qualitative methods and attempted to illustrate the participation of the indigenous youth in the application of the CADT motivated by their perceived importance and value in the preservation of their culture and traditions. The youth's participation exemplifies benefit-wise opportunities for them to develop themselves as individuals; to enable them to grasp the meaning of their ethnic identity genuinely, and to build their confidence to assume their identity as Bukidnon young people fully. The indigenous youth relies on their wealthy cultural upbringing and local cultural knowledge from the outside as a
foundation in the former and gain in the latter. They find balance, and they bridge the
gap between tradition and modern ways of living. Thus, with secured land tenure, the
youth utilises their ancestral domain as a space to exercise their identity, agency and
pride to fully develop their capacities for them to have full control in their own lives.
Keywords: Indigenous Youth, social actors, ancestral domain, Bukidnon Tribe

A. INTRODUCTION

Outsiders can not only grasp the notion and importance of sacred spaces and
sacred resources among the tribe. Most of these ideas are often ignored or associated
with myths or folklore. The Indigenous People (IPs) have a strong affinity to their land.
Their vast lands and rich forested mountains are where they define themselves. The
area is part and parcel of the lives. Losing the ground means ceasing their entire
existence. For generations, however, the IPs are left to confront the challenges of
dealing with the modernised societies.

For centuries, the IPs are continuously left to be in a disadvantaged position. The
influx of biased economic development projects for urbanisation such as the building of
dams and infrastructures to logging and mining made their existence in their lands more
vulnerable and insecure of posterity. As a result of these external pressures, indigenous
communities often have to fight for territory. The passage of Indigenous Peoples Rights
Act (IPRA) or Republic Act 8371 of 1997 gave the indigenous peoples the right for
acquiring of CADT. Through IPRA, IPs can now secure their ancestral territories. The
process of application, however, can be painful and overwhelming. While modernisation
changes society in so many ways, fighting for land for the indigenous peoples meant
being confronted by bureaucratic methods and processes to complete the requirements
of the ancestral land title. The challenges after that imposed on them by the state. The
IPs needed to produce ways to respond to external demands. In the midst of all these
struggles for land security, the indigenous youth from the Bukidnon tribe of Daraghuyan
often, find themselves caught up in the middle. As members of the tribe and as social
agents in the community, this study mainly deals with their perceptions and experiences upon helping their elders in the pursuance of securing an ancestral land title.

Daraghuyan is an indigenous community of a Bukidnon tribe situated in Malaybalay City in the province of Bukidnon, Philippines. The bureaucratic process of application in securing a land title is tedious, time-consuming and costly. The Daraghuyan tribe has to undergo a bureaucratic process which included identification and delineation of ancestral domains that shall be done by the general procedure specified by the IPRA.

Despite their lack of finances and technical know-how, the Bukidnon tribe of Daraghuyan motivated by their goals, collective efforts, culture and tradition pursued their application for the Certificate of the Ancestral Domain Title (CADT). With utmost determination and enthusiasm, the CADT was officially awarded to them in the Bukidnon Province Centennial Celebration on September 1, 2014.

Significantly speaking, during the process of the claim of the Daraghuyan-Bukidnon tribe, the youth were active in their assistance to the community and the tribal elders in their application of CADT. This is because aside from being regarded as the next generation of leaders and inheritors of the land, their customs and traditions, the youth are useful in many ways. The Bukidnon Tribe youth of Daraghuyan are physically robust, open and receptive to new ideas and can quickly learn to adapt to new technology. These qualities gave them leverage to participate in securing the ancestral land title. Thus, given the position of indigenous youth within the community and in the context of the ancestral domain, this paper wanted to showcase the voices of the youth upon describing their understanding and experiences of participation in acquiring their CADT.
B. RESEARCH OBJECTIVES

This study endeavoured to highlight the perception and experiences of youth in pursuing their ancestral domain title; specifically, it aims to answer the following questions.

1. In participating the claim process, what has been the role of the youth?
2. To what did the youth attribute their assertion to the ancestral land claim?
3. What were the benefits or insights gleaned by the youth from participating in the claim process?

C. SIGNIFICANCE OF THE STUDY

The experiences of the youth presented in this paper do not provide a complete representation of the entire child of the Bukidnon tribe nor the indigenous youth of the Philippines. The extent of the study covers valuable insights about the native youth's perception and experiences about their application during the CADT application process. The ideas that have been gathered provide a guide for the academic research, public service providers, government and non-government agencies, and the general public. This paper will also serve to guide Philippine perception for the indigenous youth in a different light and the context of development services and programs for the Indigenous People in the Philippines.

D. CONCEPTUAL FRAMEWORK

This paper argues considerably that the continuing attacks on the freedom of the ancestral domain and the land security of the indigenous people affect their descendants, the youth and the children in their daily existence. The indigenous people's cultures in the Philippines, in context, have their unique customs and traditions separate from the modernised societies. They live in a homogenous community having similar beliefs, customs, and share many social attributes which characterise their group. The reality that the IP communities are treated differently and the general populace having failed to understand their unique cultural complexities speaks of a great conflict to developmental processes.
In this study, the term "community" consists of elders, men, women, youth and children having different social perceptions, needs, aspirations and experiences about their ancestral domain. In the absence of an explicit recognition for the IP youth in this regard, it suggests that the state policies have failed to impact a meaningful and sustainable development befit for the indigenous way of living.

Most researchers published about IPs describes young people as passive or subservient to the elders. The IP youth, being seen as the next generation inheritors of the land, their customs and traditions, are expected to be proactive in their endeavours. Failure to engage in community activities can usually be regarded as resigning from tribal duties. Hence, it is often read as aversion from customs and traditions. These ultimate perceptions about the youth about their ancestral domain posit some threat of disappearance of their cultural belief and ways of life. The kid is often stuck in the middle to remedy the issue of reconciliation and facing these social realities.

This paper intended to see the ancestral domain as a social sphere in which the indigenous youth realizes their role as social actors in their community. As social actors, Thomas and O'Cane (1993) cited that young people are seen as capable of understanding and explaining their world. As argued by James and Prout (1997), children are "active in the construction and determination of their own social lives, the lives of those around them and of the societies in which they live." Rather than emphasising their vulnerability as victims of marginalisation or being viewed merely as passive or subordinate to an adult decision, this study focuses on how the indigenous youth are regarded as social agents who are capable of understanding and analysing the situation which affects them and their community. And from that context, the child also exercises some control over their job and are capable of changing their condition in their unique way. Hence, following the thoughts of Ben White (2011) about the wide gap between how the youth are socially constructed vis-à-vis their experiences. This inquiry tried to make visible the perception and skills of the IP youth with regards to their participation in the process of pursuing their community's land tenure security.

E. METHODOLOGY
Qualitative methods were employed in the study. It was utilised for suitability and sensitiveness to the culture and language differences of the Bukidnon tribe. This is in connection to Chacos' (2004) discussion on how relevant qualitative research is where he "considered it appropriate and sensitive to the cultural and language differences that exist in indigenous communities". Thus, this qualitative case study uses extensive primary data which privileges the voices of selected young members of the Bukidnon tribe.

Six (6) key information were selected for in-depth interviews. These were the leaders of "Bata Hu Tribu Daraghuyan" (Daraghuyan Tribal Youth), an organisation that was grouped by their tribal chieftain, Bae Inatlawan. Based on the records presented by the tribe, the key informants were also active participants in the long process of the CADT application with almost complete attendance of the activities undertaken. The structured questionnaire which was designed ahead by the researcher provided a framework during the interview and allowed the researcher to give the informants the freedom to express their views in their terms. Alongside the interviews done with six (6) members of the indigenous youth, in-depth key informant interviews were also conducted with three (3) community leaders of Daraghuyan which included the tribal chieftain, an IP leader from the Talaandig tribe who belongs to one of the three tribes situated in Mt. Kitanglad and critical people from government and non-governmental agencies, such as the commissioner from the National Commission on Indigenous People (NCIP hereafter), the NCIP Provincial Director in Bukidnon, the Park Superintendent (PASU) Officer, the Mt. Kitanglad Secretariat, and the Executive Director of Kitanglad Integrated NGO, the supporting NGO of Daraghuyan Ancestral Domain.

The above series of individual interviews allowed the researcher to see the gaps in the perceptions and opinions of the youth as seen through the institutional framework. These interviews were conducted to help analyse the data already gathered from the young sources and to comprehend the levels of the relationship of the young people with other formal mainstream institutions.

A Focus Group Discussion was conducted with 12 tribal youth members. Other supporting documents were obtained from the old files and magazines from the
Kitanglad Integrated NGO Office (KIN0 and the Park Superintendent Office (PASU). The data included maps, annual reports, geographic and demographic profiles, and reports on programs or projects related to the youth. NCIP has a complete anthropological data of the Bukidnon tribe which was also used for this study.

Finally, a free and prior informed consent (FPIC) was obtained from the leaders of the tribe before gathering the data. The researcher was required to undergo a Pamalas (cleansing) ritual with altar offerings such as a live chicken, a piece of red and white cloth, selected by the ritualist (Baylan). An official consent was also given to the researcher by the Park Management Board (PAMB), the highest decision making the body of Mt. Kitanglad. Without the FPIC and PAMB consent, the researcher would not have been given access to pursue her study in Mt. Kitanglad.

F. RESULTS AND DISCUSSION

This section highlights the results and discussion of the study. A clear description of the Daraghuyan community is defined and where they are situated in the Daraghuyan Ancestral Domain. Secondly, a focus on the role of the youth in the process of pursuing their CADT is explained. Lastly, the paper presents why the Daraghuyan youth participated and how it benefitted them regarding insights and experiences from their involvement per se.

Demographic Description of Daraghuyan Ancestral Domain

Daraghuyan is a name of a mountain in Mt. Kitanglad which is hailed sacred to the Bukidnon tribe. Daraghuyan comes from the word "Daraghuy" which means a soft crying of a voice which tells the story of human life on earth. It is here that a "balance" or a ritualist hears this Paraguay of a spirit who became a "human" baylan. According to a book edited by Mordeno (2008), this spirit expresses his anxieties over man's troubles in life and his mortality.

The Daraghuyan Ancestral Domain is situated in Dalwangan, Malaybalay City with an area of 4,234 hectares. From the census survey conducted by the community in 2008, six clans constitute the population of 1,109 individuals with 149 households
spread around the claim. Of the overall population, 80.6%, is full blooded Bukidnon. Another 14.8% are part-Bukidnon which was because of marriage with other ethnicities from Talaandig, Higa-union and other migrant settlers. An average household has six (6) family members. The youth and children constitute more than half of the population. Majority of the young people are out of school youth, many of whom usually marry as early as 15 years old for both sexes.

Their socio-economic lifestyle befits their practices and rituals. Among it are the rituals and offerings of guardian spirits as payment to maintain the blessings they continually receive in the community. Like the rest of indigenous peoples in the Philippines, they employ traditional hunting and gathering practices for collection of wild food. They have their regular political structure and justice system which is still upheld by the tribe to this day. Other cultural traditions such as songs and dances, musical instruments, weaving, arts and crafts, can always be observed within the community.

Currently, with Mt. Kitanglad becoming a government protected area, the tribes' livelihood consists mainly of farming. They are only allowed to farm at the buffer zones. They employ both traditional and modern farming methods. Other sources of livelihood are mat-weaving, selling homegrown vegetables and flowers, and making clay and rattan artefacts, classic accessories, and jewellery.

*The Bukidnon Youth as a Cultural and Social Category*

For the Bukidnons, the youth, in general, is referred to, in their language as "batman-en". In a detailed description of youth by the elders, the development of the life of a person starts from being a small child ‘ligsek’, which is classified as to belong in the category of 6 and below; to being children, "Laga-Laga" for girls and "malmalaki" for boys, from ages 7 to 10; to being youth which is referred to as "legal" for female and "Malaki" for male which covers ages from 11 to 25 years old. The youth could also refer to single men and women who are not yet married despite their ages. At 35 or 40, a single man and woman could participate in any youth activities by choice and are relative, considered as a youth.
According to the elders, the characteristics of "Laga-Laga" and "malmalaki" are described as children that can already be easily instructed, and a stage in which a child can be naughty or disobedient. The "lag" and "Malaki" on the other hand, are characterised as "hamstrung" (mature), which means either spiritually, physically and mentally responsible beings. Physical change for "lag" is menstruation and for "Malaki", the change in voice. As the "legal" or "Malaki" change their statuses to marriage despite their young age, they are no longer considered as a youth but as young couples.

Additionally, according to the elders, in the olden times, an eleven (11) year old can be arranged to marriage already. However, if the girl has not yet menstruated, she will stay in her parents' house to be taken care by them again when she is old enough, she will be sent to stay with her husband. Today, an arranged marriage is not anymore practised by the tribe.

Another critical conception of the youth derived from the tribe's belief that is held unto by the elders that humans live with the existence of spirits. Bae Inatlawan related that a person is born with a "Moulin-Olin" or a spirit guide. This is evident in the performance of tribal rituals. For a Bukidnon youth, his or her life undergoes a series of rituals. Rituals are fundamental to one's life and are performed from womb to tomb. When a mother is pregnant, a "painting" ritual is performed, this is a time when the baby inside the womb is given guidance to become a good person and requests that the baby goes out the womb smoothly. The word "painting", means advice. The "gimokoran" ritual, is performed to a newborn to ask the good spirits to watch over the child. A "panel on" ritual is performed when the child reaches his or her first birthday to protect him from sickness and become a good and kind child. This is, furthermore, usually done every year until the child's 11th birthday. A"pamuyag-muyag" ritual is done when a child reaches his or her 12th birthday, during which, it is believed that the child is confused in this stage because of good and bad spirits court he or her. It is believed that the child is torn between two opposing forces – the good and the bad. When the child does badly, it means that he or she is commanded by bad spirits. The ritual is then done so that the good spirit will accompany the child to be a good and obedient person. A "penalising" ritual is performed when a child is about 16 years old when it is believed that this stage
is where the youth decides about things thoughtlessly and talks discreetly. If they talk about good things, it is believed that the good spirit is with the child. If it is bad, then the bad spirit is the one accompanying. The "panellists" ritual is then done for the bad spirit to leave and the good spirit to come over the child. Bae Malugdang elaborates further that, "good and bad spirits always accompany a person. If a person always does bad things, it is the bad spirit who commands him or her to do it. That is the reason why a person is bad". The youth on ages 18 and above is then regarded as mature and as responsible; where the child can fully decide on their own as they already have the wisdom to do good or bad.

The importance of this cultural and social construction of youth within the tribe is that it entails the position of the child within the community. The kid for the tribe is not seen as an age cohort but as a group of individuals who are guided by spirits and as descendants who will continue to uphold the Bukidnon Tribe identity. Datu Makapukaw explained that the "individual life of the elders, the youth or the children depended upon the "Magbabaya", the creator". Thus, the youth are moulded to become persons who respect the "Kabataan" (their culture and traditions). And they are expected to be the persons who will dwell in harmony with nature. It is here that the importance of the ancestral domain is established as it is seen as a place wherein young people learn their craft about their tribal life. The youth depending on the craft taught learns from his or her parents. For example, being a "mananalsal" (blacksmith), "mangunguyamo" (midwife), "baylan" (chief ritualist), "Nagaland" (warrior), or "balaghusay" (arbitrator) are first learned from the parents. Parents are only a medium of this indigenous knowledge. The knowledge itself, as believed, comes from the source, "Magbabaya" or the creator through their "Moulin-in" or spirit guides.

On the other hand, in a more worldly illustration of the socio-economic and political context of their ancestral domain, the youth is seen by their elders as the inheritors of the land. This means that inheritance does not only cover the natural area, but it also entails the culture and traditions of the tribe. The preservation of the culture and tradition means that youth continues to adhere to them. The importance of acquiring a Certificate of Ancestral Domain Title (CADT) implies security of land tenure. Without
land, there is no space for the indigenous young people to continue to live as a Bukidnon tribe.

The Indigenous young people are perceived to be the inheritors of the land, is also shared by development intervention groups. They are seen as positive and negative potentialities to serve a particular interest within the Ancestral Domain. The Kitanglad Integrated NGO (KIN) as an environmental advocate considers the indigenous young people at the forefront of its environmental cultural and sustainable advocacy. However, before this has to happen, the youth should be enlightened and organised into productive undertakings for them to be capable. In an interview with the Executive Director, KIN believes that by engaging young people with community undertakings and by merely including them in project community activities or helping fund their formal education, the youth can become good actors for community development.

Furthermore, the Protected Area Management Board (PAMB) through its secretariat, the Park Superintendent Office (PASu) on the other hand, shares this perception with KIN and reiterates further that youth may have a potential for the growth of population within the park which will have an impact to its preservation. Thus, the child should be educated particularly on environmental conservation. For KIN and PAMB, formal education is deemed necessary. A corollary to this, they have given livelihood projects to parents. PAMB believes that by helping the parents augment their income through livelihood projects, they can afford to send their children to school. However, the management plan for Mt. Kitanglad Range Natural Park, does not mention the youth in detail in their project areas of concern. In fact, during an interview with a staff, it was said that there was a move to include the youth in the implementation of the programs shortly. It was further revealed that there is already youth who was deputised as Kitanglad Guard Volunteers (KGVs) in the areas who functions as sentinels for violators of park laws.

Lastly, the province of Bukidnon and the city government of Malaybalay included a scholarship program, particularly for indigenous clients with a minimum standard of a grade requirement for a passing mark compared to non-indigenous students whose grade requirement are set at an average score higher than the minimum standard
imposed to the indigenous people's sector. This indicated that students belonging to the native industry are seen by the government as intellectually as compared to those non-indigenous students and continues to be treated as such.

From these different perspectives about the Bukidnon youth, the proceeding discussion presents the experiences and the perception of the child about their involvement in the pursuance of their old domain security of tenure. The following discusses their roles during the CADT claim process.

**Role of Youth during CADT Application**

The youth shared that the CADT application was a long and a complicated process. In the petition for the use by the claimants, the NCIP provincial branch laid down other things aside from the checklist of requirements prescribed by the IPRA as proof. These included that all the data presented should be written in Binukid and translated into the English language. The NCIP prescribed format should do elements such as genealogy, census and mapping. Also, there should be a determination of boundaries which is required for the installation of markers and the perimeter survey. Just as Hirtz (2003) stated, the indigenous people, especially the Bukidnon tribe, in this case, had to employ these modern means to be recognised. The requirements prescribed, evidently needed a far-reaching effort beside money and technical know-how for the survey. Apparently, the elders may have all the traditional knowledge they can have, however, they needed technical assistance for writing, encoding and mapping for the survey for them to complete the requirements of the government. The youth, in this regard, is seen useful when elders needed to write testimonies.

"From our experience, it was tough to start the application on the CADT. They asked for so many documents of different kinds, and most of these things involved a lot of money. With regards to obtaining such documents, we do not know about the rarity of these things. Our elders only know the oral tradition, they do not know how to read nor write. But for us, versed in the modern language, since we know how to read and write, we offered to do the task". (Marly)

The organisation of assignments and the schedules of completing the task was prepared beforehand in the meeting of the council of elders. Several youths were also
present at the meeting. The functions that were always assigned to the child entailed communication in working together with supporting the organisation or office. In their experiences, it was mostly on the completion and arrangement of the CADT claim book. Most of the tasks related to this were the documentation of the anthropological data, the interview for elders in the literature of their testimonies and histories, the arrangement and taking of photographs and the responsibility of the census survey itself regarding sketching and finishing the map. Some fieldworks require the presence of the youth as well, including the mapping. Mapping has two components, one, is the installation of boundary markers and, two is doing the perimeter survey of ancestral land which included protected and buffer zone areas in the park.

Mapping the ancestral domain was done in a manner of installing of the boundary markers at first before the perimeter survey. There were a total of twenty-nine (29) boundary markers in the Daraghuyan Ancestral Domain. Twenty four (24) of them are natural stone markers, and five (5) are made of cement. The focus group discussion rendered accounts of the youth telling that the task was done according to schedule despite the rainy seasons of the Philippines. The installation of the markers finished within 11 months. An appointed engineer from the NCIP came to check the perimeter survey, a year after that. At that time, the youth was given the task of using the transit system and the Global Positioning System (GPS) device to determine the actual map of the ancestral domain.

As prescribed by the NCIP, the Daraghuyan youth embarked on trailing for the census survey on five small villages within the land. They finished in about five (5) month time. The youth members who have done the study were skilled at photo documentation and can read and write as well. They also needed to be resilient enough to walk through mountains and creeks. The forms they had to accomplish filing up from every household to household along with taking a photo of the whole family. The youth recounted stories of resistance from their fellow tribes who made their work even more difficult. However, they shared that they always find a way to face the problems encountered by retelling the purpose of the survey.
“Some people do not like to be involved in the census. They do not like us to write their names on the forms. They were afraid that we come from the government and they were afraid we would send them to jail. However, we explained to them that the said survey is important to secure the ancestral domain land title. We made understand what will happen to them without a claim on the ancestral domain. When they are finally settled and became accepting, we would ask them to fill up the census forms. We did not force anyone who did not want to be included in the census. There were a few, but we always managed to invite them to attend the monthly general assembly of the tribe”. (Ronaldo)

The youth's attendance was highly significant during community meetings, and assemblies as the tribe discuss conflict resolutions and dialogues about the ancestral domain. The child also assisted the elders during the tribal rituals that were performed in the claim process.

The firm "Kagawa" or the value or sense of solidarity is observable of high significance to the tribe and the youth. The community is where they get their strength. Culturally, it is ideal for a member of the Bukidnon tribe to participate in every community activity. According to Bae Inatlawan, "the elders, the youth and the children alike help in the community activities of the tribe". In the event where the parents are not readily available to attend, a son or daughter represents the family household. A Kagawa could be distinguished on many occasions. For instances like the building a house, weeding, planting and harvesting, a wedding, in hunting and gathering food, and even sharing the brunt of life's tragedies. In this case, the youth claimed that in helping with the CADT application, it was in their best interest to be in solidarity with the community. The child claimed that they were not forced by the elders to help. It was at their discretion and decision they offered to help. They were also given the freedom to choose which task they wanted to accomplish. Most of them accepted a job that they can handle. The team spirit, in spite of the task differences, was always emphasised in their group efforts. They usually follow the elders who have the command from their spirit guides. They kept their trusts in them in all matter about the ancestral domain claim.

This discussion accentuates the youth as a participant to the CADT application – the roles they were assigned to, the relevance they share to the tribe and how the child continually support the goals of their elders. The youth is illustrated to bridge the gap
between the generation gap between the elders and the modern ways of living. The following discussion highlights the ideas on how the Bukidnon youth attributed their participation in the in the pursuance of their CADT.

Why the youth participated in CADT application

In the focus group discussion conducted, the child expressed their involvement in the process of the claim for their ancestral domain title. They shared how their contribution made significant support to the goal of and objectives of the council of elders. The situation of the Daraghuyan community is not far from other experiences of the indigenous sector. They experienced disenfranchisement, dislocation and fear for their unsecured land. The elders and the youth see the entire experience as a threat of losing their lives and their ancestral domain in general. The youth interpreted that their extent of help regarding the CADT application is an obligation to the community in the context of preserving and continuing their culture and traditions.

“As the next generation of people, how can we continue our culture and traditions if the government will not allow us to enter our domain? Where will we pray? The ancestral domain is where we exercise and implement our culture and tradition”. (Rowins)

The interview rendered answers to the researcher where it exemplifies practical reasons why the youth viewed the ancestral domain very significantly in their lives. Other than the elder’s expectation and the clear general view that the child is the next inheritors of the land, the youth already reckoned their future security and survival.

"If we would not have an ancestral domain, we are like beggars then, we would be like the other IP's who have lost their land to loggers and miners and went to the city and beg. Where would we get our livelihood? Our territory is where we mainly get our food and plant our crops and get our medicine. I do not like to be a beggar." (Jacky)

Aside from economic reasons, the youth also take pride in their heritage. The Daraghuyan youth are aware of their rights to the land and would like to put a stop to the discrimination to the indigenous people. They would also want others to accept them and their ways of living.
“If we do not have the old title, this will be the time that our right as indigenous peoples to our land will be tampered and disrespected. We will become squatters again to our land. How do we continue to exercise our identity? Where will you find us? The first thing that people asks us is where do we live? How can I say, I live in Daraghuyan if it is not even ours by the legal standard. People will laugh at me because I do not have the documents to show it. They would say I am a settler. It is important for others to understand who we are as a Bukidnon tribe, our history, and the wisdom of Indigenous Knowledge Systems and Practices (IKSP) which we learned from our ancestors”. (Rowins)

Accounts of the Daraghuyan tribal youth experiencing discrimination from the outsiders show deep wounds which have motivated them to support their CADT application. In the focus group discussion, the youth and the children alike shared the impacts of social discrimination to their growth and living.

“When I entered high school, my classmates always laughed at me when I speak the Cebuano language in Binukid sound. They also laugh at my kinky hair”. (Argireline)

“Other people think we are dirty, messy and lazy. Maybe because we work on the farm most of the time and we live in the mountains, we usually have muddy feet.”(Ruthie Boy)

Accordingly, they were discriminated because they are either weak or indigenous. Having the native identity in the Philippines is also considered belonging to the poorest sectors of the country. The poorest among the poor. It is held with low regard by people living in the mainstream society. How their participation in the CADT application did benefit them in this sense despite the current discrimination to their identity? What have they learned? These questions are the topic of the following discussion.

Benefits, Opportunities, Insights

In eight years, the process of CADT application has also brought about benefits and opportunities for the youth of Daraghuyan. The focus group discussion opened them to share their insights with regards to how the use benefitted them and opened up new possibilities. The child shared how they learned to fight for their rights, understand their identity better and strengthen their character as a member of the Bukidnon tribe.
“If we did not pursue the claim, I would not have learnt how we IPs can easily be stripped of our land. The government can easily send us away, and we would have nowhere else to go.” (Rowins)

A member of the Daraghuyan tribe, Jacky, stated that during the CADT process, it was an opportunity they had to sense of the cultural meanings of doing things. For example, the many rituals they have engaged that are specific to different places. One instance was in the Daraghuyan range which is considered central to the domain, for according to the elders, that field is the church of the tribe.

"Knowing these boundaries, its specific rituals and the corresponding histories gave me a sense of valuable meaning to my identity as a Bukidnon tribe." (Marly)

They further emphasised in one of the focus group discussions that the eight hundred (800) page claim book of the CADT expresses a bit who the Bukidnon tribe is yet it only contains the fundamental knowledge to their tribe. Nevertheless, the youth showed pleasure in knowing that the completion of the claim book has been an instrument in owning the ancestral land title. The information contained in the documents as they believed, will also help foster understanding between the outsiders and their tribe.

The Daraghuyan youth expresses on behalf of the youth sector of their tribe that, to survive at present they should also embrace outside knowledge as a gain. Bae Inatlawan reflected that "culture and development should go together, for standing on culture alone will give us difficulties to survive further."

The youth accepted the training and seminars on the fundamentals of technologies and tools used as devices in the CADT fieldwork as an addition to their knowledge. To facilitate the youth in doing their responsibilities, the supporting NGO, Kitanglad Integrated NGO (KIN), initiated a series of significant training on how to use the computer, the GPS, the tape recorder, the digital camera and gave specific techniques to basic photography. KIN also initiated practices to enhance the indigenous music, arts and crafts. These training such as oil painting, music and dance gave the youth an opportunity to explore their talents and creativity.
“The training was an eye opener for exploring their rich history and culture. Indigenous art has a story to tell, a useful tool and effective medium to tell about the tribe.” (Marly)

They were then invited to the Kalinawa Art Exhibit, a yearly art exhibition intended for painters and artists in Malaybalay City where for the last five years Daraghuyan entries always get an annual award. During the 4th Indigenous Peoples Visual Art Exhibit in Malaybalay, Bukidnon, Rowins got first prize in the three-dimensional category with his entry entitled "Kinabuhi" meaning life. In an exploration of their very own indigenous art, the youth also tried to develop their cultural dances and music. Marly and Ronaldo of the Daraghuyan youth, decided to form a group who will be responsible for the preparing a theatre presentation which would depict the lifeways of the Bukidnon tribe. They have recruited other young people around the village and arranged for schedules for series of practices. The opportunity allowed young people to build up confidence in their cultural identity. It allowed them to get to know their talents for enhancement and self-development. This is the history of the group, to how the team developed into an organisation in their community, the Daraghuyan Tribal Youth, whose aims were to showcase their talents to the outside world.

Furthermore, the Daraghuyan tribal youth mentioned that the Mt. Kitanglad Heritage Center was used as a service centre for many activities such as meetings, assemblies, training, and accommodating of visitors that were coming from different areas, organisations. It provided a space for the youth to develop and practice their talents and at the same time fulfilling their goals to let others understand their culture and traditions. The child in this perspective realized that religion as their foundation could be a tool against ethnic discrimination.

On a different aspect, while free school, the Daraghuyan youth stated that even if they experienced discrimination from their classmates, they realised that ample opportunities were opened to them such as access to scholarships and programs while fulfilling their advocacy for social perception and inclusion to local development projects and programs.
“When the tribal youth were invited to our school for a presentation, we performed a cultural dancing called 'Kinabuhì Ha Tribu Ha Bukidnon'. After the activity, my group became known at school. We were invited to the street dancing in the Kaamulan Festival. My classmates treated me with respect. I felt assurance after that, and as a Bukidnon, I felt many opportunities opened up for me”. (Argireline)

On the focus group discussion, Rowins gave a piece of advice to his fellow youth about a chance to counter discrimination.

“He should not be ashamed if people tell us we are beggars, dirty, or lazy. If we feel ashamed all the more we get angry or hide, we gain nothing. We lose the opportunity at present to help them understand who we are. We are individuals who understand and live out his culture. We should not be ashamed of the tribal identity we bear. Once, a youth group of a T'laandig tribe went to Cagayan de Oro City to have a cultural night concert. They brought with them their drums and musical instruments and people treat them like beggars, but they have talents to show the people. We should not be ashamed. We should not be discouraged.” (Rowins)

It is with this perspective that the youth continue to embark on an understanding of diversity through their efforts of educating people about their culture and traditions. In 2016, they have endeavoured to organise a youth assembly for all indigenous youth in the province of Bukidnon. The activity was to tackle IP issues and problems and build up capable leaders among them while advocating peace in between efforts, within the area of Bukidnon.

“All our Knowledge put together will make us stronger. We will live in peace and harmony.” (Marly)

Finally, for the Bukidnon youth, they see their ancestral domain as fulfilment not only of their dreams but also of their tribe's. During the FGD workshop, the youth expressed their aspirations about what they want their Ancestral Domain to look like in the future. The overall picture illustrates a tribal village that emphasises its unique differences yet also determines its relationship with the outside world. As Ronaldo pointed out "My dream is to live in our ancestral domain with dignity." In the FGD, they all affirmed that they wanted to help their elders to develop their ancestral domain and continue to uphold their customs and traditions.

G. CONCLUSION
This paper reached a conclusion that participation of the Indigenous young people of Daraghuyan in the application of the Ancestral Domain, in Malaybalay City is motivated by the importance of the preservation of their culture and tradition which the youth, so, perceived. This motivation does not necessarily come from the general construction of the child as descendants or as inheritors of the land yet they do not deny this. On a different note, the youth are aware that the area they are living in means a lot to their security for survival. Practically speaking, for the child, without their ancestral land, means a significant loss of livelihood, culture, tradition and identity. On the other hand, it is essential to note that their perception about their ancestral domain and its importance to them, is a consequence of the histories from their ancestors and the experiences they had with regards to disenfranchisement and discrimination from the dominant society.

The study illustrated that their participation in the CADT application enabled them to grasp the meaning of their ethnic identity genuinely and built their confidence to assume the identity they had as Bukidnon young people entirely. In the nuance of their racial character, the more profound understanding they possessed leaned on the knowledge how the participation had helped them build a strong foundation to face any challenges that aroused in their community. With the culture as their foundation, they can firmly decide what matters from the outside of the city should influence them and to what extent would they want it to affect them. The youth perceived that the knowledge gained from the outside community could be a form of investment in their part where it enhances their social mobility understanding and the opportunity for them to network and has partnership on the outside. Information coming from the outside equips and capacitates them to face life's challenges. Networks can help them realise their goals mainly on access to education. Moreover, the realisation that their indigenous identities can be utilised as a useful mechanism to alleviate ethnic discrimination from the mainstream society. Accordingly, this study posits that given the confidence to secure land tenure, the Daraghuyan youth as social actors necessarily utilises their ancestral domain as space where they exercise their identity and agency, develop their capacities and succeed to control their own lives.
REFERENCES


'Republic Act 8371' Indigenous Peoples Rights Ac (1997) (enacted)

'Republic Act 7586' National Integrated Protected Areas System Act (1992) (enacted)


ABSTRACT

The persistence of a massive amount of problems existing in the Filipino government brought ideas and aspirations to ending such. One of these is the proposed Philippine Federalization wherein proponents pursue to shift the system of government from unitary to federal. With the newly-elected leaders seated, headed by President Rodrigo Duterte, who in his campaigns promised change to come—including the shift of the government system, a stronger drive to push for a Federal Philippines has also begun.

This study intended to know the perceptions of the Barangay Captains in the Component Cities of the province of Bukidnon on the Issues rising from the proposed Federalization of the Philippines. Specifically, it aims to know the stand of the respondents on the different issues in political, economic, cultural, social aspects rising from the proposed Federalization of the Philippines, and their favourability upon the proposition. Respondents were also given the freedom to enumerate the possible problems that will be encountered by the country if the federalisation is implemented.

This paper used the quantitative descriptive research design. The researcher a survey questionnaire devised to satisfy the objectives. Among the respondents (Barangay Captains), the research found a more positive response to the issues favouring the federalisation of the Philippines. Most respondents anticipated that shifting the government system to a federal would bring more good than harm, revealing that they are mostly in favour of the federalisation. The highest possible problem that was answered by the respondents was that there would be a change in social view towards unity among diversity among the Filipinos. Furthermore, the study recommends further information drive and seminars for the elected leaders and the citizens for deeper understanding about the proposed Philippine Federalization.

Keywords: Federalization, Philippines, Government System
roots of history from the colonisation period under the Spaniards, Americans, and the Japanese forces, respectively. It never, even once, took a whiff of a federal government, although there were several attempts to propose change in the system to a federal one – like the bill authored by John H. Osmena during the 8th Congress, and another law during 14th Congress popularly known as the Charter Change during Macapagal’s presidency – all fell to the same destination, the trash bin.

These propositions, however, have several things in common this includes greater autonomy for local states to decide on matters affecting their jurisdiction to making it suitable to their locale as it is understood that the local units know what is best for their area than that of the national government.

On the other side, Aruego et al. (as cited by Jarlata, 2005) listed three drawbacks of a federal system. One is that functions tend to overlap between the central government and the state government, resulting in waste and confusion not only to the officials but as well as the people, evident in several cases in the United States. Second, is the unfastened unity of the national and local governments, since both function independently, each being supreme within its sphere. Lastly, the federal system results in a difficulty to meet social and economic matters that need quick action for their solution or readjustment. But even upon the existence of these disadvantages, changing the government form from unitary to a federal government is still pushed for implementation.

Subsequently, the 16th President of the Republic of the Philippines, Rodrigo Roa Duterte, has made the federalisation of the country as one of his advocacies during his campaign. Evidently, studying about federalising the Philippines today is relevant and timely for it is by this time that the president himself is a proponent of the alteration of the system of the government.

About the study, the barangay has been recognised by the 1987 Constitution of the Philippines as the basic and smallest political unit. Though it is placed under the supervision of the municipality or city where it belonged, the barangay still enjoys fiscal, administrative and juridical powers. Every three years, the barangay constituents elect eight (8) councillors and one (1) barangay captain. As the political head of the barangay,
it is the duty of the "Kapitan" to oversee the daily activities of this governmental unit and ensure the peace and order among the people. They are undeniably one of the most influential individuals in the barangay, therefore, their opinions primarily on the political affairs matter. Thus, this study made them as its respondents to collect their ideas about the proposed shifting of the system of government from unitary to federal, as the barangays that they are leading will be directly affected by the shifting. The changes that federalisation brings with it affect the organisation and powers of the local units including the barangays.

Therefore, this study was conducted wherein it compiled the opinions of the Barangay Captains on the proposition to federalize the Philippines upon the issues on the political, economic, social, and cultural aspects, with due consideration to the importance of the perceptions of the chosen respondents as leaders of the basic governmental unit of the country that would then be considered as sentiments of the barangay's political head and representative

B. RESEARCH OBJECTIVES

The primary objective of this study was to know the perceptions of the Barangay Captains in Malaybalay and Valencia Cities, on the issues mounting the federalisation of Philippines.

Individually, the study met the following objectives:

1. To enumerate the insights of the respondents about the issues rising on the proposed federalisation of the Philippines on the following aspects:
   a. Political
   b. Economic
   c. Social
   d. Cultural
2. To determine if the respondents are in favour of federalising the Philippine government system.
3. To list down the possible problems that will be encountered if the Philippines will change the form of government as perceived by the respondents.

C. SIGNIFICANCE OF THE STUDY

This study is significant to the following personnel and entities:

Incumbent and future barangay officials and other government employees. They would be motivated to be aware and be fully informed of the issues affecting the government.

Local Government Units (LGUs). They are prompted to create timely and parallel ordinances, laws, and rules, suitable for their locale.

Legislators. This leads to giving the leaders especially the legislators to come up with laws, programs, and projects that are for the betterment of the country.

Economists and sociologists. They may also consider this study as it yields to the people's perception of the economic, cultural, and social issues if the Philippines become federal.

Researchers. This study can be of help and can be used as a reference for those who are to conduct future studies regarding federalism, be it in the academe or social or personal researches.
D. CONCEPTUAL FRAMEWORK

Figure 1. Conceptual Framework

Figure 1 shows the respondents (barangay captains) who provided their perceptions on Philippine federalisation regarding issues in the political, economic, social and cultural contexts; their favorability on the proposed shifting of government system; and lastly, the problems that are likely to occur if the shifting is implemented. All these will serve as a feedback to the context of federalising the Philippines, which can be used in the discussion for the passing or rejecting its implementation.

E. METHODOLOGY

1. Research Design

This study used the quantitative descriptive research design in knowing the perceptions of the Barangay Captains about the issues on political, economic, and cultural aspects about federalising the Philippines.
The typical five-level Likert Scale design was used in part one of the questionnaires. In analysing the degree of agreement, the researcher ascertained the average with the count mode or frequency count and its corresponding percentage.

The study used a simple statistical tool of frequency counts, percentages and averages in the analysis and interpretation of the study. Descriptive method was employed for the presentation of the results of the study.

2. Research Instrument

A survey questionnaire was used as a primary instrument in collecting and gathering the necessary data. Locale – Malaybalay and Valencia Cities are the neighbouring component cities found in the central part of the province of Bukidnon, Philippines.

Figure 2. Map of Malaybalay City and Valencia City Location in Bukidnon

Figure 3. Map of Malaybalay City
Figure 4. Map of Valencia City
3. Profile of Respondents

A survey on respondents' profile was explicitly conducted on their age, sex, and educational attainment.

Table 1. Frequency and percentage distribution of respondents by age

<table>
<thead>
<tr>
<th>Age</th>
<th>Malaybalay</th>
<th>Valencia</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>20-29</td>
<td>0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>30-39</td>
<td>2</td>
<td>5.4</td>
<td>0</td>
</tr>
<tr>
<td>40-49</td>
<td>13</td>
<td>35.1</td>
<td>12</td>
</tr>
<tr>
<td>50-59</td>
<td>15</td>
<td>40.5</td>
<td>15</td>
</tr>
<tr>
<td>60-69</td>
<td>7</td>
<td>19</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>37</td>
<td>100</td>
<td>31</td>
</tr>
</tbody>
</table>

Table 2. Frequency and percentage distribution of respondents by sex

<table>
<thead>
<tr>
<th>Sex</th>
<th>Malaybalay</th>
<th>Valencia</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Male</td>
<td>29</td>
<td>78.4%</td>
<td>24</td>
</tr>
<tr>
<td>Female</td>
<td>8</td>
<td>21.6%</td>
<td>7</td>
</tr>
<tr>
<td>Total</td>
<td>37</td>
<td>100%</td>
<td>31</td>
</tr>
</tbody>
</table>

Table 3. Frequency and percentage distribution of respondents by educational attainment

<table>
<thead>
<tr>
<th>Educational Attainment</th>
<th>Malaybalay</th>
<th>Valencia</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>College Graduate</td>
<td>17</td>
<td>45.95</td>
<td>14</td>
</tr>
<tr>
<td>College Level</td>
<td>7</td>
<td>18.92</td>
<td>7</td>
</tr>
<tr>
<td>High School Graduate</td>
<td>6</td>
<td>16.22</td>
<td>6</td>
</tr>
<tr>
<td>High School Level</td>
<td>2</td>
<td>5.41</td>
<td>1</td>
</tr>
<tr>
<td>Elementary Graduate</td>
<td>2</td>
<td>5.41</td>
<td>2</td>
</tr>
<tr>
<td>Medical Profession</td>
<td>2</td>
<td>5.41</td>
<td>0</td>
</tr>
<tr>
<td>Law</td>
<td>1</td>
<td>2.7</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>37</td>
<td>100</td>
<td>31</td>
</tr>
</tbody>
</table>
F. RESULTS OF THE STUDY

Table 4. Summary of the Political, Economic, Cultural, and Social Issues on Philippine Federalization

<table>
<thead>
<tr>
<th>Aspects</th>
<th>Malaybalay</th>
<th>Valencia</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political</td>
<td>3.86 (Agree)</td>
<td>4.30 (Agree)</td>
<td>4.08 (Agree)</td>
</tr>
<tr>
<td>Social</td>
<td>3.91 (Agree)</td>
<td>4.19 (Agree)</td>
<td>4.05 (Agree)</td>
</tr>
<tr>
<td>Economic</td>
<td>3.83 (Agree)</td>
<td>4.10 (Agree)</td>
<td>3.97 (Agree)</td>
</tr>
<tr>
<td>Cultural</td>
<td>3.82 (Agree)</td>
<td>4.08 (Agree)</td>
<td>3.95 (Agree)</td>
</tr>
<tr>
<td>Total</td>
<td>3.86 (Agree)</td>
<td>4.17 (Agree)</td>
<td>4.01 (Agree)</td>
</tr>
</tbody>
</table>

As shown, among the four issues mounting to Philippine federalisation which were presented in the study, the political issues cumulated the highest mark with an average of 4.08, followed by the social problems having 4.05, then by the economic difficulties having 3.97 and lastly, the cultural issues with 3.95. With a mean of 4.01, the issues presented were agreed by the respondents of this study. It is also noted that respondents situated in the city of Valencia imparted a higher average rating to all the four aspects, with a general average of 4.17, compared to Malaybalay City with 3.86.

Table 5. Favorability towards Philippine federalization

<table>
<thead>
<tr>
<th></th>
<th>Malaybalay</th>
<th>Valencia</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>In Favor</td>
<td>35 (94.59)</td>
<td>29 (93.55)</td>
<td>64 (94.12)</td>
</tr>
<tr>
<td>Not in Favor</td>
<td>1 (2.70)</td>
<td>2 (6.45)</td>
<td>3 (4.41)</td>
</tr>
<tr>
<td>Abstain</td>
<td>1 (2.70)</td>
<td>0 (0)</td>
<td>1 (1.47)</td>
</tr>
<tr>
<td>Total</td>
<td>37 (100)</td>
<td>31 (100)</td>
<td>68 (100)</td>
</tr>
</tbody>
</table>

F – Frequency Count
% - Percentage
Table 5 demonstrates that among the 68 respondents, 64 (94.12%) were in favour of federalising the Philippines. 35 of whom who voted in favour were respondents from Malaybalay City while 29 come from the City of Valencia. Only (3) three (4.41%) among the 68 respondents voted not in favour of the Philippine federalisation, two (2) from Valencia City and one (1) from Malaybalay. One (1) respondent (1.47%) from Malaybalay abstained. This means that most barangay captains in Malaybalay and Valencia agree to federalise the Philippines in anticipation that the shifting would better the condition of the country.

Table 6. Reasons for being in favor of Philippine federalization

<table>
<thead>
<tr>
<th>Reasons</th>
<th>Malaybalay</th>
<th>Valencia</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. It is time to try the federal system of government.</td>
<td>15</td>
<td>15</td>
<td>30</td>
</tr>
<tr>
<td>2. To give local units a higher degree of autonomy.</td>
<td>10</td>
<td>19</td>
<td>29</td>
</tr>
<tr>
<td>3. Federalism will mostly, if not all, solve the current problems of the country.</td>
<td>12</td>
<td>13</td>
<td>25</td>
</tr>
<tr>
<td>4. To give equal representation among state governments.</td>
<td>11</td>
<td>14</td>
<td>25</td>
</tr>
</tbody>
</table>

Table 6 displays the reasons why the respondents favour Philippine federalisation. It conveys that among the four goals in supporting the federalisation of the Philippines, 30 respondents answered that it is time to try the federal system of government, thus, obtaining the highest number of votes. It was then followed by the item which expressed, to give local units a higher degree of autonomy with 29 votes. The reasons which read, federalism will mostly, if not all, solve the current problems of the country; and to give equal representation among state governments, both got 25 votes.
Table 7. Reasons for not being in favor of the Philippine federalization

<table>
<thead>
<tr>
<th>Reasons</th>
<th>Malaybalay</th>
<th>Valencia</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. There are more important matters that need more attention than</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>changing the government system.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. The Philippines still need a uniformity of laws in all the islands.</td>
<td>0</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>3. It will possibly serve as a key to lengthen the President’s term.</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>4. Federalism will divide the Philippines and its people.</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

Table 7 shows the reasons of the respondents who opposed the federalisation which was: 1) there are more important matters that need more attention than changing the government system, and 2) the Philippines still need uniformity of laws in all the islands, respectively.

Table 8. Possible problems that the Philippines will encounter if federalism be implemented

<table>
<thead>
<tr>
<th>Possible Problems</th>
<th>Malaybalay</th>
<th>Valencia</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. There would be a change in social view towards unity among diversity.</td>
<td>20</td>
<td>19</td>
<td>39</td>
</tr>
<tr>
<td>2. There would be an imbalance income among regions.</td>
<td>13</td>
<td>9</td>
<td>22</td>
</tr>
<tr>
<td>3. Worsen the new breed of irresponsible political leaders.</td>
<td>11</td>
<td>4</td>
<td>15</td>
</tr>
<tr>
<td>4. Gap of social interaction among people</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>5. There would be an increase in the number of rebels because of the establishment of the states.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


6. The country will continue to experience poor taxations or even worse.
8. Becoming of Muslim culture to dominate in Mindanao

Table 8 conveys that out of the 68 respondents, 39 (57.35%) of the respondents believe that there would be a change in social view towards unity among diversity is a possible problem that would be experienced by the Philippines if it will shift from a unitary system to a federal one. The second most answered potential problem by the respondents of this study is that there would be an imbalance income among regions. Third highest voted possible reason is the item which says that federalism would worsen the new breed of irresponsible political leaders.

G. SUMMARY OF THE RESULTS

This study aimed to know the perceptions of the Barangay Captains situated in the component cities of Bukidnon on the proposed Philippine federalisation. There were 68 Barangay Captains from Malaybalay and Valencia Cities who participated in this research, in which 53 (77.9%) were males, and 15 (22.1%) were females. 30 (44.1%) of whom aged from 50-59 years old and 31 (45.6%) of them have attained a bachelor's degree.

Through the data gathered, the researcher has determined that the respondents agreed to the issues laid down under the political, economic, cultural, and social aspects of Philippine federalisation, with a mean of 4. Both respondents from Malaybalay and Valencia Cities gave an agreed mark to all four elements with 4.06, 3.95, 3.96, and 4.04 averages respectively. Noticeably, respondents from Valencia have answered a higher accepted average rating of 4.18 compared to Malaybalay with 3.86 average to the four facets.

The respondents agreed on the issues presented in the four aspects of Philippine Federalization. Under the political matters, nine (9) out of 10 were marked as accepted.
These were issues concerning the federal system’s conformity with the aspirations of the Filipino people, speedy development, political unity, enhancement of national security, partnership of the central and local governments, higher autonomy for local government units, prevention of despotism, immediate response to the people's needs, and that the existing unitary failed the implementation of decentralization. One item was regarded as undecided wherein it states that federalism will cause the disintegration of the Philippines.

In the economic facet, eight (8) out of 10 issues were also agreed by the respondents, while two (2) were given an open rate. The problems that were approved were those who expressed that federalism would fasten economic progress, Filipinos should be willing to raise revenues, better economy for the country, poverty be given attention, attract foreign and local investors, putting an end to external debt, businessmen's profit will increase, and inequitable income among states. The issues that federalism will not end the prevalence of graft and corruption among government officials thus people in business will be daunted to invest in the Philippines, and continuous incidence of unemployment and inflation were the issues which were rated as undecided.

On the cultural issues, nine (9) out of 10 were also agreed. These were issues relating to federalism as a solution to the inter-ethnic/cultural conflicts, promote fair representation, empower domestic sector, solve the extended period of Christian and Muslim strife, support cultural development, encourage cultural respect, promote equal treatment, enable unity, and effective conflict management. The respondents were undecided on the issue that federalism will only dissipate the causes of rebellion in the country, particularly in Mindanao.

Lastly, all issues under the social aspect were agreed by the respondents. These were issues which express the need for social consciousness among Filipinos, enhancement of social identity, problem in the lack of discipline of Filipinos, reliance on social awareness, citizens are enjoined to participate in governmental activities, need to implement full and free education, feasibility of federalism in the country, irrelevant traditional values will impede the federalization of the government system, ending the
conflicts brought by separatists, and classism mentality affects the adoption of federalism.

Out of the 68 respondents, 64 (94.12%) are in favour to federalise the Philippines, 3 (4.41%) voted against the federalisation, and 1 (1.47%) abstained. The top reason why they favour to shift the government system from unitary to federal was that it is time for the Philippines to try the latter method. While both statements that, there are more important matters that need more attention than changing the government system, and that, the Philippines still need uniformity of laws, are voted reasons why they disfavour the proposed federalisation.

The top problem that the respondents perceived to be experienced by the Philippines is that there would be a change in social view towards unity among diversity.

H. CONCLUSIONS/IMPLICATIONS

This study concludes that the Barangay Captains in the cities Malaybalay and Valencia acknowledges the issues at hand regarding the proposal to federalise the Philippines and agreed to most of the problems presented to them.

To compare, respondents from Valencia City bestowed higher rating to all of the four aspects than those residing in Malaybalay. This signifies that the respondents in the former are more knowledgeable to the concept of federalism than the latter, or this points out that they are more supportive and confident that the shift from unitary to federal would improve the quality of the conditions of the general populace of the Philippines.

This also concludes that most of the respondents favour the federalisation of the Philippines because they believe that it is due time to try federalism.

I. RECOMMENDATIONS

1. This study recommends an information drive and massive campaign towards federalism so that the local officials, as well as the Filipino citizens, will have proper knowledge and understanding of the concept so that the government would gain the support of the populace in its endeavours such as this. This is because, the
researcher has noted that throughout the conduct of the study, several of the respondents asked for more information about federalism since the concept, according to them, was not yet introduced to them by the national government or the Department of Interior and Local Government (DILG). This implies that even some of the local elected officials do not know about the basic knowledge about federalism.

2. This study also recommends a similar research to be conducted to other government officials and the registered voters or the ordinary citizens in different localities, such as additional municipalities or in the province of Bukidnon as whole, as this study was limited to the Barangay Captains of Valencia and Malaybalay Cities only, to gather more significant amount of information regarding the sentiments of the citizens on this issue.

REFERENCES

Articles


Valencia City facts. Retrieved on December 12, 2016 from http://www.1stphilippines.com/pc-08a40052a02cc86d657bbe89e14929f3.html


**Portable Document Format**


Undergraduate Thesis


Eslao, A. U. (2007). The knowledge of the barangay officials of the barangays Bagong Silang, San Miguel, Panadtalan, Maramag, Bukidnon on the proposed charter change


**Maps**

Figures 1 & 2 - [www.wikipedia.com](http://www.wikipedia.com) ; Figure 4 – PNP Valencia City
ABSTRACT

The study sought to find out the urban government index of the province of Bukidnon. The data were gathered through interview schedule and document inventory to assess the Urban Government Index (Effectiveness, Participation, Equity and Accountability). The study was analyzed using the qualitative and quantitative method. The urban index in Bukidnon is passing with a range of .51-.95 index. The result of the index indicates the institutional commitment in articulating the future of the city’s progress through a participatory process. There is an institutional effort to provide economic opportunities for informal businesses that support the informal sector. However, it has to work out on the provision of the pro-poor pricing policies for basic services (water) to their constituents and ensure gender representation involving women in local decision making as fundamental for promoting equitable policies, plans and projects.

Keywords: Index, Urban, Bukidnon

A. INTRODUCTION

Good urban governance is the sum of many ways wherein the affairs of the city are well managed and promote the welfare of its citizenry. It recognizes the equal opportunities of the urban citizens such as giving them equal access to the necessities in urban life, including adequate shelter, security of tenure, safe water, sanitation, a clean environment, health, education and nutrition, employment and public safety, mobility and allow them to use their talents to improve their social and economic conditions.

To fully realize the improvement of the urban government management, the United Nation Habitat develops the Urban Development Index which is a self-assessment tool that aims to assist cities and countries in monitoring the quality of urban governance. The structure of the index reflects four core principles of good urban
governance promoted by the Campaign as the overall organizing framework for the Index: effectiveness, equity, participation and accountability. The UN Habitat recognizes that the overall framework of the Index would give more opportunities for women and men to participate in all urban decision-making, priority-setting and resource allocation processes. The index would help cities to be financially sound and cost-effective in their management of revenue sources and expenditures, the administration and delivery of services, and enable private sector and communities to contribute formally or informally to the urban economy. Moreover, the accountability of local authorities to their citizens is a fundamental tenet of good governance to avoid corruption for it undermines local government credibility and can deepen urban poverty. Finally, transparency and accountability are essential to stakeholder understanding of local government and to who is benefiting from decisions and actions.

The index can then be used to test for correlation between the quality of urban governance and issues such as urban poverty reduction, quality of life, city competitiveness and inclusiveness. The index is expected to catalyze local action to improve the quality of urban governance. Local indicators will be developed by cities and their partners to respond directly to their unique contexts and needs. The Urban Governance Index, therefore, will be supported by tools, training guides and an appendix of additional indicators to help cities develop their own monitoring systems. (http://www.unhabitat.org/governance).

In the Philippines, Republic Act 7160 (Local Government Code) is passed with the implementation of decentralization and devolution of powers. With this mandate, the result of the index can be mainstreamed to local governments to strengthen the knowledge, abilities, skills and behavior of individuals and improve institutional structures and processes such that the local governments can efficiently meet its mission and goals in a sustainable way. The UN Habitat emphasizes that decentralization and local democracy should improve the responsiveness of policies and initiatives to the priorities and needs of citizens. Cities should be empowered with sufficient resources and autonomy to meet their responsibilities.
The result of the study can be used to enhance the sustainable development of the city to help city officials and concerned agencies in the city.

B. RESEARCH OBJECTIVES

The study sought to assess the Urban Government Index (UGI) of the Province of Bukidnon with the following specific objectives:

1. To assess the Urban Government Index (UGI) of the cities of Bukidnon with the following sub-indices:
   a. Participation sub-index;
   b. Equity sub-index;
   c. Effectiveness sub-index and;
   d. Accountability Sub-Index

2. To determine priority areas of improvement of the urban governments in Bukidnon in the following areas:
   a. Administrative Governance
   b. Social Governance
   c. Economic Governance
   d. Environmental Governance

3. To determine the challenges of Malaybalay and Valencia City for urban development.

C. SIGNIFICANCE OF THE STUDY

This study provided a significant contribution in determining the situations of the cities of Bukidnon through its Urban Government Index (UGI). The UGI provided information on the strengths and weaknesses of the city in terms of participation, equity, effectiveness and accountability indices. The result of the index serves a guide for lawmakers to improve their respective weaknesses and sustain and strengthen their strengths. Further, it gave insights to the local government officials on what are the necessary policies to strengthen their policies for the people to participate and
cooperate in realizing the urban development especially in devising strategy mechanisms to implement pro-policies. Further, it served as background information and reference for future studies related to Urban Government Index.

D. CONCEPTUAL FRAMEWORK

<table>
<thead>
<tr>
<th>Urban Government Index</th>
<th>Priority Areas for Improvement</th>
<th>Challenges of Urban Development</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Participation sub-index;</td>
<td>a. Administrative Governance</td>
<td></td>
</tr>
<tr>
<td>b. Equity sub-index;</td>
<td>b. Social Governance</td>
<td></td>
</tr>
<tr>
<td>c. Effectiveness sub-index</td>
<td>c. Economic Governance</td>
<td></td>
</tr>
<tr>
<td>and;</td>
<td>d. Environmental Governance</td>
<td></td>
</tr>
<tr>
<td>d. Accountability Sub-Index</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Figure 1 Conceptual Framework of the Study

The figure presents the question about the Urban Government Index of the province of Bukidnon specifically its participation, equity, effectiveness and accountability indices. The Urban Government Index (UGI) will give a feedback on the priority needs of the city governments to improve its capacities in terms of administrative, social, economic and environmental governance. The role of the government officials is crucial in the improvement of the cities especially in the delivery of goods and services. Thus, it is necessary to evaluate the index of the city to address the problems according the needs of the city. In the interventions of the city government for urban development, the city officials are confronted with challenges and must provide mechanisms to address the challenges to overcome the barriers for development.

E. RESEARCH METHODOLOGY

The study was conducted in Malaybalay and Valencia City since there are only two cities in the province of Bukidnon. The respondents of the study were the fifteen (15) key informants from Malaybalay and Valencia City. Valencia City, have seven (7) key informants: 1) City Planning Development Planning Officer; 2) City Administrator,
3) City Water District, 4) Human Resource Management Officer; 5) Two (2) key informants from the Sangguniang Panglungsod and 7) accounting Office. Malaybalay City has also (7) key informants: (3) from the City Planning Office, 2 from the Human Resource Office, 1 COMMELEC Officer, 1 from the GISS Office and 1 from the Water District.

In obtaining the Urban Government Index of Malaybalay and Valencia City, the four indicators (Effectiveness, Participation, Equity and Accountability) are considered. Each indicators have sub-indices with a total of twenty (25) in all. The index is interpreted as follows:

0-.49- Failed
.50-1- Passed

To obtain the necessary data to evaluate the urban government index, the urban government index survey questionnaire was used, document inventory and interview schedule with the key informants were done. Furthermore, the study employed the qualitative and quantitative method in the analysis of the data.

F. RESULTS OF THE STUDY

Table 1. Presentation of Urban Government Index of Malaybalay and Valencia city

<table>
<thead>
<tr>
<th>Indicators</th>
<th>Malaybalay City</th>
<th>Valencia City</th>
<th>Adjectival Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>Effectiveness</td>
<td>.721</td>
<td>.662</td>
<td>Passed</td>
</tr>
<tr>
<td>Equity</td>
<td>.675</td>
<td>.540</td>
<td>Passed</td>
</tr>
<tr>
<td>Participation</td>
<td>.795</td>
<td>.773</td>
<td>Passed</td>
</tr>
<tr>
<td>Accountability</td>
<td>.965</td>
<td>.70</td>
<td>Passed</td>
</tr>
<tr>
<td>Total Index</td>
<td>.789</td>
<td>.656</td>
<td>Passed</td>
</tr>
</tbody>
</table>

Legend: 0-.49- Failed; .50-1- Passed

1. The Urban Government Index of Bukidnon in terms of Effectiveness

Malaybalay City’s Effectiveness Index

Table 1, revealed that the urban government index of Malaybalay City in terms
of Effectiveness is .721. The City of Malaybalay was able to provide viability, independence and control over resources of the institutions as well as in determining the linkage between their strategy policies and plans with implementation to the local governments within its jurisdiction. In fact, the city was able to support the services of the city from its internally and externally generated funds by implementing the socio-economic programs to help the poor communities to uplift their living conditions. They even organized needy communities to respond to community problems which can be solved through organized efforts. These initiatives of the city to identify the needed services were made possible because of the Community Based Monitoring Survey (CBMS) which is designed to determine families belonging to poverty and below poverty line. Through this program, the city had identified the interventions and actions to be done for the said communities.

The city implemented the Malaybalay Integrated Survey Systems (MISS) and Geographical Information Systems (GIS) which is an efficient mechanisms delivery of key services and an effective tool to determine the unmet needs of their constituents. Both systems are helpful in monitoring projects and updating the database of the city it is an innovative tool in gathering quantitative and qualitative data in the barangays which are utilized in formulating various development plans. In revenue generation, the city of Malaybalay initiated a system that could inter-link offices and an Internal Control system was also adopted to control the appropriations and obligations of all offices. They regularly conducted the tax information drive to different barangays. The city also established incentive scheme to promote efficiency in real property assessment and real property tax collection by way of giving discounts to advance payments and on-time payments.

Through these mechanisms, the city was able to support the basic services such as health program specifically the maternal, child health and nutrition program. In environment, the city purchased the bio-reactor composting facility that enable them to produce organic fertilizer which were distributed to the barangays for their communal gardens and barangay nurseries. Further, in education the city government has been working closely with the DepEd for their educational programs and invested in infrastructure.
Valencia City’s Effectiveness Index

In Table 1, the Urban Government Index of Valencia City in terms of Effectiveness is .662. In the overall indicators of Effectiveness, Valencia City has the effective financial management (collection and management of income sources, local revenue collection and expenditure). One of its best practices is **Resource Allocation and Utilization.** In 2008 and 2009, the city spent only 30.49% on Personal Services while the 2nd class city spent 41.42% and national average spending is 38.47%. This only means that the city performed exceptionally in this field and meet these three conditions: (1) lower than the average of LGUs with the same LGU type and income class, (2) lower than national average of LGUs with the same LGU type regardless of income class, (3) did not exceed the 45-55 ceiling for Personal Services. Further, the city government of Valencia had only a debt service ratio of only 3% with a desired performance not exceeding 20% of the regular income. The 20% (of the regular income) is the debt servicing limitation set under LG Code of 1991. (Annual Report, 2010 & 2013).

From the revenue generated by the city of Valencia both internally and externally, they supported the services in the city such as support to education. However, the **Elementary Participation Rate** in the city is intolerable having a data of below 85% in which the benchmark is 92-94%. **Elementary Completion Rate** is extremely low at below 70% compared to the 78-88% benchmark. **Secondary Completion Rate** satisfactorily met the National 2010 Target, meaning the LGU data of 71-84% is the same with the benchmark. At least half of the population completed tertiary or technical education. (Annual Report, 2010 & 2013).

The support to Housing and Basic Utilities needed to be improved since it has the lowest rating in terms of social governance. This means that the city needed more effort to assist the national government in addressing the need of the poor especially on decent dwelling and in providing access to basic utilities. The city has no database containing updated inventory of informal settlers and absence of database containing updated inventory of makeshift houses. This problem was due to the absence of a Community Based Monitoring System (CBMS) on the City and any other system for that matter. Further, the City Social Welfare and Development Office (CSWD) have
no data to identify their clients who are the poorest among the poor. The city government had continually addressed the needs of the city especially on the provision of basic services. However, an incomplete inventory of informal settlers and makeshift houses and households with no access to electricity led to a downward performance level in the service area on support to housing and basic utilities.

The city government of Valencia should attain a system of institutional policy and socio-political environment that realizes effective planning and development functions. It has to strengthen subsidiary of authority by providing transparent and predictable intergovernmental fiscal transfers and central government support (for the development of administrative, technical and managerial capacity at the city). It has to strengthen the linkage between their strategy policies and plans with the marginalized barangays within its jurisdiction. The city needs to demonstrate more their institutional commitment in articulating the future of the city’s progress through a participatory process.

2. The Equity Index of the Urban Governments in Bukidnon

Table 1, revealed that the Equity index of the city in Malaybalay City is .675 while Valencia City has in index of .540. The indicator of Equity in urban governance has five (5) sub-indicators (Citizens charter, percentage of women councilors in local authorities, pro-poor pricing policies for water and street vending permitted in central retail areas). Among the sub-indicators mentioned, pro-poor pricing policies for water are absent in both cities since the consumers has to pay the water based on their consumption regardless of whether they are poor or rich. The absence of the pro-poor pricing policies for water indicates that the city has to work out for the provision of equitable access to water, by providing subsidies for the poor and demonstrate the institutional commitment to provide access to basic services (water) to the poor. Furthermore, the city of Malaybalay has only 26% women councilors and Valencia City it has only 23% women councilors after the 2007-2010 (Malaybalay & Valencia COMELEC) election who was involved in decision-making to ensure equal gender representation which is fundamental in promoting equitable policies, plans and projects of the city. This indicates that both cities has to work on the gender equity in representation of women involved in decision making to ensure
gender representation in local government as fundamental for promoting equitable policies, plans and projects. Women and men must participate as equals in all urban decision-making, priority-setting and resource allocation processes. Street vending is allowed both cities but only in particular areas and subjected to restricted areas which indicate that both cities have institutional effort to provide economic opportunities for informal businesses that support the informal sector and the poor.

Valencia City government needs to reform policies and practices that can create and sustain social, economic, and environmental inequalities in the city and to integrate marginalized people and barangays within its jurisdiction into the city’s structures of social and economic opportunity. Since the state of economic development in the City of Valencia is characterized as poor having obtained an index of 2.75. This is a result of the following: (1) High unemployment rate which should not be higher than 7% of which the LGU had a rate of 8-10%; (2) Underemployment rate is evident although within tolerable level (the City Government had a data of 16-20% while the benchmark should not be higher than 20%); and (3) The LGU had a per capita income of below P20,000.00 for which the benchmark should not be lower than P35,000, hence income per capita is extremely low. It is also important to note that the City’s poverty incidence is low at below 10% compared to the benchmark of 26-35%. (Statistical Yearbook, 2010 & Annual Report 2013)

3. Participation Index of the Urban Governments in Bukidnon

The Participation index of Malaybalay is .798 while in Valencia City is .773. Participation have five sub-indicators (Elected Council, Locally elected mayor, Voter turnout (VT), People’s Forum (PF) and Civic associations per 10,000 population). The strengths of both cities in terms of participation is that Public information regarding the City’s services, plans, programs and special events are disseminated through assemblies or forums, bulletin board or performance billboard and through broadcast media. However, among the index included in participation, both cities need to strengthen the role of the civil society as their linkage to the formal and informal sectors in the city. According to a study entitled “Role of Civil Society Organizations in Governance” Civil society has been widely recognized as an
essential ‘third’ sector. Its strength can have a positive influence on the state and the market. Civil society is therefore seen as an increasingly important agent for promoting good governance like transparency, effectiveness, openness, responsiveness and accountability. Civil society can further good governance, first, by policy analysis and advocacy; second, by regulation and monitoring of city performance and the action and behavior of public officials; third, by building social capital and enabling citizens to identify and articulate their values, beliefs, civic norms and democratic practices; fourth, by mobilizing particular constituencies, particularly the vulnerable and marginalized sections of masses, to participate more fully in politics and public affairs; and fifth, by development work to improve the wellbeing of their own and other communities. (Pasha, 2005).

Furthermore, in 2010 election, Malaybalay City has only a voting turnout of 51,670 or 74.54% out of 69,313 who registered and in 2010 election it has only a voting turnout of 61,777 or 74.11% out of 83,358 who registered. In Valencia City voting turnout out of the city during the 2007 election is only 64% for out of the 96,532 who registered only 61,474 actually voted. This indicator measure the degree of interest and involvement of the people in local elections. (COMELEC, 2010)

4. Accountability Index of the Urban Governments in Bukidnon

The Accountability Index of Malaybalay City is .910 and Valencia has .70 . The Accountability index have eight sub—indices (Publication of contracts/tenders, budgets and accounts, grievance redress mechanisms, control by higher levels of government, anti-corruption commission, disclosure of assets by councilors, codes of conduct and independent audit). The index of .910 in Malaybalay City indicates that the city has a mechanism for transparency in the operation of the local government through publication of budget and accounts since they used the websites, radio and newspaper for publication. This mechanism is attributed to the Malaybalay Integrated Survey System (MISS) MISS system that promotes transparency at the local level. The city’s transparency to their constituents through the MISS for it sets the development goals and interventions of the city government that does not originate simply from those who were sat around the planning table. It is an effective means
that provide the clear basis for determining the baselines on key development areas, the development priorities, and setting of concrete targets. More importantly, MISS provides both the incumbent leadership and the constituency a checklist on promises kept and pledges unmet. The MISS data processing program was developed locally to fit the requirements of the different departments of the city government. Local people are trained to carry out the data processing themselves. Validations are then conducted in the respective communities before its actual use for planning purposes. Through MISS, the local government pursues development interventions backed by proof that can easily be presented and understood. The program has a system of identification of interventions to address issues and challenges in setting the development goals and targets and compare it with their actual accomplishments. The city demonstrated its accountability to civic grievance by designating officers to receive complaints and influence the direction accountability towards higher level government. The complaints are put in the database for action of the city government. The MISS has a tracking system of the checklists of unmet pledges and promises of the city officials.

The strength of Valencia City is the financial accountability because of the presence of the availability of relevant management tools such as manuals or guidelines; disbursements were made only for approved purposes; accounting records were supported by source documentation. The absence of inventory and Community Based Monitoring needed to be imposed to demonstrate more the transparency in the city. The Local Government must adopt a system that will easily track information on local legislation. The tracking system should be capable of generating information on existing local rules and regulations to avoid duplication of legislation and monitoring legislations which are not implemented. The complaint desk should be sustained to account the grievances from its constituents and act on it accordingly.

5. Priority Areas Improvement of Urban Governments in Bukidnon
   a. Administrative Governance

<p>| Malaybalay City | Valencia City |</p>
<table>
<thead>
<tr>
<th>Priority Areas of Improvement</th>
<th>Needed Improvements</th>
<th>Priority Areas of Improvement</th>
<th>Needed Improvements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Legislation</td>
<td>The city needs to improve their quality of legislation. By looking into legislative staff competence and the greater use of legislative tools such agenda development, legislative tracking, backstopping committee and legislative performance.</td>
<td>Local Legislation</td>
<td>- Legislative agenda should be based on research and consultations.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- The nature of legislative tracking should be improved.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- The codes in Health &amp; Sanitation &amp; Environment should be enacted</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- The ordinances passed by the city should be increased</td>
</tr>
<tr>
<td>Customer Service - Civil Applications</td>
<td>The civil application system needs to be transformed into a seamless transactional process.</td>
<td>Development Planning</td>
<td>- The LGU should use a Geographic Information System (GIS)</td>
</tr>
<tr>
<td>Development Planning</td>
<td>The following areas should be reviewed: (a) organizational performance; (b) consultation process; and (c) management of planning database.</td>
<td>Revenue Generation</td>
<td>- The Revenue Code should be updated since it is already more than 5 years old.</td>
</tr>
<tr>
<td>Customer Service</td>
<td></td>
<td></td>
<td>- The procedure for the issuance of a real property document should be improved</td>
</tr>
<tr>
<td>Human Resource Management &amp; Development</td>
<td></td>
<td></td>
<td>- Grievance system of the city should be improved</td>
</tr>
</tbody>
</table>

Source: Annual Report of Malaybalay and Valencia City 2013

b. Priority Areas Improvement in Social Governance

| Malaybalay City | Valencia City |
|-----------------|---------------|-----------------|-----------------|
| Priority Area of Improvement | Needed Improvements | Priority Area of Improvement | Needed Improvements |

Proceeding ICONPO VII: August 2017
<table>
<thead>
<tr>
<th>Support to Housing and Basic Utilities</th>
<th>The housing services of the city should be looked into and socialize housing or mass dwelling in partnership with the private sector is needed should be enhanced by the city</th>
<th>Support to Housing and Basic Utilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support to Education Services</td>
<td>Local School Board should mobilize the needed manpower and facilities to improve quality education.</td>
<td>Peace, Security and Disaster Risk Management</td>
</tr>
<tr>
<td>Health Services</td>
<td>The overall quality of the local health system should be improved</td>
<td>Support to Education Services</td>
</tr>
</tbody>
</table>
| Peace, Security and Disaster Risk Management | THE disaster risk management should be improved.  
There should be allocation of budget for the Katarungang Pambarangay for village justice system  
Enhance local government readiness to manage the risks of disasters, including relief, other associated services and rehabilitation | The quality of the local health system should be improved.  
Improve the quality of primary health care or basic curative services  
Mobilize medical missions, health insurance to indigent families. provide food supplements. |
| Support to Education Services        | Local School Board should mobilize the needed manpower and facilities to improve quality education. | Peace, Security and Disaster Risk Management |
| Health Services                       | The overall quality of the local health system should be improved                                 | Support to Education Services |
| Support to Education Services        | Local School Board should mobilize the needed manpower and facilities to improve quality education. | Peace, Security and Disaster Risk Management |
| Health Services                       | The overall quality of the local health system should be improved                                 | Support to Education Services |
| Peace, Security and Disaster Risk Management | THE disaster risk management should be improved.  
There should be allocation of budget for the Katarungang Pambarangay for village justice system  
Enhance local government readiness to manage the risks of disasters, including relief, other associated services and rehabilitation | The quality of the local health system should be improved.  
Improve the quality of primary health care or basic curative services  
Mobilize medical missions, health insurance to indigent families. provide food supplements. |
improve the quality of services such as: (a) construction, repair or maintenance of school buildings and facilities, (b) extension classes and extension teachers, and (c) educational research.

- Establish a Scholarship Fund for the poor deserving students.

Source: Annual Report of Malaybalay and Valencia City 2013

c. Priority Areas Improvement in Economic Governance

<table>
<thead>
<tr>
<th>Malaybalay City</th>
<th>Valencia City</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Priority Area of Improvement</strong></td>
<td><strong>Needed Improvements</strong></td>
</tr>
</tbody>
</table>
| Entrepreneurship, Business and Industry Promotion | ▪ Institutionalize business-friendly environment.  
▪ Effective system in the issuance of building, occupancy, and business permits. | Entrepreneurship, Business and Industry Promotion | ▪ Strengthen the capacity of the city for economic development.  
▪ Promote a business-friendly environment.  
▪ Improve the ability of a local government to create and sustain an enabling environment for business and industry. |
| Support to Agriculture Sector | ▪ Greater intervention in | Support to Agriculture Sector | ▪ Greater intervention in |
agriculture is necessary.

Source: Annual Report of Malaybalay 2010-2011 and Valencia City 2010-2013

d. Priority Areas of Improvement in Environmental Governance

<table>
<thead>
<tr>
<th>Priority Area of Improvement</th>
<th>Needed Improvements</th>
<th>Priority Area of Improvement</th>
<th>Needed Improvements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Malaybalay City</td>
<td>Valencia City</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Forest Ecosystems Management</td>
<td>Long-term planning is paramount to improve the ecosystem of the city although areas for reforestation and protection are set, and that target areas for reforestation and protection are met.</td>
<td>Urban Ecosystems Management</td>
<td>Pollution control and proper solid waste management are essential in preserving the integrity of the environment.</td>
</tr>
</tbody>
</table>

Source: Annual Report of Malaybalay and Valencia City 2010

F. CHALLENGES OF MALAYBALAY & VALENCIA CITY FOR URBAN DEVELOPMENT

1. MALAYBALAY CITY
   a. Strengthening CSO participation in Local Special Bodies and the Citizen Feedback system, including the maximization of CSO engagement in development projects is a MUST action.
   b. Efforts to improve financial accountability are acknowledged. However, administrative capacity to ensure observance of guidelines relative to accounting, internal control, procurement and financial transactions need to be strengthened

2. VALENCIA CITY
   a. **Structural Bureaucracy of the City**: The city government needs to improve the organization of their offices to avoid duplication of functions and manpower that will account to the Personal Services of the city. Valencia City should revisit their structural set up.
b. **Weak Data Banking System**- The city needed to improve their data banking system to check the unmet needs of their constituents. It has to invest a database to identify the services needed by its populace who are living below the poverty threshold. Valencia City needs to improve the Management Information (MIS) and Community Based Monitoring System as basis for the city for making intervention strategies and policies. The city has developed linkages with the NGO's, PO's, private sectors and academic institutions to help them in their research endeavors.

c. **Multi-Layered Functions**- The city needs to adopt policies that will identify the functions of its employees that will make them effective and efficient in discharging their duties and responsibilities.

d. Inter Office Relationships should be strengthened through proper communication and dissemination of information

**G. CONCLUSION**

1. The Urban Government Index of Malaybalay City in terms of Participation, Equity, Effectiveness and Accountability are passing with a range from .51-.95 index. But both cities have to work out the equity index specifically in providing basic services (water) to their constituents.

2. The identification of Valencia and Malaybalay City in the priority improvements in administrative, social, economic and environmental governance, demonstrates the commitments of both cities to attain institutional policy and socio-political environment that realizes effective planning and development functions of both cities.

**H. RECOMMENDATIONS**

1. Malaybalay & Valencia City should strengthen the role of the Civil Society Organizations (CSO) as catalyst for the development of the city and agent for promoting good governance like transparency, effectiveness, openness, responsiveness and accountability.
2. Malaybalay & Valencia city should demonstrate their commitment to provide basic services through formulating and implementing pro-poor pricing policies.

3. Valencia City should invest in the Management Information System and Community Based Monitoring System to identify the needed services of their constituents and to have a database to identify the poor households in the city. Thus, they can have a basis for making intervention strategies and policies.

REFERENCE


Annual Reports of Malaybalay and Valencia City, 2010-2013


ABSTRACT

This study was conducted to collect and interpret the profile of the drug surrenderees in Malayabalay City from July 1- December 30, 2016. There were 175 respondents of the study, 143 of it were the drug surrenderees in Malayabalay City and 30 were the Barangay Captains while 2 were the representative of two different NGO’s who have helped in the recovery of the respondents.

The study found out that most of the respondents were males who are 19-30 years old, most of them are single and have only attained High School level. Majority of them were unemployed who have abused both methamphetamines and Cannabis for a span of 1 year and 1 day to 5 years. The study further revealed that the Local government Unit Of Malayabalay City in cooperation with the Non-Governmental Organizations forthwith, confer recovery programs such as, Anti-Drug Information Drive, Drug Orientation Program, Drug Assessment, 21 Days Community Based Counselling, Surprise Drug Testing, Monitoring of Drug Surrenderees and Spiritual Feed-Ups which helped the drug dependents acquired full recovery from substance abused. The study showed that those programs enabled the respondent’s personal growth improved that enables the respondents desire to acquire a job and earn for a living increased while their impulsivity decreased. Meanwhile, social affiliations also developed by lowering the abusiveness of the respondents towards the people which justifies the improvements of people’s reliance towards the respondents. Moreover, family relations tightens by lessening the abusiveness of the respondents to its family which restores the bond among its family members more so, health conditions of the respondents bettered making the respondents sleep instantly without putting so much effort on it.

From the results of the study, it can be said that even in its early stages of implementation, tokhang program in Malayabalay City is already experiencing considerable progress and success.

Keywords: Tokhang Program, Surrenderees, Effects
A. INTRODUCTION

“Drug felonies destroy the society as its impact destruct the ability of man to think
and act condignly”- Adam Rickitt

The undesired effect of illegal drug trafficking and abuse to the society forged every country in the world to rescind illegal drug crimes to protect national peace and security.

After President Duterte sworn in the office, Philippines became known for its strong advocacy in purging drug trades and use that edifice Oplan Tokhang. Oplan Tokhang is an anti-illegal drug initiative designed for demand and supply reduction of illegal drug dependents and traffickers in barangay level while the Philippine Drugs Enforcement Agency (PDEA), Anti-Illlegal Drug Group, and the PNP’s intelligence will deal with the drug lords. This hard-line approach to stamp out illegal drugs created numerous deaths of alleged drug couriers, users and pushers and caused millions of illegal drug violators to surrender to their respective authorities.

All cities and barangays nationwide should participate in the execution of Oplan Tokhang. Along with this, Malaybalay City Performed Oplan Tok-tok Hangyo (Oplan Tokhang) which resulted thousands of drug users and couriers to surrender within the city.

Notwithstanding the success of the campaign, the issue on its aftermath continues to arise. However, the question whether the submission of drug dependents is enough to withstand the feat of the war on drugs is being tackled. The lacking of rehabilitation program and drug related treatment for the surrenderees become the major tasks that our government is facing so as to address the problem. Drug-related treatment is important because it encourages drug dependents to stay sober by giving them something to do so.

Thus, this study, “The Effects of Tokhang Program ToThe Drug Surrenderees of Malaybalay City” inquires about Malaybalay drug surrenderees’ experiences and the activities they have undertaken after they surrendered, considering thousands of dependents have submitted themselves to their authority. Laterally, this study also will
determine what appropriate mediation has been carried out which sustained the progress of Oplan Tokhang.

The result of this study can be used as a tool to help Philippine Government, specifically Malaybalay Bukidnon, to make efficient future plan. This study could also be a significant resource in the process of making programs and policies for drug surrenderees in the city.

B. OBJECTIVES OF THE STUDY

The general objective of the study was to interpret the profiles of Drug Surrenderees from July 1 to December 30, 2016 in Malaybalay City Bukidnon. Specifically, the study aimed to:

* Determine the profile of drug surrenderees
  
* Identify the programs and activities given to them by the governmental and non-governmental organization
  
* Examine the effects of the programs and activities to the drug surrenderees in relation to their:
    
    a. Personal growth  
    b. Family relations  
    c. Social affiliations  
    d. Health  

C. SIGNIFICANCE OF THE STUDY

The outcome of the study will provide information regarding the profile of drug surrenderees, the activities they have undertaken and the appropriate interventions they will need. The result of this study will serve as a guide for the Local Government Unit of Malaybalay City in the implementation of their future policies and programs for drug surrenderees rehabilitation.

This study would also be beneficial on the part of the law enforcement agencies as this may help them to gain acumen about what measure would be applicable to uphold the laws of jurisdiction and to respond to the call for service as the baseline data
to improve programs for the security. Drug surrenderees are the main focus of this study. The upshot of this inquiry may help them profess their needs to the government.

Lastly, this study would also contribute to the academe since the outcome of it may become a basis for improving future studies.

**D. CONCEPTUAL FRAMEWORK**

![Figure 1. Scope and Analysis](image)

This conceptual framework emphasizes the profile of drug surrenderees in Malaybalay City Bukidnon from the record of the Philippine National Police Department of Malaybalay City. The list of drug surrenderees is the main component used in determining the possible respondents. Through interview with the barangay captain and the non-governmental organizations, the researcher will determine the activities given from both governmental and non-governmental organization to drug surrenderees. Furthermore, the drug surrenderees will be requested to convey the impact of these activities to their lives in terms of: personal growth, family relations, social affiliations and health.
E. METHODOLOGY

This study utilize qualitative descriptive method. Out of 3,183 total Surrenderees, 143 were surveyed for an 8% degree of error proportionally distributed in the 41 Barangays. Barangay Captains and Head of participating NGOs served as key informants.

A self-made questionnaire was exploited which was answered by the respondents in order to determine the impact of the tokhang program to each drug surrenderees.

Furthermore, an open-ended interview was structured for selected Barangay captain and NGO members to ascertain the programs and activities given for the drug surrenderees in the city.

F. Results Of The Study

Demographic Profile of the Drug Surrenderees;

Based on the data gathered, majority of the respondents were males who are at the age of 19-30 years old, have only attained high school level, unemployed and married.

The data also showed that most of them have abused both marijuana and shabu for a span of 1 year and 1 day- 5 years.

Government and Non- Government Organizations has provided programs and Aids for the Drug victims.
Activities Initiated by the Local Government of Malaybalay City:

<table>
<thead>
<tr>
<th>Name of Activities</th>
<th>Action(s) undertaken</th>
<th>Purpose</th>
</tr>
</thead>
</table>
| Drug Education                      | Seminars and Workshop participated by the residents of the Barangay.                 | To provide ongoing awareness and prevention of illicit drugs and alcohol abuse.  
To educate residents on appropriate sanctions for violation of local, national or state, sanctions imposed for violation of the alcohol and drug policy.  
To keep the residents informed about the health risks associated with alcohol and drug use and abuse. |
| Drug-Orientation Programs           | Signing of affidavit of undertaken and waiver  
Interview for assessment of the Behavioral and Psychological Status of Drug surrenderees by the Psychologist and Psychiatrist  
Interview of the personal information of the Drug Surrenderees  
Signing of affidavit of undertaken and waiver | To allow the authority to conduct an assessment to them and will cooperate in the prescribed programs  
helped determine the aftereffect of drugs to the drug dependents for purposes of monitoring compliance to programs |
<p>| Drug-Profiling and Assessment       | DILG determined the drug dependents final status through the issuance of memorandum circular stating the names of the Surrenderees classified | Classification of Drug Surrenderees into; those who shall undergo center based counselling, community based counselling or psychiatric treatments |
| 21 Days Community Base Counselling  | Initiated by the Journey Home Foundation                                             | To rehabilitate the drug surrenderees through counselling and spiritual feed-up |</p>
<table>
<thead>
<tr>
<th>Surprise Drug Testing</th>
<th>Conduct of Drug Testing of the Drug Surrenderees by the PNP DILG, and City Health Department</th>
<th>To determine who are still using illegal drugs. Determine who will be receiving certificates and incentives from the Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>Monitoring of Drug Surrenderees</td>
<td>Conduct intelligence monitoring or surveillance</td>
<td>To check the drug surrenderees undertakings after the rehabilitation</td>
</tr>
</tbody>
</table>

Journey Home Wellness Foundation together with the Baptist Church, a Non-Profit Oriented group in the City have also provided assistance for drug victims, such as; Community Base Counselling and Spiritual Feed-Ups that helped the respondents acquire full recovery from substance abused. In fact these programs enabled the respondents' personal developments and have also positively contributed to the changes of the respondents' relationship towards their family, restoring the bond and the connection that once lost after dwelling on drugs and have able to give commensurate services that leads to the health reclamations of the respondents

**F. CONCLUSION**

The findings of the study Profiling of Drug Surrenderees had identified that most of the respondents were at the age of 19-30 years old, most of them were males who have only attain High School level, unemployed and married. Most of the respondents abused both cannabis and methamphetamines and taken drugs for a range of 1 year and 1 day to 5 years.

The study found out that Tokhang programs carried out by the LGU and NGO have positively affected the respondents in terms of its personal growth when self-improvements have become virtual. Family relations were also restored making the respondents more responsive to its family. Social connections was also enhanced enabling respondents to accumulate more friends and reliance from the community besides, the programs have able to rehabilitate the respondents' health making them become more efficient and functional in the society.
Thus, this study made it clear that the programs initiated by the LGU and the NGO were proficient enough to have able to reinstate the life of the respondents. However, there is in need for more active NGO in the city to be able to cater all the needs of the surrenderees.

G. RECOMMENDATION

The success of the Drug treatment programs had affected positively the lives of the drug dependents in Malaybalay City. Thus, it is recommended that the LGU should continue on the programs until everyone is sober, specifically it has to intensify the drug-education program to spread awareness all over the city.

It is suggested that the Government should take part on giving drug recoverees free skills training for adults and educational assistance or scholarship grants for teens for in this way, these people would more likely to lessen the time they would spend on drug-related activities while making them more proficient and productive.

There should also be a strong coordination between various sectors of the Government especially among the Non-Profit Oriented Groups like Non-Governmental Organizations and the Government in order to ensure full development and successful reintegration of the dependents after participating on the recovery programs.

The society takes part on the recuperation of the respondents thus, the community should continue to embrace and accept the dependents as participation in a group generates positive attitudes towards addiction treatment.

Furthermore, the activities initiated by the Government and the Non-Governmental Organizations for the Drug Surrenderees are still ongoing thus, it is suggested that future studies should be made to provide recent information of the Drug Surrenderees condition that will serve as a guide by the LGU in the making of supplemental plans and programs to address the needs of the Drug Surrenderees in the City.
REFERENCES

Documents:


AN ASSESSMENT ON THE CAPACITY DEVELOPMENT OF URBAN GOVERNMENTS IN BUKIDNON IN THE IMPLEMENTATION OF THE NATIONAL HIV/AIDS POLICY

Marjorie T. Sobradil
Masters of Public Administration
Social Sciences Department, College of Arts and Sciences
Central Mindanao University, Philippines

Angelita I. Jacobe
Masters in History
Social Sciences Department, College of Arts and Sciences
Central Mindanao University, Philippines

ABSTRACT

This study is designed to investigate how far the local urban governments of Valencia City and Malaybalay City have developed community support for the care and treatment of HIV/AIDS, done interventions and actions for community understanding, execute mobilization and allocation of funds to combat HIV/AIDS and provide facilities capable of providing interventions for prevention and medical treatment for HIV/AIDS patients.

The LGUs of Malaybalay and Valencia have adopted steps to moderate the spread of HIV and AIDS in their localities. These urban governments of Bukidnon had created each an HIV Council that is guided by the principles of mainstreaming HIV responses in the local government plans and multi-sector involvement in the planning, execution and monitoring of the response. This local response is a key element of the country's program for combating HIV. The two local governments (LGUs), along with Cagayan De Oro City, are the core of the program in Region ten. They had committed to reduce HIV infection through the Millennium Development Goal (MDG) and the HIV and AIDS Medium-Term Plan (AMTP).

Keywords: HIV, Philippines, Urban Government

A. INTRODUCTION

The study aims main concerns in social services is the provision of health services especially the implementation of HIV/AIDS policy which is covered in this study. The Philippines is one of only two countries in Asia, and one of seven worldwide, where the number of new cases has increased by over 25 percent from 2001 to 2009
and an estimated 200 deaths each year reaching a total of 7,235 HIV cases in the country as of 2011 (HIV/AIDS Statistics Worldwide). Two of these HIV cases are from Malaybalay City and another two from Valencia City according to the report of the Alliance Against AIDS (ALAGAD) Mindanao.

While we are still a low HIV-prevalence country, with less than 0.1 percent of the adult population estimated to be HIV positive, this reveals a seventy nine percent (79%) increase of newly reported HIV cases compared to 2012 (UNICEF, 2013). As of January 2013, the Department of Health (DOH) AIDS Registry in the Philippines reported 12,082 HIV cases (25 already AIDS) and 10,514 people living with AIDS.

To address this situation in the country, the national government and the United Nations Development Program (UNDP), in line with the AIDS Medium-Term Plan (AMTP) and Millennium Development Goal (MDG), lead the efforts among UN agencies in supporting the leadership and capacity development of HIV and AIDS. To strengthen sustainable local AIDS responses, UNDP aimed to develop leadership capacities of local government units (LGUs) and the Regional Assistance Team (RAATs), as well as empower the community, particularly the MSM and TG populations.

This study is designed to investigate and assess the capacity development of urban governments in the province of Bukidnon to provide social and economic services and how far the local urban governments of Valencia City and Malaybalay City have developed community support for the care and treatment of HIV/AIDS.

Further, the result of this study would be used as a benchmark to advocate for reform and transformation specifically in implementing the delivery of social and economic services effectively especially the intervention policies in implementing the HIV/AIDS policy.

B. RESEARCH OBJECTIVES

The study aims to assess the implementation of the National HIV / AIDS policy in the urban governments of Bukidnon, Philippines. Specifically, it has the following objectives:
1. To investigate if the urban governments of Bukidnon have community support for care and treatment for HIV/AIDS patients.
2. To identify if there are interventions or actions done by the city governments for community reflection and understanding of factors influencing HIV/AIDS.
3. To examine if the urban government funds were mobilized and allocated to combat HIV/AIDS.
4. To identify if there are health facilities capable of providing interventions for prevention and medical treatment for HIV infected persons in the city.

C. SIGNIFICANCE OF THE STUDY

This study provided a significant contribution in determining the current situations of the urban governments in Bukidnon in mainstreaming the national HIV/AIDS policies in their respective local government. Moreover, it was perceived to be beneficial to the following entities: First, to the lawmakers because it served as a basis how to improve the implementation of the HIV/AIDS policies specifically in reducing the incidence of the transmission of HIV/AIDS policy to their constituents. Secondly, it gave insights to the local government officials on what are the necessary policies to strengthen their linkages to the Department of Health, academic institutions and civil society organizations to make the people understand on the factors influencing the contamination and prevention of HIV/AIDS. Thus, it provided a comprehensive outlook on the status quo implementation of the law, its shortcoming and what are the mechanisms needed to lessen the incidence of the transmission and prevention of the HIV/AIDS in the cities of Bukidnon. Lastly, it served as background information and reference for future studies related to HIV/AIDS.

D. CONCEPTUAL FRAMEWORK

- Support for care and treatment for HIV/AIDS patients.
- Interventions of urban governments for understanding of factors influencing HIV/AIDS.
- Health facilities of urban governments to provide prevention and medical treatment of HIV/AIDS patients.
The figure presents the question about the capacity development of urban governments in Bukidnon in mainstreaming the national HIV/AIDS policy in their local governments. This issue is then narrowed down through the investigation whether urban governments of Bukidnon have community support for care and treatment for HIV/AIDS patients. The local government interventions for understanding the factors of HIV/AIDS and availability of health facilities to treat HIV/AIDS patients will also be determined. The support and interventions of the local government needs and availability of funds to mobilize its manpower, medical supplies and health facilities are needed to fully intervene the spread of the HIV/AIDS to reduce the incidence of infected patients. The feedback will then give a comprehensive understanding to the merits of implementing the HIV/AIDS policy in Bukidnon.
E. METHODOLOGY

The study is exploratory and descriptive in nature. In generating the data for this study, document inventory and interview schedule with the key informants were conducted. The indicators used in the study are based on the UNDP Resource Catalogue in Measuring Capacities which is used as the guide in benchmarking to gather the necessary data. There are seven (7) key informants in this study who come from the following: CSWD Officers including the Head of PSWD, City Planning Officers, two doctors from the City Health Office and two nurses. The analysis of data is qualitative and descriptive using the indicators of capacity development of the cities to implement the AIDS/HIV policy.

F. RESULTS OF THE STUDY

1. Community Support for care and treatment for HIV/AIDS patients

   KAVAPCA (Kaabag Valencia AIDS Protection & Control Advocates) was created in Valencia City even before its local AIDS Council was created. This was a civic group compose of personalities from the Department of Social Welfare and Development Services (DSWD), City Police Department, Department of Education, media and non-government (NGOs). Its mission was to work together for the education and control of AIDS in the city.

   Valencia City reports that it was able to reach out to target communities using a bottom-up approach. Rey Gaspar Canete, of the Valencia City Gay Association, reports that KAVAPCA, City Health Office (CHO) and ALAGAD Mindanao are their partners in their quest to reduce HIV cases among males who have sex with males (MSM). Together, they identified barriers in the local response to HIV/AIDS issues and addressed these. Monthly one-on-one and "Learning Group Sessions" (LGS) sessions among MSM/TG community had been conducted in partnership with concerned agencies.

   Malaybalay City and Valencia City communities regularly join the whole world in Commemorations of the International AIDS Candlelight Memorial and Mobilization (IACMM) every 3rd Sunday of May and World's AIDS Day every 1st of December of each year and World's AIDS Prevention Month every December.
Information dissemination has been made by the two city governments of the cash assistance of five thousand pesos (PhP5, 000) to individuals and family in a crisis situation that is part of the health program of the Department of Social Welfare and Development Services (DSWD) of the province.

Both cities have yet to explicate their policy on providing special care and support of persons living with AIDS (PLWA) and pregnant women with HIV/AIDS. Their city HIV/AIDS ordinances are silent on this. Policies on care and support for children and orphans have to be addressed or reflected by the Malaybalay LGU in their HIV/AIDS ordinance.

2. Interventions and Actions Done by the City Government for Community reflection and Understanding of Factors Influencing HIV/AIDS.

Both Malaybalay City and Valencia City have integrated HIV/AIDS into its general development plans. The two cities have created their own HIV Council in accordance with the National Policy Guidelines for the prevention and management of sexually transmitted diseases (STDs). Malaybalay City calls it Malaybalay City STI HIV Council and Valencia City calls it Valencia City AIDS Council (VCAC). Each council functions as a local multi-sectoral HIV/AIDS management and coordination body. It is the central advisory, planning and policy making body and the lead group in undertaking information, education and communication campaigns on the prevention and control of HIV/AIDS. It assists in coordinating civil society organizations that are actively involved in the cause.

The local councils of both cities have a general policy to promote information, education, and communication (IEC) on HIV/AIDS. This had been realized in partnership with the Philippine Information Agency (PIA), their City Information Office, and various local media organizations. School symposiums and public forums in the barangays had been done as part of information dissemination on STD, HIV and AIDS prevention and control. The councils have implemented the policy of mandatory/compulsory annual seminar attendance on HIV/AIDS prevention for all entertainment business establishments, massage clinics and other similar establishments as a requirement for renewal of business permit. Sponsorship of
non-government organizations and attendance of personalities (media and showbiz) during rallies livened up the campaigns.

Valencia city government health personnel have made active IEC dialogues between MSM leaders and their peers. A pro-active AIDS response has been adopted by the community based MSM group in the city. They have been made to realize of the important role they play in the prevention and spread of AIDS. They have organized themselves and have established peer- collaborations. The head of Public Employment Service Office (PESO) of Valencia City, a member of the city AIDS Council, had made IEC as part of the lectures attended by overseas Filipino workers (OFWs) of the city.

3. Mobilization and Allocation of Budget to Combat HIV/AIDS by the City Government

The Malaybalay City had allocated two hundred fifty thousand pesos (Php250,000) as initial budget in 2006 for the operation of the Malaybalay City STI HIV Council and implementation of its policies. Valencia city had appropriated five hundred thousand pesos (PHP 500,000) in 2003 for the implementation and operations of its Valencia City AIDS Council, charged against its Annual Development Fund (ADF). Succeeding budgets however had been shared with other health programs and projects of both cities. While other health programs have clear targets to be met, there is none for HIV/AIDS, thus, the first were given more priority in terms of budget. There is an apparent reduction of the budget which limits the participants in the annual IEC seminar on HIV/AIDS prevention and basic training on HIV prevention, treatment, care, and support issues and in particular training on STI/HIV/AIDS and Voluntary Counseling and Testing (HCT).

The Social Hygiene Clinic Malaybalay City and the Center for Reproductive Health of Valencia City had been funded by the Department of Health national budget, but, the training of the health staff and workers on STI/HIV/AIDS and Voluntary Counseling and Testing (HCT) had been funded by each of the city government.
4. The City Health Facilities Capable of Providing Intervention for Protection and Medical Treatment for HIV/AIDS

To help prevent the spread of Sexually Transmitted Infections (STI), HIV and AIDS, the Department of Health of Malaybalay and Valencia had done a basic training on HIV prevention, treatment, care, and support issues for most members of each of their Local AIDS Council, heads of offices of the different city government agencies, school administrators and all barangay health workers (BHWs). All the heads of offices of the different city government agencies and the BHWs were required to attend and re-echo the training in their respective offices and barangays. The training sought to empower the participants on prevention and control of STI, HIV and AIDS. It also allowed the sharing of knowledge and resources and building partnerships with fellow advocates. Valencia conducts regular symposium on AIDS prevention to mothers while Malaybalay conducts a free HIV/AIDS mother and child transmission HIV tests twice a year.

Both the city health centers of Malaybalay and Valencia offer free HIV testing following the required pre and post counseling. Free reagents, HIV kit and medicines are readily available on a first come first served basis until supply last in the Center for Reproductive Health of Valencia City and Social Hygiene Clinic in Malaybalay City. Very few however had availed of this free test.

A referral system is observed by the city health workers in both Malaybalay City and Valencia City Health Centers. Patients with initial positive results may be referred to the Research Institute of Technology (RITM) and once confirmed may further be referred to Alliance Against AIDS in Mindanao (ALAGAD Mindanao) for intensive counseling and voluntary psychotherapy and recently, with the HIV and AIDS Core Team (HACT) of Northern Mindanao Medical Center (NMMC) Region X. NMRH was formerly a satellite, but, now a hub for HIV and AIDS cases.

Weekly regular monitoring and mandatory check-up of registered sex workers are practiced by Malaybalay and Valencia. These weekly sessions allow the city health workers to conduct informal IEC to people in prostitution (PIP) of the two cities. Outreach Program had been conducted to freelance/transient sex workers, working mostly in the two city bus terminals, inviting them to visit and avail of the free medical
check-up offered by the city health centers. Some cases of STI medical checkups by transients had been administered by the Social Hygiene Clinic of Malaybalay City and Valencia Center for Reproductive Health. The apparent common practice by clients/patients is to avail STI, HIV/AIDS test and seek medical confidentiality in other cities. This is one problem with the monitoring of HIV/AIDS cases.

Malaybalay City has a Social Hygiene Clinic and Valencia City has a Center for Reproductive Health which cater to HIV and AIDS cases. Both health centers have the machineries for HIV/AIDS test and health workers trained on STI/HIV/AIDS Voluntary Counseling and Testing (HCT).

G. CONCLUSION
1. In the implementation of the National HIV/AIDS policy, The LGUs of Malaybalay and Valencia have adopted steps to moderate the spread of HIV and AIDS in their localities. These urban governments of Bukidnon had created each an HIV Council that is guided by the principles of mainstreaming HIV responses in the local government plans and multi-sector involvement in the planning, execution and monitoring of the response. This local response is a key element of the country’s program for combating HIV. The two local governments (LGUs), along with Cagayan De Oro City, are the core of the program in Region ten. They had committed to reduce HIV infection through the Millennium Development Goal (MDG) and the HIV and AIDS Medium-Term Plan (AMTP).

2. There is collaborative efforts of various government agencies and civil society groups in the two urban cities of Bukidnon in the adoption of the HIV and AIDS Medium-Term Plan, a national roadmap on HIV and AIDS, but the implementation of this strategic plan is hampered by lack of priority and corresponding budget.

3. Campaigns for the prevention and control of HIV and AIDS in the two cities of Bukidnon started strong but had dwindled due to decrease in the budget. Its governance structure designed to be the forefront is encumbered with uneven political commitments. Change of leadership among the local chief executives of the two cities affects the commitment in the implementation of their HIV policy and legislations. This is a reflection of how HIV responses have a propensity to give
way to other competing administrative priorities as recognized by local chief executives.

H. RECOMMENDATIONS
   1. To raise public awareness, erase the stigma of HIV/AIDS, and encourage many vulnerable groups to avail of the free test, Malaybalay and Valencia LGUs should conduct a more aggressive and committed public health education and free access to health services. The capacity building of each AIDS Council should be strengthened and a follow up seminar on HIV/AIDS should be conducted for old and new members.

   2. Existing ordinances should be reviewed to ensure their relevance in support of not only overall HIV and AIDS prevention and control efforts but also treatment and care for HIV and AIDS patients. It is recommended that Malaybalay should include an ordinance of its policy for special protection and support of children and orphans. Both cities should elucidate their policy on providing special care and support of persons living with AIDS (PLWA) and pregnant women with HIV/AIDS.

   3. Enhance the capacity building of the community and continue partnership with civil society groups in order to ensure the mobilization of multi-sectoral support. Young people and people living with HIV/AIDS (PLWHA) should be involved in the city design, planning, and implementation for more effective responses to HIV/AIDS.

   4. The two local AIDS councils should make a more active role coordinating local AIDS responses and provide guidance on issues related to HIV risks, vulnerabilities, and impact of AIDS. A more harmonize efforts with UN Joint Team on AIDS (UNJTA), Leadership for Effective and Sustained Responses to HIV and AIDS under the United Nations Development Program (UNDP), Philippine National AIDS Council (PNAC), STI, HIV and AIDS Support Link (SHASLink), Regional AIDS Assistance Teams (RAATs), Misamis Oriental Council for AIDS Network (MOCAN), Council for AIDS Network of Cagayan De Oro and other stakeholders may be established.
5. An annual budget that is solely for HIV/AIDS and separate from other city health programs and projects should be provided by the two LGUs. Both should increase local investment for quality improvement of Malaybalay and Valencia health facilities and the capacity building of their health worker capabilities.

6. Manual Operation Training should be conducted among the health personnel, social workers, and community based organizations of the two cities. There is a need for training on the implementation of the Manual Operation for HIV counseling and treatment that had been revised to tailor the mentioned specific target groups.

7. Malaybalay and Valencia health centers should enable a safe legal environment in the delivery of health services to the identified vulnerable and marginalized groups in order to encourage them to avail of the health facilities and services being offered by each CHO. It is further recommended that both LGUs should adopt a more comprehensive HIV program that is sustainable and encompasses a wider coverage.

REFERENCES


UNAIDS 2001. HIV & AIDS in the Philippines: Keeping the Promise. Primer on the UNGASS Declaration of Commitments on HIV & AIDS.
INVISIBLE STAKEHOLDERS: UNMASKING THE ROLE OF WOMEN IN THE MANAGEMENT AND PRESERVATION OF MT. KITANGLAD RANGE NATURAL PARK

Grace O. Galache and Meshelle M. Rivera

Abstract

This study locates women’s role in the framework of environment protection, particularly within the context of protected area management. This investigation considers women position and knowledge with regards to environment. It maintains that women are not only beneficiaries of environmental protection and management but also as active participants. In 2009, the 47,270 hectare Mt. Kitanglad Range Natural Park (MKRNP) was declared an ASEAN Heritage Park in the aspect of protection and development. It is the homeland of the Talaandig, Higa-unon and Bukidnon Tribes.

The land has been regarded as a major watershed area of Northern Mindanao. It also plays a vital role in the socio-economic development of Bukidnon and its neighboring provinces. Various stakeholders worked together in the park area management. Among them are the women sector whose influence in the management of MKRNP remained absent. The gender studies within the Mt. Kitanglad management is still generally missing. Hence, the goal of this paper, is to make visible the role of women in the preservation and management of MKRNP. The respondents of the study are the women who are actively involved in the preservation and management of MKRNP.

Data were collected through key informant interviews and participant observation. Results of this study suggest that women sees protected areas, such as MKRNP, as a space were men and women interact differently and therefore provide them with different opportunities on how to protect it. Women who came from various backgrounds and culture offer capabilities that will serve as power resource that can enhance efficacy in the management of environmental conservation. On hindsight, the study provide us a reflection, that given equal opportunities to management and preservation of the park, acknowledging women’s role is not only necessary but vital to provide a meaningful impact to the residing community as well.
Keywords: women, environment, preservation, park management, Mt. Kitanglad Range Natural Park.

A. INTRODUCTION

The mounting pressures of utilization of natural resources in the Philippines, particularly in Mindanao is one challenge that the government has to face crucial to the survival of the country’s biodiversity. In the report presented by the Convention on Biological Diversity (2005), the biodiversity of the Philippines is in critical state. Most of the country’s remaining natural resources are located in rural areas. Most particularly, upland landscapes holds the remaining biodiverse ecosystems and not all of these areas are legally protected. Although government policies geared towards conservation and sustainability in the utilization of natural resources, these programs bear a lot of contradictions which habitually hinders economic empowerment among the marginalized sectors especially among women.

The World Bank reported that Philippines comprises of 55.63% of rural population in 2015 and most of them lived in upland communities where economic livelihood depends on the natural resources. Women plays a distinct role from men in these biodiverse landscapes. While men exploit the natural resources to earn income to provide the basic needs for the family, women also access to natural resources for food, water, fuel and medicine either to provide or augment the household income. To deprive both men and women of access to natural resources mean depriving them of their ability to provide for their families.

Recently, the Philippines regarded women as equal stakeholders in accessing and managing the natural resources. The government through the Department of Natural Resources (DENR) put in place gender mainstreaming in the environment and management of natural resources in 1989. Through implementation of Gender and Development (GAD), it led to recognize women in economic, political and social aspect and inclusion of them to the decision making and program implementation, crucial to the conservation efforts. In protected areas for example, women are represented in the management board, usually the parks highest decision making body. However included, women contributions in the conservation and resource management remain invisible.
This is particularly true in Mt. Kitanglad Range Natural Park where women from a diverse background has to a large extent not only helped but are leaders and drivers in the advocacy of parks’ conservation.

Mt. Kitanglad Range Natural Park (MKRNP) is one of the last watershed frontier in Northern Mindanao, area became a protected by the virtue of Republic Act 8978, known as the Mt. Kitanglad Range Protected Area Act of 2000. It has a total land area of 47,270 hectares with mountainous ranges surrounded by seven (7) municipalities, one city. It is also acknowledged not only as one of the country’s Key Biodiversity Areas (KBA) but also an Important Bird Area (IBA) as it is a known nesting place of the majestic and threatened Philippine Eagle (Pithecophaga jefferyi). In October 2009, recognizing its status as one of the last sanctuaries of the country’s natural heritage and providing for an educational and inspirational site of high conservation importance, it was declared as ASEAN Heritage Site. The park is the home of diverse ethnic communities such as the Talaandig, Higa-unon and Bukidnon tribes, and the influx of migrants and business enterprise is visibly critical in the area.

This study endeavor to locate the role of women in the conservation and management of Mt. Kitanglad Range Natural Park. While gender biases put women in the confines of their homes as caretaker and nurturer, they also extended multiple roles significant to economic, political, and social activities rooted in the routinary activities of their community life. This study sees women from within the park as agents, who differ from men in their access to and control of natural resources, so that they also differ in terms of knowledge and skills with regards to managing and conserving their resources. The contribution that women made in the conservation of MKRNP will be made visible in this study.

B. RESEARCH OBJECTIVES

This study aims to characterize the involvement of women as well as to recognize their significant contributions in the management and preservation of Mount Kitanglad
Range Natural Park. As women remained invisible despite their contributions. Researchers tend to discount women’s role as homogenous to men. Hence, the focus of this study is to identify women’s diverse roles in Mt. Kitanglad Range Natural Park, specifically in Malaybalay City, Bukidnon.

C. SIGNIFICANCE OF THE STUDY

This study will be significant to put into conversation the role of women with regards to the management and conservation of Mt. Kitanglad Range Natural Park in terms of research and development policies. It is imperative in this study that this particular blind spot must be corrected to avoid a grave mistake fatal to any conservation efforts. The effect of invisibility to their contribution will be terminal to the programs and policies being implemented in park.

Recognizing women’s roles in park management will let us identify their skills and capabilities that will give us realistic assessment of how women can be valuable for conservation. Contrariwise, this denial of women’s influence to the park management will not effect to a genuine and meaningful conservation.

D. CONCEPTUAL FRAMEWORK

This study argues that women as stakeholders are active agents in the management and preservation of natural resources, particularly in this study, the Mt. Kitanglad Range Natural Park. Although, the government included women in its implementation of programs and projects, their contribution to the park management remained unrecognized. This denial of women’s role in conservation and preservation arises from our gender bias as a relative consequence from our patriarchal socio-economic and political arrangements.

This study is derive from the standpoint of liberal ecofeminism who believe that women by nature are caring and nurturing. To nurture is considered as one of the divine roles of women which means to provide love and influence, to care for, support, educate, encourage, to protect, and to teach. To nurture is to help someone to grow and develop.
Liberal ecofeminism argued that “women’s bodies are closer to nature than men because of biological processes such as menstruation, childbirth, and pregnancy – such bodily processes are sources of power and ecological activism, thus according to Sachs (1997) “women are privilege as caretakers of the earth.” On the other hand, women as being close to nature are also advance by the view from the division of labor. This is because the role women play in their domestic household require them to be nurturing and caring (Agarwal, 1992, Shiva, et al., 1993). Grounded by their everyday experiences, women’s responsibilities as defined by their reproductive roles tend to assume a multi-dimensional and multifunctional facets. Consequently, their domestic and reproductive role will essentially extend beyond their household. Women’s day-to-day activities such as growing, collecting or buying food, tending domestic animals, gathering wood and water, and caring for children and the home have provided them with special knowledge of the environment. And since they have direct contact with the environment, this give them the leverage in acquiring knowledge that are useful for their family’s survival. Such had been observed by Dankelman and Davidson (1998) “that women play a major role in managing their natural surroundings and adopt several mechanisms to deal with the kinds of environmental crisis they face.”

Hence, this study perceives Mt. Kitanglad Range Natural Park as a space where the agency of women could be exercise, asserted, enhance, and utilize. Seeing women as agents within the park is necessary, rather than marginalizing them. Women have this inherent and innate power that capacitates them by appreciating their diversity in terms of perception, knowledge, strategies, and experience. Recognizing women’s differences is vital because these “differences” in women as seen in this study are considered as strength. As Lorde (1981) emphasized for example that “differences among women should be seen as “fund of strength” – these differences are polarities between which our creativity can spark like a dialectic… which should be define and empower.” Although, Lorde derived this idea of women’s differences in terms of intersectional identities, this study perceive these differences in terms of women’s knowledge, skills and capacity to get involved and contribute to a successful park management. And by putting these women’s abilities and capacities together with other stakeholders and situating them in one location, such as Mt. Kitanglad Range Natural
Park will offer us to challenge a lot of our gender biases on environmental management perspective.

E. METHODOLOGY

This is a qualitative study using descriptive method through an inductive approach. The data gathered come from in-depth interviews of key informants, both structured and unstructured. Key informants were women that are actively involved in the protected area management of Mount Kitanglad Range Natural Park (MKRNP). The following are the list of key informants of the study:

<table>
<thead>
<tr>
<th>Name</th>
<th>Sector Representation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Bae Inatlawan Adelina Tarino</td>
<td>Ritualist and Head Claimant of Daraghuyan Ancestral Domain</td>
</tr>
<tr>
<td></td>
<td>IP Mandatory Representative Barangay Level</td>
</tr>
<tr>
<td></td>
<td>Manager, Inhandig Tribal Multipurpose Cooperative</td>
</tr>
<tr>
<td></td>
<td>PAMG Member</td>
</tr>
<tr>
<td>2. Bae Mangunguyamo Julia Cacay</td>
<td>Tribal Midwife</td>
</tr>
<tr>
<td>3. Bae Erlinda Bonye</td>
<td>Tribal Chieftain</td>
</tr>
<tr>
<td></td>
<td>President, Imbayao Tribal Women Association</td>
</tr>
<tr>
<td></td>
<td>Barangay Kagawad</td>
</tr>
<tr>
<td>4. Jean Maputi</td>
<td>President, Imbayao Women’s Federation</td>
</tr>
<tr>
<td></td>
<td>Businesswoman</td>
</tr>
<tr>
<td>5. Mercolita Mendoza</td>
<td>Imbayao IPMR</td>
</tr>
<tr>
<td>6. IP Women in Barangay Imbayao</td>
<td>Kitanglad Guard Volunteers in Imbayao</td>
</tr>
<tr>
<td>7. Ma. Easterluna Luz S. Canoy</td>
<td>Executive Director Kitanglad Integrated NGOs</td>
</tr>
<tr>
<td>8. Merly Luna Tabamo</td>
<td>Assistant PASu, Ecosystem Specialist II</td>
</tr>
</tbody>
</table>

Central to this study is feminist methodology since it endeavors to characterize women’s role and contributions in the park preservation and management. Feminist methodology draws meaning from women’s experiences, their perceptions of experiences, and life stories (Rothe, 1993). Thus, with this method, it would unravel and credit women’s significant role and contributions which have been overlooked and remained a blind spot in the discussion of the management of MKRNP.
This research is a preliminary study of women’s role in the preservation and management of MKRNP. Hence, only two of 28 barangays encircling the protected area, specifically, Dalwangan and Imbayao in Malaybalay City, were visited. These two barangays are located at the foot of the protected area and was therefore chosen as the focused of the study.

F. RESULTS AND DISCUSSION

The conservation and management are embedded in the customary laws of the Indigenous Peoples (IP). It is within these laws that guide the existence of IPs. For the IPs, conserving the environment is vital to their survival because for them the forest “is their market, their hospital and their pharmacy.” The Indigenous Knowledge System and Practices (IKSP) of IP’s cannot be simply ignored for it served as their guide of how their life is supposed to be lived in their domain. For the tribe, IKSP is strictly observed in the community as this is the mandate of their ancestors. As emphasized by Bae Inatlawan,

“Our father said to take care of the environment, he said “do not kill the eagle because it will also ask for a life, do not cut the trees because it will bring illness.” Women, especially my sisters were already taught by our father about this. Our father is very strict, like a military, he will scold us if we don’t follow. He will use corporal punishment using rattan. We carry out what our father had taught us, we should not forget it.”

For the Bukidnon tribe of Daraghuyan, the church is the universe and believed that their God “Magbabaya” is the one who created it while the gods and goddesses are assigned as guardians of that creation. On the same vein, humans are regarded by the tribe as steward of the universe. To ensure the peaceful co-existence of humans and nature, human being has to follow the customs and tradition, such as performance of rituals. Rituals for the tribe is part of their lives which should be articulated either to express gratitude for abundance or apology for the mistakes done. Ritual varies according to specific needs whether to resolve a specific problems such as sickness, marriage, pregnancy, childbirth, birthday, farming, building a house, resolution of
conflict, utilization of natural resource or protection of forest and mountains. For the tribe, environment is protected through different rituals. There is pangapog, a simple ritual of offering, panluntay daw panutay, an apology of all kinds of wrongdoings done to nature, Pabugwas, a cleansing ritual to appease nature guardian spirits and sacred beings, pamugsa, to block the coming catastrophes and disasters for nature and humans to be safe, Pamungkas, a cleansing ritual specific to the damage made to nature and panungdan, annual thanksgiving ritual conducted in the mountains, forest, rivers and sacred areas.

The Bukidnon tribe women are not exempted from these principles and ways of life. For them women are regarded the same as men where they can be as respected leaders in their own right. In fact at the time of this study, leaders or chieftains of barangays Dalwangan and Imbayao, both in Malaybalay City are women. More than half of those who seat in the Council of Elders of Daraghuyan are women. The Indigenous Peoples Mandatory Representative (IPMR), a government local arm who serve and deliver services to the IPs are also women. As reiterated by Bae Inatlawan,

“Our tribe adheres to equality between men and women. Although, men have more strength than women, I can also perform task that need strength of man so they say, such as plowing, hunting, weeding, blacksmithing etc. I do these task on my own discretion, all the work of men I did it, it matters that I’m productive. This is most practical. “

Women are also esteemed leaders for the tribe. They can hold leadership position called Bae (female elders) with equal privileges to that of a Datu (male elders). Elders are the ones who sit down in the council, the highest decision making body of the tribes’ political structure. To become a member of the Council of Elders one has to be respected, specifically a respected leader is one that has established trusting relationship with a community through the performance of skills. So, when a women carry out task with her knowledge and skills such as being Mangunguyamo (midwife), Balaghusay (mediator), or Baylan (ritualist), to help solve individual problems will earn her respect and leadership status parallel to a Datu, being valuable to the existence and survival of the community.
Bukidnon women, therefore, plays a significant role in preserving and transmitting the indigenous knowledge, customary practices and cultural values of the tribe to future generations. As a woman, for example, she has to know about the custom regarding pregnancy and childbirth. A Mangunguyamo (tribal midwife) learned her skill from her mother, who learned it from her grandmother and from her grandmothers’ mother before her. This is also the same with the arbitrator, herbalist or blacksmiths.

The discussion of IKSP above illustrate that IP women are active members of the community and they can basically contribute to the conservation of MKRNP. With culture as their foundation, it became a tool for the Bukidnon women to assert the right of IPs in access to and control of the natural resources of Mt. Kitanglad.

Hence, in this study, provided a brief profile and characterization of prominent women who are actively engaged in PA management, specifically in the planning, decision making, and management of Mt. Kitanglad Range Natural Park in Malaybalay City.

1. **Bae Inatlawan, Tribal Chieftain**

Bae Inatlawan Adelina Tarino Docenos as she is officially called, holds a lot of positions. Aside from her primary function as the baylan (ritualist) and tribal chieftain for Bukidnon tribe of Darghuyan Ancestral Domain, she is also highly respected baylan (ritualist) throughout Mt. Kitanglad and the Bukidnon Province. Primarily, to be a baylan one has to be chosen by the spirits and is endowed with Muolin-ulin (spirit guide). This Muolin-ulin will provide guidance and wisdom which enable the Bae to perform various skills. Bae Inatlawan of the Bukidnon tribe of Daraghuyan was given the name Inatlawan, because her father seen her with light, “Inatlawan”, the light, signified that she is destined to enlighten others.

Bae is also the manager of Inhandig Multi-purpose Cooperative and head claimant of Daraghuyan Ancestral Domain. She also served as a consultant to a neighboring tribe with regards to culture and ancestral domain claim. She is also a ritualist, a healer and an arbitrator, a community organizer and an educator. In the government, she is also a chieftain and IP Mandatory Representative of Barangay Dalwangan and an en banc representative of PAMB for the IP sector.
As a Protected Areas Management Board (PAMB) member Bae is the voice of the cultural expert. She is instrumental in educating the members of PAMB and LGU about the customs and tradition of MKRNP and she makes sure that it is respected by the government and stakeholders. She is also the defender of the rights of the tribe. When the tribe is in conflict she is prompt to defend them. She narrated this one example:

“If an IP inside the park committed a crime against the protected area laws, I will ask them to refrain from filing a case without investigation. I will ask them if I can solve the problem and investigate the process. First, I will give the accused a warning and advise the person not to do it again. And then together with the accused, we will perform a ritual to refrain him from doing the same mistake.”

In solving conflict that involves an IPs within the park, Bae Inatlawan as a tribes Balaghusay (arbitrator) is very cautious. She first need to find out the root cause of the problem. Upon consulting her Muolin-olin (spirit guide) she would embark on a detailed investigation mainly, if she believed that the reports filed in DENR were made out of malice or jealousy, which she considered as part of human frailties. As mediator, Bae Inatlawan have to be humane and sensitive to practical things so that the problem can be solved without harming anyone. As she narrated on one of these cases she intervened;

“Sometime in 2013, someone was reported to the DENR about an IP who work near the nest of an eagle and cut a root of a tree. But when I investigated, I found out that the root they had cut came from their own Falcatta tree. I also found out that the family live there even before the eagle nested near the area. This means that the eagle was not disturb because it chose to make a nest there. If you send the family away, where will they stay? Where will they get food? If we want to protect the eagle, we also have to protect human beings. Eagle are sacred to the tribe, they will not harm us, and the eagle did not even eat their chicken because they only eat snakes. It is one of the reason why Mt. Kitanglad do not have a lot of snakes. So, I
advised the PAMB to investigate the person who accused the family, because surely he is not from the area.”

Women as peacemakers like Bae Inatlawan has to be adept with the tribe’s justice system for them to be effective arbitrators for the community. Aside from that, from the words of Datu Lagidliran, “this is because women do not resort to the used of strength when provoke. And men are apparently hesitant to use force on a woman when angered because he would be subject to community’s ridicule for we believe that women should be loved and respected.”

2. Ma. Esterluna Luz S. Canoy, KIN Executive Director

No other organization has earned the trust and respect of the tribes within MKRNP than Kitanglad Integrated NGOs (KIN). Kitanglad Integrated NGOs was organized in 1995 as consortium NGOs for the purpose of ensuring the cultural survival and environmental conservation of Mt. Kitanglad Range Natural Park and its predominantly indigenous population. Aligned with the goals and ideals of sustainable development, ecological integrity and cultural democracy, KIN in general promotes and advocates for the rights of indigenous peoples in Bukidnon especially on their welfare and cultural survival. What makes KIN unique in its engagement with Mt. Kitanglad is their culture based approach to intervention. While popular approaches to conservation in the Philippines are patterned after western ideals, KIN embarked in adhering first to its working principles by understanding the cultural structure of the diverse communities concerned and being culturally sensitive. As Canoy discussed, “

“Before understanding the physical structure of communities you first have to understand the social structure. You cannot implement a program or activities with the community without understanding who they are.”

This was also emphasized by Datu Dumapal of Daraghuyan;

“If government or NGOs have to engage communities in its programs and projects, they first have to know who these people they are dealing with.
Implementing laws or programs and projects with communities without understanding them first will be liken to an oil floating in the water.”

Thus, KIN’s engagement in MKRNP adheres to a socially inclusive development by recognizing equal representation and give due regard to the rights of all stakeholders and practice consensus in decision-making through cultural empowerment, unity, recognize community based efforts, uplift sustainable economy, and pursue programs independent political or ideological interest but operate within the legal bounds and cooperate with government. Rooting on these principles KIN became successful in making all stakeholders in the park to work together.

Behind the massive work for the protection and conservation of Mt. Kitanglad is KINs Executive Director. Ms. Canoy’s first important role in the PA management is to make the multi-stakeholder within Mt. Kitanglad to work together and commit to conservation that considers culture at the center of any activities. Emphasizing the importance of Free and Prior Informed Consent (FPIC), requires that the people involved in the project allows indigenous communities to have autonomy to decide for their own development in accordance to their norms and standards.

Ms. Canoy was chosen by World Bank (WB) consultants to be the coordinator of National Integrated Protected Area System (NIPAS) project owing to her practice in anthropology and background working with IPs when she was a volunteer and researcher of Green Mindanao and Research Institute for Mindanao Culture (RIMCU) respectively. WB were being particular with KINs relationship with the tribe, because NIPAS law was designed so that IP rights will not be oppressed and the park management will not purely run by the state. However, before KIN was established as park coordinating NGO, Tribes in Kitanglad are already organized. When she was working with Dr. Burton on the research in Talaandig in 1992, she learned that the chieftain (Datu) of Talaandig already had the concept of domain management, even before NIPAS and Indigenous Peoples Rights Act (IPRA) were implemented in Mt. Kitanglad. KIN was also selected for the project because the president of the consortium was a Talaandig Datu. DENR was also coming from a history were civil
society did not trust them because of illegal logging activities. Since, nobody knows about Park management the WB program was a sort of experiment.

When KIN started there was no park management in Mt. Kitanglad. The NIPAS law described that the management of the park should be multi-stakeholder. This means that everybody have a stake in the park such as LGU, Church sectors, IPs, Barangay Captains, DENR, NGOs and other interest group. This kind of set-up is difficult since these stakeholders such as LGU did not trust NGOs because they think these NGOs can mobilize a people power movement which will overthrow them. However, Ms. Canoy concluded;

“Most of these are just notions and suspicions because all these institutions were not given a chance to work together. So, imagine a Barangay Captain and IP will become equal to the Mayor as co-manager and you cannot just rule out one sector for it was compulsory within the program implementation. Coming from various sector, KIN has to be in between them. But KIN is lucky to have an EXECOM component that is strong and committed coming from NGO, IP, and Church.”

KIN decided to work on stabilizing the stakeholders within park management. Ms. Canoy started to educate the Mayors and DENR about how unique is the culture and tradition of the tribe. They also empower IPs including Barangay Officials and migrants for them to learn to speak and voice out their opinions and needs. On other hand, KIN organized POs within the park, such as Council of Elders, tenured and non-tenured farmers, women, and Tribal Guard Volunteers. Canoy also make sure that all infrastructure (social, physical) established in the area do not harm biodiversity. So, she also invited all experts’ scientist, biologist, and landscape engineers to participate in the management. She also work for tenural security of IPs and implementation of non-destructive livelihood.

Building solid relationship for all stakeholders to work together was always at a high risk. To do this, KIN, first has to gain trust and confidence to all park stakeholders. During meetings, the Mayors constantly scrutinized KIN in its implementation of project particularly on the budget. They come to the meetings with a lot of questions implying dislike for the host NGO. But KIN have to invest on a
friendly relationship by enduring their insults. For Ms. Canoy, trust should be established first for them to work together.

“While the World Bank came every three months to evaluate, the Mayors have to report their accomplishment. Later on, they realized that our accomplishment is also theirs. We also helped them to make their reports, so, how can they not coordinate with us? Reflectively, if I have to focus on their distrust level, it will be hard for us to work together.”

Between DENR, LGUs and IPs, KIN tried to bridge the gap between them. Before KIN arrived, the tribe had imposed “sala” over researchers, loggers and other groups that come to the area without their permission. Sala is a traditional conflict resolution process practiced among indigenous communities in Mt. Kitanglad. While KIN has to educate LGUs and DENR about the culture, the IPs has to be tempered down by empowering them. It is important to take out these government blinders to make them understand that the reason why there is forest is because of the IPs. Instead of talking about the negative side about IPs, they focus on understanding its culture. NGO has to temper the anger of the tribe and remedy the ignorance of government to change these biases in the mainstream.

Among are the pioneering accomplishments of KIN from NIPAS project, includes; strengthening of Tribal Council of Elders, formation tribal guards based park protection of tribal forest guardians, capacity building of the multi-stakeholder PAMB, first census survey around Mt. Kitanglad, participatory protected area management planning process, formation of 69 people’s organization, implementation of non-destructive livelihood activities around the park, social legislation of Mt. Kitanglad Protected Area Act, CADT, construction of Mt. Kitanglad Heritage Center, organized Bukidnon Environment Summit (with DENR), broadened network and linkages with government particularly DENR and local government of Bukidnon, NGO’s and the academe whose concern includes environment conservation efforts.

3. Merly Luna Tabamo, PASu Staff & IEC Specialist

In 2013, Mt. Kitanglad was awarded by DENR as one of the country’s best-managed or preserved protected areas. Mt. Kitanglad won the most awards in three categories such as Engagement with Indigenous Peoples/Local Communities,
Institutional Organization/Active PAMB (Protected Area Management Board), and Actual Bio-Physical Improvements. These achievement of the park would not have been made possible without the office of the Park Management Superintendent (PASu). Under the natural park category, Mt. Kitanglad became a full pledge protected area through R.A. 8978 also known as the Mt. Kitanglad Range Protected Area Act of 2000. This act established institutional mechanisms that would ensure that policies and decision making will not be monopolize in the hands of those in power. The PAMB under section of R.A. 8978 will ascertain that all stakeholders within the park will be represented in the decision making process. The Protected Area Superintendent (PASu) on the other hand, is an employee of the DENR who serve as the chief operating officer of the PA and together with the staff that will serve as PAMB secretariat and supply it with all the necessary information to make appropriate decisions. PASu was also mandated to establish partnership with communities and other groups, develop and implement a park information, education and visitor program, enforce the rules and regulations and assist in the prosecution of offenses, and monitoring of all activities.

As one of the pioneering staff of PASu, Ms. Tabamo is instrumental to the realization on the promotion of Mt. Kitanglad as protected area and tourism site. Although, her position at present is Ecosystem Management Specialist II, she function more as Assistant to the PASu, report and documentation, ecotourism and Education and Information Campaign (IEC) specialist. These job assigned to her is attributed to her skill as a writer. Aside from being a graduate of BS Forestry, she was hired by the DENR because of her style of writing. Before her stint in PASu, her previous experiences in NGOs and as part time government employee in DENR region 10 revolved around management of information, tourism and report writing. She was with PASu since 1996.

The IEC is very important component of the park for its functions is not only to provide information to the public concerned but also to create awareness, increase knowledge, change attitude and ensures participation and feedback mechanism. For Kitanglad park IEC they used radio programs which is the basic technology available
in upland areas, print, and lectures during meetings and assemblies which requires fieldwork to remote locations. Accordingly, the park IEC in a lot of sense, contributed to impact the achievement of the management of the park. As reiterated by Ms. Tabamo;

“Social discrimination and the influence outside inevitably threatened to erode the culture among IPs. But our IEC aims to promote their culture and showcase their uniqueness. Our job is to foster understanding of diverse culture and stakeholders to change our attitude towards one another.”

Protecting the environment cannot be achieve if there is no unity. Cohesiveness is important for people to commit and work together. But people also have to understand what they are fighting for, what they are committing for. To effect change through IEC, the management have to nurture the tribes’ identity by providing mechanism that would boast their morale. This is done by celebrating yearly the Kitanglad day also known as “Aldaw ta Kitanglad”. This celebration become the venue to gather together communities to foster solidarity, showcase their unique diversity and encourage understanding among them, and to promote the park as tourism site. This is done through a lot of activities and programs such as Kitanglad Volunteers Congress, medical mission, tribal sports competition and recognition and awards to KGVs and LGUs who has done remarkable deeds in the Protected Area.

The IEC also has lessen the number of cases filed to the local court for the violation of park laws and regulations. Most of these violations filed includes cutting of trees and illegal occupation. The Kitanglad Guard Volunteers spread around each 28 barangay in Kitanglad who had function as police, informants, and monitor the areas are instrumental to this outcome.

4. Jean Maputi, Tenured Migrant

Mrs. Jean Maputi, a tenured migrant and businesswoman is dubbed as the success story of Mt. Kitanglad owing to her transformation from being a notorious illegal logger to being esteemed protector for Mt. Kitanglad Range Natural Park.
Mrs. Maputi migrated to Imbayao from Municipality of Pangantucan, Bukidnon in the later part of the 70's owing to her marriage to his husband who resided in the said barangay. Before she was married, Mrs. Maputi was an independent women who wants to be a farmer and a businesswoman rather than finishing a college degree. She is 25% IP since her great great ancestors who came to settle in Maramag in 1918 as a teacher, married to a Manobo Tribe. In the 80’s logging became rampant in Imbayao. Businessmen from Malaybalay came to buy logs to the residents. At that time, DENR did not yet function effectively and corruption was still rampant. In Imbayao, illegal logging became widespread and Mrs. Maputi, being a businesswoman join this illicit activities. She narrated;

“I was once caught by police officers, but I try to reason them out. I told them that the trees is planted by God to be enjoyed by everyone, as a person why should the government deny me of such privilege? I was very confident to ask them that.”

It was in 1991 that Mrs. Maputi stopped her unlawful activities since this time DENR was already active in policing the area. She narrated that she was also sent by Felix Mirasol, then the first PASu of MKRNP, to a reflection seminar in the diocese of Cagayan de Oro City. This was a turning point for her, for after the seminar she understand why there is a need to protect Mt. Kitanglad.

Accordingly, the importance of women in the park management is in its inherent talent to mediate conflict and mobilized resources. Women are natural peacemakers. As a Kitanglad Guard Volunteers (KGV), Mrs. Maputi is instrumental in resolving conflict involving illegal logging.

“Whenever there are conflict in the forest, it is the women who can easily get inside the forest. As mothers, it is easy for us to communicate with men. Men do not harm women so they listen to us.”

To support the effort of conservation, Mrs. Maputi organized the women in Kitanglad in 2003. In mobilizing the women, she believed that she can help to empower them by earning income without harming the environment. She also believed that women being mothers can be easily persuaded to commit related to the cause for environment. At present, the Imbayao Womens’ Federation (IWF) whose members includes IPs and non-IPs, has sustain its income and has program and
projects such as reforestation of the 20 hectares of land under Community-Based Forest Management (CBFM) program funded by DENR. It has also gained network and linkages from government, academe and NGOs such as DOLE, DENR, LGU, Gawad Kalinga, KAANIB, KASILAK and Central Mindanao State University.

G. CONCLUSION

Nature preservation and environmental education are inherent to indigenous culture. Members of indigenous communities were molded to look at the environment as life itself. Hence, their indigenous knowledge system framework & biodiversity conservation suggest that the survival of the tribe is anchored on the elements of nature: sun, energy, water, plants and wildlife, air, light, sounds and spirits. To survive, every individual needs to keep, sustain and nurture harmonious relationship with the various elements of nature. Failure to do this would lead to his/her extinction and cultural death, that is why, they treated the environment with greater respect and reverence. The Bukidnon Tribe living in Mt. Kitanglad are a testament to this. Both men and women share equal rights and responsibilities in the maintenance of life, particularly, the preservation of Mt. Kitanglad Range Natural Park (MKRNP). Since time immemorial this partnership has been recognized and firmly established.

Indigenous women are heavily involved in all aspects of community life. They assumed various roles, among them is caring and nurturing the families and communities. She is traditionally regarded as caretaker of the community. Hence, she is not only concerned in transmitting and preserving the tribe’s culture but also the sustainable development of land, water, and forests. Since she is seen as equal to men, she has access to and control over natural resources.

When NIPAS law was introduced and MKRNP became a full-fledged protected area through Republic Act 8978 otherwise known as the Mt. Kitanglad Protected Area Act of 2000 the management of the park involved multiple stakeholders. The local government unit, church, indigenous communities, Barangay Captains, DENR, businessmen and NGOs were given equal stake on the park. These various
stakeholders become the core vanguard in the protection, preservation, and sustainable development of MKRNP.

These stakeholders are deeply engaged in the decision making, policy formulation, and project implementation and evaluation. In all these tasks, women are actively involved. Women’s work and knowledge is central because they perform multiple tasks. The enumeration of prominent women who are actively involved in the park management of MKRNP revealed that they exhibit multi-dimensional and multi-functional nature that are necessary to the achievement of a sustainable development in Mt. Kitanglad.

Although, the study reveals that women only constitute a small minority in PA management in Mt. Kitanglad. Nevertheless, their presence in the policy formulation, decision making, project implementation and evaluation are strongly recognized.

In the case of Mount Kitanglad, various women have assumed diverse roles in the preservation and management of MKRNP. They acted as community organizer, peacemakers/mediators, educators, culture bearers, protector, and entrepreneurs. Women’s involvement and actions clearly requires knowledge, various skills. Particularly, the ability for social relation, networking and linkages, mobilization of resources, commitment to the cause, resilience and a persevering attitude. Evidently, the women that were mentioned in these study revealed that they are also active members and primary agents in the success of MKRNP.

**H. RECOMMENDATION**

National Development policies must critically assess women’s role in order to ensure responsible environmental resource protection and management while achieving overall development.

**REFERENCES**


Malaybalay, Philippines: Kitanglad Integrated NGO's.

Rafiee, M. et al. (2014). The Relationship between Structure and Agency in
2014: 141-149.


November 2011 http://www.internationalwildlifelaw.org/REPUBLICACT7586.html

Journal of Political Science and Development Vol. 4(4), pp. 140-145, April 2016 DOI:
10.14662/IJPSD2016.026


presented to Protected Area Management in Mindanao Workshop, CMU, Bukidnon,
(8-12 March).

The Revised Guidelines On Free And Prior Informed Consent (Fpic) And Related
Processes Of 2012 NCIP Administrative Order No. 3, Series of 2002

Utpal Kumar De, Bhola Nath Ghosh (May, 2016) Involvement of Women in Natural
Resource Collection in Rural Jharkhand, India .Indian Journal of Gender Studies

Peoples Land Rights in Mindanao Davao City, Philippines: AFRIM, Inc.

Volunteers For Africa (VFA) (April, 2009) The role of rural women in natural resource
management in Kenya
https://www.ammado.com/nonprofit/volunteersforafrica/articles/7325

Z.Wuyep, Solomon, et al. "Women Participation in Environmental Protection and
Management: Lessons from Plateau State, Nigeria." American Journal of
THE MATIGSALUG OG MONDANAO AS THEY TEETER BETWEEN TRADITIONAL AND MAINSTREAM POLICIES

May Alinie C. Postrano-Butalid
Joy Melyn J. Porquis

Abstract

Matigsalug is an Indigenous Peoples (IP) community in the province of Bukidnon Philippines that has practiced a certain level of self-governance. The Philippine government, in its declaration of state principles and policies ensures the recognition and promotion of the Indigenous peoples’ rights. Given the changes the community experienced through time, it is of interest to examine whether the traditional institutions of the Matigsalug still exist and determine whether their customary laws are recognized and supported by the government. Both descriptive and narrative methods were used in the analysis of the data obtained through documenting the verbal testimonies of the key informants and in the examination of the relevant documents available.

The study revealed that traditional institutions still exist and is reinforced by the Indigenous People Rights Act (IPRA) through IP Mandatory representation in the government to ensure active participation of the IPs in the policy making in the government. The Customary laws are recognized and supported by the government through the formulation and implementation of necessary laws and policies. However, the Matigsalug wanted more support from the government especially in coming up with sustainable projects to bolster the tribe under study economically. The judicial system of the tribe is also found to be mainly recognized and supported by the national government specially in the context of conflict settlement.

However, the conduct of Pagpangayaw (serving justice through death) is a practice among the Matigsalug which is in conflict with the Revised Penal Code of the Philippines. Thus, it is recommended that there is an intensification of dialogues to come up with a) a reconciliation and alignment to the national policies with respect to the customary laws and b) sustainable projects that improve the socio-economic situation of the tribe.

Keywords: Indigenous People, Customary Laws, Pagpangayaw

A. INTRODUCTION

According to Tabak (1990) as cited by Rivera (2014), the indigenous peoples in the Philippines continued to live in their relatively isolated, self-sufficient communities, at the time when most lowland communities had already been integrated into a single colony of Spain in the 1700s and 1800s. They either withdrew to the hinterlands in the
face of colonization or they stood their grounds successfully and have maintained a close link to their colonial past. They were able to preserve the culture and traditions of their tribe as reflected in their communal view on land, their cooperative work exchanges, their communal rituals among others. Instead of hierarchal governments, each of these communities had its own council of elders who customarily settled clan or tribal wars to restore peace and unity.

The influx of migrants which caused them to be driven away from their homelands either through deceit or force and their refusal to be integrated in the national systems made them struggle to keep up and majority of them became poor and landless. For quite a long time the Philippine government exerted efforts to address just concerns by legislating laws and implementing projects and policies to secure them and to have a sustainable way of life.

In the declaration of principles and state policies of the Philippines, it provided that the state recognizes and promotes the rights of indigenous communities within the framework of national unity and development as stipulated in Article II Section 22 of the 1987 Constitution. To intensify such provision, the congress formulated Indigenous People’s Rights Act (IPRA) of 1997. This statutory law guarantees the recognition and protection of the rights of indigenous peoples. This law upholds the IPs rights to ancestral domain and lands, right to self–governance and empowerment, social justice and human rights, and right to cultural integrity. The National Commission on Indigenous Peoples (NCIP) is a government office created under RA 8371 which shall be under the office of the President, and shall be the primary government agency responsible for the formulation and implementation of policies, plans and programs to recognize, protect and promote the rights of IPs.

The Matigsalug is a tribes that is situated in the boundaries of Bukidnon Province, North Cotabato and a portion of Davao. In Bukidnon, they are dominantly settled in the Municipality of Kitaotao. The IP mandatory representative of Kitaotao is a Matigsalug. As a leader, he has a unique leadership system, institutions, patterns and processes for decision-making and conflict resolution. This indigenous political structure, customs and traditions that has been practiced for the longest time. The administration of this IP communities is based on their customary laws.
However, according to Henriksen (2001), the presence of external laws, claims and cultural mores either potentially or actually act to variously constrain the practices and observances of the indigenous society. These constraints can be observed even when the indigenous society is regulated largely by its own tradition and custom. They may be purposefully imposed, or arise as unintended consequence of trans-cultural interaction; and have a measurable effect even where countered by other external influences and actions deemed to be beneficial or serve to promote indigenous rights and interests within the wider community.

This IP community underwent changes both through internal and external forces as time passes. Communities are dynamic, not static as they said. Given this, it would be interesting to assess if such IP communities’ structures and institutions still exist and operate and if the government supports their customary laws and practices in consonance to the laws formulated and policies and projects implemented.

Given this, it is interesting to study further the IP communities’ experiences’ with all these laws, policies and projects. Did the government really recognize their right of self-determination?

B. RESEARCH OBJECTIVES:
1) To assess whether the traditional institutions of the Matigsalugs are still existing.
2) To determine the indigenous customary laws of the Matigsalugs which of these customs are supported by the government specifically in the following aspects:
   a. Property Rights
   b. Environmental Laws
   c. Marriage Laws and Family Laws
   d. Criminal Laws

C. METHODOLOGY
1. Design

   Like most of the IP communities, the Matigsalugs primarily kept and preserved their history through oral traditions. Thus, this study utilized oral history or verbal
testimonies of the respondents. Both descriptive and narrative methods were used in documenting the prevailing conditions, practices, beliefs, processes, situations, causation and development of the tribal groups under study. In this method, it be can illustrate the different processes the tribe went through and understand them from their own perspective. The creation of IMPF office through its officials and staff enables the tribal group under study to provide written records in documenting their profile and activities such as complaints, accomplishment reports among others. Examination of available relevant documents was also utilized.

2. Locale of the Study

The locale of the study is in Kitaotao. It is a third class municipality in the province of Bukidnon. It is the most numbered barangays in the province- thirty-five (35). It has a total land area of 92,730.694 hectares, the province’s biggest. Kitaotao is a home of a large number of indigenous people situated in twenty-six (26) barangays with the recent estimate of 18,554 IP population. The most numbered IPs in this municipality is Matigsalug and Pulangihon is the dominant tribe in the Poblacion.

3. Sampling Procedure

Purposive process of selection to obtain the research questions and research objectives were carried out. Purposive sampling is selecting a sample on the basis of your own knowledge to the population, its elements, and the nature of your research aims. In view thereof, key informants were chosen on the basis of their knowledge on the customs and traditions of the tribe, knowledge of folk literature and acknowledged authorities in the tribe. The IP mandatory representative, Bae, the tribe’s other Datu and the IPMF staff were among the selected key informants.

4. Data Gathering

An appointment is scheduled with the IP Mandatory Representative of the locale was made to discuss the topic of research, the extent of their involvement, procedures, materials and other requirements needed to the research study. Primary data of the research are generated from the oral traditions and testimonies from the
key informants, while secondary data come from available documents related to the subject. Hence, in this study data collection procedures were through interviews, observations, review of documents, and audio visual recording.

D. RESULTS AND DISCUSSION

*Indigenous Political Structure (IPS)* as provided in RA 8371 refers to organizational and cultural leadership systems, institutions, relationships, patterns and processes for decision-making and participation identified and accepted by Indigenous Cultural Communities (ICCs) / Indigenous Peoples (IPs). Matigsalugs political structure evidently exists.

1. Traditional Institutions

*Datu* is the term which refers to a person in-charge in the administration of the affairs the tribe. Unlike the local government officials, the *Datu* is not elected and not necessarily inherited. He is chosen by the tribe based on this capacity to lead. For a person to be a *Datu*, he must have a strong character, articulate, wise and knowledgeable in the tribe’s customary laws and practices. He should live an exemplary life, is loved by the tribe for his generosity, has the capacity to settle dispute, and has a reputation for his fair dealing. The Matigsalug’s *Datu* exist and is actively doing his role in the tribe. The people upholds to the very essence and importance of the *Datu* in their community. They recognized his authority on conflict resolution and peace-building processes. The ICCs/IPs submits to the authority of the *Datu*. The recognition of the *Datu* is evidently shown in the write-ups of the amicable settlements by the *Datu* submitted to the Indigenous Peoples Mandatory Representative (IPMR) Office and as per interview to the key informants.

*Council of Elders*. These are the old guards of the tribe. Primarily, the Council of Elders help the *Datu* by giving him advises in the decision-making processes aimed at protecting and promoting the sustainable development of their ancestral domains. Their comments are sought by the *Datu* in settling conflicts. Their life experiences, wisdom, and love of the tribe are some of the
reasons of such respect and recognition not just by the Datu but the tribe as a whole. The word and authority of the old are well-respected.

*Bae* is the term given to the wife of the *Datu*. She serves as the personal secretary/assistant of the *Datu*. She helps the *Datu* in his day-to-day activities. For instance, the *Datu* will hold a *pamuhat* (ritual), it is the *Bae* that leads the preparation of the necessary materials needed such as the betel nut, the chicken to be offered, multi-colored pieces of cloth and others. She reminds the *Datu* of his task for the day. Furthermore, her advice and thoughts are also recognized among the women in the tribe. She is well-respected and serves a role-model to the women in the tribe. The term *Bae* is also referred to a woman in the tribe that is highly regarded by the tribe because of her extraordinary character. In two (2) IP communities in Kitaotao, their respective leaders are women. In Barangays East Dalurong –*Bae* Laura Baluca Metebagao – *Bae* Balbena Bayo. This could be inferred that the IP communities do not discriminate women when it comes to leadership. This is in consonance with Article 2 of the 1987 constitution which recognized men and women as equals in nation-building.

*Baylan* is the one that initiates prayers and rituals in the tribe. Rituals are done when but is not limited to, a) before the start of planting season, b)during harvesting season, c) if the complainant and the accused of a certain offense will undergo trial by ordeal, e) weddings and others.

2. **IP Mandatory Representation**

In pursuant of Section 16 of Republic Act of 8371 (IPRA) which ensures that ICCs/IPs shall be given mandatory representation in policy making bodies and other local legislative councils, and Section 6, Part I, Rule IV of the NCIP’s Administrative Order No. 1, series of 1998 which provides that ICCs/IPs shall be provided mandatory representation in all policy-making bodies and in local legislative councils. Thus the creation of *Mandatory IP Representative*. There
are minimum requirements for qualifications and disqualifications to such position set by the law.

Datu Cesario Lantung, a Matigsalug, is the current IP Mandatory Representative of Kitaotao, Bukidnon. As mentioned early on, there are a number of different tribal communities in the said municipality not just the Matigsalug. His assumption is a result of the agreement (not elected, not appointed) of all the tribal leaders in the area. The selection of the mandatory IP representative is based on the traditional belief that leadership is gained as a result of deliberate agreement among them. As specified in Section 12 of NCIP's Administrative Order no. 001, series of 2009, the powers, duties and functions of an IP mandatory representative shall be the same as that of the regular members of local legislative councils as provided in the Local Government Code of 1991, and other applicable laws. He shall focus on the representation of the collective interests of the indigenous peoples; maintain the development and practice of ICCs/IPs traditional leadership, structures, justice systems, conflict resolutions and peace building mechanisms among others.

Each barangay with IP communities has a mandatory representative. These tribal leaders (Datus) are the people that choose among them of who will be the IP mandatory representative of the municipality. These Datus are the members of the council. They have the same powers, duties and functions of the IP mandatory representative of the municipality but is focused on their respective communities. They essentially help the IP mandatory representative of the municipality of Kitaotao in carrying-out his responsibilities. There are twenty-six (26) IP mandatory representatives in Kitaotao, representing the barangays with IP communities. As mentioned early on, Matigsalug is the most numbered indigenous people in the area under research. This could be the reason why its IP mandatory representative is a Matigsalug.

If a case or issue is civil in nature like marital conflict, oral defamation and others, this is settled by the Datu in their community. Although there are
prescribed penalties based on the kind of offense committed, in some instances this can be negotiated depending on the capacity of the offender to pay or of the result of the negotiation that is mutually accepted to both parties. If a case is criminal in nature like murder, rape and others, this is settled by the municipal IP Mandatory Representative. Criminal cases among the Matigsalugs can be negotiated and cases can be deduced to payment of the prescribed penalty so long as the party offended accepts the terms and conditions of the settlement. If a case involves the entire IP community such as ancestral domain or the conduct of pagpangayaw(serving justice through death), it is settled through a convention of the council of Datus with the presence of the IP Mandatory Representative. It is essential for them to deliberate the case as a whole as the effect of this conflict affects all of them.

3. Customary Laws and Support of the Government

The Matigsalug community has their own concepts of the following:

a. Property Rights

The indigenous concept of ownership generally holds that ancestral domains are the indigenous peoples’ private but community property which belongs to all generations and therefore cannot be sold, disposed or destroyed. Basically, like most of the IP communities, the concept of property ownership among the Matigsalugs is communal. As practiced, an identified location that is suited for farming is usually facilitated by clans in the IP communities. A clan will work as one in farming, tilling, seeding and harvesting the agricultural products. As a result, the agricultural products gained shall be shared among the clan members also. They do not have the concept of private ownership. For them, they will just identify an area where they can build their homes. This has been the system before.

Because of colonization and eventual migration of the Dumagats (people coming from Luzon and Visayas) in Bukidnon, this concept of property ownership changed. Because of the strange system of property ownership was new to them, some IPs are deceived and sold their
properties at a very low value and some are forcefully driven away by the strong *Dumagats* in their lands and homes. That is why the formulation and implementation of the Indigenous Peoples Right Act was carried out. This law ensures the recognition and protection of the ICCs/ IPs’ right to ancestral domains and lands. The government even called for the other agencies such as Department of Agriculture (DA), Department of Environment and Natural Resources (DENR), Land Registration Authority (LRA), and National Commission on Indigenous Peoples (NCIP) to have a joint task force that shall determine policy direction in order to address jurisdictional and operational issues over agricultural, public, and/or ancestral domains.

In Section 17 R.A. 8371, *ICCs/IPs shall have the right to determine and decide their own priorities for development affecting their lives, beliefs, institutions, spiritual well-being, and the lands they own, occupy or use. They shall participate in the formulation, implementation and evaluation of policies, plans and programs for national, regional, local development which may directly affect them.* In an interview to Datu Romeo Man-ayao, a Matigsalug tribal leader, he said that there was a case in Bukidnon, particularly in Sinuda, Kitaotao, Bukidnon where in a group of a religious sect, the Iglesia ni Kristo (INC) proposed to stay in an identified ancestral land. They wish to propagate their religion among the IP communities in the area. This desire of the group was presented to the Matigsalugs by governor of the province, Governor Jose Maria Zubiri. The tribe was asked whether they will allow the proposal of INC or not. The tribe deliberated the proposal. They weighed the possible benefits and consequences of such proposal. The tribe eventually decided to reject it for the reason that the presence of the *Dumagats* might compromise the values and the tradition of the tribe. This decision was respected and accepted by the local government and the INC. Evidently, this indicates that the tribe’s stand and decision is sought and respected. Furthermore, in Section 7 of R.A. 8371 the Indigenous People are ensured to their right to develop lands and natural resources and uphold the responsibilities of the future generations; to benefit and
share the profits from allocation and utilization of such. It also showed that the right to regulate entry from migrant settlers and organizations into the domain. The consultation to the *Datus* and the community also showed that Free and Prior Informed Consent was also sought.

It is interesting to note that *Matigsalugs* and other indigenous group present in the locale of study, the Manobo-*Pulangihons* have an organization - The Federation of Matigsalug – Manobo Tribal Councils Inc. (FEMMATRICS) that caters collective concerns of these tribes. This organization is recognized by the NCIP and is in fact awarded the Certificate of Ancestral Domain of over 102,324.82 hectares within the boundaries of Bukidnon Province, North Cotabato, and portion of Davao City with CADT No.R10-KIT-0703-0011 last July, 2003.

**b. Environmental laws**

According to a tribal leader, *Datu* Jupiter Madacayan, in the study conducted by Rivera (2014), they believed that good and evil spirits dwell around rocks, trees, mountains and many others. They also placed high regard to nature’s flora and fauna which accordingly have souls. They emphasized that the environment must be respected and protected because evil will befall to those who will disrespect nature and its occupants. The reason why people experienced environmental catastrophe today, accordingly is because many people have mocked nature.

This statement was reinforced in an interview to Datu Romeo Manoyao, a Matigsalug. The environment serves as their source of their day to day needs. Unlike the concept of today’s market place where food and medicine are sold, for the ICCs/IPs, the environment has fruits and wild animals for their food, and herbs for their medicine. That is why the protection of the environment is embraced by the IP communities as their responsibility. They consider themselves stewards that maintain the preservation and conservation of the environment. Aside from that, there are areas where they perceived as sacred. These areas are the cradle of
their gods. Hence, these areas shall be protected and shall not be intruded. If such is violated, sala will be implemented to the intruder. The intruder should ask for forgiveness and swear not to do the same act again. The usual punishment is in a form of payment like carabao, cow, chicken and others.

Such practice is supported by RA 8371 specifically in Section 10 which says that Unauthorized and unlawful intrusion upon or use of any portion of the ancestral domain, or any violation of this shall be punishable by law. The Government shall take measures to prevent non-ICCs/IPs from taking advantage of the ICCs/IPs customs or lack of understanding of the laws to secure ownership, possession of land belonging to them. The imposition of sala to the intruder is supported by Section 15 thereof, which states that the ICCs/IPs shall have the right to use their own commonly accepted justice systems, conflict resolution institutions, peace building processes or mechanisms and other customary laws and practices within their respective communities.

There are IPs who do slash and burnt (kaingin) as a means of living. This has done for quite a long time already which at times are done in an identified protected area. They justify it by saying that it is done in the ancestral domain thus, rightful. The National Integrated Protected Areas System (NIPAS) Act of 1992 through the Department of Environment and Natural Resources (DENR) prohibits activities the wrecks, exploits, and misuse of the environment particularly in the identified protected areas. Clearly, kaingin is a violation. To reconcile such conflict of interest, the government device a mechanism to solve this. The kaingineros are dispatched as the forest rangers and received compensation for doing it. Instead of exploiting the environment, they now serve as the guardians/stewards of the forest. Meaning, the protected areas are no longer harmed and the kaingineros continue to have a means of living by serving as the forest rangers.
The national government through its local government posts for initiatives supporting the IP communities. One of the projects implemented is *The Sagana at Ligtas na Tubig sa Lahat (Salintubig)* is a project implemented by the Department of Interior and Local Government (DILG) which aims to supply potable water to the people. The target beneficiaries are the residents of Poblacion. The IPs in Poblacion particularly the Pulangihon people benefited from this project. Furthermore, the IPMR Office submitted a training design which identified IP beneficiaries to avail the Animal Production (Goat Production) Project of TESDA. All the 26 barangays of Kitaotao with IP communities are included in this project. This is expected to be implemented in 2017.

**c. Marriage and Family laws**

Traditionally, marriage is arranged by the respective families of the man and woman that are about to wed among the Matigsalug people. This is what they call *buya*. There was no opportunity of courtship for a man and woman. Marriage is not just between the man and woman. The involvement of the whole clan of both the groom and bride is observed. The family of the person that likes the other party will be the one that initiates. Carabao, Cow, Malong, Kris are among the usual *dowry* given by the family that likes the other party. The acceptance of the dowry by the family signals the commencement of the preparation and agreement on the wedding ceremony. Usually if both families are in agreement, the relationship between the man and woman will follow. Resistance to marriage is not likely to happen because of the high respect to decision of the parents. They believe that parents and elders know better that they will not arrange marriage to a person not worthy of their son or daughter. The one that solemnize a marital union is the *datu*. Under the Philippine law, the Datu is among those who can solemnized weddings. A Wedding officiated by the datu is legal and binding. This indicates that the traditions and customs of
the ICCs/IPs are honored and respected by the government. The practice of monogamy is also in consonance with the Family Code of the Philippines.

The Datu as the tribe’s chief does almost everything in the tribe. He makes laws, he implements laws, and he serves as judge/mediator if conflicts arise. Because of these responsibilities, the wife of the datu is burdened in helping the datu in carrying out his functions and in taking care of their family. She is the one that put food on the table. In some cases, the wife of the datu and her family will look for a second wife – the duay. The duay should be approved and accepted by the Bae. The duay shall help the Bae in carrying out the duties of the datu, and help the bae in maintaining order in the household and in looking for food. Polygamy however is not acceptable under this law and is in fact, punishable. In the case of a Datu having a duay is accepted by the wife and the community and is part of their customary practices. Since this is civil in nature, the IP community can assert their right to self-determination and is protected under IPRA law.

Among the Matigsalug people, the act of pagpangilog of the wife hurts their pride. This act is perceived as a huge insult not the just to the husband but to the entire clan of the husband. This is usually resolve through sala. In the documents of settling such case filed in the IPMR Office of Kitaotao, the person who coveted the wife of another man and the wife asked sincere apology to the husband and were made pay two (2) horses – the payment of one horse symbolizes the cleansing of the offense committed and the other horse to the hassle the offense caused to the involves.

It is emphasized in this IP communities that it is the duty of the parents to rare their children in such a way that they will grow up responsible and are law-abiding citizens, may it be customary or national laws. To enhance such practice, the Department of Social Welfare and Development (DSWD) partnered with the IP communities through its IP mandatory representative. There is a custody supervision agreement compiled in the
IPMR Office. This is about a juvenile delinquent IP who was held under the custody of the DSWD. In the agreement, the juvenile, the parents, the personnel in the DSWD, the barangay council for the protection of children and the IP mandatory representative enumerated their respective responsibilities upon the release of the juvenile. The parties affixed their signatures as a sign to their commitment to the agreement. This goes to show that there is proper consultation and involvement of the tribe in situation that involves them.

d. Civil and Criminal laws

In determining on who is telling the truth between the complainant and the accused, the matigsalug people employ the method of trial by ordeal. They call *ttigi*. There are different types of ordeal employed depending on the issue at hand. Like a) holding of grilled steel (puthaw) – the one whose hands are burnt is adjudged as the culprit; b) jumping into the river for a long time – the that came out from the water is adjudged the culprit; c) eating of the *badyang* (plant that is exaggerated itchy to swallow) – the one that threw out the *badyang* is adjudged as the culprit. Before the ritual, the tribe’s shaman will perform a ritual (*Pagpamuhat*). It is believed that the innocent will be protected by the gods (*magbabaya*).

The Matigsalug people loves peace and harmony in the community. Such characteristics is evident in conflict settlement. Under the customary laws, all offenses- civil and criminal, can be resolved through peaceful settlement. The *Datu* plays a key role in making the accused and the complainant understand the essence of amicable settlement. All offenses whether small or big can be appeased through asking for sincere forgiveness. If accepted, a payment in a form of carabao, cow and the likes will be done by the guilty person. The penalty depends on the capacity of the guilty person to provide such demands and the kind offense committed.
If not resolved through settlement, the aggrieved party is expected to take revenge to the family that offended them. They call this *pagpangayaw*. Based on the testimony of the IPMR staff, this happens on criminal offenses such as murder. In this situation, if the offender for example killed a person, the family of the aggrieved party will take revenge by killing the offender. They call it *bugti*. This practice is actually accepted among them. In a document submitted to the IPMR Office of Kitaotao, a case of *pagpangayaw* was stipulated. This case was documented by the IPMR secretary and signed by the IP mandatory representative and two other tribal leaders. This implies that death as punishment to the culprit is accepted and has long been practiced.

Section 15 of RA 8731 states that the ICCs/IPs shall have the right to use their own commonly accepted justice systems, conflict resolution institutions, peace building process and mechanisms and other customary laws and practices within their respective communities and as may be compatible with the national legal system and internationally recognized human rights. It could be inferred that there is really a clear observance to the customary laws of the IP communities under study.

However, the issue on death as punishment is a violation to the 1987 Philippine constitution under it Bill of Rights which states that the highest punishment of an offense is *reclusion perpetua* or lifetime imprisonment. Although the IPRA law ensures the ICCs/IPs right to self-governance and empowerment, it should be noted that such justice system and conflict resolution should be compatible to the national legal system and internationally recognized human rights. A clarification and/or reconciliation this customary law and criminal laws of the Philippines is needed.

**H. CONCLUSION**

The indigenous political structures in the IP communities under study are evidently existing and operational. The *Datu, Bae, Council of Elders, Baylan* are the key
personalities that governs the day-to-day activities of the Matisalug people particularly in conflict resolution and the conduct of rituals and ceremonies. They are highly regarded by the people and are well respected. The creation of the office of the IP Mandatory Representative under IPRA augment representation in the formulation and implementation of the policies affecting them. In conflict resolution in both civil and criminal cases, the Matigsalug people have a prescribed penalties/punishments in every offense but can be negotiated.

The indigenous customary laws are supported by the government structures. The implementation of IPRA ensures the IPs right to ancestral domains and lands, self-governance and empowerment, and social justice and human rights. The customs and traditions of the IPs governing their property rights, environmental laws, marriage and family laws, and civil and criminal laws comprehensively backed by national legal system, primarily by the 1987 Philippine constitution and IPRA. However, there is a custom of the Matigsalug that is in conflict with national policies such the pagpangayaw or revenge to the offender through death which must be clarified and reconciled with the national laws.

I. RECOMMENDATION

1. An interview to the Matigsalug people to verify the statements of the key informants and validate the documents submitted and filed in the IPMR office.
2. A comprehensive study of the all the Matigsalug people situated outside the locale of the study to be conducted to reinforce this study.
3. There is a need to intensify dialogues to come up with:
   - Reconciliation and alignment to the national policies with respect to customary laws
   - Sustainable projects that improves the socio-economic situation of the tribe.

REFERENCES


DILG Memorandum Circular No. 2010-119
Joint DAR-DENR-LRA-NCIP Memorandum Circular No.1 Series of 2011
NCIP Administrative Order No.2 Series of 2012
THE OPPORTUNITIES AND CHALLENGES OF MAKASSAR GOVERNMENT TOWARDS IMPROVING SERVICES FOR PUBLIC COMPLAINTS BASED ON E-GOVERNMENT

Alim Bubu Swarga (alimbubuswarga@gmail.com)
Riska Sarofah (ika.sarofah@gmail.com)
Siti Hidayatul Juma’ah (hidayatulj929@yahoo.com)
Universitas Muhammadiyah Yogyakarta

ABSTRACT

The development of e-Government in Indonesia is increasingly growing in an attempt to provide public services through ICT (Information and Communication Technologies). E-Government policy is in accordance with the Instructions of the President of the Republic Indonesia, No.3 of 2003 about policy and national strategy for the development of e-Government in an effort to facilitate the interests and demands of the society. The development of e-Government needs to be planned and implemented through measurable goals for public service in Indonesia. E-Government is one of the principal dimensions of the system of state administration. The implementation of the concept of information technology by the government to make the state administration system to be more effective, efficient, and transparent. One of the city in Indonesia which try to implement e-Government in improving public service is Makassar. This study aims to examine the opportunities and challenges of Makassar government towards improving services for public complaints based on e-Government. One of the strategy and innovation is undertaken by the Makassar government by way of creating e-aspiration. To examine the opportunities and challenges of Makassar Government to improve services for public complaints which based e-Government, we conducted literature study on relevant researches and statistical data. Makassar government has shown its enthusiasm surrounding the use of information and technology in many occasions. However, the use of e-aspiration by the government and society is still limited. Therefore, despite that e-aspiration may bring greater benefit in improving good governance, the issue of e-aspiration remains difficult in Makassar and in general for Indonesia due to many challenges and obstacles on several dimensions. In consideration of the opportunities and challenges of e-Government is also seen from the aspect of society participation in the use of technology and responsiveness of the Government in the development of e-Government services.

Keywords: e-Government, Public complaints, Makassar city, Government’s opportunities and challenges

A. INTRODUCTION

Globalization is a phenomenon that expects efficient and effective creation in various countries in the world today. The advancement of technology, communication, and transportation has made the mobility of people, objects, and information quick,
precise and accurate. Thereupon, it is able to reach the region widely and without limitation (KOMINFO, 2015).

The progress of information, communication, and technology has changed the implementation of all sector activities as an example of industry sector, trade, government development. The active involvement in the information, communication and technology revolution will determine the future. The use of information, communication and technology or ICT has grown widely, which is not limited to industry and trade, but also other areas such as defense, security, education, social, labor and so on (William J. Kramer, 2007).

The use of ICT is very advantageous when compared with manual system and traditional way. So many countries and almost all countries in the world have used information, communication, and technology in implementing various systems in their country, especially those related to the governance system.

The government has an obligation to provide equitable public service to all citizens as part of carrying out its obligations. The government tries to improve its services using information technology in accordance with the needs of organizations that are able to compile data quickly, effectively and efficiently as well as produce the right information. In these needs, the government develops electronic-based services (e-Government).

According to the United Nations, e-Government is the use of Information Communication Technology and its application by the government to provide public information and services to the public. The goal of e-Government is to provide efficient government information management to all citizens, better service to the community, and empower communities through access to information and participation in public decision making (European Parliamentary Research Service, 2015).

In addition, the World Bank defined e-Government to refer to the use of information technology by government agencies (e.g. wide area networks, internet, and mobile computing) that have the ability to transform relationships with communities, businesses and stakeholders and other from the government (Maja Bott, 2014). Thereupon, the areas of e-Government have been divided into 3 general functions which can be seen in the figure 1.
In Indonesia, e-Government was officially introduced to public administration by Presidential Instruction No 6/2001 on Telematics, which states that the government of Indonesia has to use telematics technology to support good governance. Furthermore, e-Government should have been introduced for different purposes in government offices.

In Indonesia, e-Government is needed for the following reasons (Tisyo Haryono, 2016):
1. To maintain the government change towards a democratic governance practices;
2. To encouragement the application of authority balances between central and local government;
3. To simplify communication between central and local governments;
4. To expansion openness; and transformation towards information society era.

In addition, the implementation of e-Government in Indonesia based on the desire to provide convenience to the public in obtaining information as a form of best service.
to the community. The government has issued Presidential Instruction No. 3/2003 on National Policy and Strategy of e-Government development where the policy is the legal umbrella of all technical detail policy in the field of e-Government. The development of e-Government is an effort to develop electronic government based (using) in order to improve the quality of public services effectively and efficiently. The Indonesian government itself has made roadmap in the implementation of e-Government in Indonesia which can be seen in the figure 2(KOMINFO, 2012).

![Figure 2 Indonesia’s Roadmap to e-Government](image)

Source: Ministry of Communication and Informatics of Indonesia (2012)

Through e-Government, the development of management system arrangement and work process in the government environment by optimizing the utilization of information technology can be done. Utilization of information technology includes 2 (two) related activities are: (Instruksi Presiden, 2003):

1. Data processing, information management, management systems and work processes electronically;
2. Utilization of advances in information technology, so as to public services can be accessed easily and cheaply by people in all regions of the country.
In addition, Presidential Instruction No. 3/2003 describes six strategies of e-Government development that is (Tisyo Haryono, 2016):

1. How to develop a reliable and reliable service system, and affordable to the wider community;
2. How to organize the management system and work process of government and local government autonomously holistically;
3. How to Utilize information technology optimally;
4. How to increase the role of business world and develop telecommunication industry and information technology;
5. How to develop human resource capacity both for government and autonomous regional governments, together with improving community e-literacy; and
6. How to conduct systematic development through realistic and measurable stages.

Thereupon, changes are expected to build clean and transparent government which is capable to respond the changes effectively, to build a new dimension into organization, management system and process, public service, and soon applying the transformation process towards e-Government.

In this case, Makassar city also participates in e-Government services. As one of the most consistent cities in Indonesia to implement smart city. Makassar City seeks to maximize public services by using E-Government as an example by providing complaints of services either through the internet or through other government electronic devices (SMS, telephone) which can be divided into several levels, namely the provision of complaints, information provision, one-way interaction, Two-way and transaction which means full electronic service. One-way interaction can be a facility to download the required information (Ecquria, 2016).

Handling complaints online is an example of a two-way interaction. While full electronic services in the form of decision making and delivery (payment). Based on the fact that the implementation of e-Government in Indonesia most of the time at the publication stage of the site by the government or new at the stage of providing information. But it should be underlined that e-Government is not just a publication site
by the government. Providing services up to the full-electronic delivery service stage should be pursued (Fajri Siregar, 2017).

However, the management of e-Government based public service complaints in Makassar city of South Sulawesi province faces some of the challenges especially faced by government organizations. One of them is the problem of inadequate human resources.

Implementation of e-Government in public offices should be supported by employees who understand the technology. And also needed are employees who want to learn and able to respond to changes (manage change). Information technology is changing rapidly so that the willingness of learning is required to have every employee of public institutions. In addition, the management of public service complaints based on e-Government requires changes in the organization and support new skills (Ecquuria, 2016). Therefore, this paper aims to see how the implementation e-aspiration and public complaint in Makassar and what are the challenges it may encounter.

B. CONCEPTUAL FRAMEWORK

1. E-Government Service

The World Bank (2011) defined e-government as the use of the information and technology by government institutions to improving relations citizens, businesses, and with fellow government itself. Information and technology provides many benefits in the field of government service improvement, increasing interaction with business and industry, as well as the empowerment of citizens through the management of government information or making effective and efficient. It has benefits to reduce corruption, increase transparency, greater convenience, revenue growth, and cost reduction (Cordella and Tempini N, 2015).

E-government is an electronic service that can affect the life of the community with interaction with the Government. Trust became one of the strong construction that greatly influences the use of technology (Abu-Shanab, 2014) (Weerakkody, 2016). E-government is a tool in providing information and services electronically to citizens rather than through traditional channels. E-government can be classified
into three main categories; these are (Al-Naimat et al, 2012 as cited by Abu Shanab, 2014):

1) The Government to the citizen (G2C)
2) The Government and business (G2B)
3) The Government and their employees (G2E)

In other hand, Donald, Norris, and Christopher (2012) also describe that e-government is the adoption of an extension that is innovative in providing information and Government services to the citizens (G2T), business (G2B) and Government (G2G). The public can receive a lot of information faster and more efficient and able to interact with Government or other sectors that are not limited by time and distance compared to previous (Christopher, Norris, Donald, 2012). The four dimensions of e-government services are:

1) The provision of digital service on citizens and businesses.
2) Improve of public service.
3) Facilitate democratic process.
4) Maintain the necessary social development and bridging the digital divide.

To see the willingness of people to use e-government can be seen by using UTAUT model which can be seen in the figure 3.
E-government services of citizen participation in adopting e-Government are influenced by specific factors. Those factors need to know can be input for the Government in increasing the participation of the community to adopt or make use of e-government services. Because of that, then the assessment of factors that affect the acceptability and use of e-Government is the important thing.

The factors that can affect the acceptability and use of e-government measured using a model of Unified Theory of Acceptance and Use Technology (UTAUT). Validation of UTAUT model is the empirical basis that has four main variables that influence behavioral intention and use behavior, the variable is performance expectancy, effort expectancy, and social influence.

Acceptance of public to use e-government services is also influenced by the information quality (quality information), the quality of service (quality information and the quality of system (system quality) (Long Lu and Van Trung, 2016).

2. Smart City

The implementation of smart city can not be an integral part of e-government. Implementation of smart city in Makassar should already be ensured by implementing the concept of e-government. However, the related special smart city that includes seven dimensions are: smart eco, smart people, smart governance, smart mobility, smart environment and smart living.
Smart city is an urban area that creates sustainable economic development and a high quality of life for the citizens by increasing 6 subjects matter (government, economic, quality of life, environment, human resources, and transport) can be done with the quality information and technology (Yang, 2012). The dimensions of smart city on the web-based public complaints included into the category of smart governance.

The government provides the means for the public to give ideas, suggestions, criticism, and desires directly. Online system via smart phone rated highly effective. In a short time, the government gave the right solutions and responses related to claims submitted (J Hius, 2016). Smart city concept also allows the urban communities can participate in governance and urban management by being an active community (Monfaredzadeh and Kruegur, 2015). The concept of smart city can included 3 aspects which can be seen in figure 4.

**Figure 4 Concept of Smart Governance**

![Smart Governance Diagram](image)

Smart Governance
(Activation)

- Participation in decision making
- Public and Social Service
- Transparency Governance


3. Public Complaints Service

The principle of public complaints to the government attempted in order to facilitate the public who will convey its complaint, among other things by providing services, facsimile hotline and web site as a means of facilitating public complaints. General purpose complaint handling in providing the systems, procedures, and mechanisms that allow any complaints or protests from all sides can be managed well so as not to cause turmoil and disrupting the smooth running of activities of e-government institution.
Complaints are managed properly will have a substantial benefit or advantage for the organization complaints, among others (BAPPENAS, 2010):

1. Organizations are increasingly aware of shortcomings or weaknesses in providing service to the customer.
2. As a means of introspection for the organization are always responsive and willing to pay attention to the “voice” and “preferred” customers.
3. Make it easy to find a way out of the organization increased quality of his institutions/organization.
4. The customer feels immediately addressed, so their complaints are cleared.
5. Can thicken the flavor – trust and customer loyalty for the Organization.
6. Handling of complaints that could actually improve customer satisfaction.

The elements in the handling of complaints, among others (BAPPENAS, 2010):

A. The source of the complaint

The source of the complaint is a community, both individually or group, from which the complaint or the complaint originated. Ought to be emphasized here that the complaints are not limited.

B. The contents of the complaint

The contents of the complaint are that defendants by the complainant. The complaint can concern a wide variety of things, ranging from errors of procedure, error management, staff attitude, quality of service, etc.

C. Unit of complaints handling

Unit of complaints handling is a unit that is provided by each institution to manage and handle matter where complaints are coming from and through any channel.

D. Complaint responds

Complaint response in generated by the unit responds the handling of complaints in their respective government institutions related to the complaint.
This responds then communicated to the parties of the complainant. Public complaints are an important element in regional agencies, because the complaint was aimed at fixing a lack of activities that have been conducted (Prasetya, at al, 2016).

E. Feedback
Feedback is the assessment of the parties of the complainant over respond or answer each institution regarding the problem they pose.

F. Report on the handling of complaints
Report of the handling complaint after feedback from a choice of filing a complaints management unit is obligated to make a report about the complaint and its handling of the complaint, including feedback from ligigants.

C. OPERATIONAL FRAMEWORK

- System Quality
- Information Quality
- Service Quality
- E-Aspiration Service (Elements of Public Complaints)

Smart Governance
1. Participation in decision making in deliver their aspiration and complaints.
2. Quality of public service
3. Government Transparency
D. RESEARCH METHODS

This research is library research with data collection that was conducted through literature review by collecting various journal articles, websites, reports and books. The collected data were then described and analyzed to satisfy the research purposes.

E. RESULT AND DISCUSSION

1) Smart City Implementation in Makassar City

The implementation of smart city in Makassar city is one of the efforts in realizing the vision and mission of Makassar City, "Makassar City a comfortable World for all". One of the missions of Makassar city are realizing Smart governance in the conduct of the Government. Some legislation has been set and became a reference in the implementation of the program Smart City in the city of Makassar, namely law number 11 Year 2008 of the information and electronic transactions, which describes one of its goals as ‘to improve the effectiveness and efficiency of public services’.

In addition, the implementation of smart city in the region is also a national policy framework is set out in the instructions of the President of the Republic of Indonesia number 3 of 2003 about policy and national strategy for the development government communication information and technology utilization in the process of government (e-government) which will improve the efficiency, effectiveness, transparency and accountability of the organization of the government.

Handling service complaints in Makassar city has 45 % response rate of the survey from CRC (Celebes Research Centre) in 2016. This proves that the government should be able to provide more innovation in the service of the complaint service in Makassar city(viva.co.id).
E-aspiration service in Makassar city is one of the media of smart governance. Firstly, this service is used for giving criticism or suggestions with the easier way, by simply registering and creating an account and report on some of the events that occurred in the city of Makassar. Secondly, in addition to serve to monitor conditions in Makassar city via submission of inspiration held by their respective districts. Display of e-aspiration service can be seen in the figure 5

![E-aspiration Service of Makassar City](http://makassarkota.go.id/aspirasi/)

**Figure 5** E-aspiration Service of Makassar City

Source: http://makassarkota.go.id/aspirasi/

**a. Implementation of E-aspiration Service**

1) The Source of the Complaints

In providing a complaint through e-aspiration is available for all the communities that have been registered through the ID-Report, by filling the form briefly included: email, name and password. One of the challenges in registering an account in e-aspiration is not providing charging of NIK. Advantage by incorporating NIK is one way to automatically data from people have recorded that directly can be integrated with the link service of population and the civil registry of the city of Makassar. How to register in e-aspiration of Makassar City can be seen in figure 6.

![How to register in e-aspirations](http://makassarkota.go.id/aspirasi/)

**Figure 6** How to register in e-aspirations
2) Content of complaints

The contents of the complaint component in the e-aspiration are that all suggestions and criticisms submitted are categorized into titles/categories of complaint. In this e-complaints aspirations does not specifically listed categories of its complaint. An example the public complaint submitted can be seen in figure 7

Figure.7 The example of Public Complaints in e-aspiration

3) The Service Unit to Handling the Complaints.

The unit of public complaints service that are in Makassar city are perfomed by subsection complaints by working with existing surroundings of institution. Sub
unit complaints in Makassar city has the duties and functions of collecting the data and materials related to public complaints, conduction coordination with relevant agencies as well as preparing the mechasim and procedure of public complaints. Every complaint that is intended in general to the Government of Makassar city takes 3 hours to be processed as well as provide answers to complaints. While the complaints are purely technical and aimed at a specific institution it takes 3 days to do the confirmation to the institutions that provides answers to the complaints.

4) Response of Complaints

In carrying out the handling of the complaint submitted by the community, it is done with the following steps presented in figure 8.

5). Feedback

The community has freedom in presenting comments on the replies and confirmation provided by the government. But on e-aspiration service the responses given by the community is still very slow, it is also caused by the frequently misbehaving servers of the system service.
6). Report on the handling of Complaints

Makassar City Government still has not properly managed any complaints that have came in. This is based on the information about the number of report submission of complaints every year as well as the dominant aspects of the complaint by the community. Therefore, the government should be able to execute its commitment to provide specific report as an effort to repair the condition in Makassar city.

b. The Challenges of Implementing e-Aspirations

In the implementation of e-complaints service aspiration some challenges that greatly affect the participation of the community, are still being experienced, some among other things, are enumerated below:

1. Quality System

   From the website of e-aspiration of Makassar City, the quality of each system is not very supportive. For example, on this website access, each of data often experiences error as well as the participation of the community is still very low.

   Information services complaint is still very less. There is scarce information on the total statistics of the annual product/total complaint that goes to the Government of the city of Makassar. The plot resolution of complaints has very little the success.

2. Quality of service

   Service on e-aspiration website often experiences disruptions affecting aspects of community participation as well as the responsiveness of government. Complaint service should be able to provide fast service and facilitate the community.

F. CONCLUSION

The e-government aspirations in Makassar City aims to provide excellent services to the public is still not optimal. Therefore, it needs some improvement, among others,
improve the accessibility of information systems, the quality of information by displaying
product every year success in handling public complaints, and improvement of quality
services by improving the responsiveness of the government.

The Government of Makassar city should also strive in enhancing public
participation through on-going activities to provide socialization to society on the use of
the e-aspirations service and to satisfy the aspects of participation and
response/feedback from the community at every answer to complaint presented.

G. BIBLIOGRAPHY
Reappraising the role of ICT and bureaucracy in public service delivery. *Government
Laporan Kajian Manajemen Pengaduan Masyarakat dalam Pelayanan Publik.
improve public services and democratic participation*. EU: European Parliamentary
Research Service.
Fajri Siregar, L. K. (2017, February 28). *Technology and transformed governance in
Indonesia*. Retrieved May 28, 2017, from Making All Voices Count:
http://www.makingallvoicescount.org/blog/technology-transformed-governance-indonesia/
Hajiali, Ismail. (2016). Sombore dan Smart City Kota Makassar diakses pada Website
Dinas Komunikasi dan Informatika Kota Makassar.
Instruksi Presiden Republik Indonesia Nomor 3 Tahun 2003 tentang Kebijakan dan
Strategi Nasional Pengembangan e-government.
KOMINFO. (2015). *Infrastruktur TIK, Layanan Informasi Dan Dinamika Sosial*. Jakarta,
DKI Jakarta, Indonesia: Litbang.


Maja Bott, G. Y. (2014). The Role of Crowdsourcing for Better Governance in International Development. Open


POLICY NETWORK IN THE POLICY IMPLEMENTATION MANAGEMENT
SCHOOL BASED QUALITY IMPROVEMENT AT PUBLIC ELEMENTARY
SCHOOL OF BANDUNG CITY

Ine Mariane

ABSTRACT

This study describes the Network Policy Within Policy Implementation Based Quality Improvement Management School in Public Elementary School Bandung City that has not been effective. The problems faced, that the implementing organization in this case Bandung City Education Department has not fully carried out the duties and authorities with responsibilities in the implementation of the policy MPMBS. As a policy target, the principal has not acted as an innovative and creative leader. The school board has not fully directed, provided input related to the implementation, school committees have not served as an advisor, supporter, controller and mediator for the school. Likewise, public elementary school in the city of Bandung has not been able to explore the potential, aspirations and participation of the world community, especially. The concept used in this research policy network from Smith. The interaction of the actors in the network that will determine how the policy should be implemented as the core of the network governance which focuses on inter-organizational networks. This concept is used to analyze the policy network that has not been effectively done through factors: the implementing organization, policy objectives, policies, environment is also the aspect of trust, transparency, governance rules and leadership and value systems that apply so that it can be used as a guide in describing policy network materialized.

The research method used is a qualitative approach, it is based on a research study that requires researchers to explore the various aspects of the policy network guidelines for policy implementation mpmbs in public elementary school of Bandung City as the perception and experience of informants. Informants in this study is the Head of Bandung, Head of Curriculum Section Bandung City Education Department, Principal, Board of Education, the School Committee, Superintendent of the Company.

The results showed that the policy network in policy implementation MPMBS in public elementary school of Bandung Cit .has not been effective, because the factors that support the policy network are still not fully performing their duties and responsibilities, and the school quality has not been reached. In the research, policy networks in policy implementation must be a synergy between government, communities and businesses to build trust, transparency and clarity, authoritative leadership with a clear vision as well as taking into consideration the prevailing values (political identity).
A. INTRODUCTION

In general, management based quality improvement school (MPMBS) can be interpreted as a management model that provides greater autonomy to schools and encourage participatory decision-making that involves direct participation of all school members (teachers, students, principals, employees, parents, and community) to improve the quality of schools based on the national education policy.

MPMBS is expected to improve the efficiency, quality, equity and relevance. Increased efficiency among others is obtained through the freedom to manage resources, community participation, and the simplification of bureaucracy. The quality improvement, on the other hand, can be obtained inter alia through the participation of parents of school, school and classroom management flexibility, effective system of incentives and disincentives. The increase in equalization among others can be obtained through increased participation in certain groups, especially the underprivileged. While increasing relevance among others, can be done through the flexibility and freedom of schools to develop school curriculum in accordance with the needs of the environment.

Research of Fatah Nana (2003), Sri Sadiman (2005), Susan (2009), Heri (2010) and Dwi Setianingsih (2012) and Sari Febriana (2012) discussed the implementation MPMBS which is on improving the quality of education school based on the views of the evaluation, constraints as well as the extent of the role of government, the public and the private sector in implementing the MPMBS policy. While the study conducted by researchers looked into the implementation of MPMBS policy in terms of network policies.

Through MPMBS system, schools and communities are expected to meet the needs of the school in accordance with the capabilities and the demands of
school. With this granted independence, schools are also expected to be more powerful in developing programs that are planned. As a school community stakeholders are expected to be actively involved in promoting the development of the school. This engagement is an attempt to establish a sense of belonging to the school, as well as to increase the sense of responsibility towards education. Currently the quality of education in the city of Bandung has not yet improved and is even unsuccessful. The first strategy for education development has been more input-oriented. Thus, the strategy rely more on the assumption that if all educational inputs are met, such as the provision of books (teaching materials) and learning tool other, the provision of education, training of teachers and other education personnel, educational institutions (schools) will automatically produce quality outputs as expected. Second, the development of education is currently focused only on providing educational input factors instead of paying more attention to the education process factors. Input education must absolutely exist within certain limits.

Third, the current education will face challenges in terms of education funding by region. Based on data from Bandung City Education Department said that only 10% of primary school in Bandung can provide sufficient budget for education. Whereas the government that is tasked to provide the infrastructure and educational facilities such as school buildings and equipment practicum adequate toilet facilities pupil sometimes neglect these developments. Teaching and learning patterns has no new innovation in the improvement of the learning process and this happens because of their dependence on the central government for education. All public elementary school financing depends on the policy of the local government. In terms of implementation of the learning process, as long as the schools provide education with all the limitations that exist. This is influenced by the availability of infrastructure, availability of funds, as well as the teacher’s ability to develop an effective learning model.

In pp No. 19/2005 on national education standards mentioned in Article 19 to 22, about the standard of the educational process, the process of learning in
the educational unit must be organized in an interactive, inspiring, fun, challenging, and motivating manner for the students to actively participate and provide enough space for innovation, creativity, and independence in accordance with their talents, interests, and physical and psychological development of learners. Their exemplary educators, however, lacks planning, implementation, assessment, and monitoring of the effectiveness and efficiency of the learning process.

Based on the standards set forth above, the learning process is done between learners and educators, in which the educators are expected to leave the ways and conventional models so as to achieve the learning objectives effectively and efficiently. The reality today, many of the educators in the city of Bandung still conform to the conventional learning process and are still yet to master information technology such as the use of computers and the Internet. As preached within http://www.pikiran-rakyat.com (03/2004), about Bandung’s primary school teachers who have mastered the computer and the Internet it was revealed by Indonesian Teacher Action Forum (FAGI) Bandung that only a small percentage of teachers have mastered the technology. This is despite the advantages of master computing in which the master computer will simplify the task of teachers, for example, when processing the values of the students. This computer illiteracy is especially more apparent with long-serving teachers; very few are mastered the use of computer and access of Internet. A mastery of information technology will facilitate routinary tasks of teachers. The task done manually by teachers who lack of computer literacy is not caused by the unavailability of computers at school, but due to lack of ability and willingness to adopt the technology. Thus, the computer is more widely used by the administration. Consequently, when a teacher necessitates computer services, they are likely to ask for help from personnel administration worker.

It is appropriate profession as an educator requires competence that integrates both intellectual-academic, social, pedagogical, and professionalism;
all of which are based on an intact personality, so in its function as educators it continues to develop models for effective, innovative, and relevant learning.

Based on the results of the field study, it was found that the problem of the quality of education in the city of Bandung is still low. This is visible from the points enumerated below:

1. Elementary School in the city of Bandung is still dependent on the operational costs of education provided by the government.
2. Post-RKAS, the new Bandung City socialization, preparation, use and reporting of the School Budget and Activity Plan (RKAS) has no uniformity between one school and another school.
3. The lack of decisiveness in sanctioning offenders provides no deterrent to the perpetrators.
4. No compact performance between Bandung City Education Department officials.
5. Slow in recruitment and periodization of duty head of the school, so there are some outgoing principals are overdue from their dismissal.
6. Department of Education of the school will impose costs to hold an activity.

Based on the educational problems of Bandung regarding the MPMBS policy implementation in public elementary schools in Bandung, it has encountered several obstacles, among are: (1) no full understanding of the MPMBS policies by the stakeholders (stakeholders); (2) resistance to change for the benefit of the enabled technical and managerial staff (3) difficulty in implementing the policy MPMBS (independence, cooperation, participation, transparency, and accountability) (4) no optimal participation of school stakeholders, and (5) no optimal teamwork compact in applying MPMBS.

There are two main institutions that spearhead MPMBS policy in Bandung namely, education councils and school committees. Both are regarded as representatives of the society’s participation in education to increase community
participation in education, and as necessary container that can accommodate the views, aspirations, and explore the potential of the community to ensure democratization, transparency, and accountability.

It requires great strategy and cannot directly apply MPMBS without any prior diagnosis of the society, the policy named MPMBS is difficult to implement and consequently, to improve the education, because in addition to the school and community preparedness, education bureaucrats can also be an issue.

Policy implementation problems often use various models of policy approaches, one of which is a model of network policy (policy networks). In this policy networks, it is directed to build a network of stakeholders in any public policy, especially at the stage of policy formulation. Approach networking (network approach) in public policy is experiencing rapid development with the growth of the cluster organization and quango as a result of interaction between the government, private and public.

It is undeniable that education can improve the quality of human resources. This quality improvement efforts should automatically be supported by all parties involved in the policy network, starting from the government as the policy holder, school administrators and the community that is part of the education stakeholders.

Communities are groups of parents that serve as a network that is formed first. The School Committee is a committee formed with the hope to be able to implement the 4 (four) roles, namely as (1) an advisory agency, (2) supporting agency, (3) the controlling agency, and (4) mediator between the school and the community. Implementation of these roles optimally four are expected to improve the quality of educational services.

Relationship between the School Committee with the principal and the teacher is not a hierarchical relationship (usually in the image associated organizational structure marked line), but it is a coordinative partnership (usually in the image associated with the organizational structure of the dotted line); while
the relationship between teachers and principals is only hierarchical. However, the relationship that the three institutions is in a model of cooperation and coordination to implement policies of MPMBS.

The board of Education is the body that is independent and does not have a hierarchical relationship with education units and other government agencies. The position of the Board of Education, the School Committee, Education Unit and other Government Agencies refer to the respective authority under the provisions in force. The role that the Board of Education plays as an enabler of consideration in the determination and implementation of education policy. The agency also plays a role as a supporter of both tangible financial, thought and energy in education, as the Board of Education also acts as pengontro in a framework of transparency and accountability in the implementation and outcomes of education, as well as a mediator between the government (executive) and the Regional Representatives Council (legislative) with the community. Board of Education are consists of elements of society and can be supplemented with elements of the bureaucracy (legislative). Elements of society can come from community Governmental Organization for Education, Community leaders (Ulama, Cultural, Indigenous leaders, and others), Members of the Society who have attention on improving the quality of education or are made as a figure in the region.

MPMBS policy implementation is expected to be tied to the optimum, which is the coordination of cooperation in different tasks so that it does not happen to the same tasks done by people (or institutions); different tasks in different parts. With the coordination of tasks for each part (or institution), the work will be done according to plan and there is no overlap of work (Rohiat, 2008). In order for the policy implementation MPMBS to go well, each institution (the School Committee, teachers, and principals) must understand the tasks, duties, functions, and the role of each institution as well as the need for coordination.

By tracing the emergence of this Bandung City MPMBS, is closely related to the influx of funds from foreign countries and agencies. It has already happened
long before MONE made MPMBS as a national policy in 2000. With the various
donor countries and organizations, the model MPMBS and its implementation are
different and varied. For example, for the region of the Free State SD and SD
Negeri Coral Pawulang, USAID has become a pioneer.

Schools that have been able to run this MPMBS networks tend to optimize
the quality of education, especially in the field of school infrastructure facilities,
personnel (teachers and principals) and applicable curriculum at the school. with
the establishment of an optimal networking MPMBS it can be seen the physical
condition of the school will be better than the unwell implementation of MPMBS
school networks.

State Primary School in Bandung is one of the cases where the
implementation of the policy network MPMBS was already running well, as there
are existing facilities, personnel and curriculum that is appropriate to the needs.
Facilities, bathrooms, tables, chairs are suitable. System networks of schools with
the private sector is already well underway. Meanwhile, if the network MPMBS in
schools has not been properly implemented then the school will have difficulties
in optimizing the quality of education as these schools rely on BOS funds to
improve the quality of education. The above phenomenon shows that the
establishment of the policy network MPMBS can help optimize the quality of
education in the City Bandung.

Network policy-based Quality Improvement Management School
(MPMBS) does not only require the participation or involvement of the actors as
participants, but also a mutually beneficial relationship among the participants
within the framework of an organization consisting of the principal, teachers, staff,
board committees, and community and environment,

Basically MPMBS has been implemented at the State Elementary School
levels though in different categories. There are Elementary School (SDN) that
have implemented MBS and is in “good “category. There is a public elementary
school whose application is in the medium category. There is also a public
elementary school that its MPBS application is still at the beginning or less
category. Relative to the target in order to achieve the strategic plan of the Ministry of Education and Culture 2014 programme, 90% of the SDN implemented MPMBS well but it needs continuous strategic efforts.

School Based Management (SBM) in Indonesia is initiated by the government, in this case the Ministry of Education (now the Ministry of Education and Culture), along with local authorities, with the assistance of the United Nations Children's Fund (UNICEF) and United Nations Educational Scientific and Cultural Organization (UNESCO) since 1999 in seven (7) districts in four (4) provinces. After being declared successful in some piloting schools, SBM obtained donor funding assistance from both within and outside the country, among others are from NZAID, AusAID, USAID, Plan International, Citibank, Save the Children, JICA, and Kartika Soekarno Foundation.

The MPMBS program implementation in Indonesia was evaluated in 2000, 2002, 2005 and 2010. The results showed that the MBS coaching program had a positive impact, among others: (1) improving school management more transparent, participatory, democratic and accountable; (2) improving the quality of education; (3) decreasing the dropout rate; (4) an increase in the implementation of learning which are learner with AJEL strategy; and (5) community participation to education in elementary school.

In 2010 the program Creating Learning Communities for Children (CLCC) conduct monitoring and evaluation of the implementation MPMBS in Indonesia which has the following result, among others: (1) team of MBS in each region varies (background of its personnel, the ownership of the work program, and the solidity of the collaboration; (2) the regional participation in providing the funds for the implementation of SBM vary, the range is started from billions of rupiah to not being allocated at all; (3) school clusters have a clear organizational structure, duties and functions are well planned, and the implementation is on a regular basis; (4) MBS in schools pilot project is 95% implemented for the school level, 91% in the level of principals, 80% in the teachers and 35% in the committee members; (5) associated with the management of the school, the majority of schools have
a vision and mission statement that can be understood, the school committee members has a school plan and have a high percentage in implementing the plan, and teachers have semester program plans, syllabus, lesson plan for each subject; (6) in the implementation of PAKEM, teachers do not understand how to implement PAKEM, doing group work meeting to discuss various teaching methods, the use of media, lesson planning and classroom management; skills of teachers in evaluating the learning process should be developed further, organizing poor learners, books, learning resources are not a lot of quality, individualized learning is sometimes less attractive to learners; and (7) concerning public participation, the principle of partnership has implemented the majority of schools, average schools have not had a clean water supply, and the toilets were good.

To solve the above problem it is necessary sutu policy models that can help to smooth the process of learning and teaching in schools, especially in fulfilling the needs of infrastructure of existing schools as well as improving the quality of education in the city of Bandung in fact to see the viewpoint manage education policy networks in policy implementation School-Based Quality Improvement management (MPMBS). Therefore, this study will try to assess on "Network Management Policy Implementation Policy In School-Based Quality Improvement in Primary School in Bandung."

B. METHODOLOGY

This study used a qualitative approach which explains that qualitative research is a research procedure that produces descriptive data in the form of words written or spoken of people and behaviors that can be observed. A qualitative approach was used for the formulation of the symptoms, information or particulars of Network Policies In Policy Implementation Based Quality Improvement Management School (MPMBS) In State Primary School Bandung is done through study or review of the circumstances as well as a system of ideas actors involved in it. Thus, in this study, the researchers wanted to describe a reality in the public administration, namely the Network Policy Within Policy Implementation Based Quality Improvement Management School (MPMBS) In public elementary school in Bandung, the type of research that is most appropriate type of
qualitative descriptive method, where data will be in the form of words. This approach is aimed at those involved in their entirety. The use of qualitative methods in this study are presented in accordance with Strauss and Corbin (2003) that: "qualitative methods can be used to uncover and understand what lies behind any phenomenon about the which little is yet known ... qualitative methods can give the inticate details of phenomenon that are difficult, to Convey with quantitative methods ". A qualitative approach aimed at understanding a social situation or social problems, which is formed based on the views of informants. The use of a qualitative approach is in line with that proposed by Creswell (2009) that:

"Qualitative research is a means for exploring and understanding the meaning individuals or groups ascribe to a social or human problem. The process of research involves emerging questions and procedures, data is typically collected in the participant's setting, the data analysis, inductively building from particular to general themes , and the researcher making interpretation of the meaning of the Data "

### Tabel 3.3 Step of Qualitative Research

<table>
<thead>
<tr>
<th>No</th>
<th>Qualitative research conducted by Creswell</th>
<th>Step</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Qualitative research occurred in natural settings such as behavior and events (Creswell, 2009: 195)</td>
<td>Natural setting in this study is the determination of policy networks in the implementation MPMBS Elementary School in Bandung. The process of policy networks in policy implementasi MPMBS seen from implementing organizations, policy objectives, policy and environmental MPMBS. The behavior observed in this study is the behavior of the parties involved in the policy networks in policy implementasi MPMBS</td>
</tr>
<tr>
<td>2</td>
<td>Placement of theory in qualitative research can be a variety of ways, the theory at the beginning of the study, or theories at the end of the study. The theory may appear at the beginning and</td>
<td>Selection of the placement of the theory in qualitative research is the theory that placed at the beginning of the study, which the researchers refer to Smith's</td>
</tr>
</tbody>
</table>
modified or adjusted based on the views of informants. This model is not being tested, but modified. At the end of the study, the researchers propose a model modification. The theory used in the beginning to function as an explanation for the behavior and attitudes and may complete with variables, construction and hypotheses. Although researchers may refer to them as theories, but these theories provide extensive explanations. Thus, in qualitative research the researcher does not position the theory in a central position when designing research and interpreting the data. Placement of theory in qualitative research is used as a guideline for verification and analysis as to lapanangan (Creswell, 2009: 65)

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>Researchers are in the data collection instrument (Creswell, 2009: 195)</td>
<td>The researcher is instrumental in collecting data, so that qualitative researchers to work in selecting informants as sources of data and perform data collection (observation, interview, secondary data) where the next step is the analysis of the data and make conclusions.</td>
</tr>
<tr>
<td>4</td>
<td>The data obtained from qualitative research is descriptive, such as words or images (Creswell, 2009: 195)</td>
<td>The data obtained from qualitative research in the form of interviews with informants, recorded and processed into words (transcript of the interview). The events recorded in the form of images. In addition there are also secondary data in the research process</td>
</tr>
<tr>
<td>5</td>
<td>Individuals develop a sense (meaning) of their subjective experience. This meaning is different and encourages researchers to mancari pendangan complex (Creswell, 2009: 8). The focus of research is the perception and experience kuakitatif informants, and the way they</td>
<td>Data obtained from the study were interviews of informants. Thus the informant adapted to his experience in the policy network imlementasi MPMBS policy. So in this research is the informants Bandung City</td>
</tr>
</tbody>
</table>
perceive their lives. (Creswell, 2009: 195)

<table>
<thead>
<tr>
<th>Education Department, Principals and Teachers Field of curriculum, the School Committee and the Board of Education as well as the Company -Company directly involved in the policy network implementasi MPMBS policy. In order to understand the perception of informants used the interview is an open-ended (open). Questions posed to know the views and experience of informants.</th>
</tr>
</thead>
</table>

| Qualitative focuses on processes that occur as a product or outcomes (Creswell, 2009: 195) | The process observed in this study is the policy network in implementasi MPMBS policy. This is based on the phenomenon that exists is not yet effective implementation of the policy network implementasi MPMBS policy. So that researchers interested in conducting research in understanding how this process occurs. |
|---|

| The primary concern is the qualitative research that takes place in certain cases, so no need for generalization (Creswell, 2009: 195) | This study takes the object of study in public primary schools in the city of Bandung, the western regions are taken SD Negeri 58 Pajagalan, northern region, taken SDN Sukarasa 3, east taken SDN Margahayu Block I and the Bandung area being taken Elementary School Karangpawulang, in Bandung Freedom elementary School were taken south 5. |
|---|

Thus, the method of this study were selected and considered appropriate to examine the process of networking policy implementation in Based Quality Improvement Management School (MPMBS) which is based on the consideration that this approach is relevant and fits with research problems through the
interpretation process and meaning to the policy network in Policy Implementation School-Based Quality Improvement management (MPMBS) in public elementary school in Bandung. This approach is used to build understanding and provide explanations to the phenomenon of the process and explanation of the meaning of one of the dominant method used in this study.

C. RESULTS AND DISCUSSION

Based on the research that has been described, the results of the discussion above it can be seen that the policy network in policy implementation MPMBS State Primary School Bandung turns to look at four factors namely implementing the policy in this case the Bandung City Education Department, the objective of policy implementation that is the Principal, the school Committee and the Board of Education and Supervisors, MPMBS policy itself and the school environment indicate that the participation of the target group can diklasifikasaikan into variable contributions which contains contributions of equipment, energy and funds.

From networking model formed is no arbiter is the School Committee and the Board of Education that acts apply pressure or tension to the government to establish a change sub-system policy so that there is a change of purpose toward the interests of better public and policy (transactional) with observance of the rules, trust, value system or political identity and resources of an innovative and creative leader.

The model policy networks formed in policy implementation MPMBS Elementary School land Bandung with regard Tenson is happening at the level of implementing organizations in this regard Bandung City Education Department, Sasran implementers ie principal and teachers Field curriculum and environment both internal environment that the School Committee and the Board of Education as well as the external environment, the private companies that have a social responsibility for the welfare of the surrounding community.
On the other hand there is also a form of participation of non-physical, is thought of, and participation, which in thinking there are sub variables associated namely meetings and aspiration of masysarakan against the Department of Education as executors, to do with physical participation the Government in this case the Department of Education Bandung is required to constantly adapt to the development environment. Such adjustments in an attempt to respond to global developments. The environmental developments including internal and external environment. Internal changes include the complexity of the workload of public organizations. External factors require public organizations to be more flexible in governance.

The model policy networks formed in the implementation of policies such as the complexity of the workload MPMBS public organizations. External factors require public organizations to be more flexible in governance.

Seeing these conditions, the findings of research to improve education quality public elementary school in the city of Bandung this we need a model policy networks in the implementation of public policies involving the government, private and community associated with the research that the need for an openness between the level between subsystems policies with the role of arbitrator as the center of a network that can be described as a network of spider.

Network policy in the implementation of public policy with the foundation of government, community and private sector should be able to make a breakthrough or innovation and creativity in realizing the infrastructure in order to improve the quality of school education with the concept MPMBS (School-Based Quality of Management Education).

Improving the quality of education with the concept of policy networks in policy implementation MPMBS be effective if there is a strong foundation that is built on trust between the government, the public and the private sector so that it can foster a commitment that is based on the rules and the value system that clearly in the public interest to run by an innovative leader that can dig owned resources to generate equal opportunity for all sections of society.
Trust or trust is important because it helps regulate the complexity, help develop the capacity of action, increase collaboration and improve organizational learning. A very important key in building high trust in the organization is achieving results, act with integrity, and demonstrating concern. Increased level of trust requires a balance of the important things that have been mentioned above, although there is a conflict between the parties within the organization.

Commitment is a promise to ourselves or to others that is reflected in our actions, or an attitude which reflects the extent to which an individual to know and adhere to the organization. Owned resources is one factor that is extremely important and can not be separated from an organization, whether institutional or company. Resources are also a key determinant of organizational development. In essence, the form of human resources employed in an organization as a driver, thinkers and planners to achieve the objectives of the organization or it could be in the form of material resources, money, methods, tools and markets.

Today, the latest development saw employees not as a mere resource, but rather in the form of capital or assets to an institution or organization. Broadly speaking, the notion of human resources is an individual who works as a driver of an organization, whether institutional or company and serves as an asset to be trained and developed his ability in this case the resources in the form of potential teachers and students and the school environment is a resource that can be relied upon to establish links MPMBS policy implementation.

Rate system in a society that is rules which provide instructions that have been agreed by the community itself. Hints about which ones are worth and what is not worth, which is considered beautiful what is not beautiful, which is ethical and what is unethical to arrive at what is true and what is not justified.

In our daily life can not be separated from life rules and regulations. These rules are often called norm. Thus the norm is a rule or rules agreed and gave guidelines for the behavior of its members in creating something that is considered good and desirable. In short, the norm is a rule or guideline contains a command, do's and don'ts.
Equity of education in the sense of equal access to education has long been a problem that gets the attention, especially in developing countries. It is not in spite of the increasingly growing awareness that education has an important role in nation building, as well as the development of the democratization of education with the motto of education for all.

Reform and revitalization of the roles of public organizations conducted internal organizations to improve professionalism. Metamorphosis public organizations in responding to internal and external realized in the form of reform, revitalization and creation of government networks. Network administration is part of a new paradigm of public governance which seeks to optimize the roles of government in the implementation of public policy and public service delivery. The government should be able to position ourselves as the regulator function if privatization is executed, so that the public service performed by government private network with maximized (more efficient).

Educational equity covers two important aspects, namely equality and equity. Equality or equality means equal opportunities for education, while equity means fairness in obtaining equal educational opportunities among various groups in society. Equitable access to education means that all school-age population has gained access to education, while the access to education has been fair if among the groups could enjoy the same education. Conceptually equality; namely: equal distribution of active and passive equalization. Passive equalization is equalization is more emphasis on the similarity of the opportunity to enroll in school, while an active equalization meaningful similarities in giving an opportunity to the students registered in order to obtain the highest learning outcomes.

In this understanding of educational equity has wide significance not only equality in obtaining educational opportunities, but also after being a student should be treated equally in order to get an education and develop their potential to be tangible optimally. If these dimensions form the basis for approaching the issue of educational equity, visible just how complicated and difficult it is
assessing the equity of education achieved by the region, especially for a developing country where financing constraints are still quite dominant visible both from the standpoint of quantity and effectiveness.

Required an innovative leader in the formation of regulation MPMBS this, there are several other ways in order to accustom itself to be an innovative leader, had a vision, innovation is born from the vision and mission are clear, measurable and have a goal / target. Open to change, an innovative leader not easily satisfied with the results obtained and always eager to do better, do not get too hung up on the applicable rules and can do a bit of ‘improvisation’. Looking for an alternative, do the job as effectively as possible and the second in a new way. ready to face failure, innovation is always tested first to see the response and the results and are always excited. More clearly the policy networking model in policy implementation MPMBS formed are:

D. EXISTING NETWORK MODEL

<table>
<thead>
<tr>
<th>Network Model (Smith, 1977)</th>
<th>Network Model Spiders (Findings)</th>
</tr>
</thead>
<tbody>
<tr>
<td>The ideal policy implementation process will occur interaction and reaction from the organization implementers, target groups and environmental factors that lead to the emergence of a somewhat heated atmosphere (tensional) and then followed by action bargain or (transactions). From the transaction obtained feedback by policy makers can be used as inputs in the formulation of the next policy.</td>
<td>Policy network spiders that have the characteristics of the role of arbitrator in charge of herding the interests of a number of public institutions, the private and the public at all levels of government memiliki A number of basic beliefs that are used to menyusun regulations, budgets and surumber in its power in order to achieve the desired goals correspond with the public interest.</td>
</tr>
<tr>
<td>There are four variables that must be examined to assess the implementation of public policies, namely: 1.The implementing organizations 2.The target group</td>
<td>1. To establish an effective networking needs of the factors of high trust between the government, the public and private sectors that will form a strong network. 2. Exploring the resources available. 3. Taking into account the prevailing value system in society.</td>
</tr>
</tbody>
</table>
Policy networking model in the implementation of management policies in the school-based increasing a quality Elementary School Bandung is inseparable from the development paradigm in the science of public administration until the new public governance. As a most recent thinking in the discourse of the science of public administration. This needs to be our critics to promote national living in Indonesia. State administration paradigm has evolved from the old public administration, new public management, new public service, and the new public governance.

The concept of policy networks decision implementation MPMBS a new policy that is in line with the paradigm of decentralization in the government expected that the implementation of MBS can actually improve the quality of education. One strategy is to create the preconditions conducive to implement MPMBS, namely: Increased capacity and commitment of the entire school community, including the community and parents. Efforts to strengthen the role of the principal must be a policy that accompany the implementation of policies MPMBS.

MPMBS policy networks to build a school culture (school culture) that is democratic, transparent and accountable, including accustom to make the school accountability report to the public. Models displaying RAPBS on school notice boards are made by the Managing Basic Education (MBE) is a very positive early stage. Incidentally also make statements in the form of booklets, leaflets, or posters on the school action plan. How serasinya if the principal and the chairman of the School Committee can appear together in the media.

In terms of policy networks in policy implementasi MPMBS. The central government is playing the role of monitoring and evaluation. In other words, the
central government and local governments need to undertake joint activities in
the framework of the monitoring and evaluation of the implementation MPMBS in
schools, including the implementation of the block grant received by the school.

Not just training MPMBS, more filled with the provision of information to
the school. School empowerment model form of assistance or facilitation rated
more provide more tangible results than the old patterns in the form of upgrading
MBS.

The values inherent in the paradigm of new public management such as
efficiency, rationalization, productivity and business bureaucracy values contrary
to the public interest and democracy. Opinion Denhardt and Denhardt because
the owner of the public interest is essentially a community (public) then the
administrator to run the government should focus on the responsibilities of
serving citizens. The role of serving citizens called a new paradigm of public
service.

New paradigm of public service requires the involvement of citizens in the
good governance at the level of planning to the implementation of the policy.
Administrators must serve society responsibly, promoting ethics and
accountability at every program or project aimed at communities within the
framework of democracy.

In the public service focuses on the relationship between policy makers
and public organizations. Good governance focuses on the deployment model of
normative social, political and administrative governance by supranational
organizations such as the World Bank. New public governance focuses on five
principles are: (a) social-political governance, (b) public policy governance, (c)
administrative governance, (d) contract governance, (e) network governance.

First, focus the social-political governance relations with public institutions.
relationships and interactions must be understood to understand the public policy
implementation. Second, public policy governance, focusing on how the elite
policy makers and network interaction and decided to make public policy process.
Third, administrative governance focuses on the effectiveness of the application of public administration to solve the problem of the 21st century public policy implementation. Fourth, contract governance focusing on the contract in the public service as a responsibility efforts in public service. Fifth, network governance focuses on organizing themselves on interorganizational network. Function wherein with or without the government to provide public services. All the above governance theory perspective is an important contribution to our understanding of the implementation of public policy and public service delivery. The big challenge for the development of public administration is to integrate the best formula "the one best way" to respond to the challenges of public policy implementation and the provision of public service of the 21st century.

Based on the theory of the government development in the 21st century attempts to achieve good governance, commonly known by the concept of good governance. The common understanding regarding the governance or governance started to emerge in Indonesia since the 1990s. The concept became popular in 1996 in line with the Indonesian government interaction with foreign countries as donor nations which highlights the objective conditions of economic and political development of Indonesia.

This term is often with the wisdom of assistance from donor countries, by making the issue of governance issues as one of the aspects considered in the provision of aid, either in the form of loans or grants. Build good governance is changing the way work state, to make the government accountable, and to build actors outside the country to participate capably create a new system is beneficial in general. In this context, there is no development objectives can be realized by either simply by changing the characteristics and workings of state institutions and the government. Efforts to accommodate the diversity of the reality of society, good governance must also reach out to the various levels of the political realm. Therefore, establishing good governance is a major social project. To be realistic, the business should be done gradually.
The government (the state), civil society (civil society, civil society, civil society), and the private sector are three key elements to build networking and interaction equivalent and synergistic in good governance and responsible achieved when the implementation of the political authority economy and administration. Interaction and partnership as it usually can only thrive on the basis of trust, commitment, resources, rules, value system, an innovative leader, the public interest as well as equal opportunity.

Network policies in policy implementation MPMBS Elementary School in Bandung should be able to implement the principles of governance network that focuses on how to provide public services are organized through interorganizational network.

Forms of networking the spider has the characteristics of the role of arbitrator in charge led coalition of a number of public institutions and private at all levels of government A number of basic beliefs that are used to arrange the regulations, budgets and human resources in order to achieve the desired goals of public interest. With the formation of high trust between the government, the public and private sectors will be formed a strong partnership based on the resources that exist with a system of values and rules that apply in the community and led by a head of innovative schools, there will be equal opportunity to improve the quality school was the fulfillment of public interest.

E. CONCLUSIONS

Based on the results, the authors conclude that the policy network for policy implementation Based Quality Improvement Management School (MPMBS) State Primary School Bandung still do not work effectively but is formed in particular on the activities of the interpretation and application, which viewed from the side: executing, target, policy and the environment.

Implementing the policy in this case Bandung City Education Department has not played an active role in directing the public elementary school in the city
of Bandung on policies resulting in policy implementation MPMBS State Primary School in Bandung, so schools there is not yet understand well how the policy network should implemented in order to achieve a good quality of schools in accordance with the minimum service standards set out in the Education Smart.

The key to success in the MBS policy networks rely heavily on the role of school principals and teachers as entrepreneur. They can identify and solve problems in their own unique way, and jointly collect information and make a choice according to the conditions that exist in their schools. The Committee holds the school does a significant role in supporting school programs. In addition to parents, school does build relationships with business and industry.

Network policy in the management of School-Based Quality Improvement (MPMBS) is achieved through two elements, processes and components of effective school management. Judging from the process, MBS activity consists of planning, organizing, implementing, and monitoring.

From the point of view of its components, MPMBS consists of management:

a. curriculum and learning,
b. learners,
c. teachers and
d. financing,
e. infrastructure,
f. school and community relations, as well as
g. culture and the school environment.

Concretely, the school implemented a program approach to network management school based quality improvement according to environmental conditions, the ability of resources, and tools available. Good practices of existing MPMBS implementation so far, in the district or school environment can be resumed. Good practices that can be used as examples and references by region
other schools by considering the conditions, capabilities, and resources available.

The findings in this study that the policy network in policy implementation Elementary School MPMBS in Bandung implement the principle of network governance, where governments, communities and businesses have a synergistic interaction networks and to implement policies MPMBS.

Network policy in the implementation of their policies required MPMBS innovative leadership and has a clear vision. Network policy in the implementation of State Primary School MPMBS Bandung observance of the values that apply in the city of Bandung.

F. SUGGESTION

1. Government in this regard Bandung City Education Department, communities and businesses should be able to have the network and the synergistic interaction with their trust, commitment, resources, rules, value systems, innovative leaders, public interest and equality of opportunity.

2. Should the policy network for policy implementation Based Quality Improvement Management School (MPMBS) supported by the principal's leadership style is innovative and has a clear vision and mission so that the goal of the policy can be achieved effectively.

3. Network policies in policy implementation Based Quality Improvement Management School (MPMBS) should pay attention to the value system prevailing in Indonesian society that values of Pancasila as the Indonesian nation political identity that is used as an instrument adopting new paradigm of public governance.

REFERENCES

Book:


Hidayat, Aceng, 2007, Pengantar Ekonomi Kelembagaan, Modul Mata Kuliah, Departemen Ekonomi Sumberdaya dan Lingkungan, Bogor, FEM-IPB.


Tachjan, 2006. *Implementasi Kebijakan Publik*, Bandung: Puslit KP2W Unpad,


Networks Innovations and Public Policy, Mark Considine, Jenny M. Lewis and damon Alexander; 33;2009


**Sumber lain**

Document :


Undang-Undang Negara Republik Indonesia Nomor 20 Tahun 2003 tentang Sistem Pendidikan Nasional

Undang-Undang Negara Republik Indonesia Nomor 22 Tahun 1999 tentang Otonomi Daerah

Undang-Undang Negara Republik Indonesia Nomor 25 Tahun 1999 tentang Perimbangan keuangan antara Pusat dan Daerah

Data Balitbang Depdiknas 2003

Undang-Undang No 20 Tahun 2003 Tentang Sistem Pendidikan Nas

Website :


[http/indraquen.blogspot.co.id/2012/11/burreaucracy-and-network-policy.html/m=1](http://indraquen.blogspot.co.id/2012/11/burreaucracy-and-network-policy.html/m=1)

[http://vistaneblededevelopment.UN.org](http://vistaneblededevelopment.UN.org)
Abstract

Humanity is constantly confronted with deteriorating environment as global population continues to rise. Such population explosion had caused various problems specifically in developing countries. One devastating result is poverty. Facing this dilemma, people struggle to cope with life despite diminishing resources. In the Philippines, a study published by the multinational financial services firm Hongkong and Shanghai Banking Corporation (HSBC) revealed that about twenty-six (26) percent of Filipinos lived below poverty line. Nevertheless, the country could be the sixteenth (16th) largest economy in the world by 2050 (Remo, 2012). This could be good news only if the country’s leaders could well manage the wealth, not only in terms of natural resources, but also in terms of human resource as well.

Keywords: Reproductive, Health, Employees, Mindanao State University

A. INTRODUCTION

Humanity is constantly confronted with deteriorating environment as global population continues to rise. Such population explosion had caused various problems specifically in developing countries. One devastating result is poverty. Facing this dilemma, people struggle to cope with life despite diminishing resources.

In the Philippines, a study published by the multinational financial services firm Hongkong and Shanghai Banking Corporation (HSBC) revealed that about twenty-six (26) percent of Filipinos lived below poverty line. Nevertheless, the country could be the sixteenth (16th) largest economy in the world by 2050 (Remo, 2012). This could be good news only if the country’s leaders could well manage the wealth, not only in terms of natural resources, but also in terms of human resource as well.
Attempting to solve the problem, the government implemented measures by passing two (2) congressional bills that aimed to regulate population. These are House Bill No. 4244 entitled “An Act Providing a Comprehensive Policy on Responsible Parenthood, Reproductive Health, and Population and Development, and for Other Purposes” otherwise known as the RH Bill sponsored by Honorable Edcel Lagman, and Senate Bill No. 2378 entitled “An Act Providing for a National Policy on Reproductive Health and Population and Development” by Senator Miriam Defensor- Santiago (Romero, 2011).

After a deeper study of the said bills, the Responsible Parenthood and Reproductive Health Act of 2012 (Republic Act No. 10354), otherwise known as the Reproductive Health Law (RH Law), was passed with the primary goal to guarantee universal access to methods of contraception, fertility control, sexual education, and maternal care. While the implementation of the RH law still pending in the Supreme Court, there is a growing consensus that its implementation is urgent due to increasing poverty coupled with a fast rising population.

The RH law, according to some economists, would seek to promote family planning. This could be one of the missing pieces for faster economic growth, but others thumbsed it down, cautioning against what they considered as potentially adverse effects on the economy. It was already long overdue.

However, even if the RH Law’s provisions on Maternal and Child Health had gained nationwide agreement, the passage of the legislation was highly divisive and controversial concerning the use of contraceptives. Experts from all sectors (academics, religious, and political) declared support or opposition to the RH Bill while it was pending in the legislature, often criticizing the government and each other in the process. In fact, debates and rallies both supporting and opposing the RH Bill had been conducted in many parts of the country.
Other countries like Egypt, Iran and Indonesia are more liberal in terms of implementing reproductive health care though Saudi Arabia and majority of the Arab countries are not sensitive in supporting the program. Meanwhile, in the Philippines where the tenet of democracy has still remained at the threshold, issues related to health care, family planning, and birth control have to be thoroughly disseminated to every Filipino.

As provided in the Philippine Constitution, democracy dictates that the people’s cultural and religious beliefs should be respected. Thus, the merits of the RH Bill had touched the sensitive issue of free choice in the number of children that may involve the use of artificial contraceptives. Suffice it to say that the implementation of the said program should be given utmost consideration since all related problems of poverty with the worsening of the scarcity of resources are becoming clearly rooted on the runaway population growth rate of the country. It is also becoming clear that the spiralling population growth cannot be contained by traditional birth control methods. Moreover, the need to enhance reproductive health in the country, particularly of pregnant women and nursing mothers including babies and young children, is imperative. The government has to insure the realization of the Millennium Development Goals (MDGs) in health to effectively respond to the universal call of providing a health, safe, secure and enjoyable life to everyone.

Thus, to gain more insights into factors besetting the RH Bill, this study was conducted among the employees of Mindanao State University – Iligan Institute of Technology, Iligan City, to know how the Reproductive Health Bill was perceived.

**B. STATEMENT OF THE PROBLEM**
This study mainly aimed to determine the perception of some MSU-IIT employees on the RH Bill. Specifically, it sought answers to the following questions:

1. What is the socio-economic profile of the respondents in terms of age, gender, education, work type, annual income and religion?
2. What is the status of the respondents’ attitudes and beliefs on the RH Bill?
3. How do the respondents perceive some aspects of the RH Bill?
4. Is there a significant association between the respondent's socio-economic characteristics and perception on some aspects of the RH Bill?

C. HYPOTHESIS

The following hypothesis was tested at .05 level of significance:

Ho1: There is no significant association between the respondents’ socio-economic characteristics and their perception on some aspects of the RH Bill.

D. CONCEPTUAL FRAMEWORK

This study assumed that the respondents’ attitudes and beliefs toward the RH Bill, as well as their perception on some aspects of the said Bill, are affected or influenced by their socio-economic profile characteristics. Thus, the independent variables of this study consisted of the respondents’ socioeconomic profile characteristics such as age, gender, education, work type, annual income, and religion which were assumed to influence the status of their attitudes and beliefs on the RH bill as well as their perception on some aspects of the said bill, as the dependent variables.
E. SIGNIFICANCE OF THE STUDY

This study is expected to be beneficial to the following:

**General Public.** The study would enrich and strengthen their knowledge and hopefully, enhance their positive attitudes and practices towards the reproductive health program of the government.

**Government Policy Makers.** The findings would provide them additional inputs or insights on the strengths and weaknesses of the RH Bill as basis of implementing rules and guidelines.

**Government Program implementers.** The study findings and recommendations could help in improving the implementation of the program especially in areas where religious oppositions are very strong.

**Academe (students and faculty).** The study could further enrich the scant literature on the reproductive health program especially at the Mindanao State University and other state universities and colleges.
**Future Researchers.** The findings would provide additional insights and references to future researchers in the conduct of future studies concerning reproductive health and its component areas.

**F. SCOPE AND LIMITATIONS OF THE STUDY**

This study is focused only on attitudes, beliefs and perceptions of some MSU-IIT employees on the Reproductive Health Bill (RH Bill) of the Philippines. It examined how the RH Law was perceived by both the Catholic and Muslim employees based on their knowledge on the reproductive health issues in general, and the RH Bill, in particular.

The respondents of the study were limited to MSU-IIT employees due to time constraints. Other methods of investigation and data gathering may have dug deeper into deeper connectivity between and among attitudinal and behavioural variables related to reproductive health issues and the reproductive bill by using participant observation and interviews.

**G. RESEARCH DESIGN**

The study was descriptive and correlational in nature. It explored on its perception of respondents on more aspects of the RH Bill as influenced by their socio-economic profiles. The survey method was utilized in this study.

1. **Locale of the Study**

   Iligan City is a highly urbanized place in the province of Lanao del Norte. In fact, it used to be the capital of Lanao del Norte. It is located approximately 795 kilometers southeast of Manila. The 2000 census recorded an estimated population of 380,061 people with 57,179 households. Geographically, Iligan City is bounded on the north by the municipality of Lugait, Misamis Oriental, on the south by the municipalities of Baloi, Linamon and Tagoloan of Lanao del
Norte, on the east by the territories of Lanao del Sur and Bukidnon, and on the west by Iligan Bay (Please refer to Appendix B located on page 56).

**Campus Map of MSU – Iligan Institute of Technology**

The actual site of this study is the Mindanao State University – Iligan Institute of Technology or MSU-IIT which is located at Barangay Tibanga along Macapagal Avenue, the national highway that cuts across the City of Iligan. A campus map of the said school is presented. The Mindanao State University-Iligan Institute of Technology (MSU-IIT), the main setting of the study, was created as a campus of the MSU System on July 12, 1968 per Republic Act 5363. Based on the standards of the Commission on Higher Education (CHED), MSU-IIT is a *Center of Excellence* in Mathematics and Chemistry, *Center of Development* in Physics and Biology, *Center of Development for Excellence* in Information and Communication Technology, *Center of Development* in Ceramics Engineering, Civil Engineering, Electrical Engineering, Electronics and Communications Engineering, Mechanical Engineering, and Material Science Engineering. It is also the *Zonal Research Center* for Regions XII, IX, & ARMM. (overview)

MSU-IIT offers programs in secondary, undergraduate, and graduate levels. It has 11,809 students distributed to the following colleges: 1. College of
2. Population and Sample

Multi-stage sampling was used in identifying the study. Using percentage, thirty percent (30%), two (2) colleges and twelve (12) administrative units were identified as the initial sample. Using simple random sampling, the College of Business Administration and Accountancy (CBAA) and the College of Nursing (CON) were identified as the sample college. Again, using simple random sampling the following twelve (12) offices were: 1. Internal Audit Services Unit (IASU), Reserve Officers’ Training Corps (ROTC), 2. Department of Student Affairs (DSA), 3. Bidding and Awards Committee- Secretariat (BAC), 4. Office of the Vice Chancellor for Administration and Finance (OVCAF), 5. Office of the Registrar, 6. Office of the Campus Secretary (OCS), 7. Institute for Peace and Development in Mindanao (IPDM), 8. Supply and Property Management Division, 9. Procurement Services Division, 10. Office of the Vice Chancellor for Planning and Development (OVCPD), 11. Medical and Dental Health Services Division (MDHSD) and 12. Admission’s Office were identified as the sample administrative units. The two colleges had a total of fifty faculty members – 30 from the College of Nursing and 20 from the CBAA excluding those on study leave. Hence, these faculty members and employees were taken as the respondents of the study and were completely enumerated.

3. Research Instrument

The present study utilized the structured questionnaire in obtaining the primary data as well as selective interviews of key informants. The study is divided into five (5) major parts, namely: Part I which is consist of the respondent’s personal profile; Part II which deals with the respondents’
knowledge or awareness on the government reproductive health program and the reproductive health law; and Part III is concerned with the respondents’ perceptions or attitudes towards the reproductive health.

4. Data Gathering Procedure

For the level of knowledge, the respondents were asked to identify whether they know or do not know the fifteen (15) statements related to certain facts about the government reproductive health program, and the policy guidelines and principles mentioned in the RH Law.

On the other hand, regarding the respondents’ attitudes, it was reflected in Part III of the questionnaire that the respondents were asked to agree or disagree with the sixteen (16) statements. It should be noted that eight (8) statements: numbers 2, 5, 6, 8, 9, 11, 12 and 14 of the sixteen statements were positive statements which supported the RH Law, while the rest of the statements, numbers 1, 3, 4, 7, 10, 13, 15 and 16 were negative statements, stated as not in favour of the implementation of the RH Bill.

A. STATISTICAL METHOD

Frequency and percentage and correlation methods like weighted mean were used in the presentation, analysis and interpretation of the findings of the study.

B. FINDINGS
This chapter presents the data gathered in the study including their analysis and interpretation as answers to the research problems posed. These are presented in the following topics: Socio-economic profile of the respondents, Status of the respondents’ attitudes and beliefs on the RH Bill, Respondents’ Perception on some aspects of the RH Bill, and Association between respondents’ socio-economic characteristics and perception on some of the RH Bill.

1. Socio-Economic Profile of the Respondents

This part presents the socio-economic characteristics of the respondents in terms of age, gender, religion, number of children, education, annual income and type of work.

a. Age

<table>
<thead>
<tr>
<th>Age Categories</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>22-29</td>
<td>26</td>
<td>26</td>
</tr>
<tr>
<td>30-37</td>
<td>19</td>
<td>19</td>
</tr>
<tr>
<td>38-45</td>
<td>10</td>
<td>10</td>
</tr>
<tr>
<td>46-53</td>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>54-61</td>
<td>26</td>
<td>26</td>
</tr>
<tr>
<td>62 and above</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>No Answer</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>TOTAL</td>
<td>98</td>
<td>100</td>
</tr>
</tbody>
</table>

As shown in Table 1, of the total 100 respondents, 26% belonged to both the 22-29 and 54-61 age ranges followed by the 30-37 age category, comprising 19% of the respondents. Only fifteen percent (15%) of the respondents belonged to the 46-53 age category; ten percent (10%) belonged to the 38-45 age range and, two percent (2%) belonged 62 and above age bracket.

b. Gender
Table 2: Frequency and Percentage Distribution of Respondents by Gender

<table>
<thead>
<tr>
<th>Gender</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>39</td>
<td>39.0</td>
</tr>
<tr>
<td>Female</td>
<td>61</td>
<td>61.0</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100</td>
</tr>
</tbody>
</table>

Regarding the gender of the respondents, Table 2 discloses that majority of the respondents or 61% were females, while thirty-nine percent (39%) were males. This suggests that in MSU-IIT, there are more female employees than there are males.

2. Religious Affiliation

Table 3: Frequency and Percentage Distribution of Respondents by Religious Affiliation

<table>
<thead>
<tr>
<th>Religious Affiliation</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Muslim</td>
<td>25</td>
<td>25</td>
</tr>
<tr>
<td>Non-Muslim</td>
<td>70</td>
<td>70</td>
</tr>
<tr>
<td>No answer</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100</td>
</tr>
</tbody>
</table>

In terms of religious affiliation, it is indicated in Table 3 that majority or seventy percent (70%) of the respondents are non-Muslims, while only twenty five (25) or 25% were Muslims. The remaining five (5) or five percent (5%) did not reveal their religious affiliation.

3. Number of Children
Table 4: Frequency and Percentage Distribution of Respondents by Number of Children

<table>
<thead>
<tr>
<th>Number of Children</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 – 1</td>
<td>34</td>
<td>34</td>
</tr>
<tr>
<td>2 – 3</td>
<td>30</td>
<td>30</td>
</tr>
<tr>
<td>4 – 5</td>
<td>16</td>
<td>16</td>
</tr>
<tr>
<td>6 and above</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>No answer</td>
<td>17</td>
<td>17</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100</td>
</tr>
</tbody>
</table>

As to the number of children, Table 4 shows that thirty percent (34%) of the respondents had 0-1 children, closely followed by 30% who had 2-3 children. Only seventeen percent (17%) of the respondents did not disclose the number of children they had.

4. Educational Attainment

Table 5: Frequency and Percentage Distribution of Respondents by Educational Attainment

<table>
<thead>
<tr>
<th>Educational Attainment</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>High School Graduate</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>College Graduate</td>
<td>19</td>
<td>19</td>
</tr>
<tr>
<td>With Master’s Units</td>
<td>26</td>
<td>26</td>
</tr>
<tr>
<td>Master’s Degree Holder</td>
<td>30</td>
<td>30</td>
</tr>
<tr>
<td>With Doctoral Units</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>Doctoral Degree Holder</td>
<td>16</td>
<td>16</td>
</tr>
<tr>
<td>No answer</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100.0</td>
</tr>
</tbody>
</table>

As to the educational attainment of the respondents, Table 5 discloses that only thirty percent (30%) of them were masters’ degree holders while 26% had earned master’ degree units. Furthermore, 19% were college graduates while 16% were doctoral degree holders.

5. Annual Income
Table 6: Frequency and Percentage Distribution of Respondents by Annual Income

<table>
<thead>
<tr>
<th>Annual Income</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>680,000 – above</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td>580,000 – 679,000</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>480,000 – 579,000</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>380,000 – 479,000</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>280,000 – 379,000</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td>180,000 – 279,000</td>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>80,000 – 179,000</td>
<td>9</td>
<td>9</td>
</tr>
<tr>
<td>No answer</td>
<td>47</td>
<td>47</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100.0</td>
</tr>
</tbody>
</table>

In terms of annual income, it can be gleaned in Table 5 that almost one-half or 47% of the respondents did not reveal their annual income. Moreover, the findings showed that fifteen 15% had annual income ranging from P180,000-279,000, followed by 19% with an annual income of P80,000-179,000. There were eighteen 18% who reported an annual income either ranging from P280,000-379,000 or P680,000 or higher.

6. Type of Work

Table 7: Frequency and Percentage Distribution of Respondents by Work Type

<table>
<thead>
<tr>
<th>Work Type</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teaching</td>
<td>54</td>
<td>54</td>
</tr>
<tr>
<td>Non-Teaching</td>
<td>44</td>
<td>44</td>
</tr>
<tr>
<td>No answer</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 7 shows that more than one-half of the 100 respondents or fifty-four percent (54%) were members of the faculty force (teaching personnel), while forty-four (44) or 44% were non-teaching personnel. Two respondents did not reveal their nature of work.

7. Status of Respondents’ Attitudes and Beliefs on the Reproductive Health Bill
Table 8 clearly shows that majority of the respondents had positive attitudes and beliefs on fourteen (14) out of fifteen (15) statement indicators related to provisions of the Government Reproductive Health Bill.

**Table 8: Distribution of the Responses on Attitudes and Beliefs on the Reproductive Health Bill**

<table>
<thead>
<tr>
<th>STATEMENT INDICATORS</th>
<th>YES</th>
<th>NO</th>
<th>No Response</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Are you familiar with the government reproductive health program?</td>
<td>91</td>
<td>7</td>
<td>2</td>
<td>100</td>
</tr>
<tr>
<td>2. Is the reproductive health program synonymous with family planning?</td>
<td>72</td>
<td>24</td>
<td>4</td>
<td>100</td>
</tr>
<tr>
<td>3. Do you think that the Philippines is facing the problem of overpopulation?</td>
<td>88</td>
<td>12</td>
<td>1</td>
<td>100</td>
</tr>
<tr>
<td>4. Do you believe that overpopulation is one of the major causes of poverty in the Philippines?</td>
<td>75</td>
<td>24</td>
<td>1</td>
<td>100</td>
</tr>
<tr>
<td>5. Do you believe that the government reproductive health program is designed to reduce high population growth by permitting married couples to use contraceptive methods?</td>
<td>79</td>
<td>17</td>
<td>4</td>
<td>100</td>
</tr>
<tr>
<td>6. Do you believe that the use of contraceptive is against Christianity and Islam and other religious denomination?</td>
<td>60</td>
<td>37</td>
<td>3</td>
<td>100</td>
</tr>
<tr>
<td>7. Do you believe that married couples should be given the right to choose freely how many children they want to have?</td>
<td>94</td>
<td>5</td>
<td>1</td>
<td>100</td>
</tr>
<tr>
<td>8. Do you believe that for married couples, it is against their human rights if the government does not provide them access to all population control methods?</td>
<td>53</td>
<td>40</td>
<td>7</td>
<td>100</td>
</tr>
<tr>
<td>9. Do you believe that the ideal number of children for a Filipino family is to have 2 children only?</td>
<td>44</td>
<td>54</td>
<td>2</td>
<td>100</td>
</tr>
<tr>
<td>10. Do you believe that the respect for, protection and fulfillment of</td>
<td>72</td>
<td>24</td>
<td>4</td>
<td>100</td>
</tr>
<tr>
<td>Question</td>
<td>Yes</td>
<td>No</td>
<td>Don’t Know</td>
<td>Agree</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
<td>-----</td>
<td>----</td>
<td>------------</td>
<td>-------</td>
</tr>
<tr>
<td>reproductive health rights will promote the rights and welfare of the</td>
<td>83</td>
<td>15</td>
<td>2</td>
<td>83%</td>
</tr>
<tr>
<td>Filipino family?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11. Do you think that providing medically-safe, affordable and effective</td>
<td>88</td>
<td>11</td>
<td>1</td>
<td>88%</td>
</tr>
<tr>
<td>reproductive health services and supplies are essential in promoting</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>people’s right?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>12. Do you think that the state should promote both natural and modern</td>
<td>73</td>
<td>24</td>
<td>3</td>
<td>73%</td>
</tr>
<tr>
<td>methods of family planning?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>13. Do you believe that gender equality and women empowerment are central</td>
<td>59</td>
<td>38</td>
<td>3</td>
<td>59%</td>
</tr>
<tr>
<td>elements in the government reproductive health program?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>14. Do you believe that a comprehensive reproductive health program</td>
<td>59</td>
<td>38</td>
<td>3</td>
<td>59%</td>
</tr>
<tr>
<td>answers the needs of the Filipino people throughout their lives?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>15. Do you believe that religious leaders of Catholic, Islam and other</td>
<td>59</td>
<td>38</td>
<td>3</td>
<td>59%</td>
</tr>
<tr>
<td>religions are major hindrances in the formulation and implementation of</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>the reproductive program?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

More specifically, majority (91%) of the respondents claimed that they were “familiar with the government reproductive health program” while only seven (7) cited that they were not familiar with reproductive health law. This finding suggests that the MSU-IIT personnel are familiar with the reproductive health law. This familiarity may have been due to exposures to mass media, newspapers and television, not to mention the fact that many of them are academicians who may have included the issue on reproductive health in classroom discussions.

It is also shown in Table 8 that the most popular statement to the respondents was the one which stated that “married couples should be given the right to choose freely how many children they want to have,” with ninety four
percent (94%) of them claiming that they were aware of it. This may mean that the MSU-IIT constituents really understood the Reproductive Health Bill and aware that one of the purposes of the bill was to strengthen the right of married couples in choosing how they would regulate the number of children they wanted to have.

The same table also illustrates that majority of the respondents, seventy two or seventy two percent (72%) of them took the reproductive health program as synonymous to family planning. On beliefs on overpopulation and to the RH Bill, the data in Table 8 also show that majority of the respondents, 88 or eighty eight percent (88%) thought that the Philippines was facing an overpopulation problem, and 75 or seventy five percent (75%) of them believed that overpopulation was one of the major causes of poverty in the country; and that the government reproductive health program was designed to reduce high population growth by permitting married couples to use the contraceptive methods (79 or seventy nine percent (79%).

The findings in Table 8 also illustrate the attitudes and beliefs of the respondents on the RH Bill and human rights. They believed, 72 or seventy two percent (72%) of them, that the respect for protection and fulfilment of the reproductive health rights will promote the rights and welfare of the Filipino family. Moreover, 83 or eighty three percent (83%) of the respondents thought that providing medically safe, affordable and effective reproductive health services and supplies are essential in promoting people’s rights; and that gender equality and women empowerment were central elements of the government reproductive health program, (73 or seventy three percent (73%).

On statement indicators related with religious myth as items 6 and 15, the respondents were almost equally divided though a slight majority expressed affirmative beliefs – 60 or sixty percent (60%) believed that the use of contraceptive is against Christianity and Islam and other religious denominations while 59 or fifty nine percent (59%) affirmatively believed that
religious leaders of Catholic, Islam and other religion are major hindrances in the formulation and implementation of the reproductive health program. And, the only item where the respondents answered in the negative was item number nine (9) which asked their belief that the ideal numbers of children for a Filipino is two (2) children only (54 or fifty four percent (54%)).

8. Respondents’ Perceptions on Some Aspects of the Reproductive Health Bill

Table 9: Distribution of Responses as to Perception on some Concepts of the Reproductive Health Bill

<table>
<thead>
<tr>
<th>STATEMENTS</th>
<th>Agree</th>
<th>Undecided</th>
<th>Disagree</th>
<th>MEAN</th>
<th>REMARKS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The reproductive health bill was against the teachings of both the Catholic and Islam religions, hence, it must be opposed.</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>13</td>
<td>53</td>
</tr>
<tr>
<td>2. The reproductive health bill was designed for the general welfare of the Filipinos especially the poor.</td>
<td>7</td>
<td>2</td>
<td>9</td>
<td>9</td>
<td>19</td>
</tr>
<tr>
<td>3. The reproductive health law was not pro-life and pro God, hence, it immoral</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>16</td>
<td>61</td>
</tr>
<tr>
<td>4. The budgetary allocation for the implementation of the reproductive health program should be used instead of strengthening the maternal and child health care.</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>22</td>
<td>29</td>
</tr>
<tr>
<td>5. The right to life provided in the Constitution was violated by the Reproductive Health Law which encouraged limitation in the number of children of Filipino married couples</td>
<td>2</td>
<td>9</td>
<td>1</td>
<td>12</td>
<td>55</td>
</tr>
<tr>
<td>6. Overpopulation was not the major cause of poverty in the Philippines but rather the</td>
<td>6</td>
<td>1</td>
<td>1</td>
<td>17</td>
<td>20</td>
</tr>
</tbody>
</table>
widespread corruption in the government.

<table>
<thead>
<tr>
<th>Statement</th>
<th>Agree</th>
<th>Disagree</th>
<th>Undecided</th>
</tr>
</thead>
<tbody>
<tr>
<td>7. Encouraging the poor to have fewer children would definitely improve their quality of life</td>
<td></td>
<td>10%</td>
<td>10%</td>
</tr>
<tr>
<td>8. The state must provide married couples free access to all methods of family planning such as the distribution of condoms and pills</td>
<td></td>
<td>21%</td>
<td>21%</td>
</tr>
<tr>
<td>9. The RH bill would only lead to promiscuity, the break-up of families and decay of moral values.</td>
<td></td>
<td>58%</td>
<td>58%</td>
</tr>
<tr>
<td>10. The RH bill would reduce the rate of sexually transmitted diseases, e.g., AIDS, and will save the lives of mothers and children.</td>
<td></td>
<td>25%</td>
<td>25%</td>
</tr>
<tr>
<td>11. The RH bill would improve and facilitate the deployment of medical personnel such as doctors, nurses and midwives</td>
<td></td>
<td>14%</td>
<td>14%</td>
</tr>
<tr>
<td>12. The RH bill would increase the commission of immorality in the society because the youth, for instance, will know how to engage in sex without pregnancy</td>
<td></td>
<td>47%</td>
<td>47%</td>
</tr>
<tr>
<td>13. The RH bill would decrease maternal mortality especially those resulting from frequent pregnancies.</td>
<td></td>
<td>28%</td>
<td>28%</td>
</tr>
<tr>
<td>14. The Reproductive health should be opposed at all cost because it would result to zero population growth or childless Filipino families</td>
<td></td>
<td>63%</td>
<td>63%</td>
</tr>
<tr>
<td>15. The RH Law was against the Divine Law which taught that the purpose of marriage was to procreate without specific limitation on the number of children.</td>
<td></td>
<td>50%</td>
<td>50%</td>
</tr>
</tbody>
</table>
The findings on the respondents’ perception on some aspects of the reproductive health law are shown in Table 9. The over-all mean of 1.9054 obtained for the sixteen (16) statements which had the interpretation of undecided or neutral. This finding means that the respondents were not definite on their perception on some aspects of the RH Bill. There was a tendency though for the respondents to have a positive outlook on the RH Bill considering that of the eight (8) negatively stated statements, they disagreed on two-items 1,3,5,6,12,and 14 as table 9 shows.

As further illustrated in Table 9, the respondents disagreed that the RH Bill would only lead to promiscuity, the breakup of families, and moral decay as well as on the RH Bill resulting to zero population growth or childless Filipino families so it had to be opposed at all costs, with 2.409 and 1.457 mean scores, respectively.

Table 9 further discloses that the respondents were undecided or neutral or six (6) negatively stated indicators and five (5) positively stated indicators. The same table shows that as evidenced by the respective mean scores obtained in these items, the respondents were undecided about the RH Bill as against the teaching of Islam and Catholic religions so it must be opposed ($\bar{X} = 2.214$); on the RH Bill as not pro-life, pro-God hence immoral; on the right of life provision in the Constitution as being violated by the RH Bill; that the RH Bill would increase the Commission of Immortality in society because the youth would engage in sex without getting pregnant; and they were undecided on the RH Bill resulting to zero population growth.

It can also be seen in Table 9 that the respondents had a positive perception on the RH Bill as intended for the general welfare of the Filipinos.
especially the poor as well as in encouraging the poor to have fewer children to improve lives. However, the respondents as shown in Table 9, were undecided or neutral on many aspects of the RH Bill. They were not sure that the state must provide married couples free access to all methods of family planning such as condoms and pills; that the RH Bill would reduce the rate of sexually transmitted diseases and will save the lives of mothers and children; that the RH bill will facilitate the deployment of medical personnel such as doctors, nurses and midwives; and, that the RH Bill will decrease maternal mortality.

9. Relationship between the Respondents’ Socio-Economic Profile and Perceptions on Aspects of the RH Bill

Table 10: Correlation between the Respondents’ Socio-economic Variables and their Perceptions on Aspects of the RH Law

<table>
<thead>
<tr>
<th>Variables correlated to Perceptions on the Aspects of the RH Bill</th>
<th>Correlation Coefficient</th>
<th>P-value</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age</td>
<td>0.025</td>
<td>.809</td>
<td>Not Significant</td>
</tr>
<tr>
<td>Number of Children</td>
<td>0.218</td>
<td>.048</td>
<td>Significant</td>
</tr>
<tr>
<td>Annual Income</td>
<td>-0.133</td>
<td>.342</td>
<td>Not significant</td>
</tr>
</tbody>
</table>

To validate the null hypothesis which states that no significant relationships exists between the respondents’ socio-economic characteristics and their perceptions on some aspects of the RH Bill, a test for significant association using correlation coefficient, was conducted among and between the variables, at 0.05 level of significance.

The ten results presented in Table 10 revealed that the only number of children had a positive significant relationship with perception on some aspects of the RH Bill as the p-value of .048 indicated. The rest of the socio-economic variables such as age and annual income had p-values which were greater than 0.05 level of significance; thus, there is no relationship of significance.
Based on the findings, there is enough statistical evidence to conclude that there is a need to accept the null hypothesis except in the case of number of children. The finding suggests that as the number of children of the respondents have increases, the more positive is their perception on some aspects of the RH Bill.

E. SUMMARY OF FINDINGS

The respondents were distributed in age categories from 22029 years old to 54-61 years old; mostly females, 61 or 61%; non-Muslims, 70 or 70%; with lesser number of children; mostly master's degree holders, with Masters units, and college graduates; and were doing both teaching and non-teaching jobs.

The respondents had positive attitudes and beliefs on the RH Bill and its effects to overpopulation in the country including human rights implications. However, the respondents seemed to veer towards the belief that the use of contraceptive is against religion and that religious leaders may hinder the implementation of the RH program.

Generally, the respondents were neutral or undecided regarding some aspects of the RH Bill as evidences by an over-all weighted mean score of 1.9054 as Table 9 shows. They had a positive perception on the RH Bill and the RH programs as designed for the general welfare of poor Filipinos and on having fewer children by poor families as a way to improve their quality of life. Moreover, this positive perception on the RH Bill is reinforced by the findings that they disagreed on the RH Bill as leading to promiscuity, breakup of families and immoral values as well as on the RH Bill resulting to zero population and children families.

On the results of tests in significant relationship, tested at 0.05 level of significance, only the number of children was found to have a significant influence
on perception on the RH Bill as evidenced by its p-value of .04 which is lesser than 0.05 level of significance.

F. IMPLICATIONS

The finding implies that majority of the MSU-IIT employees are non-Muslims and that the Muslims are a minority in number.

The findings imply that generally, the personnel of MSU-IIT do have positive attitudes and beliefs on the Reproductive Health Bill and its effects relative to overpopulation as well as its provisions sustaining to human rights and gender equality. However the findings showed that many of these individuals thought that use of contraceptives is against religion and that religious leaders are major hindrances in the implementation of the RH Bill certainly imply difficulties ahead for the RH Bill; if an academic community could have these kind of beliefs, expectedly those of people in the barangays and municipalities may even be more negative.

The findings imply that the MSU-IIT personnel positively look at the RH Bill when it comes to its effects on morality and its effects on the general welfare of the Filipinos as well as in encouraging the poor to have fewer children. The findings further imply neutrality or indecisions on the part of the MSU-IIT employees on many aspects of the RH Bill. Moreover, it may be deduced that the MSU-IIT employees with higher number of children tend to perceive more positively the RH Bill.

G. CONCLUSION
Considering the test results between and among the independent and dependent variables using the correlation – coefficient test, tested at 0.05 level of significance, among the socio-economic profile characteristics of the respondents, only the number of children was found to have significant influence on their perception on the RH Bill necessity. Therefore the rejection of the null hypothesis insofar this specific independent variables is necessary while the null hypothesis has to be accepted insofar as the rest of the socio-economic variables are concerned.

H. RECOMMENDATIONS

Based on the findings, implications and conclusions, the following recommendations are being proposed:

1. Awareness drives and information dissemination on the positive effects of the RH Bill or even if it becomes the RH Law should be continued, not only in schools but also in communities, especially in the grassroots with barangays where most poor families live.
2. MSU-IIT could institutionalize awareness campaign on the Reproductive Program as an extension thereby linkaging with local government units for better outcome.
3. The Government, through the Department of Health and the Commission on Population, should gradually implement the program with due respect to the religious and cultural beliefs of the target population, and the principle of freedom of choice on the part of the married couples.
4. The Government should strengthen all agencies directly or indirectly involved in the implementation of the reproductive health law, and should be vigilant in monitoring its implementation especially the
components of the law that the religious sector especially the Catholic Church have found questionable.

REFERENCES

1. Books


Villegas, Bernardo M. et. Al (September 2012). Handbook of Truths Behind the RH Bill.

2. Articles and Journals


DeRose, Laurie; F. Nii-Amoo Dodoo; Alex C. Ezeh; Tom O. Owuor (June 2004). “Does Discussion of Family Planning Improve Knowledge of Partner’s Attitude Toward Contraceptives?”. Vol. 30, number 2


3. Online Sources


Osotimehin, Dr. Babatunde. (April 9, 2012) Family Planning: Making the Fundamental Human Right a Reality.


Zarabozo, S. J. (July 19, 2004). Is Family Planning Allowed in Islam?

4. Reports and Proceedings


Senate Economic Planning Office Policy Brief, Promoting Reproductive Health: A Unified Strategy to Achieve the MDGs (July, 2009), p. 3.


UNPUBLISHED THESIS:

Dissertation

Derico, Nur-Hannipha Bacaraman. “Status and Problems of the Maternal and Child Health Program Implementation in Lanao del Sur: Its Implication to Educational Planning and Health Program Intervention”. MSU- Main Campus, Marawi City

Master’s Thesis

Sanguila, Misael M. “A Comparative Study on the Attitude of Muslims and Christians Towards the Anti Family Planning Doctrines: The Case of Lanao del Norte”. MSU- Main Campus, Marawi City
ABSTRACT

Bureaucratic reform in Indonesia has continued since the reform era. It contained in Regulation of the Minister of Administrative Reform number 39/2012 about Guidelines for the development of a work culture. Government and local Governments should be able to build an organizational culture that based on local wisdom. Therefore, The Ministry of Law and Human Rights establish their own organizational culture, called PASTI. The aims of this study was to analyzed the cultural values of the organization and work culture in the Ministry of Law and Human Rights. Quantitative was used in this research to see the influence of PASTI's work culture toward the employees performance at Ministry of Law and Human Rights. All 112 samples were counted by stratified random sampling. The data were collected by valid and reliable questionnaires and analyzed by anova and multiple regressions. The result showed that each of PASTI's work culture were significant toward employees performance at Ministry of Law and Human Right. The research found that; (1) The effect of Professional’s work culture on employees performance was 0.074; (2) The effect of Accountable’s work culture on employees performance was 0.050; (3) The effect of Synergy’s work culture on employees performance was 0.158; (4) The effect of Trasparency’s work culture on employees performance was 0.203;
The effect of Innovative’s work culture on employees performance was 0.171 and the effect of work culture on employees performance as a whole was 0.341. The conclusion was PASTI’s work culture of the employees of Ministry of Law and Human Rights of West Sumatera Province positively affect employees’ performance as a whole and also effect in each indicator of employees performance significantly.

Keywords: Work culture, Performance, Employees, Ministry of Law dan Human Rights.

A. INTRODUCTION

The dynamics of national life, nationality and society today, requires every government apparatus to be able to adjust to developments that occur. One of the efforts is to reform the bureaucracy, both on the structural and cultural level. Bureaucracy reform at the structural level is done through the reorganization of government organizations to be more responsive to the demands of the public interest. While bureaucracy reform at the cultural level, done through professional development and strengthening work ethos of government apparatus. The ongoing bureaucratic reform in Indonesia is a planned step that is being undertaken by the government to build and develop the performance of bureaucracy and employee performance on the government line.

Bureaucracy reform becomes an important part in realizing good governance. The emphasis of good governance is on improving the quality of public services and eradicating corruption directed, systematic and integrated. Bureaucracy reform is a significant change of elements of bureaucracy, including institutional, human resources apparatus, management, accountability apparatus, supervision and public service. In order to achieve this, the president of the Republic of Indonesia, Joko Widodo, launched the National Movement of the Mental Revolution, which is oriented towards mind-set change and culture-set and the development of work culture. This bureaucratic reform is expected to leave the priyayi mentality among the government apparatus and how to provide faster, more precise and cheap and easy service to the community. Prevent and accelerate the eradication of corruption, create good governance, clean and authoritative, and clean government and free from corruption, collusion and nepotism. Therefore, in 2015, presented a movement of
mental revolution, a work culture called PASTI (Prefesional, Accountable, Synergy, Transparent and Innovative).

Therefore, on the other hand, Weber’s theory stated that people in the lower hierarchy should not fight people in the higher hierarchy (in Thoha, 1999). The internalization process of the positive value of work culture to the civil state apparatus (ASN) requires seriousness and competency so the benefit of work culture can be felt in increasing the work performance of the employees.

The Indonesia government has set the Government Regulation Number 46 of 2011 which is then perfected by the Head of State Employment Agency Regulations No. 1 of 2013. The assessment of employees’ work performances was not transparent until the government regulation was set. The Government Regulation No. 46 Year 2011 obliges the apparatus to set their target and realization in order to embody the professional and accountable apparatus in delivering an excellent service to the citizens.

B. RESEARCH OBJECTIVES

The aims of this study were to see the effect of PASTI’s work culture on employees performance in Ministry of Law and Human Rights of West Sumatera and to clarify the positive work culture in it that can support the performance of the employees of Ministry of Law and Human Rights of West Sumatera.

C. SIGNIFICANCE OF THE STUDY

To improve the employee performance and to accelerate the achievement of bureaucratic reform objectives, Indonesia government through Regulation of the Minister of Administrative Reform number 39/2012 about Guidelines for the development of a work culture has been set a guideline to establish work culture in government apparatus. There are already few ministries that have established their own work culture such as; (1) “Kami PASTI” in Ministry of Law and Human Right; (2) integrity, professionalism, innovation, responsibility, and fairness values in Ministry of Religious Affair. The establishment of work culture is also established in various local governments by adopting their local wisdom such
as Yogyakarta Province (Sulistriyani et al, 2017). Although the local government has established its own work culture, departments in local government level also have chances to establish work culture that matches with their identity. The main value of work culture in an organization has to be identified in order to ease the mindset development and accelerate the process of bureaucratic reform in local government dalam hal memberikan pelayanan yang prima dan memberikan kepastian hukum kepada masyarakat.

D. CONCEPTUAL FRAMEWORK

1. Work Culture Concept

Roobins dan Coulter (2005) explained that organizational culture is a value, belief or perception owned by employees in an organization or organizational unit. Given this organizational culture, employees can understand the core values of the organization and can prevent internal conflicts (Denison and Mishra, 2005). Therefore, the development of a work culture among employees will help organizational leaders change their behavior to maintain good mutual relationships with their subordinates, improve their work stance and reduce the potential for conflict.

Aldri and Muhammad Ali (2011; 2012) and Aldri (2011; 2014) argues that the work culture provides a perspective of the value of positive and negative values in understanding how to work, norms, patterns of thought and behavior of any person or group of people in doing a job. Aldri (2014; 2015) also said that a positive work culture will have a positive influence in increasing staff performance and in the development process if it is implemented thoroughly and continuously.

2. PASTI's work culture Concept

Professional, can be interpreted that work with clear work reference framework, right schedule, correct mechanism, keep the spirit to keep working, promoting integrity and professional ethics, hard work, smart work and sincere work. (Working with Clear Terms of Reference: Appropriate Schedule, Correct Mechanism)

Accountable, in order to manage the State's money should be optimized with accountability more accountable, the principle of effectiveness and efficiency in spending
State money, prioritizing the strategic and priority should be a decision in the implementation of activities and not least important in accounting for the use of state money should be better and true in accordance with applicable laws and regulations. (Accountable accountability Principles of Effectiveness and Efficiency, Prioritizing Strategic and Prioritized).

Synergy, that working together will be more leverage than in solitude. (Development of Conferences according to TUSI: Unification of Energy, Effective Communication).

Transparency, The government's apparatus must guarantee access or freedom for everyone to obtain information about the administration of the government, information about the policy, the process of manufacture and implementation and the results achieved. (Application Procedure, Service Process, Tariff Clarity, Clarity of Completion Time, Other Facilities Supporting Prime Service Standards).

Innovative, Namely self-optimization to continue to creativity and develop initiatives and always do the renewal in carrying out duties and functions so as to strengthen the role of ministry of law and human rights organizations to continue to excel. (Self-optimization to be creative; Felling initiative; renewal in TUSI implementation)

3. Work Performance

In general performance (performance) is defined as the level of success / success of a person in carrying out his work. According Mangkunegara (2009), performance is the result of work in quality and quantity achieved by an employee in performing their duties in accordance with the responsibilities given to him. Performance of employees is the result of work in quality and quantity achieved by people who run the wheels of government in carrying out its duties. So the performance of employees is very influential on the way the organization of government in which employees work. Improved employee performance will also influence or improve the achievement of the organization so that organizational goals that have been determined can be achieved.

According to Harbani Pasolong (2010), the factors that affect the performance of employees are: (1) Ability in a field that is influenced by talent, intelligence; (2) Willingness to issue high levels of effort for organizational purposes; (3) Energy to respond and react to whatever is required; (4) Technology is the application of existing knowledge to facilitate
the work’ (5) Compensation, is something received by the employee as a reward for the performance that is beneficial to him; (7) Clarity of purpose for the work done can be directed and run effectively and efficiently; (8) Security in doing the job

E. METHODOLOGY

This research is a quantitative research. There were six variables in this research which are PASTI’s work culture as the independent variable (X) and employee’s performance as the dependent variable (Y). The population in this study was all 124 civil servants (PNS), in Ministry of Law and Human Rights, West Sumatera (source: BPS 2016). The sample was counted by using slovin’s formula and 112 respondents were obtained with stratified random sampling. The data were collected by using a valid and reliable questionnaire and were analyzed by using multiple regression formula using the Q-Test.

F. RESULT

1. Characteristics of Respondents

The socio-demographic characteristics of the respondents in this research are shown in table below:

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Gender</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Man</td>
<td>52</td>
<td>46.43%</td>
</tr>
<tr>
<td>Woman</td>
<td>60</td>
<td>53.57%</td>
</tr>
<tr>
<td><strong>Marital Status</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Not Married</td>
<td>21</td>
<td>18.75%</td>
</tr>
<tr>
<td>Married</td>
<td>90</td>
<td>80.36%</td>
</tr>
<tr>
<td>Widow</td>
<td>1</td>
<td>0.89%</td>
</tr>
<tr>
<td>Widower</td>
<td>-</td>
<td>0%</td>
</tr>
<tr>
<td><strong>Recent Education</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SMP/Equal</td>
<td>-</td>
<td>0%</td>
</tr>
<tr>
<td>SMA/Equal</td>
<td>8</td>
<td>7.14%</td>
</tr>
<tr>
<td>Akademi/Diploma</td>
<td>3</td>
<td>2.68%</td>
</tr>
<tr>
<td>S1</td>
<td>84</td>
<td>75%</td>
</tr>
<tr>
<td>S2</td>
<td>17</td>
<td>15.18%</td>
</tr>
</tbody>
</table>
From the table above it can be seen that out of 112 respondents, 52 respondents are male with a percentage of 46.43% and 60 respondents were female with a percentage of 53.57%. 80.36% are married and they have been working for various periods.

### 2. The Regression Test Results

**The Effect of Professional’s Work Culture on Employees Performance**, The results of the Adjusted R Square indicates that the effect of Professional’s work culture on employees performance in the Ministry of Law and Human Rights in West Sumatra province was 7.4% and the remaining 92.6% was influenced by other factors. The results of significance test of the ANOVA table shows that significance value was less than 0.05. It means that the effect of Professional’s work culture on employees performance in the ministry of Law and Human Rights in West Sumatera was significant and can be trusted 99.98%. From T-test can also be seen that significant value is at a value of 0.002 and less than 0.05, so it can be concluded that $H_0$ is rejected.

**The Effect of Accountable’s Work Culture on Employees Performance**, The results of the Adjusted R Square indicates that the effect of Accountable’s work culture on employees performance in the Ministry of Law and Human Rights in West Sumatra province was 5.0% and the remaining 95% was influenced by other factors. The results of significance test of the ANOVA table shows that significance value was less than 0.05. It means that the effect of Accountable’s work culture on employees performance in the ministry of Law and Human Rights in West Sumatera was significant and can be trusted 99%. From T-test can also be seen that significant value is at a value of 0.010 and less than 0.05, so it can be concluded that $H_0$ is rejected.

**The Effect of Synergy’s Work Culture on Employees Performance**, The results of the Adjusted R Square indicates that the effect of Synergy’s work culture on
employees performance in the Ministry of Law and Human Rights in West Sumatra province was 15.8% and the remaining 84.2% was influenced by other factors. The results of significance test of the ANOVA table shows that significance value was less than 0.05. It means that the effect of Synergy’s work culture on employees performance in the ministry of Law and Human Rights in West Sumatera was significant and can be trusted 100%. From T-test can also be seen that significant value is at a value of 0.000 and less than 0.05, so it can be concluded that H₀ is rejected.

The Effect of Transparency’s Work Culture on Employees Performance, The results of the Adjusted R Square indicates that the effect of Transparency’s work culture on employees performance in the Ministry of Law and Human Rights in West Sumatra province was 20.3% and the remaining 79.7% was influenced by other factors. The results of significance test of the ANOVA table shows that significance value was less than 0.05. It means that the effect of Transparency’s work culture on employees performance in the ministry of Law and Human Rights in West Sumatera was significant and can be trusted 100%. From T-test can also be seen that significant value is at a value of 0.000 and less than 0.05, so it can be concluded that H₀ is rejected.

The Effect of Innovative’s Work Culture on Employees Performance, The results of the Adjusted R Square indicates that the effect of Innovative’s work culture on employees performance in the Ministry of Law and Human Rights in West Sumatra province was 17.1% and the remaining 82.9% was influenced by other factors. The results of significance test of the ANOVA table shows that significance value was less than 0.05. It means that the effect of Innovative’s work culture on employees performance in the ministry of Law and Human Rights in West Sumatera was significant and can be trusted 100%. From T-test can also be seen that significant value is at a value of 0.000 and less than 0.05, so it can be concluded that H₀ is rejected.

The Effect of PASTI’s Work Culture on Employees performance, The value of Adjusted R Square indicates that the effect of PASTI’s work culture on employees performance at the Ministry of Law and Human Rights of West Sumatra province was 34.1% and the remaining 65.9% was influenced by other factors besides the PASTI’s work culture. The results of significance test of the ANOVA table showed that significant value was at 0.000 and less than 0.05. Therefore it means that the Effect of PASTIs work culture on employees performance in the Minister of Law and Human
Rights of West Sumatra province can be trusted 100%. From the T test can also be seen that significant value is at a value of 0.000 and less than 0.05, so it can be concluded that H0 was rejected and mean a significant difference between PASTI's work culture with employees performance at the Ministry of Law and Human Rights of West Sumatra Province.

5. DISCUSSION

The result above showed the effect of PASTI's work culture on each indicator on employess performance. The summary of the result can be seen in Table 2 below:

<table>
<thead>
<tr>
<th>Indicator of Work performance</th>
<th>Adjusted R Square</th>
<th>Official Statement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional</td>
<td>0.074</td>
<td>92.6%</td>
</tr>
<tr>
<td>Accountable</td>
<td>0.050</td>
<td>95%</td>
</tr>
<tr>
<td>Synergy</td>
<td>0.158</td>
<td>84.2%</td>
</tr>
<tr>
<td>Transparency</td>
<td>0.203</td>
<td>79.7%</td>
</tr>
<tr>
<td>Innovative</td>
<td>0.171</td>
<td>82.9%</td>
</tr>
<tr>
<td>PASTI's work culture</td>
<td>0.341</td>
<td>65.9%</td>
</tr>
</tbody>
</table>

Based on table above, the PASTI's work culture's indicator that has biggest influence on employees performance was transparency that influenced employees performance for 20.3%. The lowest influence was shown by accountable for 7.4%. There are lots of things that have to be done to increase the influence of each indicator on employees performance. According to the result of research conducted by Aldri and Muhammad Ali (2011), it suggested that the positive work culture that has strong influence on attitude and fair action
can push the employees to serve the public based on their function, responsibility, job, and their authority well.

Lodge (2003) said that “transparency is associated with prescribed standards of making regulatory activities access – and assess- able. And Klimes defines that transparency is readily understandable, clear, without guile, candidi”. (Santoso, 2004). According to Madiasmo (2002), transparency means the government's openness in providing information related to public resource management activities to those who need information. The Government is obliged to provide financial information and other information that will be used for decision making by interested parties. Transparency will ultimately create horizontal accountability between local governments and communities in order to create clean, effective, efficient, accountable and responsive local governance of community aspirations and aspirations. The concept of transparency embraced within the working culture of SURE is transparency in terms of application procedures, service processes, tariff clarity, clarity of service time and other facilities that support excellent service. With the transparency of this service, is expected to foster the spirit of serving among the apparatus in the Ministry of Law and Human Rights of West Sumatra Province.

The second biggest influence after transparency is Innovation. Ancok (2012) states Innovation is a matter that is often very complex. Innovation demands a long process and involves many people in various organizational units. Based on the results of the above research, Innovation has a significant effect on employee performance. This is in line with research conducted by Walker, Damanpor and Devece (2010). There are 4 kinds of innovations as said by Ellitan and Anatan (2009), namely: Product innovation, Process Innovation, Technology Innovation and Human Resource Innovation. Therefore, with the Innovation, it is expected that the ministry of law and ham can optimize themselves to be creative, develop the initiative and also do the renewal in service according to their main duty and function.

Synergy or cooperation is a third indicator of work culture that has a high value, that is equal to 15.8%. This is to suggest that, synergy or teamwork has a significant effect on employee performance. Teamwork is a habit that humans do to meet the achievement of common goals, as well as this happens to organizations that divide the group to achieve organizational goals effectively. A person's performance will be more visible when compared directly with other employees in the team. This is in accordance with the proposed teamwork
will be a form of organization, a suitable job to improve the performance of employees and also the organization (Mulyadi and Setyawan, 2001). With the synergy in achieving the objectives of kemenkumham, it is expected that all existing employees can work together as well as possible to provide services to the community, in accordance with the mandate of brokrasi reform in Indonesia.

And the fourth and fifth is Professional and Accountable which have value 5% and 7.4% to employee performance. Professionalism in this research is more aimed at aparartur ability in giving good service, fair and inclusive and not just skill match with place of assignment. In this study, the apparatus is required to have the ability and expertise to understand and translate the aspirations and needs of the community into activities and service programs. Professionalism is reliability in the execution of tasks so that it is accomplished with high quality, timely, meticulous and with procedures that are easily understood and followed by the customer. In this study, professionalism significantly affects employee performance. The meaning is that the ability possessed by pgawai and its application in providing services to the community in the level or category both and will further realize the optimal performance so it is expected to affect the effectiveness of work and quality of services provided to the community becomes more satisfactory.

In general, this research showed that if PASTI’s work culture is implemented in the work place, the apparatus performance can be improved effectively. There will be many works could be done efficiently based on SOP. The effort to improve PASTI’s work culture is relevant with the vision and the mission of Ministry of Law and Human Rights of West Sumatra Province. The Ministry of Law and Human Rights of West Sumatra Province is one of vital departments because it provides the basic needs of public service.

The analysis of apparatus performance based on PASTI’s work culture must be done continuously in order to improve the reliability of the apparatus so they can face any obstacles and explore every resources. The component of PASTI’s work culture can open more opportunity and access for the public to the social welfare. So, PASTI’s work culture can influence the values of apparatus performance. The outcome of their performance can be the feedback or input for the next improvement individually or in groups. The understanding about this condition benefits the top management to determine the goal, the path, the plan, even the career development (recruitment, training, promotion, and reward) of the organization to be in line with the times.
6. Conclusion and Implication

From all findings above, we concluded that PASTI’s work culture influenced on employees performance significantly each indicators and it also influenced employees performance as a whole. The implication of this research was to help Ministry of Law and Human Rights of West Sumatera to apply the value of PASTI’s work culture that needs to be improved in order to accelerate the employee performance in the workplace. In addition, this research also can be used as reference by the Government of West Sumatera Province in establishing the value of PASTI’s work culture based on local wisdom that matches with the characteristic of the West Sumatera Province Government.

7. RECOMMENDATION

The authors strongly recommend Ministry of Law and Human Rights of West Sumatra province to improve employees performance indicators with PASTI’s work culture, so the quantity and quality of work produced will also increase.

REFERENCE


Aldri Frinaldi, Mohammed Ali Embi.2011. Work Culture Ethnic Influence on Work Culture Courage and Wisdom of civil servants in the Public Service Prima in the Region (Case Study on the Government of West Pasaman), e-JLAN, FISIP UNTIRTA e-Journal,


Public Information Access and Service in Government Agency (Descriptive Case Study of the Utilization of Information Technology for Public Information Access and Services in ANRI)

Tiara Kharisma
Student of Master of Communication’s Program of University of Indonesia

and

Firman Kurniawan Sujono
Master Lecturer of Communication Sciences of University of Indonesia

ABSTRACT

The law of the Republic of Indonesia number 14 of 2008 concerning the openness of public information requires government agencies, include the National Archives of the Republic of Indonesia (ANRI) to provide public information access and service for citizen or legal entities in Indonesia. The regulation also requires government agencies to use information technology to provide easier access of public information and service. ANRI is one of the government agencies in the central level which has its own specification, not only to provide and to manage public information such as performance, accountability, or transparency, ANRI is also provide and manage the information of collective memory and history of the nation that the sources are taken from the archives.

The objective of this research describes how ANRI utilizes information technology in providing public information access and service to citizen or legal entities in Indonesia. This research is a qualitative method. The purpose of this research is descriptive research while the research strategy is a case study. Data collection conducted by participative observation, interview and records study in the central of information service in ANRI.

The result of this research indicates that the utilization of information technology for public information access and service has begun since 2010 when Pejabat Pengelola Informasi dan Dokumentasi formed in ANRI. Up to 2016, there have been many improvements of the utilization of information technology for public information access and service involving a method of public information application, medium of presentation of public information, and a method of publishing of information content. However, the improvements still can be optimized, as in the integration of information content about the performance of institutions and information about the collective memory and history of the nation in medium of public information application. The conclusion of this research is ANRI has utilized information technology for public information access and service already and it shows its progress, however, it still needs some improvements in a matter of public participation and the quality of public information access and service.

Keywords: information technology, access, service, public information
A. INTRODUCTION

In the post-reformation, the people of Indonesia experienced a metamorphosis in their democratic life, including the struggle for the right to obtain information. This right is guaranteed by the state as stipulated in the Article 28 F of the UUD 1945. The Article states that everybody shall have the right to communicate and to obtain the information to develop his personal and social environment, everybody shall have the right to seek, obtain, possess, store, process and convey information by using any available channel types.

Previously, the society was afraid to ask or request the information about the use of the state budget or funds sourced from the community or other activities that were under the control of the government. Since the Law of the Republic of Indonesia Number 14 of 2008 concerning the openness of public information enacted, as an Indonesian citizen (WNI) or a legal entity, which domiciled in Indonesia, they finally have the right to request public information to the government agencies.

It takes 8 years for Indonesia to formulate the regulation of the citizen’s right and the right to obtain information from a Public Agency. The enactment of such regulation requires the Public Agency, including the government agencies to be open to citizen who request public information in accordance with applicable laws and regulations. The openness of public information also provides an opportunity for the public to participate in public policy-making processes or submit feedback on the policy that will be proposed.

The existence of openness of public information, become one of the implementation of good governance and it can also prevent the existence of collusion, corruption or nepotism. The citizen can also control the performance of government agencies or other Public Agency. The openness of public information has also become one of benchmark of how big the responsibility of government in implementing the administration (Retnowati, 2012:58).

The formation of the regulation concerning the openness of public information motivates Public Agency, including the government agencies to improve its job in providing and giving public information access and services. Whether the information must be published on a regular basis, or at any time and necessarily. Public Agency required to appoint Pejabat Pengelola Informasi dan Dokumentasi (PPID) as officials responsible for the implementation of openness of public information. PPID must provide guarantees and certainty to citizen or legal entities to get access and service of public information. Therefore, the regulation enactment about the openness of public information is expected
to be beneficial for the citizens, especially in terms of the ease of obtaining public information.

Many ways can be attained by the government agencies to guarantee and to facilitate citizen to obtain public information. One of them is the utilization of information technology. Government agencies as an organization should utilize information technology tools in the process of running the organization, both internal and external activities, include in the provision of services and access to public information.

The utilization of information technology in the aspect of openness of public information is actually guaranteed by the regulation of openness of public information. Therefore, Public Agency not only must be open to provide of public information, but they also pressured to be aware of the information technology to help to achieve access and service of public information effectively, which means to be faster, timely, low cost and in a more simple way. The utilization of information technology also brings the advantage to the citizen, they can easily access and request for public information without being restricted by distance, space and time.

The utilization of information technology for public information access and service require government agencies to do the improvement, including in the National Archives of the Republic of Indonesia (ANRI). ANRI is a non-ministerial government institution with state duty in the archival field. Beneath it all, ANRI tightly connected to the Law of the Republic of Indonesia Number 14 of 2008 concerning the openness of public information, which is in the article 8 of these regulations, it states that “The responsibility of Public Agency related to the archival and documentation of public information is done based on regulations”.

ANRI has its own uniqueness in providing access and service of public information, it is due to not only ANRI provides and manages public information about performance, accountability, or transparency it also provides and manages information about collective memory and history of the nation according to the archives. Therefore, the information that is provided to the public is not only sourced from the records but also from the archives that is managed by ANRI.

The responsibility for the access and the service of public information is recently under the Head of the Bureau of Planning and Public Relations in ANRI. These bureaus assume that the responsibility to provide of access and service of public information is supported by information technology. The information technology that is connected to the
internet to support providing access and public information service in the ANRI is definitely has its own overplus.

Empirically, The utilization of information technology connected to the internet in providing access and service of public information in ANRI does not show the systematic effort of ANRI in conducting public information service based on information technology. It is because although the public is interested in accessing information however they does not understand the information technology that is utilized by ANRI in providing public information access and services.

Technology created to provide convenience in human work (Pacey, 1983:3). Therefore, aligning to the context of access and services of public information, the information technology managed by PPID in ANRI functioned to provide the ease for the citizens, in particular about public information access and services. In presenting information technology for public information access and services, three important aspects are always inherent in technology and must be considered for the applied technology to be successful. They involve cultural aspect, technical aspect and organizational aspect (Pacey, 1983).

The utilization of information technology for public information access and service in ANRI emerged and developed because of some reasons. Those reasons are the increasing of public awareness of the right to obtain information from ANRI from year to year (information related to transparency of budget usage, ANRI performance or history and collective memory of the nation), high internet usage by the people of Indonesia, ANRI’s creativity to provide easy access of the information for the public by utilizing web sites and information technology, the experience of the users who has requested information from ANRI, they demand easier and faster way to obtain public information, and in line with values of regulation, which prosecute public information services that should be easy, cheap, fast and given in a simple way. If we refer to Pacey’s concept (1983), those are the part of the cultural aspect in the utilization of information technology for public information access and services.

Through this paper, the researcher will emphasize the discussion about the organizational and technical aspects of ANRI in utilizing information technology for public information access and services. It is important to be discussed because it will show the effort of the government agencies that has uniqueness in the management of public information by utilizing information technology for public information access and services.
B. Research Objectives

Public agency utilizes various mediums to provide public information access and services to citizen. Information technology is used as a tool to provide convenience for the citizen to obtain information. The development of information technology by Public Agency is obligated by the regulations. The purpose of this research is descriptive analytical, therefore it will describe how ANRI utilize information technology for public information access and services. There will be two sub-discussion that will be discussed in this paper, include the following: (i) to know the organizational aspect done by ANRI in utilizing information technology for public information access and services; and (ii) to know the technical aspect done by ANRI in utilizing information technology for public information access and services.

C. SIGNIFICANCE OF THE STUDY

There are some previous researches about the openness of public information in Indonesia. The first research is written by Susanto (2013:53-58). He examined the law of the openness of public information and governance enforcement. The result indicated that the openness of public information is very important in improving public service. Secondly, a research written by Aritonang (2011:261-286). He examined the communication policy in Indonesia: the image of the implementation description of the Law of the Republic of Indonesia Number 14 of 2008 concerning the openness of public information. The result of this research indicated that the regulation of openness of public information is a communication policy that smoothen communication system. The more people know about public information, the more they want to participate in government affairs. The more incessant the information and the wider rotation of information, the more people moves towards the information society.

The previous researches, which analyze about the openness of public information in Indonesia provide a sight about of the importance of information services as one of the implementation of regulations of openness of public information. In this case, it is functioned to create better public services and to improve public participation in the governance system.

Along with the previous researches, the researches about the utilization of information technology in government agency is also reviewed. Firstly, a research written by Praditya (2014:129-140). He examines the Utilization of Information Technology in the Level of Village
Government: Panjalu Village case, Ciamis Regency. The result indicated that Panjallu Village conducted ICT training for village administrator. The utilization of ICT is used to spread or to disseminate the information about development activities.

Secondly, a research written by Carter & Bélanger (2005: 5-25). The research entitled *the utilization of e-government services: citizen trust, innovation and acceptance factors*. The result of the research indicates that online services used by the government should resemble the traditional government services to encourage public acceptance. The government is also expected to give accurate, timely and reliable services. In case the public has a positive experience about e-government services they will be more likely to use public services again.

Based on the mentioned previous researches, therefore the research about utilization of information technology in public organization that has the task in archives and records management is worth further observation. The previous researches will support and contribute scientifically to the research of utilization of information technology for access and public information services in archival institution as well as government agencies.

Aside to the scientific contributions, the research results are expected to provide practical benefits. It is in a matter of providing inputs to policy makers in ANRI at managing and servicing public information based on information technology. Based on the field observation, yet ANRI is not showing systematic efforts in providing access and services of public information yet based on information technology.

**D. CONCEPTUAL FRAMEWORK**

1. **Technology**

   In defining the concept of technology-practice to be more appropriate, it is necessary to think further about the human aspect and the social aspect (Pacey, 1983:4). Technology practice is not only related to its technical matter, which involve people and machines, considering the statement, if technology only related to these aspects, it means that technology is restricted.

   If we look at the construction of a basic machine and its working principles, it can be said that technology is culturally neutral. However, if we look at how people utilize technology to support their activities, it can be said that that technology is not neutral. Technology practice is not only about its technical aspect, but it also involves other aspects such as cultural and organizational aspect. Pacey states that the general meaning of technology involves three aspects, they are:
a. Organizational aspect represents many facets of administration, and public policy; it relates to the activities of designers, engineers, technicians, and production workers, and also concerns the users and consumers of whatever is produced by technology;
b. Technical aspect, its involve machines, skill and techniques, knowledge, tools, chemicals, live ware, resource products, wastes and the essential activity of making things work;
c. Cultural aspect, its involve goals, values, ethical code, belief in progress, awareness and creativity.

Figure 1. Diagrammatic definition of technology and technology practice (Pacey, 1983:6)

Galbraith considers technology as an activity involving complex organizations and value systems. Furthermore, Pacey added that technology-practice is thus the application of scientific and other knowledge used for practical tasks by systems that managed by people and organizations, as well as living things and machines (Pacey, 1983:6).

E. INFORMATION TECHNOLOGY IN ORGANIZATION

Information, technology and communication help to create network structures for interconnection, delivering services, efficiency and effectiveness, interactivity, decentralization, transparency and accountability (Yildiz, 2007: 650). Recently information technology has emerged because of the increasingly widespread globalization in organizational life. Technology can be separated from an organizational process, because
of the existence of information technology becomes the main determining factor for organizational success (Gordon & Gordon, 2000; Ruliana, 2014:169). The development of information technology can affect to the way of our work and has the important role of an organizational transformation, its include government agencies.

Fulk and Steinfield (Pace & Faules, 1998:230) state that effective communication in organizations is a communication that spurs the implementation of information technology within the organization. Sproull and Kiesler (Pace & Faules, 1998:231) are also state that communication technology has two levels of impacts. The first level of impact is planned technical benefits. The second level is innovation and unanticipated social consequences when long-term changes occurred.

Furthermore, Hiitz and Turoff (1985) state that there are potential benefits for organizations who use electronic system. It allows communicating with new public, which resulted in the creation of new ideas and innovation in the second level of impact. While the first level of impact, which are productivity and efficiency improvements considered important to the organization, the second level impact is facing long-term issues such as innovation. Even Kiesler (1986) states that the social effects of computer networks are more important than making a profit. Its social effect is creating a new issue of task and structure, habit, quality and quantity of interpersonal communication (Pace & Faules, 1998:245).

The technology keeps on advancing and it transforms the way government agencies to communicate, interact, and share information with the public (Lee, Neeley & Stewart: 126). The utilization of new communication technology can be seen as a result of anticipation of increasing of efficiency and productivity, functioned to improve organizational functions.

F. Information Technology and E-Government

For government agencies, the utilization of information technology is in line with the concept of electronic government (e-government). United Nations & American Society for Public Administration defined the concept of e-government as a utilization of internet and world-wide-web to deliver the information and services from government to the public (Yildiz, 2007: 650).

In Indonesia, President appoints the regulation of e-government since 2003. The utilization of information technology in the government agencies has some purposes, such as to achieve good governance, improving public services, accessing, managing and
utilizing public information effectively and efficiently (Inpres, 2003). The implementation of e-government allows the public to be able to interact including obtaining services from government agencies without knowing the distance, space and time.

Based on report of The Organization for Economic Co-operation and Development (Darmawan, 2011; Praditya, 2014:129-140), the utilization of ICT in government is giving some advantages, those are:

1. Improve the efficiency of data or information sharing in internal institution or government-to-government. The utilization if ICT also can increase the efficiency of collecting and transmission of data, information, doing task, and operating of public administration;
2. Improve public access; When the public use the public services, they don’t need to know the complex structure and relations behind the services which provided by government;
3. Help to achieve a public policy; by utilizing of ICT help to socialize a public policy to the public, so that stakeholders can share ideas and information on policy;
4. Help the contribution to economic policy; the utilizing of ICT in e-government can minimize corruption, increase the openness and trust in government. The government also can do the efficiency through process of administration and providing information based on ICT;
5. Improve contribution to reform; the utilizing of ICT changed or reformed many aspects, such as improve transparency and facilitate information sharing;
6. Improve the trust between the government and its public; the utilizing of ICT improves good governance through increased transparency and minimized corruption, so that it can improve public trust in the government.

8. PUBLIC INFORMATION

According to article 1 number (2) of the Law of the Republic of Indonesia Number 14 of 2008 concerning the openness of public information, it states that public information is an information that is generated, stored, managed, transmitted, and/or received by a Public Agency, it relates to the organizers and the administration of the state and/or organizers and the administration of other Public Agency in accordance with its regulation as well as other information which relates with public interest. Public information is open and can be accessed by citizen or legal entities in Indonesia, who has submitted a request for public
information to a Public Agency. Government agencies are one of Public Agency, so that they must provide public information access and service for citizen or legal entities in Indonesia.

Public information that must be shared and provide by the government agencies, including obligatory public information that must be announced on a regular basis at any time and necessarily. However, there is also information that is not allowed to share with the public, it is an exceptional information in accordance with regulations.

9. THEORITICAL ASSUMPTION

Providing efficient, effective, interactive, transparent and accountable public information access and services, government agencies can use information technology that connected to the internet. The existence of information technology can be a determinant of the success of a government agency in providing access and services public information quickly and cheaply. The utilization of information technology is also in line with the concept and design of electronic government that can provide benefits for both government agencies and the public.

If we refer to the Pacey’s statement about the concept of technology practice, he states that there are three important aspects of utilizing information technology for public information access and services, those are cultural aspect, organizational aspect and technical aspect, and to be called as technology all of the three aspects must be fulfilled.

10. METHODOLOGY

In this research, the researcher is discussing about the utilization of information technology for public information access and services, therefore the authors use qualitative method to investigate deeper and further from the perspective of government agency members or as participants (Hennink, Hutter & Bailey, 2011:9), concerning the utilization of information technology for public information access and services in ANRI.

This research will explore a deeper understanding of organizational members at ANRI in the utilization of information technology for public information access and services. Therefore, the research paradigm that is used in this research is interpretive paradigm. Interpretive paradigm concerns about meaningful social action, socially constructed meaning and value relativism (Neuman, 2013:115). The purpose of this research is analytical descriptive, therefore the description about the situation, social arrangement or
relationship will be very specific (Neuman, 2013:44), in the utilizing of information technology for public information access and services at ANRI.

The research strategy that is used in this research is a case study. The unit case that will be investigated is the utilizing of information technology for public information access and services. The researcher collects all the data through observation, interview, and records study in central of information service in ANRI. The observation will be done during July 2016 until January 2017. The informants that will be interviewed are selected based on the criteria of work experience, tasks and job responsibilities as well as job specialization.

11. CONCLUSION

The result of this paper indicates that the utilization of information technology for public information access and service has begun since 2010 when Pejabat Pengelola Informasi dan Dokumentasi formed in ANRI. Up to 2016, there are many organizational aspect done by ANRI in the utilization of information technology for public information access and services. Those are including the determination of ANRI’s Director General to create and develop an application to provide information access and services based on ICT; budget allocations for system and application development in 2011, 2013, 2015 and 2016; the implementation of benchmarking in the compiling of the application of information technology based on ICT; and the addition of an assigned structure of service management and information provision in the division of 2014. However, in 2015, some matters relating to organizational policy in implementing employee mutations ultimately lead to the hampered of the utilization of information technology for public information access and services. It is later affected the emergence of a problem with the presentation of information based on information technology.

The established policy on public information access and services in ANRI in fact has accommodated the management of public information sourced from records and archives. However, in the utilization of information technology for public information access and services what exist in the application is not integrated with the source of information from records and archives and static archives. Whereas, if we refer to the regulation and policy, static archives are also a part of the public information in ANRI.

There are several technical aspects of ANRI in utilizing information technology for public information access and services. Those are including the improvement of a
knowledge and skills of employees in workshop activities, technical guidance, training and certification; the procurement of work support equipment for public information access and services based on ICT; and the development of design of application and website used in public information access and services. However, in the aspect of human resources, there was a reduction of resources who works on the access of management and public information services since 2014. Whereas, resources is an important element in operating the system of information technology and maintaining the application built. Furthermore, the lack of security in the built application is still considered as another problem, proved as how often it gets hacked.

Organizational and technical effort worked by ANRI intended to develop the content of the public information method primarily based on archival principles and rules, so that it can facilitate the public to access and to request information. Based on the data in the field some obstacles are encountered. Therefore, improvement still needed, so it can fulfill all of aspects that represent the general meaning of technology as proposed by Arnold Pacey.

12. RECOMMENDATION

According to the conclusion above, there are two recommendations that can be conveyed by the researcher. Those are:

1. The organizational aspect that has done by ANRI in utilizing information technology for public information access and services still needs some improvement, primarily concerned with the policy of integrating public information content from records and archives, so that information about history and collective memory of the nation can be integrated in a system. Additional budget allocations are required, not only for the creation and for development of systems and applications, but also for the maintenance and the security costs. The policy and the political will of ANRI leaders are also needed in the running of the mobilization of applications and systems that is built, as well as to maintain the technology so that the access and service processes can continue to run;

2. In the technical aspect, a several things need to be improved, especially in terms of adding quality and quantity of human resources and the addition of information technology security devices for the public information access and services.
The researcher considers both of the recommendations are important to be solved and improved, in order to increase public participation in policy making at ANRI, to give the quality of public information access and services to the public, and to achieve the goals of the utilization of technology in public information services, which can provide the ease, speed, simple and inexpensive way for the citizens to obtain the information.

REFERENCES
THE IMPACT OF PAY REFORM ON THE ORGANIZATIONAL PERFORMANCE (A CASE STUDY: IMPLEMENTATION OF REMUNERATION AT UNIVERSITAS PADJADJARAN)

R. Ira Irawati²
Nunung Runiawati³
Imanudin Kudus⁴

ABSTRACT

After becoming a Public Service Agency (BLU) in 2009, Unpad needs a new payment system as the demand in improving the performance and legality of compensation payment based on the level of responsibility and the needed demand of professionalism. By prioritizing the principle of pay for performance, since 2015 Unpad has conducted pay reform known as remuneration. Meanwhile, the purpose of the remuneration system at Unpad is to obtain human resources with the appropriate qualification so that it makes sure that they work professionally, retains good and high achieving employees, motivates employees to work productively, gives rewards to employees based on their performance and work achievements, and controls the employee cost. The remuneration system will become the guidance for managing finance and also it will improve the service quality of Unpad. Moreover, the existence of remuneration hopefully will change the culture of employees in performing their works. This paper would explain how pay reform affects the performance of Unpad, particularly in achieving tridharma perguruan tinggi (the three obligations of universities). The research method applied was the qualitative with collection data techniques of participatory observation, interviews, and literature review. The research result showed that the implementation of pay reform which has been conducted by Unpad since 2015, based on ranking to positions based on the skill required, complexity of task, assignments which have been accomplished, problem solving and responsibility, has a significant impact on the improvement of organizational performance, especially tridharma perguruan tinggi (the three obligations of universities). It is because besides the principle of pay for performance, the implementation of remuneration also refers to the principle of pay for position and pay for people.

Keywords: Pay Reform, Pay for Performance, Pay for Position, Pay for People, Remuneration, Organizational Performance

A. INTRODUCTION

After becoming a Public Service Agency (BLU) in 2009, Unpad needs a new payment system as the demand in improving the performance and legality of compensation payment based on the level of responsibility and the needed demand of professionalism. As a Public Service Agency and also a government working unit Unpad practices flexible management of state finance in accordance with prevailing legislation.

²Associate Professor of Public Administration Department, Faculty of Social and Political Science, Universitas Padjadjaran, Graduated from Administration Doctoral Program at Universitas Padjadjaran, email: ira.irawati@unpad.ac.id
³Lecturer of Public Administration Department, Faculty of Social and Political Science, Universitas Padjadjaran, Graduated from Public Administration Master Program at Universitas Padjadjaran, email: n.runiawati@unpad.ac.id
⁴Lecturer of Public Administration Department, Faculty of Social and Political Science, Universitas Padjadjaran, Graduated from Public Administration Master Program at Universitas Padjadjaran, email: iman.kudus@unpad.ac.id
By prioritizing the principle of pay for performance, since 2015 Unpad has conducted pay reform known as remuneration. Meanwhile, the purpose of the remuneration system at Unpad is to obtain human resources with the appropriate qualification so that it makes sure that they work professionally, retains good and high achieving employees, motivates employees to work productively, gives rewards to employees based on their performance and work achievements, and controls the employee cost. The remuneration system will become the guidance for managing finance and also it will improve the service quality of Unpad. Moreover, the existence of remuneration hopefully will change the culture of employees in performing their works. The remuneration system practiced up till now by Unpad basically has approached the empiric practice.

B. RESEARCH OBJECTIVES

The objective of this research is to find out how remuneration has been implemented at Universitas Padjadjaran and its impact on the organizational performance, particularly in the fulfillment of tridharma perguruan tinggi (the three obligations of universities).

C. SIGNIFICANCE OF THE STUDY

The demand for remuneration for universities with a status of Public Service Agency is absolutely needed in accordance with the mandate that the remuneration system is necessary as the legality of compensation payment to employees based on based on the level of responsibility and the needed demand of professionalism. Some mandates for regulation relating to this matter are among others:

1. Other Input Cost Standard (SBML) at State Universities of 2014: "The honorarium cost unit which is basically remuneration for officials of Public Service Agencies and supervisory boards should be processed in accordance with Government Regulation which regulate management of Public Service."

2. Regulation of the Minister of Finance 71/2013 Ps 8(4): "The usage of other input cost units which adds income and/or facilities referred to section (3) must obtain the approval of the Minister of Finance."

D. CONCEPTUAL FRAMEWORK

Milkovich & Newman (1999) proposed that remuneration refers to all forms of benefits, both financial (transactional) and non-financial (relational) ones. In principle remuneration is a tool to realize the vision and mission of an organization because remuneration itself aims
to attract skillful and experienced employees, to retain qualified employees, to motivate employees to work effectively, to motivate the establishment of positive behavior, and to become a tool to control expenses, in which they are factors that assist in achieving the vision and mission of the organization.

Further, the definition of remuneration is compensation, which may be in the form of salary, honorarium, permanent allowance, bonus for achievements, severance pay, and/or pension (Regulation of the Minister of Finance Number 10/PMK.02/2006 Article 2). Remuneration is given to management officials, Supervisory Boards, and Employees of Public Service Agencies based on the level of responsibility and the needed demand of professionalism. Components of remuneration are stipulated by referring to the nomenclature in Regulation of the Minister of Finance Number 10/PMK.02/2006, Regulation of the Minister of Finance Number 73/PMK.05/2007, and Regulation of the Minister of Finance Number 10/PMK.02/2006.

Some theories applied in determining remuneration are as follows:

a. Equity theory (Berman, 2020:201) which emphasizes the balance between contribution made by the individual and the rewards received from the organization. This philosophy also assumes that there is correlation between performance and pay (Vroom:1964).

b. Theory of pay structure based on content which ranks positions based on the skill required (skills and knowledge), complexity of task (work achievements produced by a position and how they are produced; what tasks are done), problem solving and or responsibility (what kinds of behaviors are performed). Job based structure emphasizes the work performed, which includes what people are doing and what they produce (purpose of task /the expected outcomes.

c. Theory of job analysis and job evaluation which proposes that:
   a. Job evaluation is based on a combination of job content, skills required, and values of the skills to the organization.
   b. Content refers to what work is performed and how it gets done (Milkovich 2011:129-130). Work Content of Jobs elaborate tasks, ability/behaviors in performing the work and standard/work target (responsibilities) (Milkovich, 2011: 95-96,186).

---

5 Philosophy of Pay is **Equity theory**, which stated that the basis of pay program must be balance between contribution made by individual and the rewards received from the organization.
c. The process of Job Evaluation is begun with Job Analysis, which is formulated in job description and it becomes the input in job evaluation (Milkovich, 2011:131).

d. Theory of equity in external competitiveness or labor markets (Berman, 2010: 222) which proposes that determination of salary structure needs information on salaries of the same position in similar organizations.

e. Theory of supply and demand for labor which proposes that the determining factor in pay levels of employees is supply and demand. However, organizations need to ensure that their income ability sufficient for paying the expenses, including compensation (Milkovich, 2011: 2013 ). If the demand for goods/services produced by the organization is high, it will affect the improvement in the organization's ability to pay all expenses, including the increase in the expenses for paying salaries/wages of its employees.

f. Theory of Pay structure based on Value which proposes that salary structure refers to values/benefits that a good or service produces by a position or the proportion of contribution of skill, task and responsibilities to the organization’s objectives (Milkovich, 2011:72).


h. Theory of Person based Structure which focuses on individual characteristics of employees relating to skill/ knowledge and competencies. Value of Skill can be proven, among others, by certificates obtained by attending certain education/training. This proof is considered to be accurate that it can assess employees fairly (Milkovich, 2011:169). Quantity value can be determined by skill level or competency level (Milkovich, 2011 :186).

i. Theory of Job Evaluation Methods which proposes that there are three methods generally used in performing job evaluation, namely

   a. Ranking
   b. Classification
   c. Point Method (Milkovich, 2011:134)

j. Point Method is an approach of job evaluation which is mostly used in the United States and Europe. This method has three characteristics, namely compensable factors, factor degrees numerically scaled, and weight reflecting the relative
importance of each factor. Each indicator is given a degree and it is multiplied by weight and the result is the position value. (Milkovich, 2011:134)

The implementation of remuneration at Universitas Padjadjaran applies paradigm of pay structure based on content, in which remuneration emphasizes job grading and work achievements produced. Therefore, the paradigm of this research is as follows:

1. To map the policy of remuneration at Universitas Padjadjaran;
2. To conduct job evaluation to determine job grading;
3. To measure the impact of the organization’s performance after remuneration.

E. METHODOLOGY

This research applied the qualitative method, aiming to find out the implementation of remuneration and its impact to the performance of Universitas Padjadjaran. The data collection technique was conducted through:

1. Literature studies, particularly documents of relevant legislation.
2. Focused group discussion with vice rector for finance and vice deans of finance.
3. Participatory observation, in which researchers were involved in preparing the implementation of remuneration at Universitas Padjadjaran.

F. CONCLUSION

1. Remuneration Policy at Universitas Padjadjaran

There are three components of the remuneration system at Universitas Padjadjaran

a. Pay for position is payment for positions calculated according to the job value produced by a position. For the position of lecturers, pay for position is in the form of salary from Non-Tax State Revenues (PNBP) paid to fulfill the task load of tridharma of more than 12 semester credit units, for education, research, and community service and also other supporting tasks.

b. Pay for performance is the incentive for performance paid for the work achievement and the achievement of performance target (KPI). The requirement for the payment of incentives is the fulfillment of the target of work achievement and standard workload.
c. **Pay for people** is an individual benefit program paid for welfare, including children’s education, security protection, and comfort.

2. **By considering the three aspects above, the scheme of remuneration at Universitas Padjadjaran is as follows:**

   a. **Salary**

      Each lecturer obtains extra salary besides pure salary in rupiahs (the government budget). The extra salary is paid by using Non-Tax State Revenues (PNBP) and the amount is determined according to the position, jobs, and grades. The base for salary payment is the workload above the standard for workload of lecturers (BKD) of 12 semester credit units stated in Individual Performance Contracts and the level of achievement has been evaluated.

      The amount of salary is the multiplication of job value of a position and Rupiah Index according to the finance ability of the Public Service Agency of Unpad. The stipulation of extra salary which is regulated in Decree of Rector is the maximum amount. Commitment Making Officials decides the amount of salary according to ranks and levels because they consider different levels of imposition of income tax among ranks/levels. As for anyone who has double positions, the paid salary chooses one of them.

   b. **Performance Incentives**

      The policy of the payment of performance incentives is reward for individual productivity of employees and managing officials. The base for the payment of performance incentives is the percentage of performance achievement levels whose achievement levels of performance target have been evaluated. The achievement of individual performance target reflects the level of dedication in performing tasks, the work output produced, and its contribution to the achievement of the institution’s performance. The percentage of performance achievement levels will be appreciated to obtain performance incentives if it has the **range of minimum achievement of 25%**. The achievement under 25% will not receive performance incentives. The level of performance achievement that belongs to the extraordinary group will obtain the maximum performance incentives of 200%.

   c. **Determination of Points in Individual Performance Contract**

      Each lecturer has a fairness point of performance per semester outside the workload of lecturers (BKD) which equals to 5,000 points. This fairness point is
calculated based on the work output produced by a lecturer to achieve the institution’s performance target. Performance will be stated in performance contracts and it will be evaluated each semester. Meanwhile, the 5,000 points can be obtained from education, research, community service, supporting academic activities, and additional tasks.

The highest payment estimation of remuneration incentives for lecturers per month is the projection of the percentage of the performance achievements of lecturers by comparing the projection point of the performance achievements (in performance contracts) and the standard performance point (5,000 points) multiplied by the incentive tariff in the Decree of Rector according to the position.

At the end of semester an evaluation of the performance achievements of lecturers will be conducted according to the stipulated criteria. Based on the result of evaluation, the amount of incentives will be adjusted in the next semester according to the level of the performance achievements of lecturers.

3. Job Evaluation

Parameter of remuneration to determine job values and job grades according to the method of factor evaluation system (FES) is stated in Regulation of the State Minister of Administrative Reform of Republic of Indonesia Number 34 Year 2011 on Guidelines for Job Evaluation and the calculation result of structural and functional positions in the Ministry of Education and Culture. When managerial job evaluation is stipulated, the method of FES is modified to obtain job values appropriate for job analysis.

According to the method of FES, there are at least six factors considered in structural positions, namely the scope and impact of the program, organizational arrangement, supervisory and managerial authority, personal relationship, difficulties in work directives, and other conditions. Meanwhile, functional positions use the following nine factors: knowledge needed for the position, control from supervisors, guidelines, complexity, scope and impact, personal relationship, goals of relationship, physical requirements, and working environment.

Based on the calculation of the FES, job grades are obtained as follows:

**Table 1 Grading of Managing Officials of the Public Service Agency of Universitas Padjadjaran**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>17</td>
<td>Rector</td>
</tr>
</tbody>
</table>
Table 2 Grading of Functional Positions of Lecturers at Universitas Padjadjaran

<table>
<thead>
<tr>
<th>Grade</th>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>12</td>
<td>Professor</td>
</tr>
<tr>
<td>11</td>
<td>Senior Lecturer</td>
</tr>
<tr>
<td>9</td>
<td>Lecturer</td>
</tr>
<tr>
<td>8</td>
<td>Associate Lecturer</td>
</tr>
<tr>
<td></td>
<td>Lecturer</td>
</tr>
</tbody>
</table>

4. The Impact of Remuneration

The operational performance emphasizes the operational effectiveness of the organization, parts of the organization, and its employees. Meanwhile, the operational performance of Unpad, which has been stipulated by the Minister/Head of Institution, at least considers the indicators of finance, service, quality, and benefits to the public. In this matter, the performance that will be measured will focus on the indicators of service, quality, and benefits to the public.
a. Indicator of service

The Academic Information System available at Universitas Padjadjaran has been integrated and it is a web/online-based system. All information facilities in the academic system can be accessed and be informed online, including online Registration, online Study Plan Card (KRS), online Marks, online Field Work (KKN), online Graduation, online Lecture, online Transcript, online Diploma, and other facilities (the detail of the service is available in the appendix).

b. Indicator of quality

Meanwhile, the service performance and the quality of the organization of education are important factors in the organizational performance which can encourage the significant improvement which includes the following aspects:

i. Improvement in the input quality of new students

The improving quality of service and education has year by year increased the public’s interest in attending Universitas Padjadjaran. It will make its level of competitiveness higher, so that the screening of new students of Universitas Padjadjaran will be tighter and it will provide a better and more competitive input quality.

ii. Improvement in the quality of the learning system

The learning system which uses the e-learning system and the learning program of Problem Based Learnings supporting the implementation of competence-based curriculum has made Universitas Padjadjaran result in a better learning quality. Other actions which have been taken are as follows:

- Development of the Quality Management System of Education Service, Research and Study Service, and Community Service;
- Development of the Learning System that Meets the National Standard;
- Improvement of Research and Study Performance and Community Service;
- Development of human resources (educators and education staff) to support the improvement in the service quality of Education, Research and Study, and Community Service;
- Development of facilities and infrastructures supporting the learning system, Research and Study, and Community Service; and
• Improvement of the access to/funding of investment, learning, Community Service, and student affairs from various sources (national/international ones) with the basis of competitiveness and partnership.

iii. Improvement of the Quality of Lecturers and Education Staff

The improvement in the education quality and a better learning atmosphere are much affected by the presence and the quality of teaching staff and education staff. Universitas Padjadjaran has improved the quality of lecturers and education staff by granting scholarships for advanced studies of Strata-3 (doctoral) degrees, encouraging short courses, and enhancing expertise by sending lecturers to participate in seminars, trainings, symposiums, visits, and others.

iv. Sufficient facilities and infrastructures in the sector of improvement in the service of asset provisioning

Sufficient facilities and infrastructures in the sector of improvement in the service of asset provisioning has resulted in better achievements at Universitas Padjadjaran, such as the provision of adequate lecture buildings, online journals, computers and lecture equipment, laboratory instruments, bandwidth access to the Internet on campus and others.

c. Number of Output Achievements of Research

<table>
<thead>
<tr>
<th>No.</th>
<th>Working Unit</th>
<th>2013</th>
<th>2015.2</th>
<th>2016.1</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Faculty of Law</td>
<td>-</td>
<td>2</td>
<td>20</td>
</tr>
<tr>
<td>2</td>
<td>Faculty of Economics and Business</td>
<td>-</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>3</td>
<td>Faculty of Medicine</td>
<td>-</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>4</td>
<td>Faculty of Mathematics and Natural Sciences</td>
<td>11</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Faculty of Agriculture</td>
<td>3</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Faculty of Dentistry</td>
<td>-</td>
<td>16</td>
<td>20</td>
</tr>
</tbody>
</table>
Based on the data above a rising trend of the number of intellectual property rights occurred after the implementation of remuneration (Years 2015.2 and 2016.1), as compared to that before remuneration (Year 2013). In addition to intellectual property rights, the number of academic publications, in the forms of books, journals, and proceedings, has also increased as shown below:

<table>
<thead>
<tr>
<th>FACULTY</th>
<th>Output Achievements of Research (Participation as Chairman) of Academic Years 20152 and 20162</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Academic Year 20152</td>
</tr>
<tr>
<td>Faculty of Law</td>
<td>10</td>
</tr>
<tr>
<td>Faculty of Economics and Business</td>
<td>14</td>
</tr>
<tr>
<td>Faculty of Medicine</td>
<td>9</td>
</tr>
</tbody>
</table>
G. RECOMMENDATION

The implementation of remuneration conducted by Universitas Padjadjaran was prepared based on legal view and then it was adjusted to some theories of compensation and job evaluation in order that the instrument is measurable. The research result showed
that remuneration can encourage the improvement in performance and work productivity of employees which can directly affect the performance of Universitas Padjadjaran.

A further research on remuneration at universities may focus on employees’ response to the implementation of remuneration at universities as evaluation materials for stakeholders to perfect the existing remuneration system.

**REFERENCES**


ABSTRACT

This article relates to loan management by local government in Thailand following its Decentralization by central government. In order for local governments to produce public goods and services that meet the needs of the people in the area, almost all projects need high investment budgets, such as for infrastructure, education, and improvements to the quality of life in the area. Incomes raised locally are generally not enough for investment in very major projects. As some projects are of an urgent nature, thus local government needs to borrow money in order to invest in them. This article analyzes the loan administration system of the local government organization. There are weaknesses in the loan information system, investment planning, monitoring mechanism, and investment monitoring mechanism; there also need to be improvements to achieve efficiency, effectiveness, and economy.

Keywords: Loan Management, Local Government, Decentralization

A. FISCAL DECENTRALIZATION

Decentralization from federal to local government has been mentioned in the Constitution of the Kingdom of Thailand since 1997. This was In order to allocate resources appropriately following the social traditions and culture of local people participating in the administration, to generate democracy in the area, to reduce the limitations caused by the 'bottle-neck' issue, and also to simplify the governmental administrative structure and procedures. It enhances problem-solving and responds to the needs of the locals, more quickly; decentralization to the local administration distributes authorization of the
administration to the local people. They can administrate, generate, produce public goods and services relating to their needs by having the local administration as a tool to manage and distribute resources in accordance with the area. Since the central government could not allocate resources equally and appropriately, in accordance with the needs of people nationwide, decentralization of authority is the allocation of public resources from government to the people, nationwide, equally and more rapidly. The aim is to improve local people’s quality of living, in accordance with their social environment, tradition, and local culture, accordingly.

The requirement for production of public goods and services by the local administration must be equivalent to the standards set by the central government, such as the public health standard, education, public utilities, etc., this is so that people have the opportunity of getting public goods and services equally; encouraging the economy and social growth in an area by decentralization consists of political decentralization, administrative decentralization and, most important, fiscal decentralization. (SakonVarunyoovattana, 2013: 5) In 2007, the central government improved its decentralization towards local administrations. Due to past problems in the operation of decentralization, especially in terms fiscal decentralization through the local authority; therefore, the amended constitution of 2007 divided the tasks of the local government and the central government more clearly. No duplication of operations and a new local government monetary and finance system was designed to increase the potential of the financial and fiscal capacity of the local economy.

The actual decentralization towards the local administration brought good results which include, income redistribution, generation of revenues, local employment that leads to further poverty reduction in the area. Resources allocation varies extensively since each area has different physical, social, economic, public utility, and public service needs. So administrative decentralization can be considered as allocation of resources to the local administration to produce public goods or services in accordance with the needs of its people by collective decision making or voting. Moreover, there is a further benefit which is the local people’s participation as per the democratic system that leads to accountability between the administrators of local government and the people in the area.

Fiscal administration relates to all agencies in the organization and to all economic units. Fiscal administration by the local administration is the allocating of resources, throughout society, at all levels, equally. Effective fiscal administration will create stability and economic
security, while achieving the set goals or objectives. Thus, finance is at the heart of administration, consisting of revenue management, expenses, public loans, balance sheet, risk-management; it must also appropriately consider sustainability and fiscal discipline. Furthermore, local fiscal administration, with effective fiscal management and distribution will generate economic growth and increase the quality of life for people in the area. Giving people participation in the administration will create a local democracy. Fiscal decentralization to local authorities is composed of five key aspects: local fiscal autonomy, fiscal self-reliance, fiscal accountability, fiscal equality, and fiscal sustainability. (Veerasak Krauthep and group, 2016) In order to focus on a local administration capable of managing the budgets appropriately, the environmental aspect, responding to the needs of the people, efficiency, effectiveness, and economy, must all be in accordance with the new public management.

B. THE NECESSITY OF BUDGET OF A LOCAL GOVERNMENT ORGANIZATION

Presently, Thailand has a total of 7,853 local administrations comprised of 76 provincial administrative organizations, 2,411 municipalities (divided into 30 city municipalities, 178 town municipalities, 2,233 sub-district municipalities), 5,334 sub-district administrative organizations, and two special local administrative organizations (Bangkok and Pattaya). (As of March 31, 2017 http://www.dla.go.th/work/abt/) Each of these organizations uses fiscal administration as a tool in allocating resources for producing public goods and services. This is in accordance with the needs of the people, priority, and appropriateness; it is a form of distribution of fiscal resources from central to local government which is referred to as ‘subsidies’. Moreover, the local administrative organization could collect their own revenue, as required by the central government, such as house tax, land tax, sign tax, income tax from investment projects or other activities for example, local slaughter house, market, pawnshop, etc.

This would be in order to strengthen the local government’s finances and allow them to become more financially self-reliant, capable of providing public goods or services. Using the balance sheet as a tool to allocate budget, they plan to spend various incomes within one year, this is referred to as ‘fiscal year expenditure’. Planning fiscal administration is done in order to distribute the resources to the people in the area, according to the economic and
social situation, and the political conditions which will affect the local people's happiness. When central government decentralizes fiscal authority to local governments, their mission is also transferred along with clearing the way for the provision of public goods and services between central government and the local administrative organizations.

This saves a duplication of budget allocation and better reflects the needs and benefits of the people receiving the services. Missions which have been transferred consist of six aspects: Infrastructure, such as public utilities, promoting quality of living, community social management and maintaining public order, planning for promotion of commercial trade and tourism, administration, and conservation of natural resources; a total of 244 transferred missions were from central government, 50 departments, and 11 ministries (as of May 24, 2017 http://www.local.moi.go.th/webst/botfam1.htm) Mostly this is the infrastructure aspect, along managing the quality of people’s living and maintaining social order. (DirekPattamasirivat, KobkulRayanakorn, 2009) These missions require a large investment budget.

At the same time, the increasing growth rate of population leads to the expansion of urban areas, more demand on public goods and services, and consequently the local administrative organization has to spend more of its budget on public utilities such as roads, expansion of electricity supply, expansion of water supply, and maintenance of water sources. The aspect of managing the quality of people’s living includes, for example; career promotion, improving the quality of schools and establishment of a child development center. In the public health aspect, it would cover prevention, and control of infectious diseases, prevention and relief of natural disasters, for example providing primary assistance to the victims of fires, drought, flooding, windstorms, and landslides. Local government will be the first in line in providing assistance.

Amongst the fiscal management problems of local government are the pressure on the economy and self-collection of revenue, as per government requirement. Regarding freedom of budget allocation, local government in Thailand still suffers from a problem, as do other developing countries, which is the narrow tax base affecting their capacity to earn revenue for spending on operating or providing public goods or services as planned, or providing further, emergency focused activities. (SakonVarunyoovattana, 2010) Most local government organizations will rely on subsidies or central government taxes for 90% of their revenue and the received subsidies normally have their objectives set by central government.
In addition, local administrative organizations in Thailand face an unequal horizontal fiscal balance as these local organizations vary in terms of physiology and economy, leading to differences in their potential for producing public goods and services, in their respective areas. Consequently, each local administrative organization has different needs for development investment in order to meet its people’s needs.

While subsidies indicate an objective usage, the need for development regarding the people’s needs in the area causes the local administrative organization to be unable to be self-reliant and have no actual fiscal independence. Due to a number of pressures, the local administrative organization is required to effectively manage revenues and expenditure while coping with a constantly fluctuating environment in order to meet the objectives associated with the people’s needs. Therefore, loans are one of the options that local administrative organizations may use for raising funding. A loan is the use of future finance for investment in essential activities or projects, for emergency development or investment that could not wait because of concerns about inflation and future interest rate rises that would result in higher investment-costs. Reduction of the principle loan and interest will be required by the loaning financial institution therefore the local administrative organization should plan the finance and repay the debts while considering the benefits and returns in value against the interest that the organization has to repay over the loan period.

C. INDEBTEDNESS OF LOCAL GOVERNMENT IN THAILAND

In Thailand, there are a total of 7,853 local administrations, divided into 76 provincial administrative organizations, 2,411 municipalities – 30 city municipalities, 178 town municipalities, 2,233 sub-district municipalities, 5,334 sub-district administrative organizations, and 2 special local administrative organizations (Bangkok and Pattaya). Local government can legally borrow using two methods: borrowing through the issue of bonds, and borrowing from a ministry, department, organization, or corporation, following the gaining of permission by an outlined legal process and procedure. So far, there has been no local government borrowing through the use of bonds. (Suppachai Sisuchart, 2013) The purposes of borrowing by local government can be divided into two types: borrowing by the administration as an authority, and borrowing for a circulating fund for a pawnshop. Borrowing by local administrative organizations during 1992 – September 30, 2012 (amount which was granted permission for and borrowed from monetary institutions) There are 673 organizations managing loans, divided into 38 provincial administrative organizations –
amounting to 50% of all provincial administrative organizations, and 673 municipalities – amounting to 27.73%, with a total borrowing of 1,240 million USD. (PichitchaiKingpuang, 2012). The projects attracting local administrative organization borrowing (excluding circulating funds for pawnshops) were as below:

**Table 1**: Thailand indebted project series

<table>
<thead>
<tr>
<th>Series</th>
<th>Project type</th>
<th>Number</th>
<th>Amount (USD)</th>
<th>Amount per project (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Projects for purchasing land and construction of offices and other buildings by local administrative organizations</td>
<td>254</td>
<td>193.65 (27.88%)</td>
<td>762,469</td>
</tr>
<tr>
<td>2</td>
<td>Infrastructure improvement and development projects</td>
<td>243</td>
<td>278.74 (26.67%)</td>
<td>1,147,062</td>
</tr>
<tr>
<td>3</td>
<td>Procurement Projects</td>
<td>140</td>
<td>54.69 (15.37%)</td>
<td>390,726</td>
</tr>
<tr>
<td>4</td>
<td>Operating and carrying on bazaar project</td>
<td>57</td>
<td>34.21 (6.26%)</td>
<td>600,105</td>
</tr>
<tr>
<td>5</td>
<td>Slaughterhouse construction project</td>
<td>43</td>
<td>24.22 (4.72%)</td>
<td>563,310</td>
</tr>
</tbody>
</table>

Source: PichitchaiKingpuang, 2012

In addition to the study by PichitchaiKingpuang (2012), it was found that the project of the local government organization had the most loan. It is a project to purchase land and buildings, office buildings and buildings. Of the local administrative organization Secondly, the project is to improve and develop the infrastructure. It may reflect that some local government organizations do not have adequate management resources and lack fiscal capacity to improve infrastructure. This requires a lot of investment budget. Excessive ability to find revenue of local government organizations. So choose a way to borrow money to generate revenue and increase fiscal capacity. In order to achieve the goals of the mission transferred from the federal government.

According to the research project of the proposal of policy for innovation and income development of local administrative organizations (2013), 173 local administrative
organizations were mostly borrowing from local administrative promotion funding (23%), secondly 136 organizations (18.1%) were borrowing from monetary institutions third, ministry department organizations or corporations by 5 organizations (0.7%), and forth, 1 organization (0.1%) borrowing from a foreign or international organization. The outstanding debts of local administrative organizations are as per the following tables.

Table 2: Outstanding debts of Local Administrative Organizations (LAO.) units: USD

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Commercial Bank</td>
<td>343.13</td>
<td>295.26</td>
<td>255.67</td>
<td>243.05</td>
</tr>
<tr>
<td>2. Specialized Financial Institutions (SFIs)</td>
<td>380.86</td>
<td>348.76</td>
<td>296.93</td>
<td>296.52</td>
</tr>
<tr>
<td>3. Mutual Fund of Provincial Administrative Organization</td>
<td>47.38</td>
<td>46.04</td>
<td>56.45</td>
<td>68.32</td>
</tr>
<tr>
<td>4. Municipality activity promoting fund</td>
<td>N/A</td>
<td>323.18</td>
<td>339.96</td>
<td>336.31</td>
</tr>
<tr>
<td>5. National pension and provident fund</td>
<td>62.79</td>
<td>47.27</td>
<td>34.99</td>
<td>19.99</td>
</tr>
<tr>
<td>6. Regional urban development fund</td>
<td>11.29</td>
<td>9.5</td>
<td>8.06</td>
<td>7.02</td>
</tr>
<tr>
<td>7. Foreign (Bangkok)</td>
<td>8.20</td>
<td>5.85</td>
<td>3.51</td>
<td>2.34</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>853.59</td>
<td>1,075.95</td>
<td>995.61</td>
<td>967.75</td>
</tr>
<tr>
<td>Outstanding public debts</td>
<td>159,146.01</td>
<td>164,231.33</td>
<td>175,362.83</td>
<td>174,874.04</td>
</tr>
<tr>
<td>Forecast GDP</td>
<td>348,128.58</td>
<td>358,252.54</td>
<td>395,324.23</td>
<td>408,890.28</td>
</tr>
<tr>
<td>Outstanding debt (LAO.) ratio onGDP</td>
<td>0.25</td>
<td>0.30</td>
<td>0.25</td>
<td>0.24</td>
</tr>
<tr>
<td>Outstanding debt (LAO.) and public debts ratio onGDP</td>
<td>45.96</td>
<td>46.14</td>
<td>44.61</td>
<td>43.01</td>
</tr>
</tbody>
</table>

Source: Debt Management Unit, Debt Management Office 1, Ministry of Finance

1. Notation: N/A is not available
Regarding the debts of Kalasin province, there were 80 local administrative organizations: 1 provincial administrative organization, 2 town municipalities, and 77 sub-district municipalities in the fiscal year 2015. Borrowing and outstanding debt of the local administrative organizations, which is reported to the Ministry of Interior; 30 local administrative organizations are in debt, the total amount being 20,071,627 USD divided into; provincial administrative organization, 195,678,127.15 baht, 2 town municipalities, 5,714,898USD, sub-district municipalities, 10,905,428 USD, representing 43% of the LAO being in debt, with an increasing annual tendency. Sources of loans in descending rank; Krungthai Bank, Municipality activity promoting fund, Government Savings Bank, Bank of Agriculture and Agricultural Co-operatives, Regional urban development fund. The top 5 projects for which local administrative organizations under took borrowing (excluding borrowing of a circulating fund for pawnshop) were; Infrastructure improvement and development projects, Procurement Projects, Projects for purchasing land and construction of offices and other buildings, Operating a bazaar project, a final project was refinanced as detailed in the table below:

<table>
<thead>
<tr>
<th>Series</th>
<th>Type of borrowing project</th>
<th>Debt amount (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Infrastructure improvement and development project</td>
<td>11,394,730</td>
</tr>
<tr>
<td>2</td>
<td>Procurement Project</td>
<td>4,297,197</td>
</tr>
<tr>
<td>3</td>
<td>Project for purchasing land and construction of office and other buildings</td>
<td>3,664,482</td>
</tr>
<tr>
<td>4</td>
<td>Refinance</td>
<td>868,006</td>
</tr>
<tr>
<td>5</td>
<td>Operating and development of bazaar</td>
<td>514,281</td>
</tr>
</tbody>
</table>

From the above table, it was found that local government organizations are more likely to borrow from financial institutions. Considering the borrowing for projects, infrastructure improvement and development projects, where the work was authorized by the local
administrative organization, was the largest borrowing sector. To have well-constructed public utilities in the area might have a positive effect upon the development of the economy in the long term, and increase the potential of the local administrative organization. This could reflect upon the potential of the local administrative organization in allocating resources from central government, such as for roads, electricity, watersupply, etc., that central government could not themselves distribute nationwide. Therefore, local administrative organizations must accelerate the improvements and develop infrastructure in line with central standards. This would allow the authority to develop the quality of people’s lives in the area, distribute public services equally, and will also affect upon the economic growth, in the area.

From the researcher’s survey, it was found that the five towns and sub-district municipalities generating most of debts were as follows: (excluding Kalasin provincial administrative organizations)

Table 4: shows the top3 borrowing local government organizations by town and sub-district municipality.

<table>
<thead>
<tr>
<th>Municipality</th>
<th>Debt amount (USD)</th>
<th>Self-collective revenue (USD)</th>
<th>Debt ratio on Self-collective revenue</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kalasin town</td>
<td>3,083,497</td>
<td>1,163,665.36</td>
<td>2.64</td>
</tr>
<tr>
<td>Bua Khao town</td>
<td>367,803</td>
<td>235,184.2</td>
<td>1.56</td>
</tr>
<tr>
<td>Dong Ling sub-district</td>
<td>1,001,587</td>
<td>26,161.79</td>
<td>38.28</td>
</tr>
<tr>
<td>Na Charn sub-district</td>
<td>913,354</td>
<td>90,383.3</td>
<td>10.10</td>
</tr>
<tr>
<td>Na Tarn sub-district</td>
<td>874,161</td>
<td>434,250.4</td>
<td>2.01</td>
</tr>
</tbody>
</table>

Source: Report of borrowing and outstanding debt status of local government 2015,

2. Kalasin Local Administration

From the above table, it is shown that the sub-district Municipality had a higher rate of debt than the town municipality and the debt ratio for self-collective revenue was over 38.28 times; reflecting that the fiscal capability of self-collective revenue for the sub-district is less than for the town municipality, due to the narrow tax grab. However, people in the area had a greater demand for public services, for example, due to the expansion of the urban
community. The Sub-district municipality has to invest in infrastructure, electricity, water supply, children’s center school, and improvements to enhance the quality of living. Therefore, there is an insufficient budget for public management as delegated from central government. Thus the sub-district municipality has to borrow more revenue and increase its potential for fiscal management, in order to carry out its duties. Consequently, the sub-district municipality has a higher debt ratio than the town municipality.

Although Thailand has set a public debt ceiling of not over 60% of GDP, as required by law, the debt of local government is not considered as public debt. Consequently, the indebtedness of local government is not included in the mutual nation’s public debts. The author considers the debts of local government to be contingent implicit fiscal liabilities of the government. Although local government is responsible for the principle and interest, as per the conditions from the monetary institution, the liability actually affects the next generation who will receive the benefits of the investment and, by taxes, also pay off the debt. Ultimately, the bearers of local government debt are the people who pay taxes in the area. However, the overview shows that the debt ratio of local government was relatively low when compared with the gross domestic product. In conjunction with the Ministry of the Interior, local government is required to set the first repayment budget in the central budget category, thus, the possibility that the outstanding debt of local government will affect the nation’s fiscal risk, in the short term, is small. Nevertheless, within the complex financial and fiscal system and relative networking, local government has a tendency to generate a higher debt ratio. Therefore, it is important to focus on the debt management of local government being efficient, effective, worthwhile, and be aware of an effect that might become a chain problem with significance to the economy and the nation’s finances.

D. INDEBTEDNESS PROBLEMS OF LOCAL GOVERNMENT ORGANIZATIONS

According to the research, the necessity and problems of borrowing by local government (2014) shows that most of the local government organizations feel it is necessary to borrow. The most common problem, 51% is creating a plan to manage the public services, together with an investment and usage plan for the investment. Secondly, at 43.5% is the problem of creation of an investment plan with technical details of the borrowing and the issues of environment, social, and community impact assessments. Since borrowing
and loan management is still quite new, local government officials lack experience in managing the debts; consequently, many problems occur. In addition, the Office of the Auditor General of Thailand, which oversees and investigates the administration of local government, discovered several issues, as follows:

Information system: The department of Local Administration has not developed a borrowing database for individual local governments to oversee the source of funds, and there is no systematic reporting format for debt monitoring, there is a lack of debt management and information for overview and monitoring of the local government and for the appropriate implementation for public debt.

The monitoring and investigation of borrowing and reporting the operations of local government has no solid system, this leads to a lack of information to follow up the source of a loan, whether getting approval for the money, or regarding the size of the loan. So, there is no data for directing the loan contract and a risk that local government will not act within their authority, which has already occurred at RoiEt provincial administrative organization. Another significant problem is a lack of follow up on the project management. Thus it is not possible to manage the outcome of the loan when applying for the next operating loan.

Planning and preparation: Based on monitoring by the Office of the Auditor General of Thailand, some projects that have had borrowing did not succeed in their purpose due to pending construction, not being utilized when construction was completed, lack of planning, incomplete project, and a lack of promptness, in various areas, in utilization as soon as construction was completed.

The economy of loan management. For example, the loan of the Roi Et provincial administrative organization: most of the projects are to support other local governments in each area, not mutually linked or large projects, also the operating budget is not beyond the potential of each local government. Therefore, it counts as an improper loan. Moreover, some projects are only for the popularity of the local government, hiding a political issue, regardless of their ability to be repaid and the fiscal situation. Since borrowing by local government is a long term loan with principle and interest, over-indebtedness, without fiscal discipline, may affect the distribution of budget to other projects, such as a reduction of operating budget of a project that may affect the provision of public services and impact directly upon the people.
E. SUGGESTIONS FOR THE INDEBTEDNESS PROBLEMS OF LOCAL GOVERNMENT ORGANIZATIONS

From the above mentioned issues, the author would suggest some principles as follows:

1. Add a Credit Management Specialist to the Credit Analysis Board. Since management of loans is new to local government, the management and staff lack experience in loan planning, they may not be able to prepare a cash flow chart, or be ready to deal with potential problems of the projects effectively and reliably. If a loan fails to achieve its objectives, it becomes worthless and redundant. Finally, the real burden is upon the tax-payers themselves.

2. Human resources development: Since the office has a lack of knowledge and technical skills for planning operations such as Feasibility Analysis, Risk Analysis, Assessment of output and breakeven point of the project. Therefore educating local administrators, the people in the local organization dealing with debt management can be counted into three processes: 1) acquiring a loan: analyzing types of project, forecasting the ability to make a loan, assess the return and the conditions of borrowing. 2) The process of managing and operating the project: consider operation of the project according to specified period, forecast the revenue stream with actual revenues, in order to adjust, prepare cash for interest and principle repayment, and refinance. 3) Debt repayment such as; monetary planning, checking present liquidity and tentative future planning, prepare cash flow, monthly, quarterly, yearly, and consider the financial ratio.

3. Borrowing objectives of local government: Projects must be returnable or have an indirect benefit to the economy, provide long term benefits or a higher return on borrowing in future, to circulate the operation of local government in regard to its capability for fiscal and financial discipline

4. Participation, monitoring, reporting by people in the area: The residents are the actual owners of the debt, by paying taxes, therefore, they should participate from the beginning, binding the accountability between the people and local government. Generation of governance and monitoring system, run by the people, since they are the owners of the
finance involved, inclining towards ownership which has a more sustainable method than others.

5. Creation of the right value on borrowing: Local government’ debt should be based on efficient, effective and cost-effective financing. The administrator should have the right level of borrowing for investment in the project, which will generate long term benefits or a project which will enhance the fiscal potential of the operation, with good value in return for sufficient cost of investment.

6. Information system: This should be systematic and easily accessible for collecting data, follow up, and investigation of the approval the completed project. In addition, there should be the creation of networking to collect data on the debt of local government among relevant organizations, for example; local government, Ministry of the Interior, Office of the Auditor Generation, Public Debt Management Office, Ministry of Finance, etc. in order to utilize data, assessment, and the setting up of guidance for the supervision of borrowing by local government.

   Indebtedness of the local administrative organization, if the debt has been considered in terms of fiscal capacity and discipline, using future money will benefit and generate potential for the local government in managing its public services. However, the administrator, officers, and people in the area should be knowledgeable and understand loan management in order to manage projects; activities which have loan efficiency are effective, and cost-effective in their budgets. Loans can also be for the development of public services, increasing economic growth, both direct and indirect in the area. Eventually, the parties who get the actual benefits are the people in the area.

REFERENCE
Department of Local Administration Promotion Retrieved May 25, 2017
http://www.dla.go.th/work
Kobkul Rayanakorn Direk Pattamasiriwat (2009). Driving the local government organization to provide service.
Good publicity. Bangkok: Office of Health Promotion Fund
National Institute of Development Administration
Suppachai Sisuchart (2013) Assessment...thru the Bond. Bangkok: The Stock Exchange of Thailand


Local Administrative Kalasin Province. Report on borrowing information and outstanding debt status of provincial government

Kalasin year 2015. Kalasin: Boonyod Poonaree


Dong Ling Sub District Municipality. Performance Statement paid from receipts. From October 1, 2015 to October 30.

September 2559. Kalasin: Kesara Papamo
THE ROLE OF DISTRICTS IN ADDRESSING STRATEGIC ISSUES IN BANDUNG

Nunung Runiawati
Rina Hermawati

ABSTRACT

Strategic issues are the main problems which have been agreed to be the priority to be addressed in a period of next 5 (five) years. Analysis on strategic issues is an important part in the preparation process of local development plan. The main problem is the difficulty in determining the role of districts in responding to strategic issues of local governments relating to attributive and delegative authority of districts. The purpose of this paper is to map the role of districts in addressing strategic issues of Bandung. This research applied the qualitative method, by using interviews and literature review for data collection technique. The research result showed that, the role of districts in addressing strategic issues in Bandung has been analyzed through two stages, first stage, identification of strategic issues in Bandung, and the second stage, identification of the authority of districts based on the regulation. The analysis on strategic issues of districts comes from strategic issues of the City Government of Bandung by considering the authority of districts. They must consider the coordination relationship with local government working units (SKPD) in their area in order that the addressing of strategic issues does not overlap or even becomes ultra vires/beyond the power. Other matters that must be considered in addressing strategic issues are criteria of externality and efficiency. Therefore, the role of districts in addressing strategic issues in Bandung can be mapped, especially in the sectors of education (such as data collection and enhancement of community participation in education), health (such as infectious disease prevention, facilitation, and coordination), economy (such as recommendation).

Keywords: District, Strategic Issues, Authority

A. INTRODUCTION

Districts are the local apparatus that play an important role in development. The role of districts is also needed in addressing strategic issues of local governments as the foremost guard in order to improve the coordination of the organization of government, public services, and empowerment of village/sub-district communities.

According to Schmid (1972), districts are viewed as a system of organization and control of resources whose performance determined by the relation pattern with regencies in the
context of regional autonomy, and the relation pattern with villages in the context of village autonomy. Therefore, the district as an institution has three main characteristics in conducting its function and role, namely having jurisdictional boundaries; property rights; rules of representation. Institutional strength and weakness of the district in conducting its function and role is influenced by to what extent jurisdictional boundaries, property rights, and rules of representation are owned by the institution of districts.

Jurisdictional boundaries of the institution of districts are the regional boundaries of the district’s authority delegated by the regent/mayor and the authority regulating the relationship among villages by not interfering with the internal affairs of the villages, based on the regulation of legislation. In this matter, the meaning of jurisdictional boundaries is to what extent the institutional role of the district in regulating the allocation of resources.

Property rights are a social institution that forms and limits individuals’ ownership rights on resources (Kim and Joseph, 2002). Characteristics of property rights owned by the institution of districts have sociological meaning. Management of resources by the district is limited in the frame of regional autonomy and village autonomy which are sociologically inseparable from the regulation by positive laws, customary law, and tradition, and also social agreements which regulating the relationship among village communities towards resources.

Meanwhile, in the matter of rules of representation, the institution of districts plays a role in facilitating participation of several parties in the regional unit of the district based on representation norms used in the process of decision making. Therefore, the regulation of representation determines the allocation and distribution of resources which are limited by the pattern of vertical relationship of the district, both with the regency and villages. Those three main characteristics become the “binding” factor of the institution of the district in performing its function and role.

Concerning the property rights, at the moment the position of districts has changed from the administrative region to the working area of local government apparatus, which gives the regions an opportunity to develop their creativity in accordance with the needs of local people. The shifting paradigm of regional autonomy from uniformity to diversity in unity also gives the regions an opportunity to manage the contents of autonomy according to the characteristics of their area, including the management of districts in their areas.

As the consequence of the change in the position of districts, then there are two types of their authorities which are regulated in laws, namely attributive and delegative authorities. Attributive authority is the authority given by a provision in legislation and delegative authority is the delegation of existing authority by agencies or offices of state administration which
have received an attributive government authority to other agencies or offices of state administration.

In performing attributive authority the role of districts is clearly formulated in Article 25 sections (1) and (6) Law No. 23/2014 on Local Governments. However, it is not so with performing delegative authority. It becomes hard to define the boundaries of delegative authority which means the delegation of authority by Local Heads to Districts to manage the affairs which constitute the attributive authority of other local apparatus. It is because performing delegative authority means together districts and other local apparatus perform public affairs. Two organizations that perform the same affairs bring about the potential of the problem of coordination and the overlapping of authority. Therefore, the formulation of the boundaries of distributive authority becomes a particular challenge for Local Governments, including the City Government of Bandung. Bandung as one of metropolises in Indonesia has complex problems of a city; hence the existence of districts becomes the solution for strategic problems in Bandung City.

This paper would study the role of districts related to delegative authority in addressing strategic issues in Bandung City, which are focused on three sectors, namely education, health, and economy. Meanwhile, there are 30 districts in Bandung City, namely Bandung Kulon District, BabakanCiparay District, BojongloaKaler District, BojongloaKidul District, Astanaanyar District, Regol District, Lengkong District, Bandung Kidul District, BuahBatu District, Rancasari District, GedeBage District, Cibiru District, Panyileukan District, UjungBerung District, CinamboDistrict, Arcamanik District, Antapani District, Mandalajati District, Kiaraocondong District, Batununggal District, Sumur Bandung District, Andir District, Cicendo District, Bandung Wetan District, CibeunyingKidul District, CibeunyingKaler District, Coblong District, Sukajadi District, Sukasari District, andCidadap District.

B. RESEARCH OBJECTIVES
The purpose of this paper is to map the role of districts in addressing strategic issues of Bandung

C. SIGNIFICANCE OF STUDY
In details delegative authority of districts in Bandung City is regulated in Mayoral Regulation of Bandung Number 185 Year 2015 on the Delegation of Some Affairs of Mayor of Bandung to Heads of Districts and Sub-districts as elaborated in Article 2 section (1) “The
affairs of Mayor which are delegated to Heads of Districts and Sub-districts comprise 24 (twenty four) sectors of affairs in accordance with Local Regulation of Bandung City Number 08 Year 2007 on the Affairs of Local Government of Bandung City”. Those twenty four affairs consist of the Education Sector, the Health Sector, the Public Works Sector, the Housing Sector, the Spatial Planning Sector, the Planning and Development Sector, the Transportation Sector, the Environment Sector, the Land Sector, the Population and Civil Registry Sector, the Women’s Empowerment and Child Protection Sector, the Family Planning and Prosperous Family Sector, the Social Sector, the Manpower and Transmigration Sector, the Cooperative and Small and Medium Enterprises Sector, the Investment Sector, the Youth and Sport Sector, the National Unity and Domestic Politics Sector, the Regional Autonomy, General Government, Local Finance Administration, Local Apparatus, Personnel, and Code Service Sector, the Public and Village Empowerment Sector, the Communication and Informatics Sector, the Agriculture and Food Security Sector, and the Library Sector.

In performing the delegated 24 affairs particularly those concerning matters relating to strategic policies and operational policies of Local Government, Heads of Districts, and Heads of Sub-districts must make coordination with working units which functionally perform and/or manage their sectors of affairs. Heads of Districts and Heads of Sub-districts must implement coordination, integration, synchronization, and simplification with Offices, Local Technical Institutions, and the Local Technical Implementation Units (UPTD) according to their tasks and functions.

Relating to the preparation of the roles of districts in addressing their strategic issues, they must consider the coordinating relationship with local government working units (SKPD) in their regions in order that the addressing of strategic issues will not overlap or even exceed their authority (ultra vires/beyond the power). Other matters that must be considered in addressing strategic issues are the criterion of externality and efficiency. Externality is the criterion of the delegation of governmental affairs by paying attention to the impact that emerges from the performance of governmental affairs. If the impact that emerges is in the internal of the district, the governmental affairs become the authority of the head of the district. Meanwhile, efficiency is the criterion of the delegation of governmental affairs by paying attention to the highest efficiency that can be obtained from the performance of governmental affairs in the area of the district. If the governmental
affairs are more efficient when they are handled by the district, then the affairs become the authority of the head of the district.  

D. CONCEPTUAL FRAMEWORK

The mapping of the role of districts in addressing strategic issues of Bandung City is prepared based on several stages. The first stage is identifying strategic issues based on the analysis mapping of the internal and external condition which concern the strength and weakness factors (the internal of the organization) and opportunity and threat factors (the external of the organization) or known as the SWOT (strength, weakness, opportunity, and threat) analysis in Bandung City based on the Local Regulation of Bandung City on Local Medium-Term Development Plan (RPJMD) of 2013-2018 and it has been adjusted so that the discussion is focused on 3 strategic issues, namely education, health, and economy.

The second stage is identifying the authority of the district in addressing the eight strategic issues based Law Number 23 Year 2014 on Local Governments, Mayoral Regulation Number 250 on Details of Main Tasks and Functions of Organization Units in Districts and Sub-districts in the Area of the City Government of Bandung, and Mayoral Regulation of Bandung Number 185 Year 2015 on Delegation of Some Affairs of Mayor of Bandung to Heads of Districts and Sub-districts. The paradigm of this research can be illustrated as follows:

**Figure 1 Conceptual Framework**

E. METHODOLOGY

---

6Explanatory Article 15 Regulation of Government No. 19/2008 on Districts
This research applied the qualitative method, aiming to understand characteristics of districts in Bandung City in order that the formulation of the role of the districts in addressing strategic issues in Bandung City. The data collection technique was conducted through:

1. Literature study, particularly documents of legislation that regulate districts, profile of districts, and data of Central Bureau of Statistics of Bandung City on Economic Survey of Districts in Bandung City.
2. Interviews conducted with representatives of districts in Bandung City. The interviews were directed to see the problems faced by the districts and also the potential of the districts in Bandung City.

F. CONCLUSION/IMPLICATION

The role of districts in addressing strategic issues of Bandung City related to education, health, and economy can be elaborated as follows:

1. Education

In general, the indicator of standard performance of the service of the education sector has reached the achievement target, but some indicators which affected the education index in 2012 have not yet the target of the stage II of Long Term Development Plan (RPJP), namely: Mean years of schooling which had a target of 11.85 years only achieved 10.77 years; and literacy rate which had a target of 99.67%, only reached the performance achievement of 99.58%. Therefore, the access to equal and just education services for all levels of society must be improved to increase the achievement of the target of education index.

Based on RPJMD of Bandung City of 2013-2018, there are 25 education issues in Bandung City which relate to access, opportunity, quality, and management. Based on those matters, districts play direct and indirect roles in the effort to solve the problem of education sector referring to Mayoral Regulation 185/2015. The direct handling of in the education sector relates to two matters, namely data collection of the compulsory education program and the improvement of the public’s role in the education sector. Meanwhile, the indirect role in the effort to improve the quality of education in their region relates to some activities as follows:

1. Coordination of the organization of basic education;
2. Coordination of the establishment of school committees at the level of elementary schools in their region;
3. Coordination of the organization of community learning centers (PKBM);
4. Issuance of recommendation as one of requirements for operating license for non-formal and informal education (courses and public education);
5. Registration of Certificate of Domicile for organizing non-formal and informal education (courses, public education, and early childhood education [PAUD]);

Referring to Mayoral Regulation 185/2015, the role of districts in addressing strategic issues can be focused on the problem relating to access, especially point 1 “The challenge in the next 5–10 years is the number of children of basic and secondary education age will increase. However, data and information on children of compulsory education age not attending school have not been well collected”. Concerning this problem, it is known that data and information on children of compulsory education age have not been well collected, and on the other side the role of districts is to collect the data on the compulsory education program and the improvement of the role of the public’s role in the education sector.

Therefore, the handling of regional education issues can be prioritized for densely populated districts. Meanwhile, education facilities and infrastructures of compulsory education program need an improvement in order that all regions have the equal quality and every resident can easily access school to realize the basic education program.

2. Health

Based on RPJMD of Bandung City of 2013-2018 the health issue faced by the city is the increase of the prevalence of diseases caused by high density of population and the pressure of environment problems, due to [1] sanitation and dirty air [2] spreading new variants of diseases [3] diseases caused by drug abuse. Besides that, degenerative diseases caused by urban condition, situation, and life pattern will tend to increase.

The Health Office of Bandung City has a program as a promoting and preventive effort to encourage the understanding that the sanitation factor is the important aspect in maintaining the public’s health. The other important effort which becomes the foremost line in the health issue is the curative and rehabilitative effort, that is, the health service in the form of medical treatment.
Programs/activities in the health sector are conducted as a promoting and preventive effort to encourage the understanding that the sanitation factor is the important factor in maintaining the public’s health. The effort to improve the quality of sanitation becomes important considering that some diseases widely spread among the public begins with the poor quality of sanitation. Therefore, it needs the improvement of hygiene and sanitation of the environment which includes the provision of clean water for the household, the method of garbage management and disposal, the handling of household waste and wastewater so that it can be understood that sanitation is a promoting effort that must be conducted by cross-sectoral collaboration. The preventive and promoting effort in the concept of the handling of health is conducted through the activities of integrated service stations (posyandu) which emphasize the handling of the health of children under the age of five.

The promoting and preventive effort must be in line with the authority of districts in the health sector therefore the programs/activities conducted by the districts are as follows:

1. Coordinating the organization of the prevention of infectious diseases, the abuse of drugs, narcotics, psychotropic drugs, addictive substances, and hazardous materials;

Based on the data of the Health Office of Bandung City Year 2012 there are some infectious diseases which have been observed, such as non-polioacute flaccid paralysis (AFP), tuberculosis, pneumonia in children under the age of five, HIV/AIDS, sexually transmitted diseases, diarrhea, leprosy, preventable diseases by immunization (PD3I), dengue hemorrhagic fever (DHF), malaria, and filariasis. The obtained data on the disease spreads of each district includes 3 diseases, namely tuberculosis, diarrhea, and DHF. The spreads of those three diseases in each district are as follows:

![Figure 2 Number of Deaths due to Dengue Hemorrhagic Fever in Bandung City Years 2011-2012](image-url)
Based on the figure above the highest number of deaths occurred in Andir District (4 persons), while Bandung Kulon District, CibeunyingKaler District, CibeunyingKidul District, and Kiaraccondong District are the districts with the second highest number of deaths with 3 persons. The districts with the high risk of death from dengue hemorrhagic fever need to improve their coordination with the Health Office to prevent infectious diseases.
Based on Figure 3, the highest number of diarrhea cases occurred in Bandung Kulon District, BabakanCiparay District, Astana Anyar District, Kiaraccondong District, Coblong District, and Sukasari District with 3,401–4,750 cases. The districts in the regions with the high cases of diarrhea need to improve their coordination with the Health Office to prevent infectious diseases.

Figure 4 Number of Deaths due to TB in Bandung City Years 2011-2012

Figure 3 Number of Diarrhea Cases in Bandung City Year 2012
Based on **Figure 4**, the highest number of deaths due to TB occurred in Bandung Kulon District, Andir District, Cicendo District, Sukasari District, and Lengkong District with 3 cases. The districts with the high number of deaths due to TB need to improve their coordination with the Health Office to prevent infectious diseases.

1. Facilitation and coordination of the organization of prevention of malnutrition;

One of indicators of malnutrition appears in the maternal and infant mortality rate. The following is the spread:

![Number of Infant Deaths in Bandung City Years 2008-2012](source)

**Figure 5 Number of Infant Deaths in Bandung City Years 2008-2012**

Based on **Figure 5**, the highest number of infant deaths occurred in Coblong District, Batununggal District, and Ujung Berung District with 61–88 cases. The districts with the high number of infant deaths need to improve their coordination with the Health Office to prevent malnutrition.
Based on **Figure 6**, the highest number of maternal deaths occurred in Coblong District, Bandung Kidul District, CibeunyingKidul District, ArcamanikDistrict, andUjung BerungDistrictwith 8–12 cases. The districts with the high number of maternal deaths need to improve their coordination with the Health Office to prevent malnutrition.

2. Facilitation and coordination of the organization of public’s participation in improving families’ nutrition;

3. Issuance of recommendation of domicile in order to provide the license of health facilities which include public hospitals of class C, class D, equivalent private hospitals, group practices, general/specialist practices, maternity hospitals, clinics of family doctors/dentists, complementary medicine, and traditional healing;

4. Fostering and facilitation of the Community-based Healthcare Effort Program (UKBM);

5. Supervision coordination of the organization of the effort for public’s health services.

3. Economic Sector

The growth rate of industries in Bandung City has experienced significant decreasing trends. In 2008 the growth rate of industries reached 22.18% but in 2012 it experienced a significant decrease to 0.72%. It is due to some factors, namely the increasing level of competition in the industry sector and a globally/regionally more open market which make the growth rate of industries in Bandung City experience decreasing trends. Although the
growth rate of the industry sector tends to decrease, in the future it is expected that the sector is still able to give significant contribution to economy and to provide employment in Bandung City. One of indications that emerge nowadays is the thriving of the existing creative industries.

However, there are still some strategic issues of the economic group sector relating to the Affairs of Cooperatives, and Small and Medium Enterprises, Investment, and Manpower based on Local Regulation of RPJMD of 2013-2018 as follows:

- The informal sector of street vendors in Bandung City grows so fast and tends to be uncontrollable that it causes negative external impacts to other activities. Some perpetrators come from outside of Bandung City;
- The unemployment rate is fairly high with a limited growth of job opportunities, among others, because of limited skills and capabilities of the workforce which are not in accordance with the needs of the economic sector;
- The granting of incentives and the ease of investment have not yet effectively drawn investment;
- The quality of institutions and services of investment has not yet been optimal;
- The improvement of investment competitiveness through supporting infrastructures is still insufficient;
- The problem of traditional markets which are suppressed by modern markets; more licenses given to private parties to build hypermarkets, supermarkets, and department stores has decreased traditional markets’ competitiveness;
- Centers of economic activities which have been established generally have not yet obtained optimum support from the government. Furthermore, food crisis occurs among the poor group due to the price hike;
- The target of real Gross Regional Domestic Product or GRDP per capita has not been achieved;
- The public’s purchasing power as one of the components of Human Development Index (HDI) has not been optimal;
- The problem of poverty in West Java may cause urbanization to Bandung City;
- Distribution and supply of food needs of the region of West Java may affect their availability in Bandung City;
- The progress of non-conventional development financing instrument has not been optimal;
The development of the financing system with the partnership of the government and the privates has not been optimal;

The development of incentive system for the privates has not been optimal.

Related to the authority of districts in the economic sector, the programs/activities that can be conducted are as follows:

1. Issuance of Certificate of Domicile of cooperatives for their founding;
2. Recapitulation of data collection of Cooperatives and Small and Medium Enterprises;
3. Fostering of pre-Cooperatives and Micro Financing Institutions;
4. Facilitation for credit loan application;
5. Issuance of Certificate of Domicile for business;
6. Issuance of Certificate of Domicile for industry and trading business;
7. Fostering of revolving fund of Cooperatives and Small and Medium Enterprises existing among the public;
8. Issuance of certificate of business ownership for credit loan;

Based on the authority, there are two authorities of districts in the economic sector, namely administrative authority, such as the granting of recommendation and issuance of recommendation letters. It also includes direct authority relating to facilitation and fostering to improve micro, small, and medium enterprises in Bandung City. Based on those matters, the workload of districts that relates to the economic sector depends on the number of micro, small, and medium enterprises in each region. Referring to the data of Central Bureau of Statistics of Bandung City Year 2015 there are 9 districts which are identified to have big-small scale industries, namely Bojongloa Kidul, Babakan Ciparay, Batununggal, Cicendo, Bojongloa Kaler, Cicendo, Antapani, Cidadap, and Gedebage, while the number of industries in the rest 21 districts are not clearly described.

G. RECOMMENDATION

The role of districts in addressing strategic issues in the education, health, and economic sectors has been identified. Further research may focus on determination of priority to solve strategic issues in each district. It is necessary considering that each district has different potential problems. In the future, to obtain objective data, it is necessary to elicit
strategic issues thoroughly by using the observation method in order that the priority to solve strategic issues in each district can be determined.

REFERENCES


Law No. 23/2014 on Local Governments;

Undang-Undang Nomor 2 Tahun 2015 tentang Penetapan Peraturan Pemerintah Pengganti Undang-Undang Nomor 2 tahun 2014 tentang Perubahan atas Undang-Undang Nomor 23 Tahun 2014 tentang Pemerintahan Daerah menjadi Undang-Undang;

Local Regulation of Bandung City Number 08 Year 2007 on the Affairs of Local Government of Bandung City

Local Regulation of Bandung City on Local Medium-Term Development Plan (RPJMD) of 2013-2018

Mayoral Regulation Number 250 on Details of Main Tasks and Functions of Organization Units in Districts and Sub-districts in the Area of the City Government of Bandung

Mayoral Regulation of Bandung Number 185 Year 2015 on the Delegation of Some Affairs of Mayor of Bandung to Heads of Districts and Sub-districts
Collaborative Management in Policy Implementation: Case Study; Forest management policy in Riau Province

Agustiyara
Department of Public Administration, Khon Kaen University

Dr. Sataporn Roengtam
Department of Public Administration, Khon Kaen University

Email: agustiyara@gmail.com

ABSTRACT
The aims of this research is to examine the dynamics of policy implementation towards the forest management how the government can adopt and implement the policies. There are two main issues. Firstly, the need to focus on the organization communication in policy implementation and collaborative management on forest land use. Particularly, the government effort in making collaboration to provide substantial effort such as, resolve overlapping policy among government, and integrated policy on forest management. Secondly, the collaborative solution uses in resolving forest-land use problems, lack of collaborative management in policy implementation has consequences of implementation failure and the government competing and interest move from conflict to collaboration. This research explores whether and how the collaborative management can provide a platform for the effectiveness of successful forest management. The collaborative management models illustrate the capability of coordination from local to the central government which what might be the implication of the future operational for forest land use management practices. It introduces a simple model for exploring the collaborative in the local government.

Keywords: Collaborative management, policy implementation, and government communication.

A. INTRODUCTION
Deforestation rates in Indonesia are estimated at 1.17 million hectares per year (UNDP 2016), the open access to the forest areas resulted public policies that have encouraged the deforestation, mostly through both legal and illegal activities (FAO 2010). Forests in Indonesia are divided into three groups based on their function, namely production forest, conservation forest, and protective forest (Suhardi, Faridah, and Handojo HN 2016). Most of the degraded forests are forest production areas. However, it has been found that some
of these areas have already been occupied legally or illegally and converted to plantation, oil palm and rubber plantations (Suhardi, Faridah, and Handojo HN 2016). Massive land-use are taking place as a result of migration, population growth, urbanization, pandemics, the expansion of agriculture and shifts in tenure systems (Fisher, Prabhu, and McDougall 2007). Forest plantation an important pattern forestland-use for centuries (Szulecka, Obidzinski, and Dermawan 2016). Forest land use is a function of the social and economic purposes for which land is managed (Watson, et al. 2000). Indonesia’s planted in areas that were formerly natural forest, the majority of deforestation from land use change including burning of peat lands (UNDP 2016). The problem of deforestation is a product of Indonesian natural resource’s mismanagement. For instance, the existing policies allow access to natural resources for a few people, especially those who are close to authority (E. P. Purnomo and Anand 2014).

In several researches finding shows the fundamental cause of deforestation and degradation fragmented by development and economics activities. Such plantation in the forest area which occupied by smallholders and industrial company. The expansion of agriculture and its associated infrastructure is the primary driver of tropical deforestation (Gibbs et al. 2010). Forest expansion including logging is driven in part by the law net benefits of sustainable forest management (Pfaff, Amacher, and Sills 2013). Meanwhile, there are major problems in forestland use, for instance; forest concession by the large company, a major expansion of timber production sector, legal and illegal logging, there are no accurate estimates of the size of forest opened by company and smallholders, transmigration programs, and many plantation owners who use fire as an alternative way and inexpensive to open their forests to plantations; (FWI 2001); (FAO 2010); (UNDP 2016); (Forestry 2015). It’s caused the establishment of the critical mass of plantations in the country; Historically, in the Suharto regime (1998), mostly forestland-use accessed by the timber business group which resulted in a lack of oversight and transparency become one reason for poor forestry management (CIFOR 2002). Concession holders (HPH) are not concerned with the responsibility in terms of forestry practices, while many conflict concern with concession holders, and lack of community land use oriented (WorldBank 2001). But from a legal and policy perspective, only a few have changes since the Soeharto era. Namely the basic structure over forest lands unchanged: state control of forestland-use licensed from the state (Nurfatriani et al. 2015). In 2000, Department of Forestry reported that "most" of forest under concessions are in "damaged condition". The fact that
Deforestation in Indonesia has become a great danger not only to Indonesia, but also to the global environment. In 2015, again one of the most critical issues faced by the government of Indonesia and becoming an international concern is forest fires (JakartaGlobe 2015); (Kompas 2015); (TheJakartaPost 2017). Approximately there were 2,089,911 ha of burned areas in 2015 (CNNIndonesia 2015).

Regarding the mentioned issues, particular challenges to implement the policy. In 2014, the government establish a new Law on Local Government No. 23/2014 to replace the old Local Government Law No. 32/2004 to regulate the distribution of authority between the central government, province, and district. Government Regulation No. 26/2008, gave governors and ministers the right to override land use decisions made by the districts. The overall authority responsible for drafting is the National Spatial Planning Coordination. District governments were required to coordinate their land use planning with provincial and national authorities (Brockhaus et al. 2012). Based on Law No. 41 Years 1999 the government has authority the establishment of the status as forest areas or not as forests area. Hence, the local government shared-revenue the central government from the forest production. In order to increase the income, local government exploit forest resource for local use. Without a strong regulations and spatial plan responsible, forestland use more intensively logged for short-term profit only. The management forest-land should be use its contribution to the long-term development of the country.

Pursuing economic growth and development, it is emphasized at the policies should pay equal attention to the sustainable development society, economy, and environment. Improving forest productivity and profitability, initially focusing on forest management and economics (De Jong, Arts, and Krott 2012). Consequently, having emerged as a serious problem when particular of interest among public bureaucracies and administrations (Kleinschmit, Bocher, & Giessen, 2016). The successful implementation of forest policies, there must be a particular tool with which to measure sustainable forest management (Sukadri 2000). Particularly in the context of forestland use requires the consideration of factors that explain actor’s decision-making behavior. The interests in and around forest land, these interests are enabled by the government and the paradigms that emerge to justify the use of forests and allocation of forest land (Brockhaus et al. 2012). Some of the involved state agencies are become problematic such as the process of forestland allocation, questioned the legality of existing forestland allocations, clarity, and transparency in forestland allocation procedures. It may be affected by decentralization which there is a
potential corruption for the public agency in determines public forest access in forest area by balancing public goods, government revenue needs, and private concession (Pfaff, Amacher, and Sills 2013).

Furthermore, the most critical issue faced by the government of Indonesia are inconsistent regulations (Brockhaus et al. 2012); (UNDP 2016); (Prabowo et al. 2017). Inconsistent regulations between central governments to the local government. Lack of access for smallholders, conflict resolution (surrounding land) and capacity building standards, among others (UNDP 2016). Policies and regulations and authorities tasked with the allocation of forest land in Indonesia have changed over the past two decades. which resulted in the shifts in the political-economy configurations between the center and regions (Nurfatriani et al. 2015) following the decentralization policy has changed the power landscapes and interplays (Prabowo et al. 2017) argue that the decentralization policy led to more empowered local governments and in turn the weakening central state to pursue their own formal and informal interests. There are several reasons for inconsistent regulation in Indonesia. Firstly, the establishment size of protected forest areas, production forest, conservation forest between the central government and local governments. Secondly, forest policies are sensitive to industry and the needs of local communities. Actors involved, and management systems it is important to understand to reflect on their changing roles in the forestry sector. Moreover, the establishment of Law on Local Government No. 23/2014, are currently present the local government authority, particularly related to forest management which overlapping to the regency or district, it caused raises many problems on forest management, such as conflict between company with state, company with society and society with state (agustiyara 2016). Ambitious government programs for expanding large scale industrial timber and oil palm plantation, and the weaknesses of the policy instruments in terms of environmental, economic and social aspects. Furthermore, the establishment for protected forest areas, production forest, conservation forest between the central government and local governments.

There are some impacts of overlapping regulation on forestland use. Firstly, Increased the forest degradation and loses forest are massive illegal and legal-logging. The existing lack of clarity and transparency in forestland allocation procedures, particularly over conversion forest, may lead to the involved actors and interest among public bureaucracies and administrations. Secondly, has the implication on uncontrolled of forest areas, causing conflicts in management activities. Negatively on the living conditions and survival of the
wildlife population. As a result, this research aims to find the possible ways of making collaboration in policy implementation among governments on forest management. The policy implementation among government are necessary and effectively works to perform in sustainable way. Consequently, how is the collaborative management can provide and improve of the successful in forest land-use management? How is the local government effort in making collaboration which improved capability of coordination among government in forest-land use management?

H. LITERATURE AND THEORY

In several researches finding shows the fundamental cause of deforestation and degradation fragmented by development and economics activities. Such plantation in the forest area which occupied by smallholders and industrial company. Environmental issues that related to forest management has been empirically examined in different approach. Previous work on forest management has emphasized such reducing forestry emission which focus on land degradation, industry, and forest plantation (Verchot et al. 2010). Evaluation of the implementation policy, policy making in protected forest management, and policy analysis. Moreover, past research has largely assert the environmental issues on policy enforcement generating into economical social and environmental problems. Some of them identify the impact of forest land use such degradation, forms fires and damaged forest area.

A few studies theorize about the governance on forest management (Ansell and Gash 2007). Collective action and collaboration (Schusler, Decker, and Pfeffer 2003); (Smith 2015); (Thomson and Perry 2006); (Agranoff and McGuire 2003). Stakeholder participation (Basco-Carrera et al. 2017). The quality of policy implementation (Honig 2006); (Lane and Hamann 2003). Another strand of work considers whether authority between levels of government put the management of protected forest under authority, also showed that the existing policy have proven ineffective to manage the forest. There is a gap between policy and its implementation. It is important to note that much of this current debate does not explicitly address the way of government in making collaboration to manage the forest land-use. This research design combines the effort of local government which may have overlapping of policy implementation needs to make collaborative management among stakeholders. Perhaps the overarching through empirical research on policy implementation
that it is incredibly many perspective, especially in government and institution. In the field, pressure on the quality of organization responses and determines the quality of policy implementation; the nature and changes in the organization to addressed problems. (Honig 2006) argued that policy implementation should focus on what’s implementable and what works but rather than investigate under what conditions. In this view, “implementability” and “success” are still essential policy outcomes. Also, policy implementation research should aim on the policies, people, and place that shape how implementation unfolds and provide interactions among them to explain implementation outcomes.

Further, this study connects to literature on the collaborative management by the local government. Collaborative management reflects the way it has bubbled up from many local experiment, often in reaction to previous governance failure. Collaborative management has emerged as response to the failure of the downstream implementation and politicization of regulation. (Ananda and Proctor 2013) collaborative as representation of key interest groups or using the term of stakeholders. Stakeholders refers to both public agencies in provincial and regency government level. Collaboration implies to way communication influence among stakeholders. Collaborative management focuses on public policies and issues such as alternative despite resolution or mediation political interest. However, the collaboration implies that the government take responsibility in making collaboration process. Therefore, collaborative will have an adversarial relationship to one another. It may bargain the cooperative the term of ad hoc in responding the certain issues or develop the collaborative governance. Most of the studies reviewed were case studies and attempt to find the key factor on the weakness in implementing the policy or the failure of policy implementation. The universe of issues was collected quite diverse and differed in quality, methodology, and intent. Collaborative governance (Ansell and Gash 2007) refers to achieve the collective decision making; (Kumar 2003) public private partnership refers to the function of collaboration. Therefore, collaborative management represent to making collaboration approach and prefer the term of collaborative management an encompasses various aspect of the collaboration process, communication, authority to implement the policy. Yet this diversity proved a challenge, the intention of this research as asses the collaborative management provided as successful in forest land use management, how is the government effort in making collaboration which improved capability of coordination among government in forest land-use management.
It comes that a review of the literature, (Kramer 1990) defined inter-organizational collaboration as an emergent process between interdependent organizational actors who negotiate the answers to shared concerns. (O'Toole Jr. 1997) inter-organizational networks, (O'Leary and Vij 2012) collaborative networks (Smith 2015) collaboration as decision making tool. Network management offers an important class of collaborative management models. Modeling of network management is to examine the impact of public management in general on governmental performance. Modeling network management that discerns not only the impact of these functions, but also the managerial resources used to perform them in particular structural contexts (Agranoff and McGuire 2003). Network structures can be represented in various form. Social network analysis (SNA) used as to draw upon define multiple networks consisting of actors (Freeman 2004) aims to addresses about governance and social capital in networks. Even relatively small groups of actors form complex network structures that can be discovered with SNA methods but are hard to detect otherwise as social structure is usually a mix of cohesive subgroups (Borg, Toikka, and Primmer 2015) Modeling of network management is to examine the impact of public management in general on governmental performance. First, policies dealing with ambitious or complex issues are likely to require such structures for execution, which assert that the types of problems or issues society seeks to address collectively are increasingly wicked, or “problems with no solutions, only temporary imperfect resolution”. Second, limitations established on the reach of direct governmental intervention encourage rather than network based solution. Collaborative structures may be required to achieve result in in particular problems area when public preference is simultaneously for more government action and less government involvement. When the public demands action on certain public issues, multiple players are drawn together to fulfil that demand because it can only be done through collaboration. Third, political imperatives elicit networking beyond what might be necessitated by policy objectives; the actors often must balance technical needs for clear and concentrated program authority with political demands for broader influence. Fourth, as information has accumulated regarding second-order program effects, efforts have been made institutionalize the connections, such as through inter-organizational task force and planning. Fifth, layers of mandates, including crosscutting regulations and crossover sanctions, provide additional pressure for managing networks (Agranoff and McGuire 2003). For intense policy sphere like economic development or welfare, different programs have
different intents, funding sources and priorities, mandated criteria, and targeted stakeholders.

F. DATA AND MEASUREMENT

The government have numerous ways to interact with other organizations, considers the stakeholders that involve of agencies or organizations with multiple linkages. Furthermore, the collaborations as resolution which focus on mediation, negotiation, and the building of agreements among governments. To collect data from all the stakeholders on forest management due to were limited data availability and resources. Instead, this research drew data in local government from 12 agencies and department that have field of policy implementation and forest management under governor coordination.

**Figure 1** Coordinating of government departments and organization in Riau Province, 2017

Sources: Collected from various sources based on law and regulation

The overarching aims of this research was to study the collaborative management in policy implementation practices in Riau Province, Indonesia. The research will be conducted in Riau Province, located on Sumatera islands. The province is the largest expansion area of plantation and palm oil industries in Indonesia. CIFOR states that in 2015, around 3 million hectares are used as 51% of palm oil plantation or 1.6 million hectares of industrial forest plantations (HTI) in Riau Province (CIFOR 2015). Mostly the concession area is covering Riau Provinces (FWI 2001).
Sixth specific issues on collaborative management were organizational autonomy, government communication, local government capacity, norms, administration and governance. Besides, this research to analysis these sixth issues and to investigate the keys factors overlapping policy in forest-land use between local and central government. The local government communication has on the most important factors in collaboration practices. Indeed, some issues above indicates influenced the collaborative management. A more recent study on policy implementation in Indonesia are mainly in ecology, politics, and government. Furthermore, the issues more debate relating to government policies, government roles, deforestation and land conversion (Brockhaus et al. 2012); (Cacho et al. 2014); (Nurfatriani et al. 2015); (Prabowo et al. 2017); (H. Purnomo et al. 2016). Meanwhile, (Kleinschmit, Bocher, and Giessen 2016) on forest policy analysis and (Coulston et al. 2014); (Medrilzam et al. 2014) analysis of forest land use.

To specify issue on this research, the need to focus on the organization communication in policy implementation and collaborative management on forest-land use. Particularly, the government effort in making collaboration to provide substantial effort such as, resolve overlapping policy among government, and integrated policy on forest management. Secondly, the collaborative solution uses in resolve forest-land use problems, lack of collaborative management in policy implementation has consequences of implementation failure and the government competing and interest move from conflict to collaboration. Fundamental assumption regarding the overlapping policy of forest land use management premise that poorly communication and coordination in making
collaboration. This research offers, to the knowledge in measurement the effort by government which has authority to control and managed the forest land use management.

G. RESULT

1. Measuring Forest Policy in the Field

Policy implementation is a complex and complicated process if the implementers disagree with policy, some agencies are designed to insulate from political pressure. Consequently, the implementation depends on the ability of government that involved many stakeholders. Measuring the policy of forestry in Riau province, to seeks the authority and legitimation on government that shaped by the existing regulation. This measure to assess the influence of central government policy, province, and regency government level. Begin with preliminary analysis with seeking the existing policy that related to forest management policy. Since the president of Susilo Bambang Yudhoyono (SBY) the government has policy, regulation, law, president regulation, president instruction, and ministry decree followed by the local government regulation in term of forestry management during 2004-2016.

Forestry policy appears to have a substantial effect on forestry management, at the beginning of decentralization, based on the regulation No. 25/2005 that the central government authority and province government as autonomous region, this law requires distribution of authority carried by mentioning in detail the authority of the central government in the legislation, the rest of that authority not mentioned in the law to be the authority of local government. The distribution of authority it may causes unclear distribution authority among government levels.

Figure 3, The Numbers of policy among government levels during 2004-2016

Sources: Collected from various sources based on law and regulation
Based on the regulation that illustrates above, the authority for policy maker of forestry management been centralized in the central government. As happened in the period of Abdurrahman Wahid after the fall of the New Order regime and after the great forest and land fires occurred in 1997/1998 with realizing PP. No. 4/2001 on Control of environmental damage and pollution related to forest and land fires. Susilo Bambang Yudhoyono (SBY) policy-making process seems "seporadic" in the case of land and forest fires emerged Presidential Instruction No. 16/2011. in term of the involvement many stakeholders such as agencies, military, Governor and Regent in controlling forest fires (karhutla). Meanwhile, in the leadership of President Joko Widodo with the issuance of Presidential Instruction No. 11 / 15. The Presidential Instruction contains about the President's instruction on 20 Ministries / Bodies, military Police, Attorney General, Governor and Regent in controlling forest fires. The second institution that has authority in policy making on forest management is the Ministry of Forestry and the Ministry of Environment issued 10/2010 on pollution prevention mechanism or environmental damage relating to forest management and land fire. Followed by at the provincial level with reference to Presidential Instruction No. 16/2011, Riau Governor Regulation no. 11 on forest and land fire control centers (Pusdalkarhutla). While at regency level, there is not a single regent rule related to forest management and land fire control.

Further, it appears as well as presented by (Nurfatriani et al. 2015) that unresponsive government related to the forest management due to due to the centrality of authority in the central structure of the bureaucracy. Whereas actually the problem that occurred at the district level. However, its strategic policy-making at the level of the President and the regent as the head of a region directly facing the issue has no authority at all to take long-term and long-term strategic policies. On the other hand, the nature of the policy is general which does not seen the factor of difference between one region with other area. This is caused by a top-down approach in the process of taking it. While governor regulation issued at the provincial level is only technical coordinate not strategic substantive. The condition forest in Riau province classified into three types namely forest production, limited production and conversion production amounting more than 60% of the total space in Riau Province. While natural forest reserves, mangrove forests and protected forests are less than 10%. Thus, it can be concluded that the majority of land in the province of Riau has been cultivated into plantation land. While the remaining protected forest is already very thinner and in fact is under pressure of deforestation.
Several report and data by the institutions, NGOs such the data reported by JIKALAHARI, where the area of forest continues to decline drastically, from 4 million hectares in 2000 and continues to fall to 500,000 hectares by 2015, thus during 15-20 years of forest cover is reduced by 2 million hectares. This is certainly astonishing, only in one area, the forest is lost drastically and cannot be controlled. In fact, the regional regulation on spatial planning and regional planning (RTRW) of Riau Province has not been established yet. So that the areas that switched functions are in the majority of conservation forests and protected forests that should not be converted to function.

There are several problems on the cause of converted forest area into forest production. Such regulatory chain, licensing chain, and law enforcement chain. First, regulatory chain regarding the regulation of planning on forest area and spatial plan of province government. To provide legal certainty for the forest area, it is necessary the accountability to the process of forest area, the process should be including, boundary determination, mapping and determination of forest area. This process is all to lead to a forest that is "legal and legitimate. For instance, the clearness of the legal basis for ministry of forestry to control forest area and legal basis right of society for land use.

Second, licensing chain, the number of changes about to existing policies, regulation from the government about the license to access land forest use which called as IUPHHK is licenses granted to use the forest area for forest production. Increased the land needs for plantations have concern about plantation monoculture replacing the natural forest.
area. This has implication to the government in manage forest area in terms of spatial plan, forest management planning, forest use, rehabilitation, forest protection, and conservation area. Uncertainty of forest areas caused ineffective forest governance. Based on president decree No. 44 of 2004, on forestry planning, forest management units consist of; Conservation forest management unit (KPHK), protected forest management unit (KPHL) and production forest management unit (KPHP). Besides regulate the forest production permit may be granted to individuals, cooperatives, state-owned enterprises, regional-owned enterprises, and private-owned enterprises. Practically, based on Land policy in Indonesia, there are two institution which has authority on legality of land use, ministry of forestry for licensing forest land use, and national land agency (BPN) as administration and ownership for land use. Moreover, the distribution of authority of forest area (in accordance with Government Regulation Number 38 Year 2007 concerning distribution of governmental Affairs between provincial government and regency/city government). Further, determination of forest area boundaries must involve all elements of central and local government. Third, law enforcement chain, the problem of legality on forest management such the existing policies allow access to natural resources for a few people, especially for those who are close to the authority.

G. THE IMPORTANT OF COLLABORATIVE MANAGEMENT

Trust and ability of government expected to take an effort to increase the stakeholder’s involvement in forest management. The problem on forest policy implementation is Lack of to collaborate management represents the government unable to manage the forest-land use which caused the overlapping policy among governments. Such as collaborative effort that reached an agreement among government on forest-land use, environmental interests, and the regulations. Conceptually collaboration defined as organizational culture and power differential, which include appreciate planning, join agreement, dialogues, and negotiated settlements (Selin and Chevez 1995). In fact, forest concessions, local people are allowed to operate small businesses and manage natural resources in selected parts of the conservation area by forming joint enterprises or cooperatives (Eghenter 2006). All districts are required to have rolling five-year plans as a basis for defining needs and setting priorities. The transition to decentralization, as well as increased opportunities for exploitation of natural resources, might have generated conflicting situations and a lack of transparency in power-sharing arrangements between communities, the private sector, and local and central
governments (Eghenter 2006). There are still fundamental differences between the legislation and management of protected areas. In one hand, government policies seeks to protect protected areas and establish rules to preserve it, but on the other hand has opened an opportunities for exploited the protected forest area. For example; the clearness of authority between the local and central government, frequently some local governments have to increase local revenue shift the function of protected forest and nature reserves into production forest even changed status of forest area into forest-land uses. CIFOR states that, in Riau province, there are types of cases in overlapping policy.

First, governor policy in giving licenses for industrial plantation of forest area. Second, infringement by companies (industrial forest) logging access which not applicable with laws and regulation, industrial concession including in protected areas using permit issued by regency (CIFOR 2015). Based on law no 34 years 2002 on forest management planning and forest-land use, governor/regency does not have the authority to issue licenses for Industrial forest (IUPHHK- HT/HTI). Regulatory, the licenses of forest-land use are issued by the minister of forestry based on regency/governor recommendation Collaborative management aims to describes the process of facilitating and operating in multi-organizational involvement to solve the problem on policy implementation of forest policy land use. Jointly the collaboration creating roles and structures governing of government communication and the possible ways in making collaborative management among government. While, in Riau province has many stakeholders that involved in forest issues, such engaging one or more organization in purposive and official partnership arrangement including determination of land boundaries, controlling government action, and protected forest area from the certain interest on forest management. In terms of government aspect, the collaboration may such governance in local government, administration for the clearness of forest production area, protected forest, licenses for access the forest, and legality of the ownership. Norms in the government, awareness in promoting sustainable development, pursuing economic growth and development, it emphasized at the policies should pay equal attention to the sustainable development society, economic and environment. Having less of interest among public bureaucracies and administration processes. Local government capacity, the accountability of central government to the local government in managing the forest. The local government enhanced the capabilities by improving the professionalism, organization human resources, planning and execution functions. Local government capacity reflects that the positions of government to achieve productive and allocative
efficiency. Besides, building government internal and external network based on organization management style.

Besides, issuance of new licenses and the extension of existing logging licenses become critical problem in the government policy. A number of changes about to existing policies, regulation of the minister environment and forestry about the license to access land forest use called as IUPHHK is licenses granted to use the results of timber in production forest. Increased the land needs for plantations in Indonesia have concerns about plantation monoculture replacing the natural forest. Moreover, in 2014, according to statistic Ministry of Environment and Forestry (2015), states that Indonesia loses forest area of nearly 6 million hectares for plantation, has increased 495 hundred hectares in 2013. In the other words, these massive illegal and legal-logging in Indonesia.

The authority in the forest sector called as Forest Management Unit (KPH), previously the authority under province and district, currently forest management unit under province level only. This has implication to the province in carry out the forest management in terms of spatial plan, forest management planning, forest use, rehabilitation, forest protection, and conservation. More recently, several studies have examined the government works and structures among the forest management lack of the policy implementation more concerted efforts from the central and provincial governments which include the consistency in government policies and regulations, to improved policy on forestland use management which consist of 7 Law which related to forest management, 3 of Government Regulation, 3 of President Degree, and 4 under Ministry of forestry regulation.

H. DISCUSSION

Kramer (1990); O'Toole Jr. (1997); Smith (2015) suggest that the model of collaboration needs an emergent process between interdependent organizational actors (Inter-organizational networks) who negotiate to deal with the environmental issues. Hence, collaborative management is to examine the impact of governmental performance may be required to achieve ad resolve the policy implementation problems. Particularly in the context of forest land use management requires the consideration of factors that explain involvement actor behavior. It has been argued that in term of political approach to negotiate and compromise is hard because many pressures in the governmental levels. In one hand the government pursuing economic growth and increasing the revenue, initially focusing on
forest production without considering its contribution long term development. The mechanism of forest management based on the law use the distribution authority (decentralization) from central to the local government. The policy making process of the distribution of authority between levels of government places the regency government level to manage protected forest. In the central government authority law has been mentioned in detail. Unspecified authority becomes the authority of local government. But the government revived the regulation, based on regulation no. 38, 2007 on distribution of authority where states that the authority of local government is specified in details in the law. It states that protected forest management becomes the authority of the regency government, includes: forest inventory, forest rehabilitation and forest protection, licensing of forest land use. After the implementation of regional autonomy, the management of natural resources conducted in a fragmented way. Each region manages its own natural resources.

The management of natural resources is emphasized does not balanced with conservation efforts and does not make conservation as a priority activity. The failure of low performance of government institutions in managing forests due to, first, the existence of government institutions involved in forest management rely solely on the duties and functions without knowing the position and role of each in carrying out the management activities. Second, the capacity of local government in managing the forest. Third, weak of coordination and implementation of management is hard to the government in making collaboration if the government do not have ability in collaborative management. Forest management land use will work if there is coordination between central and local government as well as among related institutions within a region. Relations between agencies should be based on coordination to avoid overlapping and conflict of interest in forest management.
**Table 1.** The role of stakeholders for collaborative management in Riau Province

<table>
<thead>
<tr>
<th>Work components in making collaboration</th>
<th>Responsible institution</th>
<th>Stakeholders that involve in forest land use</th>
</tr>
</thead>
<tbody>
<tr>
<td>The benefits of collaborative management</td>
<td>Ministry of Forestry</td>
<td>Ministry of Forestry</td>
</tr>
<tr>
<td></td>
<td>Governor</td>
<td>Governor</td>
</tr>
<tr>
<td></td>
<td>Department of forestry</td>
<td>Department of forestry</td>
</tr>
<tr>
<td></td>
<td>Department of license</td>
<td>Department of license</td>
</tr>
<tr>
<td></td>
<td>Department of plantation</td>
<td>Department of plantation</td>
</tr>
<tr>
<td></td>
<td>Regional planning</td>
<td>Regional planning</td>
</tr>
<tr>
<td></td>
<td>agency</td>
<td>agency</td>
</tr>
<tr>
<td></td>
<td>National Land agency</td>
<td>National Land agency</td>
</tr>
<tr>
<td></td>
<td>Regency</td>
<td>Regency</td>
</tr>
<tr>
<td></td>
<td>(including relevant</td>
<td>(including relevant departments)</td>
</tr>
<tr>
<td></td>
<td>departments)</td>
<td>Political party</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Military</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Police District</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Villages</td>
</tr>
<tr>
<td></td>
<td></td>
<td>NGOs</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Community</td>
</tr>
</tbody>
</table>

This analysis finds, the possibility of collaborative management, based on the stakeholder that involvement on forest management. Responsible institutions interact through formal and informal negotiation, jointly creating rules and structures governing their relationship and involving shared norms and mutually beneficial interaction to stakeholders that involved in forest land-use management. It may partnership between different stakeholders to participate in a collaborative management. The perspective of collaborative management come from a variety approach, in addition the local government have to determines the way and interest based on the government capability. The collaborative management used as a response to focus on stakeholder participation, finding the right balance between integration and aggregation. From this way, the collaborative must accommodate the institutional framework to engage local level collaboration and pursuing the interest which facilitate to coordination and communication for mutual benefit especially in
forest land use management. The idea of collaborative management describes negotiation and commitment processes as governance participative in policy implementation. Collaboration variously shared power arrangements and problem solving. There cause and impact of lack collaborative in the government such as: a lack authorities structure of hierarchal division, awareness and responsible, legitimate interest and power, governance emphasizes and reach agreement.

Furthermore, some stakeholders do not support activities on forest management and even undermine the government, so in this case, building communication with all the actors that are needed. For instance, in the process of forest management policy which involved central and local government to determine the boundaries of forest and protected forest areas supervised under the ministry of forestry. The policy needs to serve the operation stakeholders operation, control behavior and organize incentives in the institutions. Indeed, one of the critical problems in forest management is the different perceptions among stakeholders regarding the extent, boundaries, management rights, and utilization of protected forests. The possibility way to unify these perceptions is to apply collaborative management between government, community and other related roles. The discrepancy between the policy of the central government with local government caused damage to the forest and its ecosystem if not immediately managed by a collaborative management which initiate by the government. In other word, forest destruction has a negative impact on the economy both regionally and nationally. Deforestation degrades the quality of life of people, especially those living in and around forest areas.

Quite apart from dispositions, other research illustrates the authority of the government in forest management. The involvement stakeholders in policy implementation in local government level are unresponsive, less transparency, few stakeholders that involved. The capability as the main problems for policy implementation. Legally the authority in forest management such as (1) the central government is authorized to establish norms, standards, guidelines and criteria, policy, law enforcement, facilitation of the rules of protected forests across provinces. (2) provincial government is authorized to regulate and manage cross-protected forest regency which made by the central government. (3) The regency government is authorized to regulate and manage the forest protected which made by the central government. However, from this authority shows that the need to builds local government capability to achieve a coordination among government and supporting the practices of collaborative management. Other works pointed on distribution of authority
between central-provinces-regency-districts are uniformity strength to conflict at the local level. Policy implementation was implemented without considering the capability and readability of the governments. While, the degradation of forest area shows that ineffective the policy implementation among governments.

I. CONCLUSION

Through a collaborative management in the policy implementation of Riau province, this article has sought that to making collaboration the needs unify the perceptions on the policy of forest management regarding the extent, boundaries, management rights, and utilization of protected forests. Building communication with all the actors that are needed. The need to builds local government capability to achieve a coordination among government and supporting the practices of collaborative management. Jointly creating rules and structures governing their relationship and involving shared norms and mutually beneficial interaction to stakeholders that involved in forest land-use management.

Moreover, this article has shown that the possible way and the effort by the government in making collaboration, trust and ability of government expected to take an effort to increase the stakeholder’s involvement in forest management. The problem on forest policy implementation is Lack of to collaborate management represents the government unable to manage the forest-land use which caused the discrepancy policy among governments. The discrepancy between the policy of the central government with local government. Forest management land use will work if there is coordination between central and local government as well as among related institutions within a region. Relations between agencies should be based on coordination to avoid discrepancy and conflict of interest in forest management. Furthermore, this study can be impended way in making collaboration when there is some less trust and ability in making collaboration process. From this way, the collaborative must accommodate the institutional framework to engage local level collaboration and pursuing the interest which facilitate to coordination and communication for mutual benefit especially in forest land use management. The idea of collaborative management describes negotiation and commitment processes as governance participative in policy implementation. While, in Riau province has many stakeholders that involved in forest issues, a need to engaging one or more organization in purposive and official partnership arrangement based on organization management style.
REFERENCES


———. 2015. “JARINGAN KERJA PENYELAMAT HUTAN RIAU.” *Center for International Forestry Research (CIFOR)*.


Proceeding ICONPO VII: August 2017


ge=all (June 8, 2017).


*Center for International Forestry Research (CIFOR)*.

COORDINATION STRATEGIES AMONG GOVERNMENT AGENCIES IN MANAGING WATER RESOURCES IN THE REGION BATANGHARI RIVER IN PROVINCE OF JAMBI (Case Study At DAS Batang Merangin – Tembesi, Sarolangun Regency)

Muhammad Farid
Dr. Dra. Hj. Sintaningrum, M.T.
Prof. Dr. Drs. H. Budiman Rusli, MS.

ABSTRACT

This study begins with DAS Batang Merangin-Tembesi increasingly critical, when the rainy season flooding and when the dry season drought, the ability to store water on the wane, and the water quality is also declining due to pollution, whereas the management of water resources in an integrated manner has been implemented, many government agencies and organizations become stakeholders involved and to ensure coherence in the management of the water resources either by government agencies or non-governmental organizations will be established Coordination team of water resources management (TKPSDA) in the region Batanghari river that became the coordinator is the head of Bappeda Jambi and West Sumatra Province alternately, with TKPSDA region Batanghari river, we need a coordinated strategy to maintain coherence in the management of water resources in the region Batanghari river. But along the Batanghari river basin formation TKPSDA seen that government agencies are still not integrated in the running management of water resources, then also still overlapping roles and authority among institutions tersebut. Although still rare there have been several studies in the field of organization including the first Sultan (2001) on the coordination of management planning Resources Air Cisangkuy, "theory" that is used is the coordination that emphasizes harmony, harmonious relations, decision making, communication, and integration goals and programs, research results are not running due to coordination because of differences in interests, poor communication, and cooperation. Second, research by Mark Lubell and Lippert Lucas (2011) about the effectiveness of the management of regional water resources in an integrated manner in the area of Beach San Francisco, California by reducing splits and improve collaboration among stakeholders of water resource management. Location of this study is different from the above two studies, the research is focused on coordination strategies undertaken by government agencies in the areas of implementation for management of water resources in the region Batanghari river. Informan in this study is government agencies involved in the management of resources water
resources in the region Batanghari river. While the methods used in this study is a qualitative method.

The coordination strategy used in this study was the coordination strategy of cultural, coordination strategic of communications, functional coordination strategy, the coordination strategy of cooperation, structural coordination strategy, the coordination strategy of control and coordination strategy of informational, with the hope the results of this study can be input for the development scientist social science, especially the science of public administration and input to government agencies in the management of water resources so as to create an integrated management of water resources in the region Batanghari river in the province of Jambi.

Results from this study is the coordination strategy of culturally, the coordination strategy of communication, coordination strategy of cooperation and coordination strategy of control as strategic recommendations coordination among government agencies in the management of water resources in the region Batanghari river in order to create an integrated management of water resources in the region Batanghari river in the province Jambi.

Keywords: strategy coordination, integration, management of water resources

A. Introduce

River is a container or place and the flow of water from the fountain in the upstream to the mouth, of the right and left along its flow is limited by the boundary line of the river. In Indonesia the river is a source of water is the most widely used for drinking water, irrigation, fisheries, industry, even in a particular area is a major means of transport. River water generally has an adequate quantity, but the quality is not good. Increase of the number of human and development bring greatly affects the quality and quantity of river water led to a shortage of human and development activities that increase is directly proportional to decreasing water quality and quantity rivers such as illegal logging (illegal logging), factories that dump waste into the river without going through filtration process is correct.

Given utilization of water resources in Indonesia is always increase and changes over time, therefore it is necessary to undertake the development and improvement of water resources sector, both in terms of
policies, regulations and legislation, institutional aspects, as well as implementation in the field. It needs to be integrated with national development paradigm and the development of water resources as a whole. DAS (Watershed) is an area of land which is a unity with the river and its tributaries, which serves collecting, storing, and drain the water from rainfall to the lake or into the sea naturally. Limits on land is a topographical and boundary dividing the sea until the water area is still affected by land activities.

Watersheds that there form the unity of the river basin as the territorial integrity of the management of water resources in one or more watersheds (DAS) or small islands covering an area of less than or equal to 2000 km², so that watershed management is intended to preserve the ecosystem and maintaining environmental balance basin. Poor watershed management will indeed have an impact that is quite serious, such as occurrence of floods and droughts that could affect agricultural production so that the long drought conditions can lead to food crisis. In some places in Indonesia DAS bear a very heavy burden (critical) because of the many residents of water users who use water for agriculture, industry and urban water needs and other intensive use. Critical indicators of a watershed include increased incidence of landslides, erosion, sedimentation, floods, and droughts.

This study begins with DAS Batang Merangin-Tembesi increasingly critical, when the rainy season flooding and when the dry season drought, the ability to store water on the wane, and the water quality is also declining due to pollution, whereas the management of water resources in an integrated manner has been implemented, many government agencies and organizations become stakeholders involved and to ensure coherence in the management of the water resources either by government agencies or non-governmental organizations will be established Coordination team of water resources management (TKPSDA) in the region Batanghari river that became the coordinator is the head of Bappeda Head Bappeda Jambi and West Sumatra Province alternately, with TKPSDA region Batanghari river, we need a coordinated strategy to maintain coherence in the management of water resources in the region Batanghari river. But along the Batanghari river basin formation TKPSDA seen that government agencies are still not integrated in the running management of water resources, then also still overlapping roles and authority between the institutions.
Based on the viewpoints of researchers, research management of water resources of the river is now only focused on the economy, the environment and agriculture, while on the field of organization is still very little, research in the field of economy in the review is the economic value of water, effectiveness and efficiency in the management of Water Resources river, to the field of the environmental assessment is pollution, water quality, conservation and waste management, while agriculture still surrounding the use of river water for irrigation.

Although still rare there have been several studies in the field of organization including the first Sultan (2001) on the coordination of management planning Resources Air Cisangkuy, "theory" that is used is the coordination that emphasizes harmony, harmonious relations, decision making, communication, and integration goals and programs, research results are not running due to coordination because of differences in interests, poor communication, and cooperation.

Second, research by Mark Lubell and Lippert Lucas (2011) about the effectiveness of the management of regional water resources in an integrated manner in the area of Beach San Francisco, California by reducing splits and improve collaboration among stakeholders of water resource management. The theory identifies an element in the political management of traditional water can create divisions and conflicts in society, and politics of water management Traditionally this in comparison with models of collaborative management of integrated water resources, and the survey showed that briefly that the collaborative management of integrated water resources to enhance community participation and the goal of keeping away from conflict and division achieved.

In conducting the management of water resources at the start of the planning and execution, and so is the evaluation and monitoring, therefore it needs to be seen is the role of Government Agencies as executors in the implementation of water resources management. This study is different from the above two studies, the research is focused on coordination strategies undertaken by government agencies in the areas of implementation for management of water resources in the region Batanghari river.

With the point of view aboves, researchers interested in conducting research on the management of water resources in aspects of coordinating strategy with the title 'COORDINATION STRATEGIES AMONG GOVERNMENT AGENCIES IN MANAGING WATER RESOURCES IN THE REGION BATANGHARI RIVER IN PROVINCE OF
JAMBI (Case Study in DAS Batang Merangin – Tembesi, Sarolangun Regency).

B. METHODS

The approach used in this study is a qualitative approach with descriptive analysis method. With this method, of course, be able to describe and understand social phenomena, in particular can reveal comprehensively on strategic coordination among government agencies in the management of water resources in the region Batanghari river in the province of Jambi. In addition, this method can allow it to communicate with the crowd, and certainly can enrich the data and that allows it to produce new discoveries in the field, in particular regarding the coordination strategy. The data collection is done by observation in the field, in-depth interviews, and literature. While the determination of informants purposively, who became informants are leaders of the agencies managing the water resources in the region Batanghari river amounted to 14 people, and the agencies are Bappeda Jambi Province, the Environment Agency (BLHD) Jambi Province, Department of Public Works Jambi Province, the Provincial Forestry Office, BP DAS Batanghari, the Provincial Agriculture Office of Jambi, Central River Region of Sumatra VI (BWSS VI), Marine and Fisheries Agency Jambi Province, the Department of Energy and Mineral Resources (ESDM) Jambi Province, the Secretariat team coordination Water Resources Management (TKPSDA) Region Batanghari River, Public Works and Public Housing Sarolangun, Regional Environmental Agency Sarolangun, and Assistant for Economic Affairs and Development Sarolangun and Bappeda West Sumatra Province. By interviewing leaders of the agencies should be able to get accurate information. The data is processed and analyzed in accordance with the stages of qualitative research. The stages of this
analysis are as follows, Data analysis is the process of arranging the order of the data, organize them into a pattern, category, and description of the basic unit. Thus the data analysis are organizing the data that has been obtained through data collection techniques such as interviews. Researchers will conduct rapid data analysis this is to avoid the data becoming obsolete or outdated. Data analysis is a continuous process that need reflection continuously on the data, asking questions of analysis, and writing short notes during the study, thus collection and analysis may be conducted simultaneously and together (John W Creswell, (translation Ahmad Fawaid) 2010: 274). Data analysis in this research is done in several steps (John W Creswell, (translation Ahmad FAWAID) 2010: 276):

1. The first step. Process and prepare data for analysis, these data involves the transcription of the interview, shortly scanning - material, type data field or sorting through and organizing the data into different types depending on the source of information.

2. The second step to read the whole data set begins with building a general sence of the information obtained and reflects the overall meaning. General idea what is contained in the words of participants? How to pitch the idea? At this stage, researchers are sometimes written records of special or general ideas about the data obtained.

3. The third step to analyze the data in more detail by coding data. Coding is the process of taking the material / information into segments before use its . This step article involves several stages: data retrieve writing or pictures that have been collected during the collection process, segmented sentences (or paragraphs) or images together into categories, and then label these categories with specific terms, which occasionally based on the terms / language that was really coming from the participants.
4. The fourth step identifies the themes during the coding process, researchers can further utilize these themes to create more complex analysis as researchers linked themes in a series of stories or develop these themes into one model theory. This theme can also be analyzed for a particular case, across different cases.

5. The fifth step is to show how the description and these themes will be presented again in the narrative / qualitative reports. The most popular approach is to adopt a narrative approach in delivering the results of the analysis.

6. The sixth step is to interpret or make sense of the data asking the question, "what lessons can be learned from all this," will help researchers raised the essence of an idea.

   In connection with the foregoing according to Alexander (1995: 36-37) by the media, there are several strategies that coordinate cultural coordination strategy, the coordination strategy of communication, coordination strategy cooperation, functional coordination strategy, the coordination strategy of control, structural coordination strategy, and strategy coordination informational, With qualitative methods is expected that the information about the coordination strategy which is used by government agencies in managing water resources in the region Batanghari river in the Province of Jambi.

C. RESULTS AND DISCUSSION

Water resources management has a very complex interests between sectors and stakeholders. In this condition, there is a need for coordination, so that coordination can work harmoniously in achieving organizational goals of coordination requires a coordinated strategy. From the seventh coordination strategy there are only three coordination strategies used, namely the coordination strategy of cultural, the coordination strategy of communication, and cooperation coordination strategy. The coordination strategy culturally is a strategy whose implementation depends on the match between the organization's goals with organizational arrangements and cultural strategy is done by using
the influence (influence), public relations (PR), and creates a framework that hierarchy is mandated by the recognition of the organization of authorities (cooptasi). Every organization that uses this strategy perform their duties based on professional values predetermined and affirmation of their expectations and norms which take place among members of the organization.

It is clear that the agencies running their own in carrying out the duties and functions of each in accordance with the professional values of the institution even though the task of the agencies managing the water resources is very clear, in other words, each agency resource managers water only focus on the main tasks and their respective interests. In the pattern of water resources management, water resource management should be integrated as a slogan one river, and one management so that all activities are carried out each agency manages the water resources should be integrated or integrated, for integrating the activities and duties of each of the agencies water resources, so it needed a coordinator who is able to direct the activities of water resources management so that the management of water resources become more focused and synergy. Excess coordination strategy culturally each government agency is able to do the tasks and activities with a professional and accountable, as happens in government agencies that manage water resources in the region Batanghari river, but there are drawbacks, namely in doing his work the alignment is still not visible, because each agency manages the water resources working on their own in managing water resources, for example, there is still work overlap although it can be solved by means of negotiations, and there is also work that is not sustainable with other agencies.

When seen from the results of research conducted approach to the coordination strategy undertaken by government agencies in the management of water resources Batanghari River more use the strategy of coordination of cultural values of professionalism, and only a few agencies actually use the coordination strategy of communication, and strategy coordination of cooperation / collaboration, and then controls the coordination strategy has been implemented but did not consider it important omissions and reporting makes coordinating control strategy is not running. For the upcoming government agencies must begin to implement properly the coordination strategy culturally with professionalism, the coordination strategy of communication, coordination strategy of cooperation and coordination strategy of control, it is expected in the future after these strategies are implemented is expected the
exchange of information, implementation of negotiation, as well as the creation of network development / networking, although there are several agencies that have implemented the coordination strategy of communication and coordination strategy collaboration / cooperation, but it is limited, such as the coordination strategy communication conducted by the Central River Region of Sumatra VI to the Department of Public Works and Public Housing in Sarolangun by negotiating in case of overlapping programs, and Central Sumatra River Region VI also conducts strategic partnership of coordination / cooperation with the Department of Public Works Jambi Province in the field of Operations Tasks and Sustainer an (TPOP) and the Marine and Fisheries Agency in the field of fish farming by allowing the Department of Marine and Fisheries undertake fish farming in cages-cages in limited quantities.

Based on the observation of actual coordination strategy for communication between members TKPSDA already exists is through regular meetings held by TKPSDA region Batanghari River, from regular meetings are of course intertwined communication among government agencies, but communication is established only limited discussion of tasks TKPSDA course, still less about how to put together an integrated management of water resources in the region Batanghari River as well as the achievement of understanding between sectors, between regions and between stakeholders. The coordination strategy of control has actually been applied to all the agencies managing the water resources but the agencies are very lax in reporting to implement controls, whereas the activity reports of each agency is used as an evaluation to see if there are deviations in the activities of resource management water or not, and whether there are obstacles in carrying out management activities or not, for it is expected that all government agencies that manage water resources in the basin Batang not negligent in reporting as the implementation of coordinated control strategy. Especially Bappeda Jambi province as the Coordinator TKPSDA and Sumatra River Region VI Hall, the owner of the basin authority, especially in DAS Batang-Batang Merangin Tembesi in Sarolangun to more firmly to all the agencies that manage water resources. With the implementation of the control strategy it is expected that their control over the activity of the activities of the agencies of water resources, control of river water pollution, and the destruction of rivers and water bodies due to water damage.

Implementation of the strategy of coordination control can be carried out in the form of sanctions, for example by a reduction in activity of the activities / projects in Regency / City by the Central River Region of
Sumatra VI from the State Budget to be transferred to other districts that are still in the River Region Sumatra VI and implement a control system technology-based information and control systems not only contains about reports of activities / programs, but also a system of reporting all the circumstances and conditions that occurred in the management of water resources as an early warning system in the event of a flood early warning system in the event of water contamination.

By applying information technology based control systems at control coordination strategy is expected to each agency can quickly respond to any situation that occurred in the management of water resources, and it's fast in making decisions when problems arise in the management of water resources. Based on the foregoing, the researchers recommend to government agencies that manage water resources in the region Batanghari river to use cultural coordination strategy, the coordination strategy of communication, cooperation and coordination strategy coordination control strategy in earnest. Here is the Table Recommendations Strategy management Coordination of Water Resources in Batanghari River Region.

<table>
<thead>
<tr>
<th>No.</th>
<th>Coordination strategies</th>
<th>Form of Coordinations</th>
<th>Agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Cultural and professionalism</td>
<td>Framework of hierarchy</td>
<td>Each agency/ all of member TKPSDA</td>
</tr>
<tr>
<td>2.</td>
<td>communication</td>
<td>1. The coordination meeting,</td>
<td>Each agency/ all of member TKPSDA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2. The negotiations in the event of overlapping programs and activities,</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>3. Informations exchange</td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>cooperation</td>
<td>Share of resources</td>
<td>Each agency/ all of member TKPSDA</td>
</tr>
<tr>
<td>4.</td>
<td>control</td>
<td>The control system</td>
<td>Each agency/ all of member TKPSDA</td>
</tr>
</tbody>
</table>
D. Result of research 2016

In the cultural coordination strategy as a form of coordination is a hierarchical framework (stoner et.al: 1994) is a framework that defines the relationships between parts of the organization vertically or horizontally, be it relationships span of control or relationship that shows the command line explain how the boundaries of authority are made. The implication with cultural coordination strategy applied then there is a limit with no ego sectoral authority so as to maintain harmonious relations among sectors both vertically and horizontally relationship and integration of each sector in the management of water resources can be realized. With the realization of expected synergy among sectors of water resources in the region Batanghari river benefits the people of Jambi and West Sumatra, when the rains do not flood and when the dry season was no drought. The key point in the coordination is communication, to maintain a harmonious relationship between sectors required good communication between the sector and forms of communication in the management of water resources is a coordination meeting which discussed the pattern of water resource management, program design and resource management plan water so that with the draft of the plan and the program is expected the integration among sectors in water resources management plan, in addition to coordination meetings also there are negotiations that occur when an overlap between the activities of the sector program and the program of activities between sectors disconnections can be avoided. With communication as well as any sector or any agency can share information or exchange information, so that each sector obtain complete information according to the needs of each sector, with a complete information of each sector can work on the management of water resources in accordance with professionalism. The implications of the use of the coordination strategy of communication is any part or sector of getting the design of
plans and programs in accordance with the field and professionalism, troubleshooting in the event of a dispute through negotiation between sectors or sections, and each sector is also getting full information in the management of water resources in accordance with the needs between sectors or parts.

The shape of the coordination strategy of cooperation is the sharing of resources (resources sharing) is a resource sharing is the sharing of human resources, the information, the agreements contained in the decree (SK), the implications of the establishment of the cooperation is to maintain the relationship between sectors remain harmonious and efetivitas further increase the programs and activities between sectors or fields so that the objectives of the management of water resources Batanghari river that benefit society in terms of quality and quantity could be a good achieved. The shape of the coordination strategy of control is the control system, control systems based on information technology, in the form of a report of activities, can also form a report warning of the danger of flooding and the danger of contamination, so that it can be detected rivers were damaged in the district / city, which is expected by the coordination strategy control obtained activity reports and report early warning can be quickly obtained and reports / information used in decision-making and decision-making can be done quickly, but the actual report early warning flood already exists through the tool AWLR (average water level recorder), but the information system to control pollution has been no implication with the implementation of coordinated control strategy is with this strategy can quickly get reports that can be used in decision-making so that the service to the user community water resources being better and objectives of management of water resources can be achieved.
In illustration of the coordination strategy to integrate the activities in the area of water resources management Batanghari river is in accordance with the following image.
From the flowchart picture above, that are members of the commission:

**Water Resources Conservation Commission:**

Forestry Office of Province of Jambi, Office of Energy and Mineral Resources of the Province of Jambi, the Regional Environmental Agency of Province Jambi, the office of Public Works Jambi Province, Board of Sumatra River Region VI.

**Utilization of Water Resources Commission:**

Jambi Provincial Agriculture Office, Department of Marine and Fisheries and Jambi, Agriculture Office all around Jambi Province, the Agriculture Agency Jambi Province, Board of Sumatra River Region VI.

**Water Damaged Control Commission:**

The Office of Public Works of Jambi Province, Board of Sumatra River Region VI.
TKPSDA consists of three commissions are commissions conservation of water resources, water resources utilization commission, and commission control of water damage. All of this commission serves as,

a. Consultation with the parties stakeholders in the management of water resources;

b. Integration and alignment of interests between sectors, between regions, and between stakeholders in the management of water resources in the basin;

c. Monitoring and evaluation of program implementation and action plans for water resources management in the basin.

In order for these functions are running properly it is necessary strategy among government agencies in the management of water resources in the region Batanghari river, and the strategies it is the coordination strategy of cultural, strategic coordination of communication, coordination strategy of cooperation and coordination strategy of control, with the passage these functions are expected to management of water resources in the river basin Batang Batang increasingly integrated so that the river can function properly (a good irrigation services, water, transport also served well) and sustainable.

The implications of this research are government agencies that manage water resources in the region Batanghari river more aware of the importance of sincerity in implementing strategies such coordination, thus creating harmony and coherence in the management of water resources, and is therefore expected Batanghari river clean and functioning as it should, that is able to serve the community in Jambi province on an ongoing basis both in quantity and quality.
E. CLOSING AND RECOMMENDATION

That coordination among government agencies in the management of water resources in the region Batanghari river in Jambi Province is still weak, it is caused by the coordination strategy used is still showing a lack of integration between government agencies in managing water resources in the region Batanghari river, it is seen the coordination strategy used, the coordination strategy with professionalism cultural institutions, so that in carrying out the activities of management of water resources in the region Batanghari river seemed to walk on their own.

The coordination strategy of communication that actually use only a few institutions only, in other words, not all agencies actually use strategy communication coordination, communication strategies used by these agencies only through meetings / regular session TKPSDA, and communication is established only limited discussion on the duties of TKPSDA course, still less about how to put together an integrated management of water resources in the region Batanghari River as well as the achievement of understanding between sectors, between regions and between stakeholders.

But there are some who use the strategy of communication coordination within reach understanding with other agencies to conduct such negotiations are conducted by the Central River Region Sumatra VI Public Works Department in the event of overlapping program activities, as well as when there is a discontinuity of work between the Central River Region Sumatra VI Jambi Provincial Agriculture Office for the activity program of water utilization.

The coordination strategy of cooperation / collaboration strategies that involve voluntary interaction including collaboration can be mentioned
in some way, this strategy can be used patronage (agreement with the purchase of goods and services). Coordination strategy is only done by several agencies alone, namely Between Central River Region Sumatra VI Public Works Department Jambi Province for Program Activity TPOP (Tasks Operation and Maintenance) and Between Central River Region Sumatra VI to the Marine and Fisheries Agency's program of activities Budi Daya Fish.

If during this approach coordination strategy undertaken by government agencies in the management of water resources Batanghari River more culturally with the values of professionalism, it would be better government agencies that have not yet implemented properly the coordination strategy of communication, coordination strategy of cooperation / cooperation and coordination of control strategies to immediately apply them properly. With the implementation of these strategies in addition to the strategy of cultural coordination with the values of professionalism, it is expected in the future is the exchange of information, implementation of negotiation, cooperation and facilitate the control system / control.

F. SUGGESTION

Inter-agency coordination relationship that had occurred only emphasize aspects of hierarchy, needs to be developed into a form of network management in the organization so that it can obtain the relations among organizations better.

For further research relating to the coordination strategy needs to be associated with the coordination strategy informal links and networks without stressing aspects of hierarchy.
To strengthen the coordination of water resources management in Batanghari River region should immediately undertake organizational structure refinement management of water resources, improving the quality of communication and cooperation, capacity building of human resources in the field of water resources management.

Regional Development Planning Agency (Bappeda) Jambi province in pursuing a strategy of coordination control over the agencies managing the water resources should be more firm in applying sanctions, putting a control system based on information technology either in the form of reporting programs and activities as well as the reporting system warning early against flooding and water pollution in the river Batang which is expected to create an effective coordination, with the realization of harmony and coherence in the management of water resources in the region Batanghari river.

BIBLIOGRAPHY

Book


Robbins, Steven P. 2003 *Perilaku Organisasi*. Jakarta, Indonesia: Salemba Empat


Syafiie, Kencana Inu et al. 1997. *Ilmu administrasi Publik* , Jakarta : Rineka Cipta


**Journals and Papers**

Anshori, Imam. 2010. *Konsepsi Pengelolaan Sumber Daya Air Menyeluruh Dan Terpadu*


Rullihandia, Nursyaf. 2010. *Pengelolaan Sumber Daya Air yang berkelanjutan*

Mark Lubell and Lucas Lippert. 2011. *Integrated regional water management: study of collaboration or water politics as usual in California, USA*


**Sources and Download**


UU Nomor 7 Tahun 2004, Tentang Sumber Daya Air www.pu.go.id download 2 Februari 2012


Keppres Nomor 12 Tahun 2012, Tentang Penetapan Wilayah Sungai www.pu.go.id download 12 Februari 2013

Peraturan Menteri PUPR Nomor 9 Tahun 2015, Tentang Pendayagunaan Air www.pu.go.id download 13 July 2016


Download Internet 4 November 2014


Download Internet 22 Desember 2014
THE RENEWAL MANAGEMENT OF LOCAL GOVERNANCE BY
OPTIMALIZATION THE ROLE OF CIVIL SOCIETY IN THE MAKING OF
WELFARE STATE

Madjid, Udaya1 Adiningsih, Berthy2 Indarti, Cynthia3
1 Lecturer at Institute of Internal Government Affairs (IPDN), Jatinangor,
Indonesia
2 Student at Community Nursing Master Program, University of
Padjadjaran, Bandung, Indonesia; Volunteer at Pejuang Lintas Batas
Khatulistiwa (Pelita Khatulistiwa), West Borneo, Indonesia
3 Staff of Student Advisor at Institute of Internal Government Affairs
(IPDN), Jakarta, Indonesia

ABSTRACT
The diversity of human needs and social issues in a broad coverage,
involving the degree of physical and mental health, political dimension as
well as cultural and educational level of people in the country may cause
multidimensional crisis impact that need precise and proper handlings to
achieve a welfare state. Civil Society Organisations (CSOs) are potentially
multifunctional if its role optimalized in the Government. Its broad scopes,
variety of professionals with various skills involved as well as number of
the members have a serious large potential in the optimization of
development goals achievement.

This study uses qualitative design with deductive-exploratory
approach. The purpose of this research was to study the role of civil
society so it can be unearthed a pattern of management empowerment of
the most appropriate to be applied in all regions in Indonesia. The datas
obtained through interviews, documentation and study of literatures. The
results shows that the underway government policies give significant
results, effective and efficient by involving CSOs at the time of
implementations. Research conducted in the three representative cities
with the consideration that the three cities is assessed subjectively
produce CSOs that are actively engaged in the handling of social problems
in each area. Problems focused on the issues about humanity, human
health and the environment as well as education which also meets half of
goals expected in the SDGs.

However, the datas obtained are still need more in-depth exploration
and genuinely recommended to involve broader disciplines and professions
in order to build understanding in developing nation thus achieved the
condition of welfare state. Adjustment of available advices needed at each regions.

Keywords: welfare state, empowerment, open government, CSOs, SDGs, social capital

A. INTRODUCTION

Indonesia is a tremendous resources country. Development empowerment through good strategies to produce significant products either goods or services, in each region by local government policies will lead Indonesia to become an independent country and highly competitive to other countries. However, in the reality, there are still many areas that lagged behind in the implementation of nation development today to deserve priority attention within the framework of nationa development acceleration. Desentralistic management assessed as proper to geographic, demographic or its society’s socioeconomic despite of having no guarantee to the achievement of prosperity and development expectations will be realized.

The welfare of the society in a wide range of viewpoints is a social problem that still become a central issue in Indonesia. Poverty in the economic term is often represent the measurement of society’s welfare, although the the genuine objective measurement to assess society’s prosperity is varied. The diversity of human needs and social issues with broad coverage involving the degree of physical and mentally health, the dimension of politic, cultural and educational level have a multidimensional crisis impact that need precise handling. The Government needs to evaluate, restructure and sets policies by utilize supporting roles of the governance, i.e private parties and civil society on issues that have not achieve the expected result and requires great power in particular.
Civil Society Organizations (CSOs) has multifunctional impact when its role optimized in the governance. Its existence that includes broad range of social activities ranging from humanitarian, health, environmental, sports and society’s socioeconomic, religious and cultural groups, professional associations and academics, even more mass media (China UNDP, 2008) that also involves almost the entire field of professions, has great potential to support the goals of development achievement, human development as well as physical development. In addition, an independent CSO has a function as a monitor and analyze government policies so that the abuses of program conducted could be minimized or avoided, help to evaluate and advice possible solutions about activities that related to social norms that applied in local societies, thus could take a role to make positive and build-on pressure to the government to ensure that every available or planned policies is really needed by the society, especially on the issues that become public spotlight.

This study adapted definition of CSOS by OECD DAC (China UNDP, 2008):

“[CSOs] can be defined to include all non-market and nonstate organizations outside of the family in which people organize themselves to pursue shared interests in the public domain. Examples include community-based organizations and village associations, environmental groups, women’s rights groups, farmers’ associations, faith-based organizations, labour unions, co-operatives, professional associations, chambers of commerce, independent research institutes and the not-for-profit media.”

Indonesia community empowerment could be maximum by optimization management role of CSOs through local government management according to constitution no. 32 year 2004 which aims to
improve the society’s quality of life in a fair and equitable, as well as provide much more holistically in the effort of its achievement. Besides, this step is also intended to minimized and control urbanization proportionately so the expected welfare of the society even, up to the level of countryside and national development acceleration through optimized the quality of local government improvement can be achieved. Utilizing the potency of CSOs in order to support governmental functions, which are service, regulation and empowering is a strategy for the renewal of local government management that may able to meet professional values. Management the involvement of this civil society governance roles is important in the achievement of reasonably good governance since globalization cascade era as currently happened, made professional resources in the scope of government alone is not enough. Complicated problems, individuals quality which not yet completely optimal and professionalism limitation also the speed of information and ideas flow will increase the lose of control and overwhelm to face and deal with existing problems.

B. RESEARCH OBJECTIVES

This research basically aims to identify and explore the role of civil society as well as a managerial evaluation in local governance to realize a good governance in the making of a welfare state by applying the most appropriate management empowerment in Indonesia’s regions. In this study, we focus on identification and exploration the role of CSOs in local governance strategy management to meet social and society’s welfare challenges, evaluate the impact of currently strategies along with obstacle and solution. In order to realize a prosperous country (welfare state) and optimalization the role of CSOs in the governance, it is necessary to
C. METHOD

This study uses qualitative design with deductive-exploratory approach. The data obtained through interviews, documentation and study of literatures as well as observations. Interviews conducted by face-to-face interview and private social media such as whatsapp or facebook messenger through chat and voice chat feature. Rigour and trustworthiness of the study using qualitative validity criterias, such as credibility, transferability, dependability and confirmability (Moleong, 2010). All participant already given a right to withdraw from the research or refuse to answer particular theme or question.

Research conducted in the city of Pontianak, Bandung and Jakarta with the consideration that the three towns is assessed subjectively produce CSOs that are actively engaged in the handling of social problems in each area. Problems focused on the issues about humanity, human health and the environment as well as education which also meets half of goals expected in the Sustainable Development Goals (SDGs).

D. RESULT

1. Volunteerism

The results shows that the underway government policies give significant results, effective and efficient by involving CSOs at the time of implementations. Significance that we state surely is a result from assessment by comparing observation results, interviews, and each studied region governance achievements. Genuine signification could be
proven by further in-depth research replication in quantitative or mix-method design, so the comparison measurement will be more accurate respectively.

Volunterism movement undertaken by CSOs are based on few things, which are their concerns on particular public issues that less gain attention both by local government and the region society compared to others, underwent a religious obligation, nazar (a promise to do particular things after achieve other particular things for particular reason), personal desire to have positive activities, knowledge waqf (waqf is an Islamic term to describe continuous beneficial free giving to achieve continuous reward from God or practically define as science of endowment), influence of close friends or intention to find more friends by positive activities.

By the difference of these movement foundations, some CSOs are initiated individually whilst some are initiated in group with individuals who share mutual vision. The ability of a CSO to keep rolling seems influenced by the level of intellectual, emotional and spiritual intelligence which will affect the members patience and their ability to perform execution in the field, including in the communication process both with the targeted community or government officers. The namely patience in this report is patience to get the desired result from intended movement. Male (Environment-based volunteer, entrepreneur) state that continuous moves by strong spiritual commitment foundation building is a significant point in the change process. This point gives a concrete foundation to keep good work roll, since giving benefit for all as many as could is a famous Islamic order (which is the dominant belief in Indonesia).

At the time this research was conducted, early campaign related to the election has already started. Associated with this condition, there are different in the view of how CSOs members' respond to the changes of
government officers or public officials, especially those who are known to have tendency to get involved in the elections. Some of CSOs thought that was a positive chance to commend their vision and mission movement, but instead some others rate the changes of these politicians who involved in various forms of volunteerism as exploitation for public branding or achieve public awareness related to elections season.

The positive acceptance attitude is based on a thought that the collaboration should involve parties as many as could, including the Government. Even the Male (Environment-based volunteer, entrepreneur) judge that involve the Government in collaboration movement of volunteerism is an obligation. It was driven by an opinion that the policy role held by the Government will directly or indirectly will influence the objective of every CSOs. On the other hand, the negative acceptance resulted from previous negative experiences with the Government officers as well as their difference on interest, backround or viewpoints.

Female (civil servants, Education and Culture Office) argued that the duties performed by their home institution will be more optimal when collaborate with CSOs which have similar mission with the vision of the governance agenda if only planned and created earlier and more intense. The lack of information of volunteerism by CSOs that could be utilize to optimalize the agenda could be resulted of poor written documentation or activities socialization or poor CSOs profile data in the Government office, she argued. At different places, on the other hand, Male (Humanity-based volunteer, employee of private bank) and Male (Humanity and Art-based volunteer, entrepreneur) express their disappointment of difficult they are to reach the government officer when they were trying to do such the previous statement requested.
Negative experiences like the one described earlier, encourage Male (Humanity-based volunteer, employee of private bank) and Male (Humanity-based volunteer, entrepreneur) with some more people try to bridge intergeneration to renew politic culture by politic education for the youth after learnt that some structural position not have to hold by civil servant (ASN) according to the constitution, but might given to proper civilian particularly CSOs members for their proven idealism concern. These youth are being educated by founding another CSO out of what they were involved in. On the other hand, there is also a CSO who argue that if the intended exploitation has mutualism nature, then previous bad experience or personal views on the figure of politicians should be ignored for the sake of greater public benefit.

The most interesting thing from all participant either they are professionals or ‘common people’, are not paid or practically work for free. Despite of being paid, a well-known CSO that spread on all over provinces in Indonesia, Rumah Zakat, claim that their particular volunteer were only achieve money as transportation fee exchange that might not fit to their voluntary work properly. Furthermore, the source of money is not taken from donation obtained, but carefully calculated based on Islamic procedures or known as syaria law and volunteers only paid on non-regular events only. The foundation sources of this CSO comes from zakat, infaq, shadaqa (zakat, infaq & shadaqa are Islamic economic term that have different purpose to applied), humanity funding and CSR (corporate social responsibilities) from well known companies. Humanity funding and CSR are sources that allowable to be funding source to pay particular volunteer. Rumah Zakat is one of national size CSO that has consistency to take a significant part when disaster happen. Since some experience of Indonesia Social Ministry running out supplies (Hazliansyah, 2013; Bencana Kesehatan) and a fact that Indonesia has a continuous
potensial risk of natural disaster for its geographic and geologic features (The Jakarta Post, 2016; BBC Indonesia, 2011), donations obtain by CSOs including superqurban from Rumah Zakat may make a big help as well as support of poor nutrition intake in some area.

The general conclusion of CSOs’ members’ hope that involved as participants in this study are the increasing of collaboration rate along with equity and clear role among the government, the private parties or corporate and CSOs as part of the society thus we could build each residence region together in fairly process.

E. GOVERNMENT ACHIEVEMENT

An effort to link qualitative results of CSOs participants and local governance face some constraints in the study and need study design/method modification, so that the data regarding relationship of CSOs’ role and the Government gathered through news documentation and or public officials personal opinion on their social media accounts, respectively. In Bandung City, Ridwan Kamil as the current incumbent Mayor previously was known as one of the founders of a CSOs called Indonesia Berkebun (urban farming) in 2010 with a spirit to utilize every inch of open land to be used for gardening. This spirit contagious and has spread to several cities and campuses outside the city of Bandung (Indonesiaberkebun.org; Aziz, 2013). Such movement transmission also shown by Komunitas Berbagi Nasi (Hunger Warriors) which work on hunger issues that were also born in Bandung on 2012 and spreaded to some other cities such Jakarta, Pontanak, Magelang, Bogor, Kudus, Yogyakarta, Tulungagung, Kediri, Mojokerto, Batam, Depok Tangerang, Makassar, Singkawang, Nganjuk, Solo, Blitar, Surabaya and Salatiga. Communities such Berbagi Nasi engaged as a support for The
Government to apply particular constitution, UUD 1945 No. 34 paragraph 1 which state that the poor and abandoned children maintain by the state, precisely for the second SDGs agenda.

Aziz (2013) also cites the statement of Ridwan Kamil personal page about his view that the future city must be built with a concept of collaboration and his trust that trough cooperation with the society, all the public problems can be overcome by gotong royong. (a term in Indonesia that describe help on each other or giving a hand to conquer the mutual problem among people in the community). Besides Indonesia Berkebun, Ridwan Kamil is also known to be involved in the founding of several other CSOs such as Bandung Creative City Forum (BCCF), Bandung Citizen Journal and One Village One Playground. The impact of this habit appears in some of his policies, such as the program of Family to Family (Gerald Crawford, 2017; Nurmatari, 2017) which invites families can afford within their Governments to be able to help other families are not capable of as well as some other policy that encourages cities to make it more friendly and healthy for all citizens. Facilities and programs such as the elderly week, pick-up health services, free public transportation programs for the elderly, thematic gardens that are child-friendly, Gerakan Pungut Sampah known as GPS or waste picker movement accompanied by social punishment for rule-breaker, biodigester and many more which he claimed to have significant impact on waste reduction in Bandung City (Pikiran Rakyat, 2017). Additional effect achieved is both subarea and village leader and head of history as such involved themselves not ordering others only as well as increasing community awareness about their environment issues.

Whilst in Pontianak City, there are more than 60 CSOs known with various kind of movement. Each representation of most of these CSOs involved in a forum called Forum Relawan Bahagia (Happy Volunteers
Forum) which by the time also involve particular civil servant (ASN) that leads communication between volunteers and government become more interactive. Volunterism in Pontianak City ranging from groups for fund raising for humanity subjects such as disaster victims or poor patients that unable to afford their medical treatment, anti-hunger movement, energy reduction, blood volunteerism communities, education movements, those that engaged with environment such garbage sorting and recycling, tree planting to river purge and for some consideration to make bad stigmatized area, art and religious based volunterism also conducted. Lately, a local entrepreneur made his own CSOs by involving technopreneur and other entrepreneur to educate limited local citizens in trade-capability to be self-sustained individuals. Unique characteristic of volunteers in Pontianak City is they are gladly help each other programs voluntarily. So, even for a small group volunteers like those that work on education volunterism may stay still. Female (Education-based volunteer, student of law) describe how difficult rivalry in formal education today without additional unformal education which is also difficult in financial paradigm for some families. She is giving her hands to help students especially in elementary school to optimalize their understanding of education they achieve from school as a replacement of their parents who are uneducated enough, illiterate or do not have any parents at all – including social support for hers students to keep motivated as student despite of should spent some of their time as a worker such as scavengers or .

However, her work not always supported by the government for understandable reason. Campaign of “Tree without Nails” help to reduce and manage advertisement and manage the order of the city from baliho or poster (Siwi, 2017). Sutarmidji, the city mayor of Pontianak City
acknowledge that the appearance of the city looks better with help of CSOs (Pahlevi, 2016).

Meanwhile, Jakarta as the capital of the city as well as the country has the biggest attention and has highest funding from the nation that most of bureaucracy assignments done much better that most of area in Indonesia. Poor publication in mass media found about acknowledgement of local government about the role of CSOs in their area. However, Jakarta is not free from disaster both human made disaster or natural disaster. Front Pembela Islam (FPI) is one of CSOs that has program to support victims from flood or wildfire disaster such as rebuild destructed houses and provide logistic supplies or free medication (Hidayat, 2017; Hariri, 2013) out of their controversy this far. Male (Education-based volunteer, Researcher and Lecturer) which also a civil servant, express his opinion that education especially for early ages children should be supported by all since the future of the nation hold by this generation. He believed that CSOs must be have important role but need more investigation and studies to measure about its significance.

Afterall, Pontianak City placed in the top position among 98 cities all around Indonesia as the best public service city on 2016 and local economy governance (Pontianak Post, 2016; Tribun Pontianak, 2017), Bandung City achieved runner up position both in category public service innovation and best plan city (Pikiran Rakyat, 2017) while Jakarta achieve 6 achievements for public service innovation (Kompas, 2017), one of them is named Pena Berkarib which emphasize collaboration and coordination for disaster mitigation.

F. DISCUSSION
Sustainable Development Goals (SDGs) 2030 consist of 17 agendas or goals which are consist of no poverty; zero hunger; good health and well-being; quality education; gender equality; clean water and sanitation; affordable and clean energy; decent work and economic growth; industry, innovation and infrastructure; reduced inequalities; sustainable cites and communities; responsible consumption and production; climate action; life below water; life on land; peace, justice and strong institutions; and partnership for the goals (United Nation, 2015) which most of them are supported by the interest of CSO involved in such described above. Indonesia along with other countries grouped in United Nations has responsibility to work on all 16 goals without leaving the 17th goal – partnership for the goals, which is exploring and involving CSOs role in the governance, respectively.

The wave of democratization resulted totalitarian or authoritarian countries gradually became democracy countries. Indonesia is a unitary state (eebeidstaat) and has democratic political system that comes from a collection of kingdoms or sultanates which have diversity in geographic or demographic and unified due to the commonality of fate in the past. High current of democratization flow to the smallest level of the nation therefor homogeneity of a group encourage fight to have the exclusive identity, especially in a country with diversities such as Indonesia. The spirit responded by states in a manner to accommodate various demands through various policies while maintaining legitimacy, stability and integrate in the territorial boundaries, thus decentralization become the most ideal alternative compared to formation of a federal or territorial disintegration as extreme options (Labolo, 2014)

According to Tahir (2009), there are three purposes of decentralization i.e. political goals, the administration and the social economy. In the political point of view, it is expected of a creation of
political superstructure and infrastructure which is independent of the people (berkedaulatan rakyat) by completing government structures directly by the people. Whereas the purpose of the administration expects that the institutions of local governance can be an inspirator and facilitator for the prosperity of society by keeping the principle of effectiveness, i.e. the efficient use of 4E, equity and economical. The most important reason in the implementation of decentralization is social capital, intellectual and financial can be utilized as big as for the welfare of society (social economy). It is according to the Tiebout (1956), Oates (1972), Tresch (1981), Weingast (1995) and Breton (1996) in Tahir (2009) is because the local government is rated very understand the needs of the community so that it would be more efficient both in terms of services as well as management of the fund. Besides, theoretically, this would encourage positive intercultural competence in the area of promoting innovating regions.

The implementation of decentralization or regional autonomy have been rolled out since the year 1999, but up to now are the complaints regarding the quality of public services is still difficult to access, convoluted licensing procedures in the implementation of certain costs which are not clearly (pungli), inequality and injustice in the services are still widely felt by society (Ilham, 2009; Madjid, 2009). Even though the people who organize the operations of the Government has been dominated by indegous people which are expected to be more efficient and effective in its ruling. It showed an achievement failure of the objectives of decentralization in politics as well as administration and has the potential danger in the life of the nation (Supriatna, 2013).

The Government in governance should take on the role that moves, invite, motivate, and has the idea of systems that can be enacted by all components of the country where even any of their citizens have the
opportunity to participate in the system of work drawn up (Sawarni, 2009; Ilham, 2009; Kaloh, 2002). Government needs to play a role as architect that determining the direction governance development by utilizing optimal roles of other governance manager as described in the policy concept of the triple helix (Ranga & Etzkowitz, 2013) where the Government still is in the highest position.

The enforcement of government decentralization and authonomisation by Constitution number 22 and 25 year 1999 about local governance after Indonesia underwent a centralized system on new order regime for over 30 years and continued with the mandate of the Constitution number 32 year 2004 regarding the obligation of the Government to provide protection as well as the improvement of the quality of life in a fair and equitable, requires a comprehensive understanding regarding the management empowerment of Government officers. The transition of the responsibility of supervision, fiscal resources, public services and political autonomy from the Central Government to the Local Governments, forced the local Government to perform the efficient and effective policy, either on the basis of power nor the funds to do the optimization of other governance managers such private sectors and CSOs (Sawarni, 2009; Kaloh, 2002; Said, 2009).

Indonesia is a developing country which is very rich in its resources. The less optimal governance arrangement made the state could hand over its functions to other parties, particularly at private parties (outsourcing). In some ways, sometimes the principle that private or corporate parties that are often put economic profit produce goods and services that can be minimised by involving the role of the society. CSOs as representative of the society also have obligation to defend their country as set forth in the constitution of 1945 article 30 paragraph 1 and article 27 paragraph 3, constitution RI No. 3 article 9 paragraph 1 and 2 year 2002 about the
defense of the state as well as cantitution No. 17 year 2013 on Civic Organizations. Therefore, the concept of a contract between the government and the society about standards of public service applied will bind to one another to do or not to do something that beneficial in the process of governance as decribed in the concept of Citizen’s Charters (CC) deserves to be considered in order to be optimized applied especially in areas that proved of CSOs readiness in order to support the aim of good governance (Said, 2009; Kumorotomo, 2007).

G. LIMITATION AND RECOMMENDATION

Data obtained in this research was a trigger to be respectively concerned. Quantitative and mix-method research should be conducted for more precise measurement result, particularly for its comparison of benefits and negative consequences. In-depth exploration and genuinely recommended to involve broader diciplines and professions at each area and sub area in order to build understanding in developing nation thus achieved the condition of welfare state. Adjustment of available advices needed at each regions.

REFERENCES


Undang-Undang Dasar 1945 Pasal 30 ayat 1 and Pasal 27 ayat 3

Undang-Undang No. 3 Pasal 9 ayat 1 dan 2 Tahun 2002 Tentang Pertahanan Negara.

Undang-Undang No. 17 Tahun 2013 Tentang Organisasi Kemasyarakatan

Undang-Undang nomer 22 dan 25 tahun 1999 and No. 32 Tahun 2004 Tentang Pemerintahan Daerah


http://indonesiaberkebun.org/background/

https://www.rumahzakat.org/

http://www.berbaginasi.com/
THE INFLUENCE OF WORK CULTURE ON WORK PERFORMANCE OF EMPLOYEES IN DEPARTMENT OF TRANSPORTATION, COMMUNICATION AND INFORMATICS OF WEST SUMATERA

Aldri Frinaldi
Lektor Kepala at Graduate Program Magister Public Administration,
Faculty of Sosial Science, Universitas Negeri Padang
Email : alfrinaldi@gmail.com; aldri@fis.unp.ac.id

ABSTRACT
The goals of bureaucratic reform were to increase the service quality provided for society and stakeholders and to enhance the work performance in order to be able to carry out their duties and functions. Bureaucratic reform needs alteration of work culture which is not only addressed to the employees but also to the functionary as the leader in government or local government. The problem in this research was whether there was influence of work culture among civil servant on work performance in Department of Transportation, Communication and Informatics of West Sumatera Province or not. This research was a quantitative research and consisted of work culture as the independent variable and work performance as the dependent variable. The number of the sample was 87 apparatus. The data were taken by using a questionnaire with Likert scale and were analyzed by using study documentation and simple regression technique. The research found that; (1) The influence of work culture on justice was 0.265; (2) The influence of work culture on decency and fairness was 0.048; (3) The influence of work culture on work quantity was 0.189; (4) The influence of work culture on discipline was 0.460; and (5) The influence of work culture on work performance as a whole was 0.285. The conclusion was work culture of the employees of Department of Transportation, Communication and Informatics of West Sumatera Province positively influenced work performance as a whole and also influenced each indicator of work performance significantly. Department of Transportation, Communications and Information Technology of West Sumatera province have to pay attention to the work culture in its office to enhance the performance of the employee by improving the positive work culture, encouraging the noble value in workplace and improving work performance indicators other than discipline, namely justice, decency and fairness, and quantity of work.
Keywords: Work culture, Work Performance, Government Employees.

A. Introduction

The goals of bureaucratic reform are to increase service quality for citizen and stakeholder and to increase work performance of employee in government or local government in carrying out their duties and functions. Bureaucratic reform needs the alteration of work culture which is not only for employee but also for functionary as leader in government or local government. So their position as the prime mover of development and community empowerment to gain the social welfare and justice can be realized immediately. Furthermore, according to the influence of work culture on local government bureaucracy, the experts tend to compare the concept with western bureaucracy concept such as Weber’s theory. Weber’s theory is focused on dividing the task individually and it matches with the individualism culture in western countries. This concept is difficult to be implemented because it does not match with the culture of Asian countries that have a high sense of togetherness and collectivity. This argument is supported by Hofstede’s finding in his previous research. We have to see the truth of ethnic culture clearly that contribute in carrying out the duties optimally.

Therefore, the concept needs to be reformatted from the feudal to the rational, from priyayi (ambtenaar) nuance to configuration of rational authority although the concept of Weberian clearly stated that the power is exist in every hierarchy. The higher the hierarchy is, the more the power is, otherwise the lower the hierarchy is, the less the power is. People are the lowest hierarchy so they have less power compared to the others. Weber’s theory stated that people in the lower hierarchy should not fight people in the higher hierarchy (in Thoha, 1999). The internalization process of the positive value of work culture to the civil state apparatus (ASN) requires
seriousness and competency so the benefit of work culture can be felt in increasing the work performance of the employees.

The Indonesia government has set the Government Regulation Number 46 of 2011 which is then perfected by the Head of State Employment Agency Regulations No. 1 of 2013. The assessment of employees’ work performances was not transparent until the government regulation was set. The Government Regulation No. 46 Year 2011 obliges the apparatus to set their target and realization in order to embody the professional and accountable apparatus in delivering an excellent service to the citizens.

B. RESEARCH OBJECTIVES

The aims of this study were to see the influence of work culture on work performance among the civil servants in Department of Transportation, Communication and Informatics of West Sumatera and to clarify the positive work culture in it that can support the performance of the employees of Department of Transportation, Communication and Informatics of West Sumatera.

C. SIGNIFICANCE OF THE STUDY

To improve the employee performance and to accelerate the achievement of bureaucratic reform objectives, Indonesia government through Regulation of the Minister of Administrative Reform number 39/2012 about Guidelines for the development of a work culture has been set a guideline to establish work culture in government apparatus. There are already few ministries that have established their own work culture such as; (1) “Kami PASTI” in Ministry of Law and Human Right; (2) integrity, professionalism, innovation, responsibility, and fairness values in Ministry of Religious Affair. The establishment of work culture is also
established in various local governments by adopting their local wisdom such as Yogyakarta Province (Sulistriyani et al, 2017). Although the local government has established its own work culture, departments in local government level also have chances to establish work culture that matches with their identity. The main value of work culture in an organization has to be identified in order to ease the mindset development and accelerate the process of bureaucratic reform in local government.

D. Conceptual Framework

1. Work Culture Concept

Work culture is a philosophy that is based on a view of life as values into the nature, habits and driving forces, entrenched in a community group or organization, which is reflected in the attitude then becomes behaviors, beliefs, ideals, views, and actions (Triguno, 2004; Supriyadi and Triguno, 2006).

Aldri and Muhammad Ali (2011; 2012) and Aldri (2011; 2014) argues that the work culture provides a perspective of the value of positive and negative values in understanding how to work, norms, patterns of thought and behavior of any person or group of people in doing a job. Aldri (2014; 2015) also said that a positive work culture will have a positive influence in increasing staff performance and in the development process if it is implemented thoroughly and continuously.

2. Work Performance

Performance is the result of work produced by the employee or the real behavior that is displayed according to their role within the organization. Meanwhile the work performance is the result of the quality and quantity of work accomplished by an employee in performing their duties in accordance with the responsibilities given to him. Employee
performance is a very important point in the organization's efforts to achieve its objectives, so that the various activities of the organization must be done to improve it. One of them is through the performance appraisal.

Work performance is indicated by employees’ seriousness in completing their tasks that are assigned to them based on skills, experience, seriousness and the time (Hasibuan, 2011: 94). Furthermore, it also said that the work performance is a combination of three factors: (a) interest in the work, (b) receipt of task delegation, and (c) the role and the level of motivation of an employee.

Mangkunagara (2000: 67) states that there are two factors affecting the achievement of work; (1) Psychological ability factor. The employee ability consists of IQ, knowledge, and skill. Thus, employees who have IQ above average (110-120) with an adequate knowledge and skill will be easier to achieve the expected performance. Therefore, employees need to be placed in jobs that match their expertise (the right man in the right place, the right man on the right job); (2) Motivation factor which is formed from employee’s attitude in facing the situation in their workplace. Motivation is a condition that drives employees to achieve organizational goals (work purposes). Mental stance is a state of mental that encourages the employee to work as best as he could and to achieve their maximum performance. It means that an employee has to be mentally ready, physically strong, and have a comprehensive understanding about the objectives of the organization and the work target to achieve.

E. METHODOLOGY

This research is a quantitative research. There were two variables in this research which are work culture as the independent variable (X) and
employee’s work performance as the dependent variable (Y). The population in this study was all 95 civil servants (PNS), in Department of Transportation, Communication and Information of West Sumatra province (source: BPS 2016). The sample was counted by using slovin formula and 87 respondents were obtained. The data were collected by using a valid and reliable questionnaire and were analyzed by using simple regression formula using the Q-Test.

F. RESULT

1. Characteristics of Respondents

The socio-demographic characteristics of the respondents in this research are shown in table below:

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Man</td>
<td>42</td>
<td>44.21%</td>
</tr>
<tr>
<td>Woman</td>
<td>53</td>
<td>55.9%</td>
</tr>
<tr>
<td>Marital Status</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Not Married</td>
<td>16</td>
<td>16.84%</td>
</tr>
<tr>
<td>Married</td>
<td>72</td>
<td>75.79%</td>
</tr>
<tr>
<td>Widow</td>
<td>6</td>
<td>6.32%</td>
</tr>
<tr>
<td>Widower</td>
<td>1</td>
<td>1.05%</td>
</tr>
<tr>
<td>Recent Education</td>
<td></td>
<td></td>
</tr>
<tr>
<td>SMP/Equal</td>
<td>1</td>
<td>1.05%</td>
</tr>
<tr>
<td>SMA/Equal</td>
<td>30</td>
<td>31.38%</td>
</tr>
<tr>
<td>Akademi/Diploma</td>
<td>10</td>
<td>10.53%</td>
</tr>
<tr>
<td>S1</td>
<td>43</td>
<td>42.26%</td>
</tr>
<tr>
<td>S2</td>
<td>11</td>
<td>11.58%</td>
</tr>
<tr>
<td>Working Period</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1-5 years</td>
<td>16</td>
<td>16.84%</td>
</tr>
<tr>
<td>6-10 years</td>
<td>12</td>
<td>12.63%</td>
</tr>
<tr>
<td>11-15 years</td>
<td>2</td>
<td>2.10%</td>
</tr>
<tr>
<td>16-20 years</td>
<td>12</td>
<td>12.63%</td>
</tr>
<tr>
<td>21-25 years</td>
<td>23</td>
<td>24.21%</td>
</tr>
<tr>
<td>Age Group</td>
<td>Count</td>
<td>Percentage</td>
</tr>
<tr>
<td>-----------</td>
<td>-------</td>
<td>------------</td>
</tr>
<tr>
<td>26-30 years</td>
<td>12</td>
<td>12.63%</td>
</tr>
<tr>
<td>&gt;31 years</td>
<td>16</td>
<td>17.05%</td>
</tr>
</tbody>
</table>

From the table above it can be seen that out of 95 respondents, 42 respondents are male with a percentage of 44.21% and 54 respondents were female with a percentage of 55.9%. 75.79% are married and they have been working for various period.

2. The Regression Test Results

The Influence of Work Culture on Feasibility and Fairness, The results of the R Square indicates that the influence of work culture on the feasibility and reasonableness of an employee in the Department of Transportation, Communication Informatics of West Sumatra province was 4.8% and the remaining 95.2% was influenced by other factors. The results of significance test of the ANOVA table shows that significance value was less than 0.05. Therefore it can be concluded that the work culture influenced the feasibility and reasonableness of an employee in the Department of Transportation, Communications and Information Technology of West Sumatra province. From the T test result can also be seen that significance value was 0.042 which was less than 0.05, so it can be concluded that $H_0$ is rejected.

The Influence of Work Culture on Work Quantity, The result of the value of R Square indicates that the influence of work culture on the quantity of employees working in the Department of Transportation, Communication Informatics of West Sumatra province was 18.9% and the remaining 81.1% was influenced by other factors. The results of significance test of the ANOVA table shows that significance value was less than 0.05 which mean the result can be trusted 100%. It means that the work culture influenced the quantity of employees working in the
Department of Transportation, Communications and Information Technology of West Sumatra province significantly with 100% confidence level. Therefore, it can be concluded that $H_0$ is rejected.

*The Influence of Work Culture on Discipline,* The result of the value of R Square indicates that the influence of work culture on employee discipline in the Department of Transportation, Communications and Information Technology of West Sumatra province was 46.0% and the remaining 54.0% was influenced by other factors besides the work culture. The significance value of ANOVA test was 0.000 which was less than 0.05. It means that the influence of work culture on employee discipline in the Department of Transportation, Communications and Information Technology of West Sumatra province was significant and can be trusted 100%. From the T test can also be seen that significant value is at a value of 0.000 and less than 0.05, so it can be concluded that $H_0$ is rejected.

*The Influence of Work Culture on Work performance,* The value of R Square indicates that the influence of work culture on work performance of employees at the Department of Transportation, Communications and Information Technology of West Sumatra province was 28.5% and the remaining 71.5% was influenced by other factors besides the work culture. The results of significance test of the ANOVA table showed that significant value was at 0.000 and less than 0.05. Therefore it means that the influence of culture on work performance of employees working in the Department of Transportation, Communications and Information Technology of West Sumatra province can be trusted 100%. From the T test can also be seen that significant value is at a value of 0.000 and less than 0.05, so it can be concluded that $H_0$ was rejected and mean a significant difference between the culture of work with work performance
of employees at the Department Transportation, Communications and Information Technology of West Sumatra Province.

C. DISCUSSION

The result above showed the influence of employee’s work culture on each indicator of work performance. The summary of the result can be seen in Table 2 below:

Table 2. The Summary of Regression Test Result

<table>
<thead>
<tr>
<th>Indicator of Work performance</th>
<th>Work Direct (Simple Regression Results)</th>
<th>R²</th>
<th>E</th>
<th>Official Statement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Justice</td>
<td></td>
<td>0,285</td>
<td>71,5%</td>
<td>a significant influence</td>
</tr>
<tr>
<td>Feasibility and Fairness</td>
<td></td>
<td>0,048</td>
<td>95,2%</td>
<td>a significant influence</td>
</tr>
<tr>
<td>Work Quantity</td>
<td></td>
<td>0,189</td>
<td>81,1%</td>
<td>a significant influence</td>
</tr>
<tr>
<td>Discipline</td>
<td></td>
<td>0,460</td>
<td>54,0%</td>
<td>a significant influence</td>
</tr>
</tbody>
</table>

Based on table above, the work culture’s indicator that has biggest influence on work performance was discipline that influenced work performance for 46%. The lowest influence was shown by feasibility and reasonableness for 0.48%. There are lots of things that have to be done to increase the influence of each indicator on work performance. According to the result of research conducted by Aldri and Muhammad Ali
(2011), it suggested that the positive work culture that has strong influence on attitude and fair action can push the employees to serve the public based on their function, responsibility, job, and their authority well.

In addition, the superior and subordinate relationship is as stated by Hunik (2011) has an impact on the meaning of justice in the culture of the organization by the members of the organization. Justice in an organization is divided into two types: organizational procedural and distributive justice. Procedural justice is the perceived fairness of the procedures used for the distribution and running of the organization. While distributive justice is the perceived fairness in the distribution of resources and rewards derived from the organization.

This is also consistent with the view Vasthi Nughroho (in Aldri and Muhammad Ali (2011), justice is essentially treats a person or other parties in accordance with their rights. That the rights of every person are recognized and treated in accordance with the dignity and values, which are equal, which equal rights and obligations, without distinction of race, ancestry, and religion. in light of justice on the opinion of Faturochman (Aldri and Muhammad Ali (2011) a justice that essentially has a formulation with three levels of outcomes, procedures, and systems. justice relating to the outcome is often referred to as distributive justice. distributive justice often be used to analyze government policies to the people. Then, procedural justice related to various processes and treatment of people who are involved in the process. The difference between distributive and procedural justice lays in the nature of the formal regulation, the decision making, the interpersonal treatment, and the psychological factor. The nature of the formal regulation is usually formal and can be accepted as something natural. In the other hand, the explanation and the interpersonal treatment can influence/affect the
procedure so it looks fairer. The group values are; respect for others, trust, impartiality on a person/a group. In addition, the fairness of the system is closely related to the existing structure with criteria; (1) loyal; (2) not biased; (3) organized by accurate data and information; (4) high correct ability; (5) representative; and (6) based on ethic and morale.

In terms of feasibility and fairness, they need to be improved. Aldri (2015) suggested that the feasibility and fairness of the apparatus to complete the task are measured by the speed to complete it and the adjustment with SOP. Those abilities are reflected in their ability to communicate with other colleagues, physical appearances, courtesy, and their competency. This finding is also supported by Manik (2012) who said that the communication intensity between the colleagues in workplace is one of the key factors in building a positive work culture. It might influence the understanding of work culture among the apparatus in the workplace.

The research showed that the level of apparatus discipline was high because of their obedience on work hour. It also suggested that their obedience was closely related with the amount of local incentive received. Furthermore, Aldri (2015) found that there were many sources of work culture that can influence apparatus performance, they were; (1) globalization; (2) bureaucrat experiences in the past; (3) dynamic interaction among colleagues; (4) formal education; (5) leadership style of the leaders in work place; and (6) the regional and vice regional leader.

In general, this research showed that if positive work culture is implemented in the work place, the apparatus performance can be improved effectively. By attending and leaving the workplace on-time, there will be many works could be done efficiently based on SOP. The effort to improve the positive work culture is relevant with the vision and the mission of Department Transportation, Communications and
Information Technology of West Sumatra Province. Department Transportation, Communications and Information Technology of West Sumatra Province is one of vital departments because it provides the basic needs of public, transportation and information. Transportation sector is the vein of human activity meanwhile information sector is the basic to take every decision. Thus, the improvement of apparatus performance based on positive work culture is important and must be done effectively and efficiently in order to show a good image of Sumatera Barat Government in regional and national level.

The analysis of apparatus performance based on work culture must be done continuously in order to improve the reliability of the apparatus so they can face any obstacles and explore every resource that can lead to the increase of local government revenue from transportation and information sectors. The component of positive work culture can open more opportunity and access for the public to the social welfare. So, positive work culture can influence the values of apparatus performance. The outcome of their performance can be the feedback or input for the next improvement individually or in groups. The understanding about this condition benefits the top management to determine the goal, the path, the plan, even the career development (recruitment, training, promotion, and reward) of the organization to be in line with the times.

D. CONCLUSION AND IMPLICATION

From all findings above, we concluded that work culture influenced each indicator of work performance significantly and it also influenced work performance as a whole. The implication of this research was to help Department of Transportation, Communication and Informatics of West Sumatera in finding the value of work culture that needs to be improved in order to accelerate the employee performance in the workplace. In
addition, this research also can be used as reference by the Government of West Sumatera Province in establishing the value of work culture based on local wisdom that matches with the characteristic of the West Sumatera Province Government.

E. RECOMMENDATION

The authors strongly recommend Department of Transportation, Communications and Information Technology of West Sumatra province to improve work performance indicators other than discipline, namely justice, decency and fairness as well as quantity of work, so the quantity and quality of work produced will also increase.

REFERENCE


DISASTER DIPLOMACY AS AN ALTERNATIVE APPROACH FOR INDONESIA’S INSTRUMENT OF FOREIGN POLICY IN ASEAN

Arfin Sudirman, Animbyo Cahya Putra
Departement of International Relations, Faculty of Social and Political Sciences, Universitas Padjadjaran

ABSTRACT

ASEAN is one of the regions with the highest rate of disaster vulnerability. Tsunami 2004 has triggered the momentum for Indonesia and ASEAN to deal with disaster-related issues more seriously. Losses and casualties from the catastrophe led to the decision by Indonesian government to put disaster prevention and risk reduction as a priority. Indonesia continues to encourage and supporting ASEAN in order to improve the region’s capability to deal with natural disaster. Through AADMER (ASEAN Agreement on Disaster Management and Emergency Response) that was signed in July 2005, ASEAN held an unequivocal and defined base in any efforts of disaster management, especially in the ASEAN region. Through Qualitative Methodology, this paper will discuss about how the disaster diplomacy of Indonesia contributes to the improvement of ASEAN’s capability in the disaster management, but also examines BNPB as both the backbone and the focal point of Indonesia’s disaster management, which then leads up to how disaster can abolish certain diplomatic hurdles, as well as improving regional cooperation, and strengthen the Indonesia’s position as a key country in regional disaster management.

Keywords: Indonesia, ASEAN, Disaster Diplomacy, Disaster Management, Disaster Related Activity.

A. INTRODUCTION

Natural disasters are difficult to predict—on when, where, and what scale. As the time passes, there are various natural disasters have hit numerous areas, which caused huge casualties and losses. On 26
December 2004, Indonesia and the world were shocked by a record-breaking disaster. A 9.1 Richter magnitude scale earthquake in Indian Ocean caused a massive tsunami; and it hit 14 different countries with a total of 228,000 casualties. It is indeed one of the biggest natural disasters in the world’s history.

Since then, Indonesia began to focus on disaster management as their national priority. Indonesian Government has established Indonesian National Board for Disaster Management (BNPB); it is the main and integrated institution for coordinating, planning, formulating and regulating the policy, giving effective and efficient response in the event of disaster and also handling refugee’s matters in Indonesia (BNPD). It does not stop at national level, as Indonesia continued to take disaster managements as a priority on regional level in ASEAN by actively contributing to disaster management efforts towards the ASEAN regional work programs.

B. RESEARCH OBJECTIVES AND SIGNIFICANCE OF THE STUDY

This research is aimed to seek Indonesia’s potential alternative diplomacy approach in ASEAN for Indonesia’s national interest in disaster management. The significance of the study also aimed to evaluate Indonesia’s diplomacy for ASEAN’s disaster related activities.

C. CONCEPTUAL FRAMEWORK

Disaster diplomacy discusses whether natural disasters induce international cooperation amongst countries that have traditionally been “enemies”. Key principal regarding disaster diplomacy is: the emergence of disaster as a threat could create opportunities to facilitate cooperation between countries. There are also opportunities for countries in conflict
situation having mutual relationships that were previously hard to achieve. (Kelman, 2003, pp. 110-111).

Some case studies show that disaster diplomacy affects diplomacy activities; even if it is not considered as the main diplomacy activities. Disaster management or disaster-related activities can significantly affect the diplomatic process which have already started but cannot itself induce new diplomatic initiatives, so it only can act as a catalyst, not creator of new diplomatic process. (Kelman, 2003, pp. 116-117) (Kelman, 2007) (Kelman, et al., 2008).

Disaster diplomacy can operate in international level; it also has potential to operate in global scale. Vulnerability (caused by the disaster) may be local, but the risk may extend to other areas. Therefore, local vulnerabilities can be considered as large-scale problems, and it is influenced by larger-effects. Discussing disaster diplomacy helps us to examine a form of interacting between space scales. It should be noted that from the national and international policymaker’s perspective, international issues are higher than local issues. The advantages given by several disaster diplomacy case studies has provided two-way results: disasters from local vulnerability have a positive impact on international issues while international scale can help in reducing vulnerability at the local level. Discussing disaster diplomacy could begin from seeing how local and regional disaster management affect inter-state relations. The advancement of this concept involves disasters more than real threat and international politics that goes beyond inter-state interactions. (Kelman, 2003, pp. 119-121).

Disaster diplomacy can be defined as how and why disaster-related activities can or cannot cause the emergence of cooperation between parties or can reduce the occurrence of conflict. The keyword for disaster
diplomacy is “disaster-related activities”, because it refers to pre-disaster activities such as prevention, mitigation, and preparedness; alongside with post-disaster activities such as response, recovery, and reconstruction. (Kelman, 2007) (Kelman, et al., 2008) (Kelman & Gaillard, 2012).

D. DISASTER-PRONE SITUATION IN ASEAN

The ASEAN region is an area with the highest disaster vulnerabilities in the world. Almost all types of natural disasters can struck ASEAN countries, such as typhoons, tropical cyclones, floods, droughts, earthquakes, tsunamis, volcanoes, landslides, forest fires, pandemics, and other disasters that emerge from the dynamics of society such as urbanization, migration, and socio-economic shift. (GFDRR, 2012).

Geographically, ASEAN region has diverse circumstances. The ASEAN region covers 4.5 million square kilometers which, and it is 3.3% of the world. ASEAN also has the longest coastline to the world at 173,252 kilometers. It is dominated by territorial sea – about three times larger than the land area. It also has around 625 millions people – it is equivalent to 8.8 percent of the total world population. It has several tectonic plates, which often cause many earthquakes, volcanoes, and tsunamis. It is also flanked by two oceans, which are Pacific and Indian Ocean and cause seasonal typhoons and large waves in various areas in ASEAN. (GFDRR, 2012) (CFE-DMHA, 2015:14).

ASEAN member countries are considered as most disaster-prone countries compared with other countries in the world. Flood is the most common natural disaster in ASEAN, while the typhoon disaster is the deadliest disaster in ASEAN. Each year, there are more 30 percent of all global disasters occurred in ASEAN and nearly 9 percent 9 percent of
ASEAN's population is directly affected by the disasters. From 2000 to 2010, the average loss incurred by ASEAN each year is about $4.4 trillion (CFE-DMHA, 2015:14).

ASEAN has experienced the world's greatest disasters (mega-disaster) since 21st century, such as Indian Ocean Tsunami in 2004 that struck many countries in the region; Typhoon Nargis which paralyzed Myanmar in 2008; and Typhoon Haiyan which struck Philippines in 2013.

E. DISASTER-PRONE SITUATION IN INDONESIA

Indonesia’s geographical position lies in one of the most risky areas in the world. As the densely populated country, Indonesia is considered as high disaster-risk country. Indonesia’s population is at risk of being occurred by various disasters, such as storms, floods, droughts, earthquakes, landslides, volcanic eruptions, tsunamis, and forest fires. (lavell & Ginnetti, 2014).

Indonesia is geographically located at the encounter of 3 major plates of the world namely Eurasian Plate, the Australian Plate, and the Pacific Plate. It is located on plates that are mutually subdivided or overlapping and the position is on the border of the plate (especially Java and Sumatra). If the plates move and interact with others, this will be high level of vulnerability occurring due to earthquakes, volcanoes, volcanoes, and tsunamis (geological disasters). (Saul, 2014).

F. DISASTER MANAGEMENT IN INDONESIA

By looking at ASEAN and Indonesia condition that are very vulnerable to disaster risk, serious disaster management efforts are
needed. The disaster is a big threat for Indonesia, as it had been struck by tsunami in 2004, and disaster management is a must and important thing to do. Therefore, has made disaster management as their national priority. Various efforts have been done by Indonesia. These efforts are not only conducted domestically, but Indonesia also brings the priority at regional level by actively contribute in ASEAN.

1. Indonesia’s Experience in Tsunami Aceh 2004, Diminishing Diplomatic Constraints

In disaster diplomacy, disaster-related activities make it possible to diminish diplomatic constraints especially, in this context, for humanitarian purpose. Because basically, disaster-related activities involved basic human rights. In the context of disaster, it is necessary to understand the linkages between disaster management, the nature of disaster, and the importance of building cooperation. It is difficult to predict when, where, and how big the impact when the disaster occurs. Technological advances have made it possible for governments and societies to monitor and predict future disasters, however, it is difficult for us to prevent such catastrophes from occurring. What can be done is to minimize as much as possible the losses as much as possible through disaster management and disaster risk reduction programs.

Disaster management efforts required the participation of various parties. Indonesian Government has realized that disaster management efforts cannot be done alone; as they will open for bilateral, multilateral, and international cooperation. That is resulted by the event of tsunami Aceh in 2004; it has showed losses and catastrophe as the disaster impact can be considered as global issue.
Tsunami Aceh 2004 has given valuable lesson for Indonesian Government; because at that time, Indonesian Government was also in the middle of conflict with Free Aceh Movement (GAM). When tsunami hit Aceh, GAM supporter has realized that Indonesian Government actually gives attention for them. So, GAM supporters started to open up and had the desire to immediately resolve the conflict. (Lantu, 2016).

On 19 May 2003, Indonesian Government declared martial law status in Aceh; it was marked by giving mission to 30,000 Indonesian troops (TNI) to Aceh, which made it the largest military operation in Indonesia since the 1976 East Timor military operation. (Xinhua, 2005). This status was later reduced to civil emergency in May 2004. During this escalated conflict, Aceh was isolated from foreign parties such as foreign military, International NGOs, and foreign journalist. Indonesian Government and international community were shocked because the victims of the nearly 30-year-conflict were nothing compared to losses that caused by the disaster. (Weinbaum, et al., 2007).

Later, Indonesian Government and international community agreed that the reconstruction and recovery were a top priority. This also marked a shift in the political dynamics, in which the Indonesian government received international aid and committed to enter a new phase in negotiations until it reached the word peace. Indonesian Government was being opened for international aid, and ruled out their insecurity such as foreign military presence in Aceh, foreign intelligence or foreign troops who will assist GAM; it’s all because Aceh’s de facto status was still in a state of civil emergency. Indonesian Government was clearly stated that they allows foreign troops and the country’s alliances to enter the affected area while still be remained under their control. (KOMPAS.COM, 2014).
People were faced with the fact that the disaster that takes only within a matter of hours alone had cost far more lives than the decades-old conflict. There was the desire from both parties to solve the conflict as soon as possible. After tsunami struck, Indonesian Government and GAM consecutively negotiated – from January 2005 to July 2005, in Helsinki and being mediated by former President of Finland, Martti Ahtisaari. On 15 August 2005, the peace agreement was finally signed and marked as the end of the conflict (Renner & Chafe, 2006).

It should be acknowledged that the tsunami is considered as a momentum that made both parties more open for negotiations between the Indonesians and GAM. The Ministry of Foreign Affairs of Republic of Indonesia also officially stated that the 2004 Aceh Tsunami was one of the factors that urge both parties to finally signed the peace agreement. Nevertheless, no one had assumed that the disaster urges both parties to sign the peace agreement, as it is better that the peace agreement achieved without any major casualties. In this case, both parties had realized that human security of Aceh’s people is the most important things that have to be achieved, so they open the negotiation possibility. So, there are many people; from the civilian or Aceh Government, who were used to support GAM, and until now support Indonesian Government. (Lantu, 2016).

In addition, Indonesian Government learned so many lessons on disaster management that will be beneficial for country in the future. Even when Indonesian Government and GAM were in the state of conflict, Indonesian Government was remained open to receive foreign aid. The disaster had caused Indonesian Government to ruled out any insecurity and obstacles that could hinder humanitarian purpose. Indonesian Government realized that it is necessary to remove those barriers as so that foreign aid could smoothly come to help Aceh and Indonesia.
Indonesian Government also realized that to face the casualties that caused by the disaster, they have to make people’s life and human security as the top national priority. (Lantu, 2016).

2. The Establishment of Indonesian National Board of Disaster Management (BNPB) and Indonesia’s Priority on Disaster Management

The 2004 Indian Ocean tsunami was a momentum for Indonesia and the world to prioritize disaster issues. It has made them realize and aware that the casualties that caused by the disaster could be extremely inflict people’s life and human security.

After the disaster, Indonesian Government stated that the disaster issues are Indonesia’s top national priority. That is supported by the fact that Indonesia’s geographical position is located at the encounter of 3 major plates of the world namely Eurasian Plate, the Australian Plate, and the Pacific Plate. Indonesian Government sees the threat that is caused by the disaster has huge negative impact on human security, and it can be seen as a major threat to the national security. All forms of natural disasters such as earthquakes, tsunamis, forest fires, floods, landslides, and volcanic eruptions have resulted in damage and more casualties than other security factors (UNISDR, 2012).

The national priority for disaster management is shown by the issuance of Law No. 24/2007 (Undang-Undang No. 24 Tahun 2007) on Disaster Management, and it was followed by the issuance of Presidential Regulation No. 8/2008 on National Disaster Management Agency, which became the legal basis for the establishment of BNPB.
Law No. 24/2007 is mentioning the establishment of the National Disaster Management Agency (BNPB). It is a non-departmental government agency that is led by a ministerial-level head. As the follow up action from Chapter 4 Law No. 24/2007, Indonesian Government issued Presidential Regulation No. 8/2008 on the National Disaster Management Agency and contains the duties and functions of BNPB. Both Law and Presidential Regulations is a foundation for Indonesian Government in conducting disaster management activities, such as pre-disaster, during emergency response, and post-disaster.

In the context of national development, Law No. 24 of 2007 on Disaster Management has shown that Indonesia has entered a new phase of disaster management efforts and focus more on pre-disaster activities. Since the issuance of Law No. 24/2007, disaster management efforts become an integral part of development planning in Indonesia. Disaster management has been included in the 2005-2025 National Long Term Development Plan (RPJPN), and the National Medium Term Development Plan (RPJMN) 2010-2014 and 2015-2016, which make disaster management issues is one of Indonesia’s priorities. (Amaliah, 2016).

As a form of support for national development plan, Indonesian Government has prepared the National Disaster Management Plan (RENAS PB). They already prepared the RENAS PB twice, and those are RENAS PB 2010 – 2014 and were updated in RENAS PB 2015 – 2019. RENAS PB is a manifestation of the Indonesian Government's commitment to conduct programs and activities which focus on disaster management.

---

7 Law No. 24/2007 Article 10 Paragraph 2
RENAS PB is also considered as a form of implementation of Law No. 24/2007 on Disaster Management. As shown in Articles 35 and 36, RENAS PB is related to disaster management planning, guidance in development planning, and other similar activities that considered as the implementation of disaster management in the non-disaster situation and coordinated with BNPB\(^8\).

3. Indonesia Brought Their Priority to ASEAN

In the 5th Asian Ministerial Conference For Disaster Risk Reduction Opening Ceremony, President Susilo Bambang Yudhoyono said that the disaster issues are common problem, and there are no countries that can undertake their own disaster risk reduction and mitigation efforts. Indonesia will always actively engage in bilateral, regional, and international cooperation towards building disaster management capacities together. (UNISDR, 2012).

Quoting from Syamsul Maarif's statement as the former Head of BNPB, as Indonesia is a part of international community, Indonesia is not only be the receiver for international aid but also has to proactively contribute to the international community as a form of humanitarian solidarity in the implementation of disaster management. Indonesia’s contribution is not only done through humanitarian action and logistics delivery, but also with the various knowledge and experiences (Maarif, 2012).

In the context of disaster management in ASEAN, Indonesia has been brought disaster management to ASEAN by actively participating in disaster-related activities as a form of Indonesia’s commitment to

---

\(^8\) Law No. 24/2007 Article 35 and 36
strengthen regional capability. The establishment of BNPB as the Indonesia’s focal point is a form of Indonesia’s commitment in implementing AADMER, as it is shown in AADMER Article 22 National Focal Point and Competent Authorities. The Articles requires each party (ASEAN Member States) to establish a National Focal Point in order to implement the objectives of AADMER\(^9\).

AADMER also requires each ASEAN member state, as mentioned in AADMER Article 4, to cooperate in the development and implementation of disaster risk reduction through disaster risk identification; the development of monitoring, assessing, and early warning systems; arrangement of preparedness for disaster relief and emergency response; information and technology exchange; and willingness to help each other as a form of reciprocity\(^{10}\).

Since Indonesia has signed AADMER, they have been always actively contributing towards disaster mitigation efforts in ASEAN. There are:

a. **As the Host of AHA Center**

   From the beginning, Indonesia has offered to be the host of AHA Center. For 2 years, 2006 – 2009, Indonesia has formed first interim AHA Center where located in BNPB. Indonesia had been trusted to be the host of AHA Center at the 40\(^{th}\) ASEAN Ministerial Meeting in Manila, Philippines in 2007. After AADMER has officially started, the interim was revoked and replaced with the establishment of the AHA Center permanently (Amaliah, 2016). The AHA Center was officially established in 2011, and it marked by the signing of the Agreement on the Establishment of the

---

\(^9\) ASEAN Agreement on Disaster Management and Emergency Response, Article 22

\(^{10}\) ASEAN Agreement on Disaster Management and Emergency Response, Article 4
ASEAN Coordinating Center for Humanitarian Assistance on Disaster Management at the 19th ASEAN Summit in Bali on 17 November 2011. The agreement was signed by all Foreign Ministers of ASEAN member countries and witnessed by ASEAN Heads of State. AHA Center has officially started to operate in Jakarta as their headquarter is in Jakarta, Indonesia. (AHACentre, n.d.).

b. Actively Contribute in ACDM Working Group

Co-chairing in several ACDM working groups is a form of Indonesia’s effort towards implementing AADMER. This working group is beneficial to support and develop the ongoing AADMER programs. This working group will supervise the projects accordance with the thematic priorities of each group. Indonesia has co-chaired ACDM Working Group on Recovery and ACDM Working Group on Knowledge and Innovation Management, and became a member for 3 other working groups.

c. Leading ACDM

In 2016, Indonesia has the opportunity to become chairman of ACDM and AMMDM (ASEAN Ministerial Meeting on Disaster Management). During that period, there were several achievements that is related to cooperation towards strengthen disaster management capabilities in ASEAN (Amaliah, 2016). There are:

1. Signing Host Country Agreement (HCA) between The Government and AHA Center on 23 February 2016, in Jakarta. Host Country Agreement is very useful for the AHA Center to effectively and efficiently completes their duties and activities. (BNPB, 2016).
2. Signing ASEAN Declaration on One ASEAN One Response by leaders of ASEAN member countries at the 28th ASEAN Meeting in Vientiane, Laos on 6 September 2016 (ASEAN, 2016).

3. Ratification of Concept Note on Joint Operations and Coordination Center of ASEAN (JOCCA). JOCCA is a platform to coordinate and become a base for ASEAN in the operation field. JOCCA is used by ASEAN-ERAT as a place to gather when the disaster occurs as well as the coordination and joint operation command center for ASEAN member states towards responding the disaster. (CFE-DMHA, 2015, p. 31).

4. Ratification of Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP) Chapter VI, which regulates the use of military assets and capacity in the ASEAN Humanitarian Assistance and Disaster Relief (HADR). It is indeed the proposal from Indonesia, as they has been actively engaged in drafting ASEAN SASOP Chapter VI about Facilitation and Utilization of Military Assets and Capacities since 2015 by encouraging the fruitful discussion in the ASEAN forums. (MOD.GOV, 2016).

5. Ratification of the ASEAN Joint Disaster Response Plan (AJDRP) as an effort to implement the declaration of One ASEAN One Response (AHACentre, 2016).

6. ASEAN involvement in the World Humanitarian Summit (WHS) through ASEAN Joint Statement for World Humanitarian Summit and Side Event at WHS entitled "ASEAN-UN Partnership Moving Forward" on May 24, 2016 in Istanbul, Turkey. ASEAN was represented by Willem Rampangilei as
Head of BNPB as well as Chairman of ASEAN Ministerial Meeting on Disaster Management (AMMDM) 2016.

7. Pengesahan draft *ASEAN Joint Statement* untuk *Asian Ministerial Conference on Disaster Risk Reduction* (AMCDRR) yang dilaksanakan 3-4 November 2016 di India. (Amaliah, 2016)

8. Ratification of ASEAN Joint Statement for Asian Ministerial Conference on Disaster Risk Reduction (AMCDRR), which held on 3-4 November 2016 in India.

d. Another Indonesia’s Contribution in East Asia Summit’s (EAS) forums

1. Indonesia is succeeded to conduct international activities, such as Mentawai Megathrust Disaster Relief Exercise (MM Direx) in 2014 in Padang and Mentawai Islands as a follow up of the President’s declaration regarding the 6th EAS Summit in November 2011 in Bali. His meeting is also an effort to implement Indonesia-Australian Paper: A Practical Approach to Enhance Regional Cooperation on Disaster Rapid Response (KEMLU, 2011).

2. Indonesia and Australia are succeeded to conduct Indonesia – Australia EAS Rapid Disaster Response Workshop 3 times in Darwin, Australia in 2013, as well as in Bali in June 2014 and June 2015. 13, as well as in Bali in June 2014 and June 2015. This meeting is also an effort to implement Indonesia-Australian Paper: A Practical Approach to Enhance Regional Cooperation on Disaster Rapid Response that is adopted at the 9th EAS Summit in Nay Pyi Taw, Myanmar on November 13, 2014 (ASEAN, 2014).
3. Indonesia and Australia is succeeded to launch the EAS Rapid Disaster Response Toolkit (EAS Toolkit) on June 10, 2015 to coincide with the 3rd Indonesia-Australia EAS Rapid Disaster Response Workshop in Bali followed by the Indonesia-New Zealand EAS Disaster Recovery Workshop, where Indonesia and New Zealand together discussed the experience of post-disaster recovery.

4. Indonesia recently held Ambon Disaster Response Exercise 2016 (Ambon DIREx): Tabletop Exercise (TTX) on the EAS Rapid Disaster Response Toolkit in Ambon, on 15-17 November 2016 with the theme: Promoting the EAS Rapid Disaster Response Toolkit A Regional Protocol in Strengthening Effective Collaboration on Disaster Response and Resilience in the Region. This meeting was aimed to test the EAS Toolkit as a guide for decision makers to implement emergency coordination and relief mechanisms when the disaster hits. This activity also examines the roles and functions of each National Focal Points in coordinating and exchanging information (EMBASSY.GOV.AU, 2016) (BNPB, 2016).

e. Indonesia’s Disaster Diplomacy Could Potentially Strengthen Indonesia’s Position in ASEAN

Indonesia had been experiencing disaster management activities, and it makes the issues is a part of the Indonesia’s strengths in ASEAN. The strength is shaped from the bitter experience – hit by many disasters that killed people and caused great losses. Moreover, Indonesia’s geographical location is also cause the Indonesian to live in the shadow of disaster.
This experience makes Indonesia has more value from other ASEAN member states’ perspective, especially in terms of disaster management. Indonesia already had a disaster recovery toolbox that is consist of Indonesia Post Disaster Need Assessment (I-PDNA), E-PDNA, and Indonesia Post Disaster Recovery Index (I-PDRI), and has established a Professional Disaster Management Certification Agency that will also considered as reference material for disaster prevention efforts in ASEAN. (Amaliah, 2016) (BNPB, 2015).

PDNA contains a post-disaster rehabilitation and reconstruction framework as a form to prepare the recovery action plan. The preparation includes arranging priorities, budgeting, also monitoring and evaluation frameworks. Ina PDRI is an approach to measure the level of post-disaster rehabilitation and reconstruction for a certain period of time. It is expected to be able measuring changes in key aspects of post-disaster life from individual, family, to community level. This approach aims to ensure that the rehabilitation and reconstruction program improving life aspects to be better (BNPB, 2015).

Indonesia is also known as a disaster laboratory where experts can learn about the various disasters that emerged in Indonesia. Indonesia's experience in many disasters and the mitigation efforts make Indonesia being valued more within this region. It is also a platform for Indonesia Indonesia Disaster Relief Training Ground (INA DRTG) which is located Sentul as Center of Excellence at ASEAN. This facility is also integrated directly with the Center of PUSDALOPS through Disaster Management Information System (DMIS). It is also directly integrated with AHA Center in terms of ASEAN regional disaster assistance and report. In the
emergency situation, INA DRTG has a Situation & Crisis Room for the President, Head of BNPB, Ministers, and other disaster managers that will be involved. The Crisis Room also consists of data storage and analysis facilities that have the same system as the Center of PUSDALOPS in Jakarta, so that it can follow transition process quickly and efficiently when the disaster hits (INA-DRTG, n.d.).

G. CONCLUSION

As a country that has been experienced in facing disasters, Indonesia is considered as a key actor to enhance ASEAN regional capabilities as demonstrated by Indonesia’s contribution to disaster mitigation efforts in ASEAN.

Disaster diplomacy provides a new perspective for disaster issues. Disaster is not only seen and analyzed from the negative side, but more on the positive side. This perspective also sees Indonesia’s potentials in disaster management at the national level as well as the contribution and role of Indonesia in enhancing regional capabilities.

H. RECOMMENDATION

By analyzing from the disaster diplomacy perspective, it is save to suggest that disaster-related activities can remove the diplomatic barriers, especially related to humanitarian purpose. This is shown by how Indonesia opens the possibility for international aid and cooperation and removes the barriers when Indonesian Government was still in conflict situation with GAM.
REFERENCES


THE LEGISLATIVE ROLE IN THE BUDGET PROCESS IN INDONESIA

Mei Susanto
Faculty of Law, Padjadjaran University, Jl. Dipati Ukur No. 35, Bandung –
Indonesia
Email: m.susanto@unpad.ac.id

ABSTRACT
The Indonesian legislative has a strategic role in the process of the budget. The problem, the Indonesian legislative setting is not clear. Said to bicameral system consisting of the House of Representative (DPR) and the Regional Representative (DPD), but in fact consists of tricameral with the People’s Consultative Assembly (MPR). As for who is involved in budget process is just DPR and DPD. DPR has a stronger role is to discussed, review, amendment and approve or reject, while DPD only serves to give consideration. The method used in this is legal research to obtain description regarding laws concerning the activities of the Indonesian legislative to use its role in budgeting and presented analytically. The results showed, even though the law of DPR has a strong role in the budget process, but lack capacity to formulate and substitute budget of its own, so it can only be referred to as “budget influence”. Meanwhile DPD role is weak because it lacks capacity to amend or reject the executive budget proposal, so it can be referred to as “budget approving” only. The strong role of the DPR and the weak role of the DPD makes the role of the legislative in bicameral system with the purpose of having double checks, in the form of a revision of budget, initiation of noncontroversial budget, delaying the budget of fundamental constitutional importance, or public debate cannot be realized. Even the strong role of the DPR has opened the scope of corruption by elements DPR members. Therefore, the system needed reposition legislative tend to be balanced between DPR and DPD both the authority and the capacity. In addition, the process should also be transparent and accountable to avoid corruption, as well as providing space for public participation in order to ensure the state budget favor of the people.

Keyword: Budgeting, DPD, DPR, Indonesia, Legislative Role.

A. INTRODUCTION
The legislative bodies has an important role in the budgeting process. Joachim Wehner cites four reasons why legislative play an
important role in the budgeting process: (1) the constitutional requirements and the power of the purse; (2) checks and balances in the framework of good governance; (3) openness and transparency; and (4) the participation and development of consensus/deliberation (Wehner, 2004: 2-4). These reasons provide legitimacy for the legislative bodies to engage in the process of state budgeting.

The Indonesian legislative also have an important role in the process of state budgeting. This is the direct order of the 1945 Constitution after the Amendment, in Article 23 paragraph (2) states "the draft law on state budget of income and expenditure submitted by the President for joint discuss with the House of Representative with due regard to the consideration of the Regional Representative Council", and paragraph (3) states "In the event the House of Representatives fails to approve the draft law on state budget of income and expenditure submitted by the President, the Government shall implement the State Budget of the preceding year". This constitutional provision indicates that legislative bodies in Indonesia have a significant role in the budgeting process in the form of discussing, consideration and approval or rejection to the budget proposal submitted by the President (executive). There are two legislative bodies involved, the House of Representatives (DPR) and the Regional Representative Council (DPD) which both have different roles.

This paper discusses the Indonesian legislative role in the budgeting process especially after the amendment of the 1945 Constitution. This paper argues that although legislative bodies in Indonesia have an important role in the budgeting process, different authorities between the House of Representatives and the Regional Representatives Council, make the role of the legislative bodies inadequate. More specifically, it is caused by the pattern of division of rooms within the legislative body of Indonesia is not so clear, even the role in budget process monopolized by
one room of the House. Monopoly authority and lack of transparency and accountability make legislative budgetary rights misused, so often there is corruption of the budget by the elements members of the House. Finally, this article will make conclusions related to the repositioning of rooms within the legislature so that both will be optimal and the need for increased transparency and accountability to reduce budget corruption.

B. RESEARCH OBJECTIVES

This paper aims to analyze and evaluate the role of Indonesian legislative bodies in the process of consideration the state budget, in particular with the existence of two rooms in different legislative bodies having different authorities.

C. SIGNIFICANCE OF THE STUDY

This paper expected to provide theoretical enrichment in public finance, particularly with regard to the role of Indonesian legislative bodies in the budgeting process. Practically, this research expected to provide alternative solutions to policy makers in terms of legislative institutional structuring in the budgeting process.

D. Conceptual Framework

1. The State Budget

State revenues and expenditures are essential to the working of a government. No government can exist without raising and sending money (Bradley and Ewing, 2007: 208). Therefore every country generally has an agreed budget every year that is used for the fulfillment and financing the needs of the state in carrying out its duties and obligations. Generally, the framework the state budget devided into four stage: (1) budget
preparation by the executive; (2) legislative approval of the budget; (3) budget execution; and (4) government accounting and fiscal reporting system (Lienert & Jung, 2004: 86-119).

2. The Legislative Bodies

The legislative bodies is a tool in a representative democratic system. Generally the legislative bodies has three functions, representative, legislative and oversight/control (Stapenhurst, Sahgal, Woodley, & Pelizzo, 2005: 2), (Asshiddiqie, 2008: 160). These functions then provide legitimacy for the involvement of legislative bodies in various kinds of authorities, including the process of the state budgeting.

The Legislative bodies generally take the form of unicameral and bicameral. The legislative body composed of a representative institution is referred to as a unicameral, while a comprising of two representative institution is called a bicameral. The contents of the rules on the functions and authorities of legislative bodies in both unicameral and bicameral systems very diverse from the country to the country dependent on the needs and political system of the country concerned.

In the relationship between unicameral and bicameral, there is a presumption that the unicameral model is less able to assert the ideals of the legislative function (Isra, 2010: 234). Because without a second room, there is no internal control for a single room, so the only control is through other power branches. Without such internal control mechanisms, legislative functions in legislation, representations, controls and others are reduced. However, another opinion says that a unicameral system will pass legislation sooner because there is only one representative body (Thaib, 2002: 9). Thus, a unicameral system is considered more effective and efficient than a bicameral system that allows for redundancy.

For that matter, Lord Bryce said, the second chamber of the legislative bodies has four functions: (1) revision of legislation; (2) the
initiation of noncontroversial bills; (3) delaying legislation of fundamental constitutional importance so as to enable the opinion of the nation to be adequately expressed upon it; and (4) public debate (in Strong, 1975: 177). Furthermore, with the second room, the monopoly of the legislation process in one room can be avoided (Purnomowati, 2005: 14-15), making it possible to prevent the passage of a defective or careless law. Asshiddiqie called the bicameral system necessary for a double checks process in the legislative process (Asshiddiqie, 2008: 154).

In addition, it is also important to see the relation between rooms in the bicameral system. Sartori divides bicameral models into three types: (1) asymmetric bicameralism / weak bicameralism / soft bicameralism, when the power of one of the rooms is much more dominant above other rooms; (2) symmetric bicameralism / strong bicameralism, when the strength between the two chambers is almost as strong; And (3) perfect bicameralism, if the strength between the two rooms is truly balanced (Sartori, 1997: 184). For it, Indrayana said the weak bicameralism should be avoided as it would eliminate the bicameral purpose itself, the nature of mutual control between the two chambers. Even the dominance of a single chamber would only lead to a unicameral form. Other than that, perfect bicameralism is also not an ideal choice because the same authority will potentially lead to deadlock. Therefore, the choice should be a strong bicameralism system (Indrayana: 15).

3. The Legislative Role in the Budget Process

In almost all political systems in various countries today, it is generally accepted that the executive has a fundamental role in drafting the state budget and then presenting it to the legislative bodies. The legislative bodies has the right to consideration, debate, even in some cases make changes, and then give approval or rejection of the executive's proposed spending plan (Gustafson, 2003: 4).
Often the question arises, why the legislative bodies has a role in the budgeting process? This cannot be separated from the concept of a democratic state that many countries adoption, everything related to the state will always be related to the people as the owner of sovereignty. Including the state budget which are primarily from the people so that any state expenditure in spending money is also considered to be in the interests of all the people (Asshiddiqie, 2008: 833). In England in Bill of Rights 1689 article 4 determines "the levying of money for the use of the Crown without grant of parliament was declared illegal". From this comes the obligation to use the budget should be with the involvement of the legislative bodies as a form of popular sovereignty. As mentioned by Rene Stourm "the constitutional right which a nation possesses to authorize public revenues and expenditures does not originate from the fact the member of nation contribute the payments. This right is based on loftier idea; the idea of sovereignty" (Stourm, 1917: 6).

The legislative role in the budgeting process itself varies considerably from one country to another country. In general, there are three types of legislative role in the budgeting process, namely budget making, budget influencing, and budget approving. This is influenced by the capacity of the legislature itself, from the capacity to amendment and even reject the proposed budget proposal by the executive, as well as the capacity to formulate the budget on its own. Capacity is strongly influenced by the rules of the game in the constitution, law and tradition including the government system adopted by the country concerned (Gustafson, 2003: 5-6).

The governmental system adopted by a state also exerts an influence. Legislative bodies in the presidential system generally have a stronger influence in the budgeting process than in the parliamentary system. Because in the presidential system, parties have weak discipline
which makes the reason for the need to increase the role of parliament. In addition, the principle of checks and balances built into the presidential system encourages members of the legislative to play an active, sometimes even opposite, role in dealing with the executive even from the same party (Posner & Park, 2007: 4).

However, most parliaments also use formal and informal processes by which they can influence the final profile of the state budget. In Germany, for example, parliament has instituted a process whereby its members acquire extensive expertise on various aspects of the federal budget. This allows the parliament to make decisions based on decisions when changing the annual budget of the executive.

<table>
<thead>
<tr>
<th>Role</th>
<th>Characteristics</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Budget Making</td>
<td>Capacity to amend or reject the executive’s budget proposal and capacity to formulate a budget of its own</td>
<td>United States</td>
</tr>
<tr>
<td>Budget Influencing</td>
<td>Capacity to amend or reject the executive’s budget proposal, but lacks capacity to formulate and substitute budget of its own.</td>
<td>Germany, Philippines, Poland, Hungary, India</td>
</tr>
<tr>
<td>Budget Approving</td>
<td>Lacks capacity to amend or reject the executive’s budget proposal or to formulate a budget of its own. Confines itself to assenting to the budget that is placed before it.</td>
<td>South Africa, Israel, Namibia, United Kingdom, Canada</td>
</tr>
</tbody>
</table>

(Adopted from Gustafson, 2004: 6)

E. METHODOLOGY
The method used in this is legal research to obtain description regarding laws concerning the activities of the Indonesian legislative to use its role in budgeting and presented analytically. The type of data used in this study is secondary data, from primary legal materials and secondary legal materials. The data was gathered by documentation such as Indonesian constitution, laws, book, journal and in-depth interview with some experts and member of legislative. The data was analyzed using an inductive approach.

F. ANALYSIS AND RESEARCH FINDING

1. The Legislative Bodies In Indonesia

The institutionalization of the legislative bodies in Indonesia, especially through the amendment of the 1945 Constitution from 1999-2002 raises constitutional problems. When looking at the spirit that is brought, the amendment of the constitution want the formation of two rooms in the legislative bodies (Manan, 2003: 72) (Isra, 2004). One room is a political representation, namely the House of Representatives (DPR), while one other room is regional representation, namely the Regional Representatives Council (DPD). The amendment of the 1945 Constitution also initiated a joint forum between DPR and DPD in the People’s Consultative Assembly (MPR) session as well as Congress in the United States. However, the result of the amendment shows the formation of three rooms namely DPR, DPD and MPR which each have their own authority. Therefore, the Indonesian legislature cannot be said to be a bicameral but tricameral (Manan, 2003: 72), (Asshiddiqie, 2008: 158-159). However, in this paper, the analysis still uses concepts in the bicameral system, because the tricameral model in the Indonesian legislative bodies is not perfect, where the People’s Consultative Assembly authority is in changing the constitution and some other ceremonial powers (Susanto,
2016: 193), so it cannot be directly paired with the House of Representatives and the Regional Representatives Council with its authority as a more complete legislative body.

The House of Representatives consists of 560 members elected for five-year terms. A proportional representation electoral system is in use, with multi-member constituencies (between 3 seats and 12 seats each) as established by the independent Election Commission. The elections are based on open party lists system, the citizens can vote for one party or one individual in a party in their constituencies, and the determination of the elected candidates through the most votes (Pahlevi, 2015: 16).

The Regional Representatives Council consists of 136 members – namely, four representatives from each of Indonesia’s 34 provinces – elected for five-year terms. In contrast to the House of Representatives, the Constitution provides that these elections should be based on individuals, not parties, although many members do in fact have strong party affiliations.

Currently, (based on 2014 general election) there are 12 political parties, but only 10 parties go to the House. There are four parties that have more than 10% seats, while others only have seats under 10%. Each political party then forms its own factions as the principal organize vehicle in the House’s whereby the activities of Members of the House's are coordinated in order to increase the effectiveness and efficiency of the House of Representatives. Therefore currently ten such factions.

In 2014, the factions had joined in a large group, the Great Indonesian Coalition (Koalisi Indonesia Hebat/KIH) which controlled 37,2% of the seats as government supporters, and the Red and White Coalition (Koalisi Merah Putih/KMP) controlled 51,9% of the seats as government opposition and one party declared neutral with the number of seats 10,9%. The grouping did not last long, because in 2015 and 2016,
several opposition groups joined with government supporters to control 69% of seats in the House. This shows that the condition of politics in Indonesia is very dynamic and fluid. Furthermore Indonesia is known for strong party (faction) discipline and the powerful role of party (faction) leaders, but has lack loyalty especially for government support parties. This is because in the presidential system, the logic of forming a coalition of government supporters is more determined by the theory of minimum winning coalition than ideologically connected coalition. There are no signs in the coalition. All possible and promiscuous. Winning or losing the election is not a dividing boundary in a coalition (Muhtadi, 2015). This is also in line with studies that show instability of the presidential system when combined with multiparty systems (Cheibub, Przeworski, Saigh, 2004: 565-566) (Mainwaring, 1992: 114).

2. The Indonesian Legal Framework For Budget Process

Before the 1997-1998 crisis, there was no effective legal framework in the budgeting process in Indonesia. In fact, the budgeting process was essentially a continuation of the Dutch Colonial budgeting system based on Indische Compatibiliteitwet (ICW) 1925 where the preparation of the budget was conducted internally by the Governor-General (Atmadja, 1986: 3-4). The process was characterised by a lack of transparency and accountability. After independence, this executive-driven legal framework was embraced by Indonesia’s very strong presidents. (Blondal, Hawkesworth & Choi, 2009: 6).

After the crisis and the transition to democracy, a strong emphasis was placed on reforming the legal framework for budgeting. In the amendment of the 1945 Constitution, the state financial regulation in Article 23 paragraph (1) "the state budget of income and expenditure as a manifestation of the state financial management shall be stipulated annually by law and implemented in an open and accountable manner for
the greatest prosperity of the people", as well as in paragraphs (2) and (3) which mention the involvement of legislative bodies.

Moreover, a series of successive laws were adopted in the early 2000s following extensive consultations involving a multitude of stakeholders. The major laws are:


The State Finances Law 17/2003 details the constitutional provisions for the budget process, mandates specific milestones and dates for the preparation and adoption of the budget, specifies general principles and authorities for the management and accountability of state finances, and establishes the financial relationship between the central government and other institutions.

The State Treasury Law 1/2004 outlines the responsibilities of the Treasury and articulates the creation of treasurers in government ministries and agencies, together with general principles on the management and accountability of public funds.

The Regional Governance Law 23/2014 outlines the responsibility of regional governments for a range of public services, including education, health, public infrastructure, agriculture, industry and trade, investment, the environment, land, labour, and transport. It replaced an earlier law from 2004 and 1999.

The Fiscal Balance between The Central Government and Local Government Law 33/2004 outlines the responsibility of regional governments for managing their own public finances, their revenue-raising authority and the system of transfers from the national government. It replaced an earlier law from 1999.

The State Audit Law 15/2004 outlines the operational framework of the Supreme Audit Institution of the Republic of Indonesia (BPK), and mandates it as a professional and independent institution required to submit its reports to Parliament.

The People’s Consultative Assembly, The House of Representatives, The Regional Representatives Council and The Local House of Representatives Law 17/2014 outlines the legislative role in the budget process.

For the various laws, several comments can be made about these laws (Blondal, Hawkesworth, Choi, 2009: 7). First, all of the laws were enacted unanimously by the Indonesian legislatives. This is part of the Indonesian tradition of seeking consensus. It is a major achievement for such critical pieces of legislation to be passed in the immediate post-crisis environment. However, it is also a reflection of the fact that, in certain areas, the laws are open to interpretation and their exact meaning has not
been fully established. For example, the State Treasury Law mandated the future use of accruals, but whether this was meant to apply only to the financial statements or also to the budget was not clear. Neither was it clear whether it applied to certain transactions only, such as agency-specific or consolidated whole-of-government accounts.

Second, the laws are very specific and detailed in other areas. This relates principally to the requirements for detailed input controls in the laws and to various “fences” – including fiscal rules – designed to promote fiscal responsibility and the prudent use of public money. This detail was largely a function of two factors. The trauma associated with the financial crisis led to the creation of the various “fences”. Indonesia’s endemic problems with corruption were also behind the emphasis on detailed input controls. The controls were viewed as forming the basis for greater accountability for the use of funds.

Third, the separate budgeting and planning laws were largely enacted in isolation from each other. In fact, the explanatory notes to the State Finances Law 17/2003 were quite dismissive of the national planning function. One year later, the new State Planning Law 25/2004 strongly endorsed the national planning function. Indonesian officials emphasize, however, that through coordinated implementation regulations, the respective laws work well together.

3. The Indonesian Legislative Role In The Budget Process

As already mentioned, after the transition to democracy in 1998, there was amendment of the 1945 Constitution in which strengthened the position of legislative bodies in the budget process. Prior to that, power in the budgeting process was concentrated in government, and its budget proposal was never questioned or changed by the legislative bodies. Once the House of Representatives rejected the draft state budget
proposed by President Soekarno in 1960, but after that the House was dissolved (Susanto, 2013: 190).

Based on Article 23 paragraph 2 and 3 of the 1945 Constitution after amendment already mentioned, there are two rooms within the legislative body involved in the budgeting process. The House of Representatives is authorized to discuss and approve budget proposals from the executive, while the Regional Representatives Council gives consideration. Such constitutional provisions, make the House of Representatives monopolize the role of budgeting in the legislatives bodies

The monopoly of the House of Representatives role in the budgeting process can be seen from the extensive interaction with the government throughout the budget process, which is regulated in the State Finance Law as well as the People’s Consultative Assembly, The House of Representatives, The Regional Representatives Council and The Local House of Representatives Law, such as:

1. In the preliminary talks, the House of Representatives conducts discussions and approval of the overall orientation of the initial fiscal policy and preliminary budget ceiling;
2. During the consideration and stages of the State Budget, the House of Representatives conducts discussions and approvals of government budget proposals, both macro and micro-technical. In this process the House can hold both formal and informal discussions between the ministries, agencies and commissions on the content of the budget proposal. In terms of approval, the House also approved the guidelines for the implementation of the budget in detail;
3. The stages of the current budget report in the form of the first semester realization report and the prognosis of semester II.
4. Phase of the Revised State Budget.
5. Responsibility for the implementation of APBN.

**Table 2 The Indonesian Legislative Role In The Budget Process**

**Timetable**

<table>
<thead>
<tr>
<th>Mid-May to mid-June</th>
<th>Discussions are held by the Ministry of Finance with the Budget Committee on fiscal policy and overall ceilings. Discussions are held by spending ministries and agencies with their respective sectoral commissions on detailed allocations.</th>
</tr>
</thead>
<tbody>
<tr>
<td>16 August</td>
<td>The government submits the budget proposal. The President delivers the budget speech.</td>
</tr>
<tr>
<td>August to late October</td>
<td>The Budget Committee and sectoral commissions review the budget proposal.</td>
</tr>
<tr>
<td>End of October</td>
<td>The House of Representatives approves the annual budget.</td>
</tr>
<tr>
<td>1 January</td>
<td>Start of fiscal year.</td>
</tr>
<tr>
<td>July (next year)</td>
<td>Report on Realization of Semester I and Prognosis of Semester II of Budget from the government to House of Representatives</td>
</tr>
<tr>
<td>July-August (next year)</td>
<td>Discussion of Revised Budget (if any)</td>
</tr>
<tr>
<td>31 December</td>
<td>End of fiscal year.</td>
</tr>
<tr>
<td>January-June</td>
<td>The accountability report of the Budget implementation (maximum of 6 months after the end of the fiscal year), the House of Representatives gives an opinion of acceptance or rejection</td>
</tr>
</tbody>
</table>


The discussion of the state budget in the House starts from preliminary talks from mid-May to mid-June. The discussion was conducted between the Ministry of Finance, Bappenas, and the Central Bank (Bank of Indonesia) Governor with the House’s Budget Committee (Badan Anggaran DPR) to discuss fiscal, macro-economic and
government work plan. In addition, ministries and agencies also discussed with the relevant commissions in the House’s for details of allocations.

Executive budget proposals are formally submitted on 16 August each year, one day before Indonesian Independence Day which is a national holiday. This date is also the beginning of the annual session of the Legislatives bodies. On this day, the President delivered three speeches, (1) the state speech on the celebration of Independence Day in presence of a joint session the House of Representatives and the Regional Representatives Council, (2) the state speech in presence of The People’s Consultative Assembly, and (3) the speech of the state budget in presence of the House of Representatives. This very high-profile event is the outstanding event on Legislative’s annual calendar. Legislative’s activities were postponed following the speech. After the President delivered his budget speech, then the House’s through the factions delivered a general view of the government budget proposal. The Minister of Finance (and other ministers, as appropriate) responds on behalf of the President. However, this exchange is more ceremoni al than substantive in content.

Furthermore, in August-October conducted budget deliberations. The budget is then referred to the Budget Committee where Legislative’s scrutiny of the budget takes place. The deliberations in the Budget Committee constitute the first reading of the budget proposal. The Budget Committee is considered the most powerful committee in the House of Representatives (Before Law 17/2014). It consists of 83 members representing the 11 sectoral commissions in Parliament; it is therefore a “committee of committees”. The representatives from sectoral Commission XI play an especially active role in the Budget Committee. Commission XI is the counterpart to the Ministry of Finance and BAPPENAS.
The Budget Committee meets frequently in the two months for discussion of the budget proposal. The finance minister will appear before the committee at the start of its deliberations, and may be accompanied by the minister for BAPPENAS, the Central Bank Governor, and other spending ministers. During this stage, each party (faction) will state its views on the budget in more detail and the government will respond. Senior officials from the Ministry of Finance (the director general and the deputies) will have extensive discussions with the Budget Committee throughout its discussion period.

The Budget Committee focuses on reviewing the macro-economic assumptions and revenue forecasts on which the budget is based, government expenditure priorities for different sectors, and the financing of the budget deficit. The Budget Committee is guided by the deficit target agreed with the government during the preceding months (June-August). During its discussion, the committee focuses especially on revising the macro-economic assumptions and revenue forecasts upwards, thus adding resources to fund additional expenditures. The analytical basis for such revisions is not clear, but is likely in response to the government’s (past) practice of underestimating revenue, especially oil revenue (Blondal, Hawkesworth, Choi, 2009: 26) (Susanto, 2013: 275-279). Each faction may produce a specific list of issues in this regard. The Budget Committee usually forms several smaller working groups (Panitia Kerja) to focus on specific subjects.

Most notably, the meetings of the Budget Committee are not open to the public and not record is made available of its proceedings (Blondal, Hawkesworth, Choi, 2009: 26). During its discussion, the Budget Committee also invites sectoral commissions to submit advisory opinions on budget priorities and financial needs. Any additional resources may go to financing these requests. In general, the Budget Committee accepts all
advisory opinions from sectoral commissions, as they would have been agreed informally before being submitted. In this context, it is important to highlight that the sectoral commissions interact only with their respective ministries and agencies. Neither officials from the Ministry of Finance nor BAPPENAS participate in the sectoral meetings.

The second – and final – reading of the budget takes place in plenary session by the end of October. The leadership of the Budget Committee will report on its deliberations, the parties (factions) will deliver their final opinion on the budget, and the government (Minister of Finance) will respond. This final reading is largely a formality, as the House in plenary session always endorses the conclusions reached by its commissions.

It is most noteworthy that the budget – as amended by the Budget Committee – is enacted by consensus, rather than by majority voting. This phenomenon is very much in line with the political culture of Indonesia which emphasizes continuous deliberations and negotiations among parties (factions) until a satisfactory agreement is reached by all. As part of this emphasis on consensus, the government itself must be in agreement with the final proposal as well (Blondal, Hawkesworth, Choi, 2009: 27).

The approval of the budget two months prior to the start of the fiscal year is meant to give sufficient time to finalize budget implementation guidance and for sub-national governments to finalize their own budgets prior to the start of the fiscal year. Fiscal transfers are the primary revenue source of sub-national governments. As was noted previously, even though the budget has been enacted, the sectoral commissions may continue their scrutiny and place restrictions on the implementation of the budget.

From the description above, the role of the House’s in the budgeting process is very strong, even a monopoly occurs. In addition, other issues
also arise. First, the House is involved in the discussion and approval of very specific budgets, i.e. organizational units, functions, programs, activities and types of expenditures. The House's focus on that specific issue is often not accompanied by adequate capacity and even ignores the overall budget policy and strategic budgetary priorities. Being too specific, some members of the House’s used their authority to corruption. Cases of corruption over forest function, corruption of education fund, corruption of procurement of Koran, corruption of E-KTP and others become evidence of misuse of authority of House’s in budgeting process.

Secondly, the House’s may also block the current year's budget as part of supervision. Third, the process of budget discussion both in the Budget Committee and the commissions are still closed and not recorded. And fourth, the role of the Budget Committee is too strong, which can amend the discussion and approval given the relevant commissions.

On that basis, several elements of civil society have proposed the examination of the state finance law 17/2003 and The People’s Consultative Assembly, The House of Representatives, The Regional Representatives Council and The Local House of Representatives Law of 2009 to the Constitutional Court. In Decision No. 35/PUU-XI/2013 the Constitutional Court decide the House's authority in the budget process is too detailed, the authority to block budget, closed and unrecorded discussions, and stronger the role of the Budget Committee, is contradictory to the constitution. In the technical issue, the House’s only given the authority to discuss on organizational units, functions and programs only. The House’s also cannot block the current year budget. In the budget discussion should also be openned and recorded to be accessible by the public. In addition, the Budget Committee cannot make amendments to the agreements that the Commission has provided, but only harmonize and synchronize.
This Constitutional Court ruling becomes one of the controls on the authority of the House’s in the budget process that stronger and also reminds the House’s to focus more on the issue of the priority and strategic budget policy. This provision was then incorporated in Law 17/2014 in place of the Law of 2009. Although the House’s authority has been reduced, budget corruption cases still occur, as in the case of bribery of members of the House’s in terms of projects of the Ministry of Public Works and Public Housing related to the budget process in the House’s. Thus, increasing transparency in the form of opened in budget meetings, including recording, is not enough. It also needs an increase in accountability that shows the reasons why the House approves the executive budget proposal. Accordingly, any approved budget item can be accounted for.

In addition to having a role in the budget deliberations process as usual, the House’s is also involved in the process of discussing budget changes in the event of the following things: (1) macroeconomic developments that are not in accordance with the assumptions used in the state budget; (2) changes to the principles of fiscal policy; (3) the circumstances causing budget shifts between organizational units, between activities and between types of expenditure; (4) the circumstances that caused the Budget Balance Over the previous year should be used for financing the current budget. The discussion is the same as the discussion of the usual budget.

After that, the House’s is also still involved in the process of accountability of budgetary usage as part of supervision. This is done in the process of Report Realization Semester I and Prognosis Semester II reported by the government in the first 6 months of use of the current year budget. In addition, the House’s also provides an assessment of the liability for the implementation of the state budget which is done no later
than six months after the end of the budget year. The assessment is contained in the Act of Responsibility for the Implementation of the State Budget.

These processes, further demonstrating the strong role of the House’s in the budgeting process. Meanwhile, the role of the Regional Representatives Council which is determined as a consideration in the discussion of the state budget is only interpreted as a formality only. Although legally, every budget review process should include consideration from the Regional Representatives Council, but in fact these considerations are often left alone. There is no special forum to respond to the Regional Representatives Council consideration of the state budget. This fact shows that there has been a monopoly on House's role in the budgeting process. Thus, the Indonesian bicameral model is weak/soft bicameral where only one room that plays a strong role in the budget process. Even based on the facts already mentioned, has led to unicameral, because only the House's is involved in the budget process. From here, a thesis that mentions weak bicameral can lead to unicameral find relevance. The Regional Representatives Council has a very limited set of tasks and is principally an advisory body. It has no role in the budget process where the House has sole responsibility (Blondal, Hawkesworth, Choi, 2009: 24).

Such conditions certainly not in accordance with the ideality of the double checks are initiated in the formation of bicameral system. If it refers to the function of the second chamber from Lord Bryce’s opinion, should Regional Representatives Council as the second chamber can make efforts to make budget revisions, tax initiatives that are not controversial, withholding budget discussions on constitutional provisions such as education budget must be 20%, and public debate on strategic budget
issues. Thus, it will be able to obtain a higher quality budget for the greatest prosperity of the people.

Based on this, it is actually necessary to reposition the Indonesian legislative which leads to strong bicameralism, where the House of Representatives and the Regional Representatives Council given a relatively balanced power in the budgeting process, and to prevent a deadlock, it is necessary to avoid the same completely power. There can be a division of authority, for example in terms of macro and strategic budgets, the House of Representatives and the Regional Representatives Council have the same power in the process of discussion and approval. To avoid the process of long and inefficient discussion, because it must go through two rooms, it can be formed conference committee together. Meanwhile, in terms of budgets for Ministries and Agencies, the House of Representatives which has the power to discuss and give approval, the Regional Representatives Council only gives consideration. In terms of budgets for transfers to the regions, the Regional Representatives Council which has the power to discuss and give approval, the House of Representatives only gives consideration. The relatively balanced division of authority is expected to improve the quality of work of every room within the legislative bodies.

4. The Indonesian Legislative Capacity In Budgeting Process

The capacity of the Indonesian Legislative in its review of the budget proposal is weak. There are several underlying reasons. First, there is great turnover of Members of Legislatives. Second, the overall resources of Legislatives have not been upgraded with its new responsibilities. Third, the function of the budget support body is not yet adequate and reliable (Blondal, Hawkesworth, Choi, 2009: 27-28). In addition, there are several other influential factors, such as the educational of Legislatives members, time for discussed and the large number of political parties.
The composition of the House of Representatives is generally filled with newcomers. For example in 2009 there were 74% and in 2014 there were 57% members who first became members of the House (CETRO, 2009) (PUSKAPOL UI, 2014). This situation does in part of a transitional reflection towards democracy, but it also highlights the lack of legislative experience by most legislators (Blondal, Hawkesworth, Choi, 2009: 28). In comparison, in the United States, the legislative election of legislative bodies is done gradually, so that within the same period the legislature is not fulfilled by those who first became legislators. However, experience becomes one of the important things in the process of organizing the state. Especially in the complex state budget process, complicated and filled with numbers. Therefore, legislative members especially newcomers- are usually overwhelmed by the budget deliberation process, and tend to focus on very small budget details rather than overall strategic fiscal and strategic budgetary policies.

In addition, educational factors are also quite influential. Although the majority of members of the House of Representatives hold bachelor degrees (in 2009 and 2014, more than 90% hold bachelor degrees) (Susanto, 2013: 286) (PUSKAPOL UI, 2014), there are still few with an economic background (only about 16-20%). This also affects the capacity of the legislature in the budgeting process.

Although inadequate experience and educational background, efforts to improve self-capacity are not done well, but leave it to the party. Presumably, the party is a place for regeneration and education for the cadres of political parties including legislative members. As a result, capacity building of legislative members is nonoptimal.

With regard to the legislative supporting resources, it is striking that this is very similar to the previous era when the Legislatives did not have effective role. The staff of Legislatives are government employees (civil
servant), hired according to traditional civil service procedures. All organizational changes and staff actions need to be approved by the government. Staff are generally hired in their youth and hired for life. New hires are essentially trained "on the job" rather than bringing in needed specialized knowledge.

In addition to civil servant, to support the activities of the Legislative, each Member of the House’s is assisted by 5 experts. Elements of leaders, commissions, bodies, committees, and faction can also recruit experts according to its proportion of seats in the House’s. The experts are not civil servants but individuals with specialized expertise, and are often associated with a specific political party (faction). But, not all Member of the House’s take experts with an economic background that can helping in discussing the budget process. Furthermore, a body of expertise has been established in the form of the Center for Budgetary Studies and the Center for Financial Accountability Studies which focuses on the task of reviewing the state budget. But, not filled by leading and respected experts. In addition, the budget for the center is still very limited. As a result, the study is still using data owned by the executive. The budget analysis provided is not able to counterpart the executive budget proposal. Such condition also occur in the Regional Representatives Council. In comparison, the United States has The Congressional Budget Office (CBO) with the primary duty of providing a definite number to the American Congress as well as a number of important recommendations on each executive budget proposal. Even the data and analysis presented by the CBO are considered more weighted than the Government-owned Office of Management and Budget (OMB) (such as the Ministry of Finance and Bappenas) (Khatarina & Nainggolan, 2009: 281) (Lienert, 2005:18).

In terms of budget formulation for the House’s its own, it still depends on the approval of the executive. In fact, in some cases, the House’s
budget is not approved by the executive. As in the budget construction of the new House of Representatives building and the budget of aspirations. This shows that the House’s does not have the capacity to formulate its own budget. Meanwhile, the Regional Representatives Council is not more powerful. In terms of the budget itself, the Regional Representatives Council is not only dependent on the executive, but also depends on the approval of the House’s. This condition shows that Regional Representatives Council is very weak in terms of budget its own.

The House’s also has limited time in the budget discussion process, which is only two and a half months, compared 5 months for the executives (Andi, 2014: 90-91). Limited time will affect the performance of the discussion. Whereas, public participation is needed in the form of inputs and suggestions to the government budget proposal, so that the state budget will be more oriented for the greater prosperity of the people. Due to time constraints, as well as the lack of commitment of members of parliament, making input and suggestions from the public is often just a formality, without any explanation whether accepted or rejected.

G. CONCLUSION

After the amendment of the 1945 Constitution, the role of the Indonesian legislative in the budget process became stronger. Strengthening that role is not through the establishment of a proper bicameral structure. Given that only the House of Representatives has full strength in the budgeting process in the form of discussing, reviewing and even changing, and accepting or rejecting the budget proposal from the executive. Meanwhile, the second room of the Regional Representatives Council is only given the authority to give consideration which is often ignored because there is no special forum to discuss the consideration. The bicameral system adopted further indicates the weak bicameral. In
addition, the legislative institutional capacity of both the House’s and the Regional Representatives Council is still weak which can be seen from the aspect of experience, education, upgrading and supporting resources and ability to create their own budget. Therefore, it can be said that the House is included in the budget influencing while the Regional Representatives Council is included in the budget approving.

H. RECOMMENDATION

The strong role of the House of Representatives and the weak role of the Regional Representatives Council makes the role of the legislative in bicameral system with the purpose of having double checks, in the form of a revision of budget, initiation of noncontroversial budget, delaying the budget of fundamental constitutional importance, or public debate can not be realized. Even the strong role of the House’s has opened the scope of corruption by elements the House’s members. Therefore, the system needed reposition legislative tend to be balanced between the House of Representatives and the Regional Representatives Council both the authority and the capacity. In addition, the process should also be transparent and accountable to avoid corruption, as well as providing space for public participation in order to ensure the state budget favor of the people.

REFERENCES
CETRO, in Argama, R., etc. *Berharap pada 560, Catatan Kinerja DPR 2009-2010*. Jakarta: PSHK.


INCREASED TRANSPARENCY OF PUBLIC SECTOR BUDGETING THROUGH IMPLEMENTATION OF PERFORMANCE AUDIT

Windhu Wibisono, Roy V. Salomo, Chandra Wijaya
University of Indonesia

ABSTRACT

The contemporary public administration brings the shift of stakeholder expectations from stakeholder expectation about the government works in accordance with applicable laws become stakeholder expectation about well-performing government. One of the resources to produce a good performance for the government is the public sector budget. The budget is prepared through a budgeting process from budget formulation to budget realization. Even though, there are difficulties for stakeholders, especially the broad public to get a clear picture about the budgetary process. Because of that, stakeholders needs accountability tool in the effort to obtain the accountability of the budget. This study discusses about budget transparency and accountability both from the performance audit results of the budget implementation and budget formulation. Transparency is useful to encourage budgeting that leads to outcomes. As Martin (2002) stated, “In addition to a focus on the outcomes of government programs, performance accountability also seeks to promote transparency in, and improve the external communications of, governments. Transparency in its broadest sense is taken to mean that governments should be as open and visible as possible to their stakeholders (e.g., elected officials, citizens, interest groups and others).”

This study uses analysis of secondary data derived from the results of performance audit reports which produce by external audit institution (BPK) related budgeting for the period 2012 to 2015. This study indicates that the existence of a BPK’s performance audit supports the accountability value of budgeting. By this audit, the relevant stakeholders of government’s department budgeting can be helped to see the transparent accountability of the government in terms of budgeting. Besides that, the evaluation through the audit will also provide recommendations for budgeting improvement. This study still find limitation of transparency such as difficult to access the audit report directly unless through bureaucratic procedure.

Keywords: budgeting evaluation, performance audit, transparency, accountability
A. INTRODUCTION

The contemporary public administration brings the shift of stakeholder expectations from stakeholder expectation about the government works in accordance with applicable laws become stakeholder expectation about well-performing government. One of the resources to produce a good performance for the government is the public sector budget.

The Coordinating Minister for the Economy of the 2014 period expressed the importance of using the budget appropriately. The fullness is said thus:

"Now the supervision is overwhelming. Nevertheless, the potential for state money leak remains. The leak occurs due to inefficiency. This form of inefficiency may be something that should be saved but not saved, something that should not be spent instead of spending, and something that is spent but not effective. There needs to be efficiency and savings in all sectors and budgets on target and effective impact on development." (Kompas, June 18, 2014)

The budget is prepared through a budgeting process from budget formulation to budget realization. Even though, there are difficulties for stakeholders, especially the broad public to get a clear picture about the budgetary process. Because of that, stakeholders needs accountability tool in the effort to obtain the accountability of the budget. This study discusses about budget transparency and accountability both from the performance audit results of the budget implementation and budget formulation in central government and local government.

B. LITERATURE REVIEW

Related to the concept of performance audit, the International Standards of Supreme Audit Institutions (ISSAI) No.300 that governs the Fundamental Principles of Performance Auditing in Section 9 defines
performance audits as:

“performance auditing is an independent, objective and reliable examination of whether government undertakings, systems, operations, programmes, activities or organisations are operating in accordance with the principles of economy, efficiency and effectiveness and whether there is room for improvement.” (INTOSAI, 2013)

In addition ISSAI Number 300 set about Fundamental Principles of Performance Auditing. ISSAI 300 section 12 states that:

“The main objective of performance auditing is constructively to promote economical, effective and efficient governance. It is also contributes to accountability and transparency.” (INTOSAI, 2013)

SAI can also play a role in providing transparency not only in the implementation of the budget but its formulation. Transparency is useful to encourage budgeting that leads to outcomes. As Martin (2002) stated:

“In addition to a focus on the outcomes of government programs, performance accountability also seeks to promote transparency in, and improve the external communications of, governments. Transparency in its broadest sense is taken to mean that governments should be as open and visible as possible to their stakeholders (e.g., elected officials, citizens, interest groups and others).”

C. METHODOLOGY

This study uses analysis of secondary data derived from the results of performance audit reports which produce by external audit institution (BPK) related budgeting for the period 2012 and 2015.

D. RESULT AND DISCUSSION

BPK as an external auditing agency conducts financial audit,
performance audit and special purpose audit. Related the importance of budgeting, BPK is authorized to determine the audit in a performance audit format in terms of both implementation and formulation. During the period 2012 to 2015, BPK conducted several performance audits related to budgeting. Performance audits are conducted both at the central government level (financial sector and defense sector) as well as in local government (in DKI Jakarta). In general, BPK finds some problems and provides recommendations for improving the quality of budget formulation and budget implementation.

Table 1: Performance audit related to budgeting for period 2012-2015

<table>
<thead>
<tr>
<th>No</th>
<th>Audit</th>
<th>Representation</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>Performance audit of budgeting in Local Government of Jakarta</td>
<td>Local Government</td>
<td>2013</td>
</tr>
<tr>
<td>3</td>
<td>Performance audit of budgeting in state treasurer, ministry of finance</td>
<td>Central Government</td>
<td>2014</td>
</tr>
<tr>
<td>4</td>
<td>Performance audit of budget implementation of ministry of defense, Indonesian Armed Force Headquarter, Indonesian Army, Indonesian Navy, and Indonesian Air Force.</td>
<td>Central Government</td>
<td>2015</td>
</tr>
</tbody>
</table>

(Source: Audit report BPK, 2012-2015)
The audit results of financial management in the central government's defense sector (Number 1 above) shows that financial management has not been fully effective and efficient in supporting better budget implementation governance. The fundamental weakness found by auditors is the planning of central budget does not reflect the real plans of the work resource needed and is not inline with the implementation needs of the budget year. Related to these issues, BPK provides recommendations related to the preparation of a better system and some technical advice.

From performance audit of budgeting in Jakarta Province (Number 2 above) found that the audit indicate that budgeting is still not effective according to the better management practice (BMP) framework. BPK still find weaknesses in the mechanism of inter-institutional coordination and lack of resources to support dedicated programs, lack of the elaboration of work plans and budgets, and lack of monitoring and evaluation. BPK gives recommendation related to the improvement of regulation both at governor regulation level, and standard operating and procedure (SOP) for each work unit, optimization of coordination, improvement of system and some technical advice.

From performance audit of budgeting in BUN (Number 3 above), the audit results indicate that the implementation of budgeting function of BUN budgeting period of 2014 and 2015 has not been fully effective, especially in order to fulfill the obligation of central government. This is shown from the inadequate budgeting and spending process of BUN. The main causes of the implementation of the budgeting function of budgeting and financing of BUN for the year of 2014 and 2015, particularly in the context of fulfilling the central government's obligations: (1) inadequate formulation of the scope of responsibilities of official of the budget user (pejabat pengguna anggaran/PPA) of national treasurer (bendaharawan
umum negara/BUN) and authorized budget user (kuasa pengguna anggaran/KPA) of BUN including reporting of performance evaluation in relation to PA BUN; (2) lack of clear implementation rules regarding the scope of budgeting between budget of ministries/agency and BUN; (3) lack of optimization of revision of SOPs by taking into account the prevailing provisions and utilization of idle cash as a source of financing. BPK provides recommendations on improvements to policies and regulations as well as guidelines and some technical recommendations.

The audit of budget implementation in the ministries of defense and TNI (number 4 above) shows that budget implementation has not been fully effective. This is due to policy and regulatory issues, organizational problems, human resource issues, and allocation issues. BPK recommends improving policies and addressing the problems found.

This paper indicates that the existence of a BPK’s performance audit supports the accountability value of budgeting. By BPK’s audit, the relevant stakeholders of government’s budgeting can be helped to see the transparent accountability of the government in terms of budgeting, both in central government and local government that audited. Besides that, the evaluation through the audit will also provide recommendations for budgeting improvement.

Based on an interview with a senior researcher at the Indonesia Budget Center (IBC), he was found stakeholders especially public had difficulty making complaints to provide inputs to the BPK especially in the budget governance. The complete statement of informants is as follows:

"BPK is not yet institutionally prepared, in this case he has no public complaints mechanism. In my opinion, when there is no such mechanism, it can be because there is no regulation yet, so the community then finds it difficult to deliver inputs to BPK both the auditor's resources and the public's findings on budget governance."

(Interview with Salam, 15 April 2016)
The implementation of performance audit of BPK confirmed Martin (2002) stated related that accountability also seeks to promote transparency in, and improve the external communications of, governments. By the audit report, governments activity in budgeting becomes more open and visible as possible to their stakeholders. Nevertheless the view from Salam (2016) indicates that the performance audit of BPK may not be able to reach the broader stakeholders.

E. CONCLUSION

Performance audits can be useful as a means of transparency for government budgeting. This can be seen from audit reports published by BPK related to budgeting in both the central and regional governments. However, the extent to which the audit report can truly be useful is not examined in this paper.

REFERENCES


Pemenuhan Kewajiban Pemerintah Pusat dan Transfer ke Daerah Tahun Anggaran 2014 Dan 2015


GOVERNMENT MANAGEMENT TRANSFORMATION IN BANDUNG REGENCY (A STUDY AT DEPARTMENT OF EDUCATION AND CULTURE)

Dede Sri Kartini, Samugyo Ibnu Redjo
Departement of Govermental Science, FISIP UNPAD

Rita Myrna
Departement of Public Administration, FISIP UNPAD

ABSTRACT

Transformation is a transition process from a certain period to the next phase, which happens due to the presence of innovation or alteration, whether in structural or procedural aspects, planned or unplanned. “Basically, transformation is a continuous process. It includes reframing, restructuring, revitalization and renewal. Bandung regency had held regional general elections (Pilkada) in 2015, and already transformed its government management. Eventough the Regent himself, as incumbent usually faces difficulties to implement transformation inside his buureaucracy system. By using qualitative and descriptive method, the researchers had interviewed the Regent of Bandung, Chief of Bappeda (Regional Development Planning Agency), Chief of Department of Education and Non Govermental Organizations in Education sector. The result of this research described that in reframing aspects, the education system have been altering from the current progress, not only depended on Startegic Planning, but also accommodated new ideas to encourage the success of educational programs. Meanwhile, for recruiting aspects, the governments found difficulties since the regulations from the National Goverment was not suitable within the needs in Bandung Regency. The revitalization aspects cannot be implemented yet, eventhough the Chief of Educations has already figure up the problem, such as the importance in buid Vocational School in Agriculture and Animal Husbandry. For renewal aspects, the government established “Edu Share” to socialize, facilitate and distribute scholarships, and Doctorates Forum in Bandung Regency. Eventough the institutions is build outside the authority of Department of Education. The researchers concluded that, the shape of transformation in government management, especially in educational aspect has been dominated by the rules, whom did not able to adapt into the surrounding area, especially in Bandung Regency. Based on this condition, it is highly recommended, for the Chief of Education to be able
to create activities which is consistent with the current rules, but also be able to satisfy the needs of society.

Keywords: Reframing, Restructuring, Revitalizations, Renewal

A. INTRODUCTION

Based on Law Number 23 Related to Local Government, education is an obligatory basic service for any district, besides, there are attribution authorities based on the constitution number 30 year 2014 about government administration, attribution authority is a delegation of authority to the Agency and / or Government Officials by the 1945 Constitution or the Law. Therefore, each level of Government has the authority in accordance with the mandate of the law. The Distribution of responsibility of governmental affairs in the education sector can be seen in the table below:

**Tabel 1: The Division of The Government in Educational Affairs**

<table>
<thead>
<tr>
<th>No</th>
<th>Affairs</th>
<th>Government</th>
<th>Province</th>
<th>Regency/Municipality</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>b. Higher Education Management</td>
<td>b. Special Education Management</td>
<td>b. Early childhood education program and Non-Formal Education</td>
</tr>
<tr>
<td>2</td>
<td>Curriculum</td>
<td>Standardize national curriculum of higher education, secondary education, primary education, Early childhood education program and Non-Formal Education</td>
<td>Standardize local language curriculum for secondary education and special education.</td>
<td>Standardize local language curriculum for primary education and Early childhood education program and Non-Formal Education</td>
</tr>
</tbody>
</table>
3 Accreditation  Accreditation of higher education, secondary education, primary education, early childhood education, and non-formal investigation.

4 Teacher and Supporting Staff  
- a. Controlling teacher, teacher mutation and teacher career development

| Teacher and supporting staff mutation across the district in the cities. |

Source: Law Number 23 year 2014

Thus, Education department of Bandung Regency controlling the particular affairs, such:

1. Division of Management affairs of primary school education, early childhood education (ECD) and non-formal education.

2. Division of affairs of the local content curriculum for Primary Schools, Early Childhood Education (ECD) and non-formal education.

3. Division of affairs Teachers and Education Personnel for the transfer of educators and education personnel in Bandung regency

In order to Implement the Affairs of the Government, observations show that reframing can be implemented with not only focus on Medium-Term Regional Development Plan (RPJMD), the ideas of the Head of the department/division can be a cornerstone of the implementation of the education program in Bandung Regency. Restructuring and revitalization can not run effectively because of distortion from the aspect of regulation and victorythathead of Department of education has. For renewal, the Head of department create institutions which have a function to support
educational programs. However, the establishment of the institutions is not the head of department authority.

Because of education is an important aspect in the management of human resources, then the researcher assumes that is important to see whether exist the management transformation of the Government in the education service in the Bandung Regency. Therefore, this research was entitled "The Transformation of the Government Management (A Study on Education Department in Bandung Regency Government)".

B. RESEARCH OBJECTIVES

Research Objectives this study aims to:

1. Acknowledge and analyze the implementation of the Government's management transformation in education from the aspect of reframing in Bandung Regency.

2. Acknowledge and analyze the implementation of the Government's management transformation in education from the aspect of restructuring in Bandung Regency.

3. Acknowledge and analyze the implementation of the Government's management transformation in the field of education from the aspect of the revitalization in Bandung Regency.

4. Acknowledge and analyze the implementation of the Government's management transformation in education from the aspect of renewal.

C. SIGNIFICANCE OF THE STUDY

Education became one of the leading services in the Government Accomplishment, thus this field be the measurement for the progress of an area (province, city or regency). Education Sector became a measure
for measuring index of human development. so that HDI (Human Development Index) figures largely determine the progress of a country even the region

D. CONCEPTUAL FRAMEWORK

According to Foucault (1994) in McKevitt, David and Lawton, states that the art of government is a long history as a substitute for advising to the kingdom relating to appropriate actions such as: the action of power, securing policies, loving God and obeying, law implementation and etc. However, such advise clashed with the emergence of "ruling art" since the 16th century, before political science had been spread. According to Gordon and Miller cited Foucault (1994), states that the problems of government began to rise again in the 16th century, with a resurgence when personal problems were taken over by the Institutions. As with Catholic and Protestant doctrines, there are problems in the soul and life of the government, for example in terms of teaching to children. This is the ability of government (governmentality), when the privacy of the citizens problemis taken by the government.

According to Tangkilisan (2005), who saw a change in public organization that the bureaucratic thought of Hummel influenced the formation of public organization based on Max Weber's view, which concluded that bureaucracy represented the creation of a new society from human interaction. In its development, the transformation of human life normally changes the shape of a modern organization. human interaction that was originally known-in a humanist public organization-concerned about justice and freedom, as a society and conveying in the same language and be responsible for what it does to the public, has encountered a change according to the transformation of human life.
That change, according to Hummel, makes the bureaucracy of modern organization a new species of an inhuman society. The interpersonal relationships in society are replaced by control and efficiency. Norms and beliefs related to human goals are transformed into skills recognition over administrative and productivity.

Psychologically, personal relationships within the bureaucracy are very rational, lack of the feeling, and override individual desires (ego). The bureaucracy implements one-way communication as a personal command, and politically ignores the human desire in determining a particular method of seeking a truth and the desire of society.

In the process of transformation, bureaucrats neglect social characteristics, culture, communication skills, which are commonly used as a medium of human capacity, in order to adapt to the system. However, in compensation, the bureaucrats not only get a material reward, but also recognition (recognition) of the existence of bureaucrats. In a bureaucracy, bureaucrats deprive their humanitarian personality, and the bureaucracy more reflects its institutional identity, and psychologically, there is an absolute dependency.

Public organizations are recognized to be effective if in reality, the implementation of bureaucracy can serve in accordance with the needs of the community (client), meaning there are no barriers that occur in the service, quickly and accurately in providing services, and able to solve the phenomenon that stands out due to a fast social changes from the internal.

In Redjo (2009) had been mentioned that as a process, the transformation is generally the inevitability of the existence of humanity as free beings who have similarity and desire to be treated in every process, especially in the process of state and government. The nature of humanity
in the process includes respect for their existence and the recognition that the people are a central part of every state and government process. Recognition of the sovereignty of the people ultimately became the primary demand in the governing process with no exceptions to any state and government.

Citing the understanding of Karl Polanyi which cited by Redjo (2009), the transformation is basically a transition process from a certain period to the next, it happens because of innovations or changes both structural and procedural, planned and unplanned. These innovations and changes lead to the occurrence of dynamics that distinguished from normative or regular.

Following the opinion of Gouillart (1995: 6-7), then the process of transformation can be defined as a biological process, as a dynamic life process, grows and develops, becomes “saturated” and then reaches its peak by transition. Similarly, in the case of transformation of governmental organization there is also biological corporation, which is a process of development of the organization (corporate) to become a modern corporation, complex and well organized.

An organization just as human beings is born then developed, facing problems then recovery, mature and growing old. And in each process, it encountered four (4) dimensions of activity, namely reframing, restructuring, revitalization and renewal, thus, the organization becoming unique and different from other organizations that are suited to the demands of the organization itself and the demands of the faith environment where they belong. When an organization does so, all organizational systems are pushed to achieve goals.

Taking Gouillart’s opinion above, transformation in the field of management also can be interpreted as a biological process, from the
management of the first generation to the fifth generation as proposed by Savage (1990: 2). Similarly, within this framework, four (4) Gouillart dimensions are used as a reference for analysis, due to the same idea in the way of thinking pattern, The biological model in the transformation process or The Four R's of Transformation: Reframing, Restructuring, Revitalization and Renewal.

First, Reframing, ie; Changes in organizational concepts about what and how to achieve organizational goals related to the established organization background of thinking. This is because frequently the organization focuses only on certain ways of thinking and is unable to build a new mental model of what they are and what they want to be. Reframing opens the organizational thinking with new visions and decisions.

Second, Restructuring (re-instructor), ie efforts that made to improve the competitive performance structure. This activity is generally related to the values of governance and apparatus performance, in order to be the main consideration in organizations that must be met and adapted to the ability of public services and public demands. Third, rearrange the priorities of development (revitalization), that is how to connect the government with the environment, Because in general the success of development designed by the government is very dependent on the degree of conformity between the needs of the community and the government's designated development priorities.

Fourth, renewal, ie efforts that are made by the government to remodel the humanitarian and organizational spirit of the perpetrator or government apparatus towards this transformation process. This renewal is related to the effort to develop the potential of human resources in accordance with the vision of the mission that government has.
The concept of good governance in Suryanto (2008) states that in the implementation of local governance, related to public sector management has faced a massive transformation in the mid-80s. This change is directed at creating a reliable public management and improving the quality of public administration. The concept of rigid, hierarchical and bureaucratic public administration system has been abandoned and in its place has developed a flexible and market-oriented public management concept (Hughes, 1998). The strength of Weber's bureaucratic model is believed to be incapable of following various developments, community demands and environmental demands.

According to Salam (2004), the management of Regional Government in Indonesia is based on the 1945 Constitution which gives wide, real and responsible autonomy rights. This is reinforced by MPR Decree number XV / MPR / 1998 on the Implementation of Regional Autonomy which contains the regulation, sharing and utilization of national resources with justice, as well as the balance of central and regional finances within the framework of Republic of Indonesia.

E. METHODOLOGY

To achieve the research objectives that researchers have described in the introductory chapter, the researchers intend to use a qualitative research approach with descriptive method. Qualitative research method is a research procedure that produces descriptive data in the form of words, notes related to meaning, value and understanding (Bogdan and Taylor, 1975: 5). The model of this method, in observation of research
data is not limited and isolated by variables, population, sample, and hypothesis. Therefore, qualitative research methods always have a holistic nature, i.e., interpretation of data in relation to various aspects that may exist, in other words, this method is used to assist researchers in constructing reality and understanding its meaning (Kaelan, 2005; Qudsi, 2011).

While the descriptive narrative approach is a specific type of qualitative design that "the narrative is understood as a text that is spoken or written by telling about events/actions, connected chronologically, where the procedure in conducting this research begins by focusing on the assessment of one or two individuals, Data through their stories, the reporting of individual experiences, and the chronological formation of the meaning of the experience (Creswell, 2014: 96)."

From the definition of qualitative research methods and descriptive narrative approaches, it can be seen that, the choice of qualitative and descriptive approaches, as a study in a particular setting in real life (natural) with the intention of investigating and understanding the phenomenon of what happened and how it happened (Qudsi, 2011), to be used as a method in this research is appropriate, in the effort of the researcher to get clear and systematic, factual, accurate and validation description about the transformation of government management in Bandung regency.

1. Data Collection Technique

Data Collection Technique in this research will follow the rules of data collection based on the chosen method in this research, which is qualitative method. According to Creswell (2014), the forms of data in qualitative research continue to experience rapid development in various literatures. However, from these various forms, qualitative data
forms can be grouped into four basic types of information: observation, document, audio visual, and interview. But in this research, audio visual is not included in data collecting technique.

2. Informant Determination Technique

Informant determination technique used in this research is by using purposive sampling type, whom the researcher determines the individual to be made informant based on the researcher’s consideration itself which is based on the assumption that the individual can be specific understanding about research problem and phenomenon in this research (Cresswell, 2014: 217). Thus the selection process of this informant from the beginning has been deliberately determined by the researchers based on these considerations. The informants involved in this research are:

1. Regent of Bandung, Dadang Naser
2. Head of Education Department in Bandung Regency
3. Community Leaders

F. DISCUSSION

Government Science is present when individual issues are taken up by government agencies, as well as government-funded education. When parents are unable to pay their child's tuition, it is an individual matter. However, when the government provides scholarships for those who can not afford, or issue a policy to withdraw education funds in elementary level, there has been a takeover of individual problems by the government.

Researchers see the importance of education in transforming government management, as education is one of the obligatory functions for local governments. Below, it will describe the transformation of
government management which is observed from various aspects i.e. reframing, restructuring, revitalization and renewal.

1. **Reframing**

Reframing is a change in organizational concepts about what and how to achieve organizational goals. The way to achieve the goals of Education and Culture Department in Bandung Regency is prepared through programs. Those programs can not be separated from institution’s Vision of Mission which is listed in the Medium Term Development Plan (RPJMD), Long Term Development Plan (RPJP), Strategic Plan (Renstra), Development of Education in macro national and West Java regional level.

The change of concept in achieving organizational goals appears from Juhana’s point of view that mission vision has a four-frame context of objectives, methods, focus and grounding. *First*, the goal is achieving Bandung as advanced, independent and competitive Regency; in the first period (2010-2015), in the second period (2015-2020) the plan changed into establish a Bandung District Advanced, Independent and Competitive. *Second*, the result is achieved through good governance methods, i.e. clean and accountable. *Third*, the focus is laid on strengthening rural development. *Fourth*, the foundation is religion or religion, cultural regional and eco-friendly policy.

The changing of concept also appears from the Regent’s view that Korea had sent a team, led by Park Sung Hee to learn Indonesia heritage’s value. Park Sung Hee found Indonesia has Bhineka Tunggal Ika, which is internalized in by Pancasila. According to the Regent, in Bandung Districts Bhineka Tunggal Ika is locally translated into Korean, called *saemaulundong*, which is used as the basic character of Korean people. From lazy and drunk society, how saemaulundong was raised

---

effectively. The transformation occurs from lazy appearance into hard work, smart, disciplined society. The concept is similar with the saemaulundong, called *sabilulungan* in Sundanese. So the challenges is put togetherness, gotong royong, and designs Korea as superior nation. As well as this spirit, *sabilulungan* in Bandung regency, wish that the district is advanced, independent and competitive.

Beside a changing perspective on how to achieve institutional goals, reframing also emphasizes on necessity strategy in achieving institution’s vision and the mission. Juhana's strategy is similar to this method, whereas the Department of Education and Culture's strategy should be systematically and vertically structured in a sustainable, well-structured plan. For the organic is adapting with surrounding environment, like literary habit and sanitation award. It means there is spontaneous growth from various developing ideas. Education does not have to stick on the strategic plan compiled fifty or five years ago. When good ideas emerge, they had to be developed directly through the study, should be implemented as soon as possible, like literary habit, honesty canteen. According to Juhana, honesty canteen does not belong to Strategic Plan (Renstra). All activities which are already in the strategic plan, is basically available in the curriculum. Integrity and orderly attitude; as well as literary habit is already in the curriculum, just occasionally put as a reinforcement inside of a program. Sanitation awards are already in the curriculum, such as "please, be clean!". It’s all there, but the activities are organic. It is intended to be interesting, as improvisation is not rigid but adapted to the teaching system that has been composed five years back. In order not to be too historical, so there is improvisation, excitement in implementing the program. As environment, trends, developmental trend, and civilization trends. According to Juhana; "Because I think the plan is compiled in the past, if there is a new idea how to implement it. Then there are two sides
of the program, there is a strategic side and there is the organic side. We are not allergic to change, since we are always open, not closed to receive information, to accept the idea of"

The sanitation award program get highly responded from, Ujang Sopanndi\textsuperscript{12}, according to him sanitation award will push teachers and students to practice clean habit. Before this program there was only a clean teacher’s toilet. But he was regretted it since when behavior of civil servant teachers who only think of certification and promotion than their qualifications in teaching. In the contrary, the honorary teacher does not receive proper attention from the government, but the quality of teaching is somehow better than their counterparts. Moreover, the honorary teacher must go to college again, because if they will not continue education will not be appointed as permanent civil servant.

The Strategy of education development program in 2016-2020 at the national level was strengthening institutional services. Therefore, from 2016 to 2020, the development of education in Bandung Regency, focused on strengthening of educational institutions in providing educational services, in addition to pioneering Compulsory Secondary Education (Wajar Dikmen 12 years). The strengthening of institutional education in providing services is expected to be a capital in preparing a qualified education for society, thus having competitive advantage at the local and regional levels, particularly in: (1) strengthening the service of educational and cultural institutions; (2) Strengthening of curriculum services, manpower, education facilities and infrastructure and other supporting facilities, in every educational and cultural program unit; (3) Strengthening of administrative and management of education development, both at the level of SKPD of education development managers, as well as at the level of educational and cultural program

\begin{footnotesize}
\footnote{12 Male, Honorary Teacher, 34 years old, 34 years old, bachelor degree}
\end{footnotesize}
units. (4) Expansion and equitable access to education (5) community participation’

In addition, reframing also includes development objectives, development priorities and attitudes to face global change. The purpose of the development of Bandung Regency is "achieving Bandung as Advanced, Independent and Competitive Regency ", for the first period, the second period changed to "consolidate the Bandung District Advanced, Independent and Competitive". If it is associated with the Department of Education and Culture, the curriculum, which presented, had to create a child who is advanced, independent and competitive. Not only students but teachers should have similar targets. It means, that there must be equality with the District, or able to surpass another Regency / City. Bandung Education and Culture Office has exceeded the achievements of other districts / cities, as proven by the achievement of national champion leaders. National Supervisory Champion, while the students have been able to win the, National Olympic Sports Science (O2SN)/ The elementary level students won the General Champion, and the junior champion got champion general in West Java level. It can be concluded that their competitiveness is not wishful thinking anymore. While development in Bandung Regency focused on strengthening rural development, which implemented by Regent through program RAKSA DESA, so Department of Education and Culture also implement its support to rural development.

In facing of global transformation, Bandung Regency does not want to depend solely on other products, unless they have potential aspects on it. For example: Bandung Regency is surplus on vegetables, rice, dairy products, tea, and coffee. But it gets minus supply on beef, and still brings beef from the east region. In maintaining food security, they actually do not need to bring beef, but the diet is replaced by chicken meat.
Juhana wants to develop his thinkers that, in terms of independent and competitive progress, Bandung Regency can have local resiliencies. According to him, independence is the same with the resilience of the area, which is now a new person thinks limited to food security. He thinks life is not just food alone. The improving of faith is also necessary because we are vulnerable to the heresies.

2. Restructuring

Restructuring is the activities of government organizations to build organizational models, prepares organizational infrastructure and design units according to the need. It can not be separated from the existing institution, the government structure which is the organizational structure of the government organizers to implement regional autonomy. Starting from the Regent, SKPD which consists of Inspectorate, Regional Secretary, Secretariat of the Board, Agency, Institution, District Institution up to the lowest level of government i.e. the Village.

In preparing organizational infrastructure, the Department of Education and Culture is faced with subjective elements, although the Head of Department has not dared to make changes in accordance with Law no. 23 of 2014 on Regional Government. For example, there is a type of service with type A, the field should not be more than five sub department. That is a problem, now the Office of Education and Culture has seven areas; if it must be divided into five areas then there will be people who lost the position.

Infrastructure in local government is also related to echelon. Juhana agreed that in the State Civil Service (ASN) there is no echelon-ization. Better capacity and performance become the key level of one’s success. Someone can do his job, but how far his productivity like what? How many number of job targets that can be done?. If based on echelon, both
echelon two, are equally echelon three but their performance may be different.

Designing organizational units to adapt to the needs according to Juhana, several Agencies must adapt to the potential of Bandung regency, not the regulation. That is the fallacy, the new Government Regulation No. 18 of 2016, as the elaboration of Law no. 3 years 2014. The organizational section suddenly makes a new SOTK, its adaptation focused on regulation. Juhana appealed that the name, effectiveness, efficiency are created to be more productive. Institutional name itself must adapt to the potential and problems of Bandung Regency itself, because in truth it is the essence of autonomy. So it being separated based on the regulation, then the Central Government would be dominant. This is a mistake. Juhana did not know the Department of Education and Culture whether to be split or not. The most recent PP’s will lead to overlapping authority when education is separated with Culture, since education and culture is a unity that can not be separated. In addition, before the PP was born, between SKPD (Work Unit of Regional Devices) had already run synergistically. The PP is also responded by the Regent.

Ideally institutional government should adapt not only with regulation but also adapt to potential and problems. But do not be forced to regulation. If someone wants to separate the education and cultural offices should ask the experts, not organization experts, but the expert on substance of educators and culture. Want to separate agriculture, livestock and forestry, ask the experts! Because, it cannot be solved with an organization expert alone since its about organizational and institutional issues, so it has to adapt to potentials and problems. The potential and problems of each Regency / City are different, that is the characteristic of regional autonomy. By observing the potential of Bandung regency, just look at its characteristics whether in agribusiness,
agriculture, animal husbandry or industry. Then the institutional names must being reinforce based on it. Including the education office, should be able to enter in all aspects, must adapt to the potential. So what kind of vocational school and where it should be build; whether they are pharmacists’ or agriculture vocational school for example, then the industry must be reproduced, because the potential is agriculture, livestock and industry. Thus, the number of vocational school types should be able to adapt.

3. **Revitalization**

Revitalization means rearranging development priorities, by linked government with its surrounding environment, since generally the success of development who designed by the government depends heavily on the degree of conformity between the needs of the community and the government's priorities.

According Juhana, linked the government with its environment can be seen from the potential of nature and physical potential. Natural potential and human resource potential are closely related to each other, Bandung regency potential, we must observe first its characteristics whether in agribusiness, agriculture, animal husbandry or industry. Then, the institutional names must strengthen the environment. Including the Office of Education and Culture must be able to enter all these aspects, and adapt to its potential. Thus, Vocational School should be multiplied and manifested thereafter, whether they are in livestock, agriculture, industry categories. The school should be reproduced, because the potential has been defined. Thus, the number of vocational schools and its varied types must be able to adapt with current challenges.

Associated with physical environment is linking the Regency’s potential with physical form of an object, and nature. While social environment associated more with people the relationships around it. If
associated with Bandung Regency, the physical environment is related to geographical aspects, and its characteristics, the challenges is bringing various characters of agriculture and industry into the physical environment in Bandung regency. While for the social environment related to the Government, economic, political, cultural, including in it is education in Bandung regency.

The main priority needs to be undertaken by the Office of Education and Culture, stating its vision and mission, which stipulated in the work plan or strategic plan as stated: “The implementation of excellent education service in shaping human beings who put the value of local cultural values with global orientation”. Excellent service is certain values in providing availability, affordability, quality, equality and security. Our people are: possessing high intellectual and spiritual capacity which is consistent in everyday behavior and deeds based on Faith to God and embodied in the attitude of taqwa. Local cultural values include noble character, personality with cultural values and Sundanese etiquette. Global-oriented means competitive and adaptive to the development of science and technology, and future oriented. Process and product quality means quality process as excellent service, while the quality of the product is civil society. It can be achieved by increasing availability, affordability, quality, equity, and certainty / security of education services. Furthermore, those steps hopefully can develop a culture which laid on certain characterized by aesthetic, logical, ethical and historical dimensions. Beside, it is also necessary to improve public image through governance, transparency and accountability.

4. Renewal
Several problems are difficult to implement because of the collision with the rules, but the Head of the Office solve it by establishing institutions. For example, the Department of Education and Culture often accepts applications for scholarship assistance to study inside and outside the country. Unfortunately they have sufficient budget, but lack of authority to spend it in similar program, since this department job is not including students scholarship. Thus, the Department create an institution called EduShare. It has collaborations with ITB and Unpad lecturers, who care about Bandung students, provide scholarships, advising guidance to increase their chances in the admissions process. If they already have admitted, they received guidance more to avoid Drop Out and others. EduShare’s main duty is socialization, mentoring and provide scholarship, which is beyond the Department of Education’s core authority. In EduShare the Head of Department acts as a personal figure, collecting funds in mutual assistance.

The Regent also wants to establish a university in Bandung regency, but this is not the authority of the Education and Culture Office. It is difficult since it clashed with rules and the Head of Department is not a lecturer. In order to support this plan, he establishes an association consists of doctoral forum in Bandung Regency. Doctors who are stay or work in Bandung Regency, or, being associated historically with Bandung regency. Currently, the associate finds 57 doctoral in Bandung Regency. Moreover, the Regent asks the associate to collaborate not only for doctor in education background, but also in all fields such as, economy, agriculture, politics and others in order to support the vision-mission. Although outside the authority of the Head of Education and Culture, he looks for alternative solutions to implement the vision and mission of Bandung Regency.
G. CONCLUSION/IMPLICATION

In the aspect of reframing, there has been a change in the concept of education that is not stick bluntly to the Strategic Plan (Renstra) but instead develops from ideas that guide the success of educational programs. Meanwhile, the restructuring aspect is difficult to implement since it intertwining with the regulation given by the Central Government, even it does not fulfill the needs of Bandung Regency. Revitalization aspect can not be implemented even though Head of Education Office really understand it, as for Regency need to have Agriculture and Animal Husbandry Vocational School. For Renewal aspects the Departement establishes EduShare whom main tasks are socialization, mentoring and scholarship, as well as Doctoral forums/ associate in Bandung regency, although the institution is formed outside the authority of the Head of Education and Culture Office. The researcher concludes that the process of transformation of the management of the government of education is still shackled with the rules, although the rules can not adapt to the environment in Bandung regency. It is suggested that the Head of Service can create policies that do not conflict with the rules, but can meet the society’s needs.

REFERENCES


ABSTRACT
The conversion of agricultural land in Sumedang of the year 2005-2014 reached 317 hectares. The land generally converted into housing, office buildings and public facilities. This study aims to conduct a comprehensive evaluation of the factors affecting changes in land use, analyze the impact of the changes and develop management strategies. This research was conducted with a qualitative approach located in Sumedang Regency, West Java Province. Sampling was done by multistage random sampling. The first step is selection of the sample districts purposively with consideration of districts that convert of land use at most, they are: Sumedang Selatan district, Jatinangor district and Jatigede district. The second step sample selection by simple random to residents who do changes their agricultural land use. The data obtained from questionnaires, interviews, observations, study of documents and mass media. Working method is based on a modification of the stages of strategic planning for the company. Formulation of the strategy carried out through three phases: phase determination of the key internal and external factors, phase matching using the SWOT matrix, as well as the decision phase using QSPM matrix. The resulting strategy is implemented in a more technical work steps. The results showed the factors that affect farmers convert agricultural land is decreasing productivity of the land, accretion of family members, the right of inheritance of land, high land prices, construction of public facilities and government policy. The most dominant factor affecting is different in each district. The impact of changes in land use in general is the opening of new agricultural land by cutting down forests, decline in rice productivity and the emergence of new unemployment and alteration or loss of livelihood. From the SWOT analysis matrix, obtained three possible strategic options. First, a policy review of spatial and territories; second, to encourage farmers to maintain agricultural land by providing agricultural inputs and extension the use of organic materials to restore soil fertility and the third private land use change should be governed by strict licensing mechanism.

Keywords: conversion, land use, affecting, strategy
A. INTRODUCTION

The conversion of agricultural land is a serious problem for agricultural development in Indonesia. The Ministry of Agriculture reports that the area of wetland farmland in Indonesia in 2013 is only 8.1 million hectares left. Indonesia which is an agrarian country currently has difficulty in controlling land conversion due to increasing population and development project. Novira et al (2012) stated that during the period 2007-2010 conversion of agricultural land to non-agriculture in Java reached 600,000 hectares. The land is used for non-agricultural purposes such as the construction of buildings, highway project, industries, housing and other public facilities. As is known Java agricultural land is fertile land and has high productivity compared to other regions which of course contribute to national food production. Agricultural land that has been converted to other uses outside the agricultural sector will have very little chance of changing back into agricultural land. In order to control the conversion of agricultural land, the Government has issued Law No. 41 of 2009 on Sustainable Land Farming Protection, which is expected to encourage the availability of agricultural land to maintain food security.

The regional government have pioneered some efforts to save the fields. Until November 2013, the document of Spatial planning and territory has been reached in 310 districts /cities (63.14%). and 107 districts / cities have set Sustainable Land Farming Protection area in Spatial planning and territory law. Sustainable Land Farming Protection area that has been settled in the law is about 3,089,872 ha, and based on audit results of the Ministry of Agriculture the wetland area covering 8,132,642 ha (Ministry of Agriculture, 2014).

Sumedang Regency is an area that has the potential of agricultural resources. Has been reported that the conversion of agricultural land in Sumedang Regency from 2005-2014 have reached 317 Hectares
This problem needs a very special attention and solutions. Otherwise, it will increase the high number of land conversion that can cause various socio-economic problems.

B. RESEARCH OBJECTIVES

This study aims to conduct a comprehensive evaluation of the factors affecting changes in land use, analyze the impact of the changes and develop management strategies.

C. SIGNIFICANCE OF THE STUDY

This study is expected to contribute for the development of science, especially concerning to land conversion. In addition, this study is expected to provide a clear picture of land conversion factors in Sumedang Regency and the impacts.

In particular for the government of Sumedang Regency, this study can be as a consideration in the determination of policy on the conversion of agricultural land with all its aspects and is expected to provide important information about the most appropriate strategy to be implemented.

D. Conceptual Framework

1. Definition of Land Function and Causal Factors

Lestari (2009) defines land use conversion is a change in the function of part or all of the land area from its original function (as planned) to other functions that have negative impacts (problems) on the environment and the potential of the land itself. Land use conversion can also be interpreted as a change for other uses because of factors that largely include the need to meet the increasing population demands and the increased demand for better quality of life. According to Agus and widianto (2004) conversion of agricultural fields is a deliberate process by humans (anthropogenic), not a natural process. Land use conversion is a logical consequence of
increased activity and population and other development processes. Iqbal and Sumaryanto (2007) define land use conversion means the transfer of function or mutation of land in general concerning the transformation in the allocation of land resources from one use to another. The process of conversion of agricultural land to non-agricultural use is caused by several factors.

Supriyadi (2004) stated that there are at least three important factors causing the conversion of wetland as follows:

1. External factors; Is a factor caused by the dynamics of urban growth (physical and spatial), demographic and economic.
2. Internal factors; This factor is more to see the side caused by the socio-economic conditions of farm household users.
3. Policy factors; Namely the aspect of regulation issued.

Murniningtyas (2007) stated that land use change in the implementation of development can not be avoided. The change occurs because of two things, first the need to meet the increasing needs of the population and secondly related to the increasing demand for better quality of life. Land use conversion that occurred in Indonesia not only because of ineffective laws and regulations, both in terms of substance. The provisions are not clear and not firm, or enforcer that is not supported by the government itself as an official authorized to grant a land use permit. (Fauziah, 2005)

E. METHODOLOGY

Research was conducted in Sumedang Regency, West Java Province in 2016. Sampling was done by multistage random sampling. The first step is selection of the sample districts purposively with consideration of districts that convert of land use at most, they are: Sumedang Selatan district, Jatinangor district and Jatigede district. The
second step sample selection by simple random to 150 residents who do changes their agricultural land use. The data obtained from questionnaires, interviews, observations, study of documents and mass media (Singarimbun dan Efendi, 1987). Working method is based on a modification of the stages of strategic planning for the company. Formulation of the strategy carried out through three phases: phase determination of the key internal and external factors, phase matching using the SWOT matrix, as well as the decision phase using QSPM matrix. The resulting strategy is implemented in a more technical work steps.

The formulation of strategy in this research is a modification of strategic planning of David (2006), by establishing the Government of Sumedang Regency as the manager of land conversion. The formulation of this strategy is done in three stages: the determination stage of external and key internal factors, matching stage, and decision phase. The determination of key internal and external factors is derived from evaluated aspect information that is general condition of dairy cattle breeding, social aspect, economic, technical and environmental management. The matching stage uses SWOT matrix analysis to formulate various possible strategy options (David, 2006).

Decision stage is done by using QSPM matrix. In the QSPM matrix analysis, each key factor is weighted and appealed. The weights given to each of these factors indicate the relative importance level of factors to the success of the firm. The weights range from 0.0 (not important) to 1.0 (very important), with the sum of all weights equal to 1.0. The value of attractiveness is seen from its interest with the available strategic options (David, 2006). If certain factors influence the choice of existing strategies, then the value of attractiveness is done. The attractiveness value includes: 1 (unattractive), 2 (somewhat interesting), 3 (quite interesting), and 4 (very interesting). As for certain factors do not affect the choice of
strategy, then the value of attractiveness is not given. Total interest value is the product of the weight of each factor and its appeal value to the strategy choice. The largest total value of interest among each strategy will determine which strategy is selected in dairy farms.

F. RESULT AND DISCUSSION

1. Evaluation on Factors affecting land conversion

Results from 150 respondents have been studied, there are some factors that affect land conversion in Sumedang, among others, reduced production of paddy produced land, rising land prices, population growth and government policy. All these factors have a positive effect on changes in land conversion.

<table>
<thead>
<tr>
<th>Factors causing conversion of Land</th>
<th>Amount (Person)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very high land selling price</td>
<td>43</td>
</tr>
<tr>
<td>Construction of Jatigede Reservoir</td>
<td>47</td>
</tr>
<tr>
<td>Decreased rice field productivity</td>
<td>31</td>
</tr>
<tr>
<td>Construction of public facilities</td>
<td>18</td>
</tr>
<tr>
<td>Increase of family member</td>
<td>11</td>
</tr>
</tbody>
</table>

Source: Research Result, 2015

2. Very high land selling price

Most of the respondents who stated that land conversion due to very high land selling price is respondents in Jatinangor district. It can be understood that with the establishment of universities Institut Koperasi Indonesia, Bandung Institute of Technology, Institute of Home Affair and Padjajaran University become factors that greatly affect the development of Jatinangor become very rapid. With the establishment of the college,
there was a migration of the population as a student, so the need for land increased dramatically. The land is used for settlements, shops and other public facilities. This causes the price of land in the area of Jatinangor to be very high. The price of land in Jatinangor District in 2002 was Rp 125,000-180,000 / m² and in 2015 it increased to Rp 2,500,000-5,000,000 / m².

This condition strongly encourages the owners of agricultural land to sell their land. Besides other factors of the other thickeners is reduced productivity of rice fields encourage farmers to divert their land functions.

3. Construction of Jatigede Reservoir

Of the 47 respondents, there was a conversion of 29 hectares of agricultural land for the construction of the Jatigede dam. The range of land that is transferred by each respondent is shown in table 2.

<table>
<thead>
<tr>
<th>Area of Agricultural Land</th>
<th>Number of People</th>
</tr>
</thead>
<tbody>
<tr>
<td>0.1 – 0.5 Ha</td>
<td>23</td>
</tr>
<tr>
<td>0.6 – 1 Ha</td>
<td>17</td>
</tr>
<tr>
<td>1.1 – 1.5 Ha</td>
<td>5</td>
</tr>
<tr>
<td>1.6 – 2 Ha</td>
<td>2</td>
</tr>
</tbody>
</table>

Source: Research Result, 2015

4. Decreased productivity of Rice Fields

Based on interview with respondents, found that rice field production decreased significantly. This can be caused by various factors such as the occurrence of pest attacks, drought and floods. Due to climate change and unpredictable weather causes rice production in quality and quantity is reduced very drastically. Information obtained from the regular rice production respondents reached 5 tons per hectare to 3 tons per hectare. In addition, farmers usually can harvest twice a year to once a year. This discourages farmers from using their land as rice fields. This is in
accordance with the report of the Agriculture, Livestock and Fishery Service of Sumedang Regency in 2016 that the productivity of rice per hectare decreased as shown in Table 3.

**Tabel 3. Land Productivity**

<table>
<thead>
<tr>
<th>Year</th>
<th>Planted Area (Ha)</th>
<th>Grain Production (Ton)</th>
<th>Land productivity per Ha (Ton)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012</td>
<td>75.365</td>
<td>446.949</td>
<td>5.93</td>
</tr>
<tr>
<td>2013</td>
<td>77.728</td>
<td>485.674</td>
<td>6.25</td>
</tr>
<tr>
<td>2014</td>
<td>74.804</td>
<td>472.220</td>
<td>6.31</td>
</tr>
<tr>
<td>2015</td>
<td>68.387</td>
<td>443.340</td>
<td>6.94</td>
</tr>
<tr>
<td>2016</td>
<td>40.845</td>
<td>112.126</td>
<td>2.75</td>
</tr>
</tbody>
</table>

Source: Agriculture, Livestock and Fishery Kabupaten Sumedang in Pocket Book Profile Regional Sumedang Regency Budget Year 2016, processed.

Based on Table 3., a very drastic decline in productivity occurred in 2016, from 6.74 Ton / Ha to 2.75 Tons / Ha.

5. **Construction of public facilities**

Of the 18 respondents informed that they sell agricultural land because of the construction of public facilities. The result of field observation is generally the public facilities that cause land conversion is the construction of Cisumdawu toll road. Of the 18 respondents obtained information as much as 15 ha of agricultural land freed for the construction of the Cisumdawu toll. The Sumedang Regency Agricultural Agency reported the Cisumdawu toll project spent 4,000 hectares of rice fields in Sumedang district. Of the 150 respondents as many as 11 people claimed the transfer of land functions due to the increase of family members. Generally family members who are married and do not leave their homes will build houses on land previously used as agricultural land. In addition, some family members who have been migrated back to their hometown also set up houses on agricultural land.
Based on the report of Badan Pusat Statistik of Sumedang Regency in 2016 the rate of population growth for 4 years (2011-2015) decreased as shown in table

Table 4. Population Grown Rate 2011-2015

<table>
<thead>
<tr>
<th>Year</th>
<th>Population (People)</th>
<th>Population Growth Rate (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011</td>
<td>1,110,083</td>
<td>0,77</td>
</tr>
<tr>
<td>2012</td>
<td>1,117,919</td>
<td>0,71</td>
</tr>
<tr>
<td>2013</td>
<td>1,125,125</td>
<td>0,64</td>
</tr>
<tr>
<td>2014</td>
<td>1,131,516</td>
<td>0,57</td>
</tr>
<tr>
<td>2015</td>
<td>1,137,273</td>
<td>0,51</td>
</tr>
</tbody>
</table>

Source: BPS Kab. Sumedang in Pocket Book Profile of Regency  
Sumedang Regency Budget Year 2016, processed.

From Table 4. the rate of population growth declined to 0.51% in 2015 from 0.77% in 2011, but the population grew by 27,190 for five years. This is likely to cause some agricultural land to be settled for new residents.

6. Impacts of Land Conversion

Land conversion generally has a profound impact on social and economic fields. Social impacts that arise in the form of positive impacts, negative impacts and social problems. For the Jatinangor sub-district, the positive impact is the opening of employment opportunities for the community. Negative impacts are the decreasing interest of young people to work in agriculture. From 150 respondents obtained information about the impact of land conversion to livelihood as shown in table 5.

Table 5. Impact of Land Conversion to the Livelihood

<table>
<thead>
<tr>
<th>Livelihood</th>
<th>Number of people</th>
</tr>
</thead>
<tbody>
<tr>
<td>Keep farming</td>
<td>25</td>
</tr>
<tr>
<td>Do not have a definite livelihood, generally a farm laborer, construction worker, factory worker</td>
<td>27</td>
</tr>
</tbody>
</table>
From Table 5, the information obtained by 25 respondents still survive as farmers. Generally they are native farmers due to lack of experience or access to outside information about other work, aged 45-55 years, with a land area of 1,500-3,500 M2. They work in their own remaining land and also work on other people’s land with a "maro" system or a profit sharing according to an agreed agreement. As many as 31 respondents work in malls, shops and restaurants cafe. Generally they reside in Jatinangor District which is about 20-40 years old. And as many as 34 respondents become entrepreneurs, by opening small stalls, street vendors and traders in the market. There is another opportunity than to farm from money capital land compensation because it can not take care of the same job the average age 35-45 years.

Respondents chose to be farm laborers, factory-laid laborers, construction workers, in the absence of other jobs as many as 27 people. The results of further interviews, some of the respondents had planned to move shelter and open new land. In Jatigede sub-district, 23 respondents stated that they opened forest land to open agricultural land as a source of livelihood. Another impact of land conversion is the diminished global production of rice that will affect food security. Based on Bappeda’s report of 2015, the Economic Growth Rate (LPE) of agricultural sector in Sumedang Regency from 2013 to 2014, declined drastically. Agricultural sector LPE in 2013 reached 2.86%, fell drastically by 2014 to 0.74%. The decline reached 2.12%. The contribution of the agricultural sector to the
rate of economic growth (LPE) in general in Sumedang District, ranked first at 21.71%.

7. Evaluation on Government Policy and Related Institution

The protection of agricultural land and the determination of agricultural areas shall be regulated in the Regional Regulation of Sumedang Regency No. 2 of 2012 on the Spatial Planning of Sumedang Regency Year 2011-2031. The regulation affirms the general rules of the zoning regulation of wetland farming areas prepared by taking into account:

a. Restrictions on the development of other cultivation activities, namely only for rural settlements, facilities and infrastructure that support the livelihood of farming communities;
b. Restrictions on the transfer of land functions only to activities, facilities and infrastructure that support community life;
c. Provisions on prohibiting conversion of irrigated rice field land that has been designated as sustainable rice field;
d. Strictly controlling the conversion of non-technical irrigated rice fields, for the purposes of strategic infrastructure; and
e. Provisions for banning the growth of urban activities along transportation lines using converted rice fields.

Based on field observations and interview results, although the provision for the transfer of agricultural land has been determined, but in fact the implementation in the field has not been firm. The permit to grant land fungsi and the establishment of buildings and housing on agricultural land still continues.

Directly related institutions to handle agriculture problems in Sumedang Regency is the Department of Agriculture of Food Crops and
Horticulture. Based on the Regent Regulation Sumedang Number 6 Year 2009 About Job Description Structural Position At the Department of Agriculture Food Crops and Horticulture, the Institute is responsible for Agricultural Resources, Food Crops; Horticultural Crops; Post-Harvest Management and Business Development; Rice Seeds and Palawija; And Horticultural Seeds;

8. Strategy Formulation

The results of the evaluation of land conversion conditions in Sumedang are used to determine external and internal factors. The next stage after the determination of external and internal factors, the matching stage using SWOT analysis, and decision phase by using Quantitative Strategic Planning Matrix (QSPM) analysis.

Tabel 6. SWOT Analysis Matrix

<table>
<thead>
<tr>
<th>Internal</th>
<th>Strength</th>
<th>Weakness</th>
</tr>
</thead>
</table>
|          | 1. People are still interested to farm even with narrow land, and with the system of "maro""  
2. People have the capital to look for new agricultural land or switch businesses | 1. Low productivity of rice field  
2. Farmers who turn into traders are not accompanied by knowledge about entrepreneur so tend to traditional business  
3. Government regulations that restrict land conversion have not been firmly implemented |

| Eksternal | |
|----------| |
|-------------|---------------------------------|----------------------------------|
| 1. High land Selling price | High land prices and smoother mobility access, the government can lead the community to start new businesses (S2; O1,2,3) | Intensification of agriculture, superior seeds resistant to climate change W1,3; O4 |
| 2. The availability of new jobs | | Training for new entrepreneurs W2; O1,2,3 |
| 3. The construction of public facilities makes access faster and mobility | | Improve and revitalize agricultural extension work W1; O4 |
| 4. The availability of agricultural service to handle agricultural problem | | |

<table>
<thead>
<tr>
<th>Threat</th>
<th>S-T Strategy Policy Adjustment</th>
<th>W-T Strategy Policy Adjustment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Loss of livelihood</td>
<td>Providing new farmland, for people that have converted their agricultural land (S1,2; T1,2,3,)</td>
<td>To strictly punishment for illegal land use conversion (W3; T2,3)</td>
</tr>
<tr>
<td>2. Illegal clearance of forest land can lead to more serious problems</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Food security</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

9. Decision Stage

From the result of matching using SWOT matrix analysis resulted several strategy choices (Table IV.12). The strategies are then selected using Quantitative Strategic Planning Matrix (QSPM) analysis. The stages of QSPM's analysis are to determine the attractiveness scores of key external and internal factors. The results of QSPM analysis are expressed in matrix form, as can be seen in Table 7.
Table 7. QSPM Analysis Matrix

<table>
<thead>
<tr>
<th>Key Factors</th>
<th>Weight</th>
<th>Product Development</th>
<th>Policy Adjustmnet</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>AS</td>
<td>TAS</td>
</tr>
<tr>
<td>Internal Strength</td>
<td></td>
<td>0,05</td>
<td>3</td>
</tr>
<tr>
<td>1 People are still interested to farm even with narrow land, and with the system of &quot;maro&quot;</td>
<td>0,05</td>
<td>0,15</td>
<td></td>
</tr>
<tr>
<td>2 People have the capital to look for new agricultural land or switch businesses</td>
<td>0,1</td>
<td>0,3</td>
<td>3</td>
</tr>
<tr>
<td>Internal Weakness</td>
<td></td>
<td>0,1</td>
<td>3</td>
</tr>
<tr>
<td>1 Low productivity of rice field</td>
<td>0,1</td>
<td>3</td>
<td>0,3</td>
</tr>
<tr>
<td>2 Farmers who turn into traders are not accompanied by knowledge about entrepreneur so tend to traditional business</td>
<td>0,05</td>
<td>2</td>
<td>0,1</td>
</tr>
<tr>
<td>3 Government regulations that restrict land conversion have not been firmly implemented</td>
<td>0,15</td>
<td>4</td>
<td>0,6</td>
</tr>
<tr>
<td>External Opportunities</td>
<td></td>
<td>0,1</td>
<td>3</td>
</tr>
<tr>
<td>1 High land Selling price</td>
<td>0,1</td>
<td>3</td>
<td>0,3</td>
</tr>
<tr>
<td>2 The availability of new jobs</td>
<td>0,05</td>
<td>2</td>
<td>0,1</td>
</tr>
<tr>
<td>3 The construction of public facilities makes access faster and mobility</td>
<td>0,05</td>
<td>2</td>
<td>0,1</td>
</tr>
<tr>
<td>4 The availability of agricultural service to handle agricultural problem</td>
<td>0,1</td>
<td>0,3</td>
<td></td>
</tr>
<tr>
<td>External Threats</td>
<td></td>
<td>0,10</td>
<td>4</td>
</tr>
<tr>
<td>1 Loss of livelihood</td>
<td>0,10</td>
<td>4</td>
<td>0,4</td>
</tr>
<tr>
<td>2 Illegal clearance of forest land can lead to more serious problems</td>
<td>0,10</td>
<td>3</td>
<td>0,3</td>
</tr>
</tbody>
</table>
Based on the analysis of QSPM matrix in the most appropriate strategy table implemented in the short term is the policy adjustment. This strategy has a high attachment (value 0.6) with key factors in government regulations that restrict land conversion from being firm yet. Implementation of the policy adjustment strategy can be done by reviewing the Regional Regulation of Sumedang Regency No. 2 of 2012, and establishing new lands for agricultural areas to avoid illegal clearance of forest land. For the long-term strategy that must be pursued is to encourage farmers to maintain agricultural land by providing assistance of agricultural facilities and counseling the use of organic materials to restore soil fertility.

G. CONCLUSIONS

From the results of research that has been done, there are several points of conclusion as follows:
1. The conversion of agricultural land to non-agricultural land in Sumedang Regency is attributed to the decreasing value of land yielding productivity, high land prices, increasing population, and construction of public facilities.
2. Land use change affects social and economic aspects such as changing livelihood structure and food security.
3. Based on the result of QSPM matrix analysis, the most priority strategy applied in controlling the transfer of land function in Sumedang Regency is Policy Adjustment.
H. SUGGESTION

From the current conditions it is recommended that the government of Sumedang Regency:

1. Arrangement of policy adjustments to control land conversion through reviewing for regulation of Spatial Planning.
2. Arrangement of licensing mechanism for land use conversion
3. Find solutions to problems arising from the conversion of agricultural land to social, economic and environmental issues.

REFERENCES


Bappeda Kabupaten Sumedang (2017). Pocket Book Profile Regional Sumedang Regency Budget Year 2016 (in Indonesian)


Law Number 41 Year 2009 on Sustainable Land Sustainability of Food Agriculture (in Indonesian)


Regional Regulation Sumedang Regency Number 2 Year 2012 About Spatial and Planning of Sumedang Regency Year 2011-2031

Regulation of Regent Sumedang Number 6 Year 2009 About Job Description of Structural At Department of Agriculture of Food Crops and Horticulture.


ENTREPRENEUR RESPONSE TOWARDS OCCUPATIONAL HEALTH AND SAFETY POLICY OF INDUSTRIAL LABOR SECTOR IN LAEMCHABANG INDUSTRIAL ESTATE, CHONBURI PROVINCE

Khemaree Rugchoochip* And Parichat Pongloe*
*Faculty Political Science and Law, Burapha University
E-mail: khemaree2012@hotmail.co.th, Tel 081-9130961

ABSTRACT

Research on “the response of entrepreneurs toward the government policy on occupational health and safety of labor in industrial sector; Laem Chabang industrial estate, Chonburi” was the quantitative research with the objectives to 1) study on the response of entrepreneurs toward the government policy on occupational health and safety of labor in industrial sector; Laem Chabang industrial estate, Sriracha, Chonburi; 2) study on the occupational health and safety policy for labor in the entrepreneurs in Laem Chabang industrial estate, Sriracha, Chonburi; 3) study on problems and obstacles of the entrepreneurs in response to the government policy on occupational health and safety of labor in industrial sector; Laem Chabang industrial estate, Chonburi; 4) study on any suggestions on the response to the government policy on occupational health and safety of labor in industrial sector; Laem Chabang industrial estate, Chonburi. The populations of this study were 140 of entrepreneurs in Laem Chabang industrial estate, Chonburi. The research samples were 124 entrepreneurs who responded to the questionnaire. The data collection tool for this study was the questionnaire. The statistics for data analysis were for instance, percentage, mathematics average, standard deviation, correlation coefficient, and Multiple Regression Analysis.

The study result was found that 1) the overall response from the entrepreneurs toward the government policy on occupational health and safety of labor in industrial sector was in the highest level on the aspect of the safety research, second by safety training while the improvement on the work conditions and environment had the least response. The response from the entrepreneurs depended on the government policy on safety signal(X12), electrical appliance, electric machine, electric wire, any plug connections (X3), technical instruments(X10), fire extinguisher, emergency exit doors, fire alarm, fire exit(X7), the tools that used high
compressed air \(X4\), heavy lifting crane, items movement crane)\(X5\) and first aid kits and lifeguard kits \(X13\). The multiple regression equation can predict the entrepreneurs’ response as follows: 1) The response of entrepreneurs = 0.364 + 0.172\(X12\) + 0.281\(X3\) + 0.193\(X10\) + 0.215\(X7\) – 0.270\(X4\) + 0.157\(X5\) + 0.156\(X13\), 2). Overall the entrepreneurial places perceived the government policy on occupational health and safety of labor in industrial sector at high level by they perceived about the policy on fire extinguisher, fire alarm, and fire exit the most second by the walkway, ladders, exit channels while on the general healthcare was the least perceived. 3) The problem of the entrepreneurs are that the issued government policy was repeated and the relevant units were not seriously processed on the safety standard. 4) The entrepreneurial places suggested for the government units to strict and add more punishments to govern the safety measure in their place.

Keywords : Occupational Health, Safety of Industrial Labor Sector, Laemchabang Industrial Estate

A. INTRODUCTION

The situation of healthcare in Thailand has largely changed since the processing of life plan and ways of living according to the national economic and social growth. At present, according to the national social and economic development plan from the past until recent, the 9th national social and economic development plan has supported on the industry and manufacturing development to support for the needs of consumption of the populations both in domestic and exporting to overseas. This leads to the high development on manufacturing industry as a result from the main labor factor in Thailand that gains more advantages than other countries in this region. Thailand has all levels of skillful labor no matter the management level, high ranking academicians such as engineer, sufficient of scientists, skillful technician and number of labors. Though the labor cost is high, the interested investor will be supported by the government into industrial part by offering the attractive rights and benefits to attract to more investors such as reducing tax when locating the plants in the third district of investment. When there is the investment from overseas to establish the plants in any regions of the country with the
amount of industrial factories, more labors will move from the countryside to work on the location with more industrial plants. There are more manufacturing technology developments, changes in the working approach, using of dangerous chemical, importing the raw material from overseas without details on safety to response to the manufacturing. The workers in the industry plants fall sick from the work condition, disaster and severe incidents rise from the internal work and external in transportation work. the impact directly occurs on the worker and the people in the near area for instance, public incident from the gas lorry crashed at Petchburi road, in that fire incident there were 90 dead tolls and so many injured people; the lorry carried bomb materials exposed at Pang-nga and there were 172 people died with 488 injured; the case of Royal plaza hotel collapsed in Nakorn-Rachasrima with 157 people died; the fire at Royal Chomtien resort, Chonburi in B.E. 2541 had 91 dead tolls; the historic fire case at the dolls production plants of Cader Industrial co.ltd. (Thailand) on 10 May B.E. 2536 with 188 dead tolls; on 26 December 2547, there was the huge earthquake in the area of Sumatra island, Indonesia followed by the huge tsunami wave attacked to the Southeast Asia region which caused more than 200,000 dead tolls; In Thailand there were about 8000 people lost and dead part of them are the group of labors who worked in the fishing industrial sector. The past mentioned situations caused so much loss of life and properties. The responsible government units interested to prevent the more problems to occur while the affected labors and independent private organizations come out to ask for the government to take care on the occupational healthcare to develop it toward higher safety )Wittaya Yusook, 2552: 9-10).

The work of industrial sector in Thailand such as construction business, production from the manufacturing plants, mining, and forestry
have to use a lot of labors and the statistics for them to face with incident, injuring, or dead from the occupation tend to be higher every year. Since the complexity in the work characteristics, there is the high risk to work in the urgently competitive environment. The business owner shall aim at the productions until lack of the interesting on safety. The workers must try to adjust themselves with the ongoing technology development and it could lead to the mental problems, stress and lower work efficiency. These also lead to higher ratios of injuries and incidents. If the work system is not good enough it will result on non-safety and work incident and injury. The government by the responsible units from the ministries and the private sector management pay more attention on the prevention of injury and accidents. The government issues the work safety laws to control over the businesses for them to practice toward safety and it is in good progress.

Laemchabang Industrial Estate locates at Laemchabang sub-district, Sriracha district, Chonburi. It is the important project that the government invested on the construction of infrastructures to support the investors who will come to establish the huge industrial plants such as electronics plant, vehicle tire and television industry etc. This is to be the coastal port city and the hub of industrial commerce as the door to the global trade. The amount of real population is about million and the populations from all over the world travel to use the labor in the industrial, agricultural and service sector. The crowded populations and high development of economic are the key factors that the government has invested billion baht to construct the infrastructures and public utilities to support the investors to establish the industrial plants. Currently, there are number of those who establish the industrial plants to export the electronics and electrical products, vehicle tires, television, and video industries. From the appropriate area with potential and the east coastal area development
project that become the key factors to open to the new dimension of advanced sea transportation and conform to the quantity of national products entry. This will help save the cost of transportation and promote for Thai products competition in the world market. Laemchabang Industrial Estate then has become the hub of new Chonburi and the country industrial area (http://kanchanapisek.or.th/ accessed on July 20, 2016).

From the significant of Lemchabang Industrial Estate area which aid the large source of employment. With the attention paid on the policy on the occupational health and safety of labors in the industrial sector by the government, the researcher then interests to study on the response of the entrepreneurs toward this policy in Laemchabang Industrial Estate, Chonburi. This is to develop toward higher safety and the better advancement in social and economic onward.

B. LITERATURE REVIEW

1. Concepts And Theories Related To The Safety Management And Occupational Health And Safety Policy

In the operation of occupational health and safety at national level in any work of general labors, the problems of occupational healthcare in the group of countries are different according to the characteristics of national development on the social and economic, population education, customs and tradition, cultures and ways of living of population in each country as a core. The general healthcare problems are for instance the diseases, non-safety in life and properties that will be so different. But
the problems on occupational health and safety for the workers seem to be similar but differ in the details of problem. The analysis on this side of problem relies on the world countries’ group dividends concept. The population ways of living can be divided into three main groups which are 1) the group of developed countries; 2) the group of developing countries; 3) the group of under-development countries.

In the developing countries, mostly they directly received technologies from the developed countries to use. There were the researches and development to suite with their own country thus, the population faced with so many problems since the advanced in objects and technology can move faster than the aspect of social, cultural and psychological of them. In another way, they are the countries with insufficient economic stability and the government lacks of interest on work safety. The government may only aim at the production, not covered laws, lack of efficiency in the enforcement. Moreover, there still be the use of poisoning chemical that quit using in the developed nation which is to push the severe poisons to the group of these countries. The group of developing countries is the group that has to face with strong problems in occupational health and safety since changes in the nations to have core work on industries with more new technologies usage.

2. Occupational health and safety policy

To establish the occupational health and safety policy is the beginning of the success in the safety operation. The good policy would make the easier operation and it would allow staff at all levels to appropriately work according to the policy. Occupational health and safety policy in general consists of

1. The company’s safety philosophy
2. The content that defined the responsibilities of employees at all level in the business place.

3. The guideline to operate toward the goals.

Thus, the good safety policy must be precise, using the easy understanding language, clear and practical as well as always up to date. The requirement of the occupational health and safety management system that established by any institutes or units must always mention about the occupational health and safety policy. It is the first thing to so before any arrangement of the occupational health and safety management system. Policy is the promise from the top executive management of the organization that established in written form to the public. This will form with confidence among the employees that the business will seriously operate on the occupational health and safety management system.

3. Relevant research

Komsan, Thongchai, et. al (2551 abstract (studied on “occupational health and safety management and the risky behaviors toward workplace injuries of workers in the construction areas in Muang district of Ubonrachatani province”. It is found from the result of the study that most of the workers are male with the average age of 33 years old. Most of them have graduated from Pratom level for 53.4% while 49.7% are general workers with the average 8 years of construction work experiences. About 28.1% of the sample used to have an accident in six months round mostly or 44.9% resulted from fall down or fall from height. The injuries found for 41.6% having the minor bruises and bleeding. They used to receive the news about workplace safety for 78.8% and be trained on safety for 33.4%. The workers have good level of knowledge and attitude but still have low level of safety perception. They have the
risky behavior toward injury in the workplace at low level while the occupational health and safety management of the entrepreneurial place at the moderate level. Most of the problems found are the entrepreneurial places have no arrangement for personal protection equipment and no safety training provided. From the comparison analysis, it is found that the levels of education, characteristics of positions, the receiving of workplace safety news, training experiences and the source of construction sites are different from the risky behaviors toward workplace injury at the statistical significant level of \( p < 0.05 \). From the analysis to find out for the correlation, it is found that age \( r = 0.176 \), income \( r = 0.379 \), years of construction experience \( r = 0.164 \), the occupational health and safety management \( r = 0.225 \), knowledge \( r = 0.447 \), attitude \( r = 0.546 \) and the perception \( r = 0.419 \) have the risky behavior toward workplace injury at the statistical significance level of \( p < 0.05 \). The factor that can predict the result of the risky behavior toward workplace injury such as attitude, perception, size of the construction source, occupational health and safety management and knowledge by these can be mutually predicted for 48.4%.

Sangpachan Pimmawong \( \text{abstract : 2552} \) studied on “the primary situation of occupational health and safety of people in textile industrial plant in Nakhon Louang Viangchan, Laos PDR”, the result of the study found that all plants arranged for the factor of first aid and for 50.00% of them set for the medical room and at least one doctor. All the plants set to have the social insurance and before entry to work, all the employees must pass the physical check and use medical certificate in their job application. About 25.00% have the annual health check and provided with the personal protection equipment for the employees to use in all plants. From the working environment exploration in the plants, it was found that the average ratio of sound was between 65.8-89.1
Decibel and the light saturation during work had the average between 550 lux -665.66 lux with the tense of light that was not lower than the standard (not lesser than 300 lux). About 55.37% of the employees regularly used personal protection equipment (PPE) such as nose cover and ears plug. For 8.47% of employees used to have minor injured and 0.33 used to have the severe injury. The arranging of drinking water, usage water, bathroom, restroom and dining room were enough. The occupational health and safety service management in the plants shall be followed up for them to have the best practice on the aspect of environment, PPE, and medical care service. It shall provide with the work security officer to coordinate between the relevant governmental units for the tasks cooperation.

Kittipat Kanchanasit (2553: abstract) studied on “the relationship between safety and occupational healthcare; the work safety behavior and work life quality of employees in logistics Co., ltd.”. The study aimed to research on the levels of safety and occupational healthcare, the work safety behavior and work life quality of the employees by it was conducted with 197 samples that came from the staff in We serve logistics Co., ltd. Data was collected by the questionnaire and the statistics used were the Frequency, Percentage, Mean and Standard Deviation, t-test, F-test and the correlation coefficient of Pearson. The data was analyzed via computer program.

From the research result, it was found that the levels of work place safety and occupational healthcare as well as the work life quality were at the moderate level. work safety and occupational healthcare in the organization in overall had the positive relationship with the employees’ work life quality at the statistical significance level 0.000 and 0.05 respectively. The workplace safety behavior had the positive
relationship with the employees’ work life quality at the statistical significance level of 0.01 and 0.05 respectively.

C. RESEARCH METHODOLOGY

Population in this study was the entrepreneurs in Laemchabang Industrial Estate, Chonburi. The researcher collected the questionnaire from the entrepreneurs or the representatives with the knowledge on the occupational health and safety policy of all plants for 140 samples. The samples in this study were the entrepreneurs who responded the questionnaire from 124 entrepreneurial places and used the Convenience Sampling.

Data collection tool was the questionnaire about the response of entrepreneurs toward the governmental policy on occupational health and safety of the labors in industrial sector in Laemchabang Industrial Estate, Chonburi. The researcher created it from the review from the document, theories and any concepts as well as the relevant researches that conformed to the objectives and the established context. The test on the quality of questionnaire formed for this research used the reliability test. Before the real launching of the questionnaire, the researcher had tested it with 30 entrepreneurial places external the sample group to test on the understanding and the completion of the questions. Then, the results were brought to calculate for the Reliability Coefficient Alpha to measure on the Internal Consistency of each message section in the questionnaire. This was done via the Alpha-coefficient calculation and for this whole questionnaire, it was equal to 0.993.

The primary data was obtained from the questionnaire study by gathering the data from entrepreneurs in Laemchabang Industrial Estate, Sriracha district, Chonburi. The researcher processed the data collection
by herself. The secondary data was to study and gather the data from textbooks, research document, independent studies, thesis and other relevant sources.

Data analysis method as employed by the researcher was the computer program by the analysis was divided into two parts. First, the quantitative research in which divided into the Descriptive Statistics analysis via frequency, percentage and standard deviation where they were used to analyze on the general information of the samples. Second, Inferential statistics were used to test on the hypotheses such as the governmental policy on the occupational health and safety of labor in the industrial factor and the relationship to the response of entrepreneurs by the Multiple regression and Correlation coefficient analysis.

D. RESULTS AND DISCUSSION

1. Results of the study

Most of the questionnaire respondents were in the other types of industry, second by those in the vehicle industry or vehicle parts, computer industry or electronic parts, transformation industry or health supplement drinks, metal or equal parts industry, textile, thread, colors or printing paper industry, Kitchenware or plastic forms industry, air condition compressor industry, gypsum industry or decoration equipment for building or mirror, warehouse and transportation industry, rubber and rubber products industry, respectively

a. The study results on government policy on occupational health and safety of labor in the industrial sector.

The study results on the government policy on occupational health and safety of labor in the industrial sector are as follows:
Table 1 the results of study on the government policy on occupational health and safety of labor in the industrial sector

<table>
<thead>
<tr>
<th>Government policy on occupational health and safety of labor in the industrial sector</th>
<th>Mean level</th>
</tr>
</thead>
<tbody>
<tr>
<td>The cleanliness and orderliness of the location</td>
<td>4.00</td>
</tr>
<tr>
<td>General sanitation</td>
<td>3.54</td>
</tr>
<tr>
<td>Electrical equipment, appliances, wire, plugs</td>
<td>4.08</td>
</tr>
<tr>
<td>Air compressing tool</td>
<td>4.06</td>
</tr>
<tr>
<td>Heavy lifting crane, objects moving crane</td>
<td>4.03</td>
</tr>
<tr>
<td>Materials lifting equipment</td>
<td>4.09</td>
</tr>
<tr>
<td>Fire extinguisher, fire exit, fire alarm, emergency door</td>
<td>4.41</td>
</tr>
<tr>
<td>Work environment, heat, light, sound, air ventilation, humidity</td>
<td>3.85</td>
</tr>
<tr>
<td>Large machine</td>
<td>4.20</td>
</tr>
<tr>
<td>Technical tools</td>
<td>4.32</td>
</tr>
<tr>
<td>Walk ways, ladders, exit channel</td>
<td>4.39</td>
</tr>
<tr>
<td>Safety sign</td>
<td>4.33</td>
</tr>
<tr>
<td>First aid and life guard equipment</td>
<td>4.10</td>
</tr>
<tr>
<td>Personal protection equipment</td>
<td>4.33</td>
</tr>
<tr>
<td>Total</td>
<td>4.12</td>
</tr>
</tbody>
</table>
From table 1, it was found that overall the entrepreneurial places perceived about the government policy on occupational health and safety of the labors in industrial sector in the very much level by the entrepreneurial places perceived on the policy on the aspect of Fire extinguisher, fire exit, fire alarm, and emergency door the most; second by the walk ways, ladders, and exit channel; Personal protection equipment; first aid and life guard equipment; technical tools; large machine; materials lifting equipment; electrical equipment, appliances, wire, plugs; air compressing tools; heavy lifting crane, objects moving crane; the cleanliness and orderliness of the place; work environment, heat, light, sound, air ventilation, humidity and general sanitation, respectively

2. The study results on the response of the entrepreneurs toward the government policy on the occupational health and safety of the labors in the industry sector are as follows:

Table 2 the study results on the response of the entrepreneurs toward the government policy on the occupational health and safety of the labors in the industry sector

<table>
<thead>
<tr>
<th>the response of the entrepreneurs toward the government policy on the occupational health and safety of the labors in the industry sector</th>
<th>Mean</th>
<th>Levels</th>
</tr>
</thead>
<tbody>
<tr>
<td>establishing the safety standard</td>
<td>4.22</td>
<td>the most</td>
</tr>
<tr>
<td>safety examination</td>
<td>4.13</td>
<td>very much</td>
</tr>
<tr>
<td>safety laws</td>
<td>4.25</td>
<td>the most</td>
</tr>
</tbody>
</table>
safety research 4.36 the most
Education 4.33 the most
safety training 4.33 the most
promoting safety attitude 4.20 very much
Establishing the safety measure in entrepreneurial places 4.05 very much
improving the work condition and work environment 4.00 very much
accident insurance 4.27 the most
Total 4.21 the most

From table 2, it was found that overall the response of entrepreneurs toward the government policy on the occupational health and safety of the labors in the industrial sector the most. When considering into each aspect, it was found that the highest aspect of response from the entrepreneurs were safety research; second by safety training; education; accident insurance; safety laws; establishing the safety standard; promoting safety attitude; safety examination; establishing the safety measure in entrepreneurial places and the improving of the work condition and work environment, respectively.

**Table 3** the results of the study on the influence of government policy on the occupational health and safety of labors in the industrial sector over the response of the entrepreneurs

<table>
<thead>
<tr>
<th>Independent variables</th>
<th>Regression equation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Category</td>
<td>Value</td>
</tr>
<tr>
<td>--------------------------------------------------------</td>
<td>----------</td>
</tr>
<tr>
<td>Constant value</td>
<td>0.364</td>
</tr>
<tr>
<td>Safety sign</td>
<td>0.172</td>
</tr>
<tr>
<td>Electrical equipment, appliances, wire, plugs</td>
<td>0.281</td>
</tr>
<tr>
<td>Technical tools</td>
<td>0.193</td>
</tr>
<tr>
<td>Fire extinguisher, fire exit, fire alarm, emergency door</td>
<td>0.215</td>
</tr>
<tr>
<td>Air compressing tool</td>
<td>-0.270</td>
</tr>
<tr>
<td>Heavy lifting crane, objects moving crane</td>
<td>0.157</td>
</tr>
<tr>
<td>First aid and life guard equipment</td>
<td>0.156</td>
</tr>
<tr>
<td>Decision coefficient (R^2)</td>
<td>0.884</td>
</tr>
<tr>
<td>Decision coefficient (\text{Adjusted } R^2)</td>
<td>0.877</td>
</tr>
<tr>
<td>Decision coefficient (R^2 \text{ Change})</td>
<td>0.018</td>
</tr>
<tr>
<td>Statistic F</td>
<td>126.780</td>
</tr>
<tr>
<td>Sig. (P – Value)</td>
<td>0.000</td>
</tr>
</tbody>
</table>

From table 3, it was found government policy that influenced on the response of entrepreneurs were the policy on the safety sign; Electrical equipment, appliances, wire, plugs; Technical tools Fire extinguisher, Fire exit, fire alarm, emergency door; Air compressing tool; Heavy lifting crane, objects moving crane and First aid and life guard equipment. By all the policies together can explain on the variation of the responses from entrepreneurs for 88.4% \(R^2 = 0.884\).
2. Results discussion

As the entrepreneurial places perceived on the government policy on the occupational health and safety of labors in the industrial sector at very much level, it showed that as the government and the entrepreneurs aware on the importance of the work on the occupational health and safety of labors in the industrial sector at the very much level, it had resulted from the work on occupational healthcare that would promote for the safety from the pollution and any diseases in the industrial plants. This can occur from the productivity and the competitive in the use of resources between the industrial plants and community. Thoroughly the crowded living of population in the industrial district as when the disease has emerged, it will be able to quickly distribute into the community and having the large impact. On the part of labor safety work, it is important to reduce the risk of incident in the industrial sector that would influence on the labor and family who will loss the income since the injured person may be the key family member. The financial loss in medical care, work opportunity, and time to take care the patient. On the part of entrepreneurs, accident can cause loss in money that the employers or the government have to directly pay to the injured person from work accident. Moreover, the unintentional loss or what we may not think as the loss but hidden are the time loss when the employees injured and take time to cure for recovery, the investigation on cause of accident, the preparation of new workers for the work flow etc. the research result conformed to the study result of Sangpachan Pimmawong on the “the primary situation of occupational health and safety of people in textile industrial plant in Nakhon Louang Viangchan, Laos PDR”. It was found that all plants provided for the medical room with nurse and doctor at least one. All of the plants have the social insurance provided and before enter to work; every employee must
pass the physical check and use the medical certificate to apply the job. They have the annual health check and personal protection equipment for all in the plants.

The response of entrepreneurs has the relationship to all aspect of government policy on the occupational health and safety of labors in the industrial sector. The influence variables on the response of entrepreneurs in the regression equation are such as safety sign, electrical equipment, appliances, wire, plugs; technical tools; fire extinguisher, fire exit, fire alarm, emergency door; air compressing tool; heavy lifting crane, objects moving crane and first aid and life guard equipment. It reflected that the response of entrepreneurs will be in the high or low level; it depended on the government policy itself. The entrepreneurs will respond to the easiest issue first which are the safety sign, environment in the entrepreneurial place such as machines, electrical equipment, appliances, fire extinguisher as well as the sanitation in the entrepreneurial places. If those in the environment are looked after well to be appropriate to use in the working condition with the control to protect the users from danger, it would lead to the safety of labors to work happily. On the other hand, if there is the inappropriate work environment and ignorance on safety, it would lead toward health damage both physical and mind. It would result on the diseases, injuries, and damage on life and property in which will influence on the individual themselves, family, society and nation. If the work environment has not been improved and control in the suitable and standard condition, it would raise the very high ratios of illness and dangerous from work environment each year.

Thus, it requires for the processing of occupational healthcare and to bring the appropriate advanced technology to use in the analysis and assessment to control and prevent for the danger for the workers. Once we have the safety work environment, it would lead the entrepreneurs and
profession workers to have effort to create their work, increasing productivity, efficiency and contribute toward the better tendency of national economic and social.

The results of the study conform to the study by Kittipat Kanchanasit on “the relationship between safety and occupational healthcare; the work safety behavior and work life quality of employees in We serve logistics Co., ltd.” in which found that the level of work safety and occupational healthcare; the level of work safety behavior and the level of work life quality were in the moderate level. Organization work safety and occupational healthcare overall have the positive relationship with the employees’ work life quality. Besides, the study result also conformed to the study by Komsan, Thongchai, et. al (2551 abstract ( studied on “occupational health and safety management and the risky behaviors toward workplace injuries of workers in the construction areas in Muang district of Ubonrachatani”. The study found that the factors that can predict the risky behavior toward work injury were the attitude, perception, size of construction, occupational health and safety management and knowledge.

E. RECOMMENDATION

1. Suggestions for the use of research results
   1) The entrepreneurs shall find the approach to raise the safety awareness among the employees since it seems they still have low safety awareness.
   2) The government shall improve the laws and regulations, penalty and any measures in conform to the changing social context. It should also finalize and seriously on the equality of laws enforcement.
3) There shall be the cooperation from both the entrepreneurs and the government to set the campaign for the employees in the entrepreneurial place to aware on the benefits of labor occupational health and safety policy.

2. Suggestions for the future research

1) There shall be the study in the group of industries in other areas to compare on the responses from the entrepreneurs toward the government policy on the occupational health and safety of labors in the industrial sector.

2) There shall be the study on the other aspects such as study from the views of employees in the entrepreneurial places or the views of government officers then comparing the information.

REFERENCES

Kittipat Kanchanasit. (2553). The relationship between safety and occupational healthcare; the work safety behavior and work life quality of employees in We serve logistics Co., Ltd. Thesis Kor.Mor. )Industrial technology(Bangkok: Graduate School, Chandrakasem Rajabhat University

Komsan, Thongchai, et. al (2551) studied on “occupational health and safety management and the risky behaviors toward workplace injuries of workers in the construction areas in Muang district of Ubonrachatani. Faculty of Science, Ubonratchathani University

Wittaya Yusook . (2552). Occupational health and safety. Faculty of occupational health and safety, Public Health Degree, Mahidol University.
ABSTRACT

The Philippines is a State party to various legal instruments to address gender concerns, particularly to the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Subsequently, the Philippines has maneuvered a capillary effect of its commitment to gender equality through various domestic legislations. Gender and Development (GAD) has thus become a matter of State policy.

Pursuant to a mandated policy on gender equality, this study focuses on the experience of MSU-Iligan Institute of Technology (MSU-IIT) in mainstreaming GAD in the curriculum. The aim is to evaluate policy implementation, upon which this study derives its significance.

Basically descriptive, this study employs the Research and Teaching (R-T) nexus as the theoretical frame. Purposive sampling was done for respondents among the faculty and students and data were gathered through in-depth interviews and Focus Group Discussion (FGD).

Findings reveal that the Institute’s College of Arts and Social Sciences (CASS) have integrated GAD in two ways - through the incorporation of a subject in its programs, or as an approach to teaching through faculty initiative corroborating what Annala and Makinen (2011) referred as “personified curriculum”. The findings further reflect the crucial nexus between the conduct of GAD researches to teaching and the subjectivity in the process, contingent as it was on the competence of the teacher.

The R-T Nexus having seen as existent in both ways, the study found a deeper impact of GAD on courses that incorporated it as a subject as manifested on its number of researches, extension activities and student learnings.
The study recommends the provision of the wherewithal for teachers through a retooling process involving trainings and the development of a common GAD module. A required GAD subject for all students is likewise recommended to ensure the delivery of a certain level of uniformity in imparting the basic minimum.

Keywords: Gender and Development, mainstreaming, wherewithal, implementation, retooling, R-T Nexus.

A. INTRODUCTION

Longstanding notions on gender equality or lack of it has historically been embedded in the country’s pre-colonial and colonial experiences and has, from there, developed into what seemed like a never-ending struggle for a woman’s rightful place in society.

The status of women during the pre-Spanish Philippines was predicated on the equality and partnership dictated by the social roles played by both women and men. Spanish conquest and colonization of the Philippines caused drastic alterations to the hitherto existing domestic social order. Spanish colonialism brought along with it the culture, religion and value system which unfortunately did not augur well for women (Aguja, 2013).

Aguja (2013) further asserts that the colonially imposed religion in the country had with it so much misogynistic ideas that demean women. Centuries of Spanish colonialism has disfigured the local social landscape and the beacon of Spanish glory, Catholicism, brought about the doctrine of female inferiority (Editorial, Balai Asian Journal, 1985). Church misogyny was reinforced by Spanish laws of the colonial state that were equally oppressive to women (Feliciano, 1996). The woman under the Spanish Civil Code is a non-person, enjoying equal rights with idiots and the mentally deranged (Nolasco, 1991).
Despite constant efforts on domesticating the Filipino woman, there were heroines who broke the ‘glass ceiling’ and challenge the repression. Among those who spoke in behalf of the fearful were Gabriela Silang, Teodora Agoncillo, Gregoria de Jesus, Melchora Aquino, Agueda Kahabagan, Trinidad Tecson, Maria Dizon and many other women of the Katipunan (the Filipino revolutionary movement) as well as the women of Malolos, Bulacan (Santos, 1991).

In the face of the colonial efforts to subjugate them, the women of the Philippines proved to be resilient, even stubborn in holding on to the native values which accorded them respect. The movement to reassert themselves easily found a groundswell of support for it simply reaffirmed Filipino womanhood in its pristine and unadulterated form (Aguja, 2013).

B. RESEARCH OBJECTIVES

In pursuing its movement towards gender equality, the Philippines became a State Party to the United Nations (UN) Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) on July 15, 1980. The Convention paved the way for signatories to create areas where objectives would be met. The pioneering document to this effect was the Beijing Platform for Action (BPFA), a result of the Fourth UN World Conference on Women held in Beijing on September 1995.

In keeping with its international commitments, the Philippines has already provided in its 1987 Constitution the principle of the “fundamental equality before the law of men and women” (Article II, Section 14). Further, the Philippines enacted the Magna Carta of Women (MCW) or Republic Act (RA) No. 9710 in September 2009. It addresses gender discrimination and highlights the government’s commitment to ensure
gender equality. All these efforts are subsumed as the Gender and Development (GAD) policy of the government.

Pursuant to a pronounced policy, this study focuses on the experience of MSU-Iligan Institute of Technology in mainstreaming GAD in the curriculum. The aim is to evaluate the implementation process.

The identified agency responsible for the implementation of the MCW is the Commission on Higher Education (CHED). It is tasked on the administration of mainstreaming Gender and Development (GAD) within CHED, its stakeholders, clientele and in all Higher Education Institutions (HEIs).

The Mindanao State University – Iligan Institute of Technology (MSU-IIT), as a higher education Institution under CHED is thus bound by it. Consequently, it adopted the formulation of its own GAD Focal Point System (GFPS) in carrying out the GAD policy of the government.

In effect, MSU-IIT took on the responsibility of implementing CHED Memorandum Order No. 01 Series of 2015. It directed the “Establishing the Policies and Guidelines on Gender and Development in the Commission on Higher Education and Higher Education Institutions (HEIs)”. In effect, it mandates the dissemination of the gender and development perspective through gender mainstreaming.

In the context the GAD policy mandate, this paper explores the integration of Gender and Development in the program offerings of the College of Arts and Social Sciences by ascertaining if it has integrated Gender and Development into the curriculum; conducted gender-related researches to supplement integration; and whether or not it has provided training in the making of Gender and Development learning materials. This would reflect the Institute’s state of affairs in gender mainstreaming.
Further, the study looks at the differences in views on Gender and Development (GAD) among students who have acquired knowledge on the perspective either by taking a specific subject on the matter or by the integration GAD through teacher initiative as an approach in classroom instruction.

C. SIGNIFICANCE OF THE STUDY

Mainstreaming Gender and Development (GAD) is a function of policy. Policies are anchored on mandates that need implementation. The quality of implementation is contingent on frontline implementers having the wherewithal to carry them out. This is the general thrust of this paper upon which it derives its significance.

By providing actualities, the Institute may take cue on crafting gender mainstreaming strategies germane to the development of a gender-responsive curriculum. Through this, institutional development plans on gender mainstreaming are founded on the existing needs. This, then, would make possible for the conduct of utilitarian gender-related researches through the development of a gender-responsive and gender-sensitive curriculum in compliance with the CHED memorandum.

It is the thrust of this study that the development of a gender-responsive curriculum is possible upon the incorporation of Gender and Development and its researches into the academic programs. The link between research and education could not be underestimated since the incorporation of researches in the curriculum enables the broader impact of the research to instruction which then would lead to the conduct of more researches on the subject. The need to determine research priorities is a consequence of the duty to comply with a policy mandate.
D. CONCEPTUAL FRAMEWORK

There is undeniable link between research and curriculum. In fact, Annala and Makinen (2011) label this relationship as the “research-teaching nexus” or R-T nexus which “refers to how research in all its aspects interacts with teaching and learning within the specific context of curriculum design.”

In integrating GAD in the curriculum, the purpose of the researches is directed to a larger audience who are the desired recipients of the mandate. The fulfilment of this initial step is crucial to attaining the goals of the mandate. Barnett and Coate (2005) proposed that “through the curriculum, the core of the discipline and the field of research are put into practice i.e., teaching and learning. Therefore, the curriculum should be one of the main concepts in the discourse on the purposes and functions of Higher Education Institutions.”

The integration of research ideas and knowledge in the curriculum would facilitate the educational engagement of students in the academe, thereby giving them the practicality of the curriculum and its applicability to the world outside the university.

Annala and Makinen (2011) has conceptualized the term “personified curriculum” which reflects the “the history of teachers, their research areas and interests and it was often equated with a static syllabus of knowledge to be transmitted to students.” The personified curriculum “seemed to be based on the academics’ preferred knowledge-content, appropriated theories or individual research interests, it follows the Humboldtian idea of academic freedom in teaching, but lacks the idea of discovering knowledge by integrating research, teaching and mutual learning.”
Hence, in order to effectively execute the GAD mandate of CHED, the integration of gender and development perspective to research and curriculum, either in the form of formal incorporation or personified curriculum, is a requisite of gender mainstreaming.

To facilitate the understanding of the theoretical framework to the statements of the problem anchored on the objectives of the study, below is a diagram showing the relationship.

**Figure 1. Diagram showing the integration of Gender and Development in the Research-Teaching Nexus as used in the context of this study.**

---

### E. RESEARCH-TEACHING NEXUS

Neumann (1992) depicts three types of connection between research and teaching, “tangible nexus which relates to the transmission
of factual information and disciplinary advances; intangible nexus which relates to the progress in students’ inclination, attitude and commitment to knowledge and discovery; and global nexus which describes the departmental R–T activities and directions given to study courses arising from the total research involvement of the community”. He argues that “only actively researching academics are able to convey these quite subtle and diffuse nexuses in their teaching. Hence, the strong impacts of the R–T nexus in curriculum design”.

In Neumann’s line of thinking, the R-T nexus in curriculum design is a product of many factors needing conscious effort in order to be effectual. The institutional factor, for example, would mean that the administration is heedful of the need to integrate gender and development in the curriculum, thereby employing faculty members who are research-equipped on the subject matter or to subsequently equip them.

The dichotomy of the R-T nexus in curriculum design could be traced back from the Humboldtian model of higher education. In the early 19th century, Wilhelm von Humboldt, a Prussian philosopher, conceptualized a holistic approach to academic education where research and curriculum come together.

The Humboldtian model borne the Humboldtian University and its three main principles. Kwiek (2006) elaborated that “the first principle is the unity of research and teaching; the second is the protection of academic freedom and; the freedom to teach and the freedom to learn”.

In a nutshell, the model is saying that researches on gender and development are integrated with teaching or teaching is integrated with gender and development researches. Either way, the R-T nexus in curriculum design is existent.
Boyer (1990) in Jenkins (2004) supported the model, emphasizing the “role of scholarship as bridging teaching and research, and saw the work of the university and its staff as demonstrating four scholarships: of discovery, of integration, of application and teaching”.

In integrating research and curriculum, the role of the university and its impact to the society is seen. According to Brew (2003) in Jenkins (2004), “bringing teaching and research together centrally involves developing a conception of teaching as being student focused, and concentrating on conceptual change”.

F. GENDER-RESPONSIVE PEDAGOGY

Once GAD has been integrated in the curriculum, a gender-responsive pedagogy for classroom use must likewise be nurtured. This is necessary to bridge the gap and in dealing with the fact that “the major obstacle facing teachers today is an apparent lack of gender skills for instruction, yet the ability of the teacher to use gender responsive pedagogy effectively can be strengthened if the teacher is well grounded in gender responsive teaching skills” (Mlama et al., 2005).

Designing a gender-responsive curriculum and pedagogy would entail faculty members who are knowledgeable on what reference materials to use and what topics to discuss. To this effect, equally crucial in crafting a gender-responsive curriculum to make possible the existence of a gender-responsive pedagogy is the equipping of faculty members with skills and knowledge prior to their classroom engagement.

The need for Gender and Development trainings substantiates the point of the provision of a Gender and Development manual to faculty
members. The manual would serve as a guide for the teachers in delivering the desired outcome.

G. METHODOLOGY

The qualitative nature of this study entailed a descriptive and narrative approach. In advancing the idea of integrating Gender and Development into the curriculum, the Research-Teaching nexus was used as the theoretical thrust. Anchoring on the theory, the researcher outlined the topics and questions for the interview and during the purposive collection of information, the answers and data served as corroborations.

The study looks into the existing program curriculum of the College of Arts and Social Sciences, namely Bachelor of Arts in English, Bachelor of Arts in Filipino, Bachelor of Arts in History, Bachelor of Arts in Political Science, Bachelor of Arts in Sociology, and Bachelor of Science in Psychology of MSU-IIT. It is noteworthy that researches done on Gender and Development in the institute from years 2011 to 2015 are conducted by researchers that hail from the College of Arts and Social Sciences, hence, the scope’s focus.

During interviews, the level of enthusiasm at the same time restraint and reservations on the part of the respondents in answering the questions were beyond the researcher’s control. Due to the sensitivity of the subject matter and since the topic touches on the efforts exerted by the Institute management, the respondents were giving out calculated answers to not risk any debatable and contestable remarks; all these factors were considered and respected by the researcher.

In addition, since this study involved interviews with key informants and these people had multiplicity of roles to function, limited time was
allocated to the researcher and the latter had only asked enough from the former. Data gathering timeframe of this study was from August 2016 – December 2016.

The data gathered for information on researches on GAD are from the Department of Research through the survey of their Annual Accomplishment Reports from 2011-2015 which contained the title of the research, its proponents, and its implementing unit.

Since through initial survey, majority of the Gender and Development researches originated from the efforts of faculty members of the College of Arts and Social Sciences, the researcher deemed it logical to narrow down the scope focus in the said college.

The integration of Gender and Development in each program curriculum was determined through surveying the prospectus of each program offering in the College of Arts and Social Sciences.

Purposive sampling was utilized through conducting interviews with the respondents, key informants, them being the past and present department chair, faculty members, GAD Center and GAD Focal Point System secretariat.

Purposive sampling was also used in the determination of students interviewed in a Focus Group Discussion (FGD), them being students enrolled in a program offering in CASS when this study was conducted. In addition, AB Political Science and AB Sociology graduates have been interviewed to know how their acquisition of GAD knowledge has influenced their perspective outside the university and in the workplace.

The College of Arts and Social Sciences, as the focus of this study, offers service courses. Dubbed as the “Soul and Conscience of the
Institute”, CASS is the college expected to deliver programs, researchers, and activities on Gender and Development.

After culling out the gender-related researches from the Annual Accomplishment Reports at the Office of the Vice Chancellor for Research and Extension (OVCRE), the researcher arranged the data in a tabular form, presenting the researches and researchers for every year. The proponents of the gender-related researches originated from CASS, specifically from the Department of Political Science and Department of Sociology. Consequently, the researcher surveyed the prospectus of each program offering in CASS and presented gender-related courses of each curriculum in a table below.

**Table 1. Gender and Development Courses in the Curriculum of the Existing Program Offerings of the College of Arts and Social Sciences.**

<table>
<thead>
<tr>
<th>Program</th>
<th>Course Number</th>
<th>Descriptive Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>AB English</td>
<td>none</td>
<td>none</td>
</tr>
<tr>
<td>AB Filipino</td>
<td>none</td>
<td>none</td>
</tr>
<tr>
<td>AB History</td>
<td>none</td>
<td>none</td>
</tr>
<tr>
<td>AB Political Science</td>
<td>Pol Sci 156</td>
<td>Gender, Peace-building and Development</td>
</tr>
<tr>
<td>BS Psychology</td>
<td>none</td>
<td>none</td>
</tr>
<tr>
<td>AB Sociology</td>
<td>Socio 148</td>
<td>Gender and Development</td>
</tr>
</tbody>
</table>

The formulation of the statements of the problem was a result of the grasp that Gender and Development should be integrated into the curriculum as this encourages production of researches on the area, alongside the comprehension that research-oriented and knowledgeable faculty members could effectively carry out the information dissemination on the subject matter.
H. RESULTS AND DISCUSSIONS

1. Manner of Integrating Gender and Development into Program Offerings

Interview results show that there have been two modes of integrating Gender and Development – by the faculty member’s initiative on incorporating the perspective resultant to valuing its relevance to the subject matter at hand, and by incorporating a specific subject on Gender and Development designed for the obtainment of major students, like in the case of AB Political Science and AB Sociology.

The incorporation of Gender and Development in the four programs – AB English, AB Filipino, AB History, BS Psychology - was done by its application on courses that called for the relevance of discussing gender. Here, Gender and Development is a resulting topic, an application of the perspective, dependent on the subject matter in study.

In AB English and AB Filipino, gender comes from the context of Language and Literature, these fields being the programs’ forte. The discussion on gender is seen from the lens of the power of the language used by different sexes and through determining gender roles as portrayed in various literatures. In AB History, the treatment on gender was on the participation of women in the civil rights movement in a patriarchal society and their part on the development of nationalism. In BS Psychology, gender was tackled through studying the type of gender violence ensuing from the psychology of Filipinos.

Interestingly, interviews with male and LGBT faculty members showed passion and enthusiasm in integrating GAD in their class discussions akin to the responses of their female counterparts.

The “personified curriculum” referred by Annala and Makinen (2011) is applicable on this case. The analysis on the details of Richard Cory is
close to the attention of the respondent since he relates to the gender identity of the literary character. This factor is something that is not common to all who teach Literature since not everybody could connect to the story at a personal level.

Being an LGBT poses an added value on the discussion of the work. The emphasis on the significance of subjectivity is heavily proved in the statements of faculty members who have declared themselves as members of the LGBT community. They show more zeal and passion. At a personal level, they could relate to the necessity of the integration. They have felt that as members of the third sex, their issues need to be addressed as equally important as women’s.

Having integrated Gender and Development as a subject, the Political Science and Sociology programs have taken steps on conducting researches on the area, holding forum on women’s rights, seminar and lecture series on R.A. 9262 or the “Anti-Violence Against Women and their Children Act of 2004” and R.A. 7877 or the “Anti-Sexual Harassment Act of 1995”.

Here, Gender and Development as a course catalyzed the furtherance of gender mainstreaming. The integration of the course in the program curriculum encouraged for the generation of researches on gender, expanding the extent of mainstreaming – from the classroom to the field – and benefiting from the expansion through the faculty’s knowledge empowerment.

The existence of the R-T nexus in these programs supports the Humboldtian ideal wherein “the unity of research and teaching should result in learning on the part of the teacher as well as the student; learning should be valued for its own sake, as a goal itself, without dependence.”
Here, because the integration of Gender and Development is through making it a course in the curriculum, the nexus is a given.

Either way, whether the integration of Gender and Development is a resulting consequence taken from the context of the subject matter or through implementing it as a curricular course, Gender and Development is discussed and the R-T nexus have found its way in the program offerings of the college.

2. Gender and Development Researches to Supplement Instruction

Interviews with faculty members showed how such subjectivity was influenced by their different backgrounds on Gender and Development. Their prior engagements of gender-related researchers have contributed to their approach in teaching and integrating Gender and Development in the curriculum. Here, we could see how the Research-Teaching Nexus is existent.

Even undergraduate researches of the faculty members have brought an impact on their integration of the Gender and Development perspective in class. This initial and preliminary awareness on gender issues, struggle for equality, and empowerment movements have seemed to replicate the domino effect – from instilling personal experience as materials into class discussions to conducting more research on the topic.

The profound knowledge of faculty members on Gender and Development has been imparted to their students. A personal experience on the field has paved the way for the generation of research ideas on the subject. Theory and practice has found its nexus.

The subjectivity of gender discussion across different courses proves the inseparability of the effect of research to teaching. The faculty
member’s exposure to a certain area of study is manifested in the discussion, hence, cultivating a different approach and understanding.

3. **Trainings on Designing GAD Instructional Materials**

The integration of the gender and development in the curriculum would require the equipping of faculty members on how to make gender-responsive learning materials and what gender-related topics will be mainstreamed into the courses. This would enable the teacher to effectively deliver the basic minimum.

An interview with the informants revealed that they have not participated in any training on the making of the GAD curriculum and learning materials. Nonetheless, the Institute has been conducting Gender Sensitivity Trainings to develop a gender-sensitive constituency.

The Institute-wide implementation of the participation of stakeholders on Gender Sensitivity Trainings was an initiative of the Office of the Vice Chancellor for Research and Extension through the GAD Center. Gender Sensitivity Trainings aimed at enhancing the level of gender awareness among student leaders, faculty members, Institute heads, cost center heads, and management and staff. Providing authority for this activity is Special Order No. 01085-IIT. The stated expected outcome is that “at the end of the activity, the participants are expected to understand the concept of gender and development to appreciate the value of integrating gender perspectives.”

As to the training on the making of the Gender and Development instructional materials, an interview with the Institute GAD Center Secretariat showed there has been no conduct of such.
The conduct of these trainings would empower the faculty members in the delivery of the course in the curriculum. These would enable the effective actualization of the mandate as it would enable the teachers to teach the desired outcome at a basic level and from there, advance the discussion of the course according to the context of the subject matter at hand.

Hopefully, the plan on conducting such trainings, as stated by the GAD Secretariat, would materialize in the near pursue.

In integrating Gender and Development into the curriculum, equally important to equipping faculty members with knowledge through trainings is the provision of a GAD Manual in their application. A gender-responsive curriculum would entail a gender-responsive pedagogy. This would assist in attaining a standard outcome, a certain uniformity in achieving the basics, in the dissemination and enhancement of gender awareness and gender-responsiveness across all programs.

There is no question on the integration of the Gender and Development perspective in each program. The level of knowledge attained by the students, on the other hand, should be one of the primary areas of concern since it could be observed from their statements that generally, they know gender and development mainly as the existence of LGBT and the difference between sex and gender.

If the goal of the mandate is to mainstream gender and development in HEIs, students, the primary and direct recipients of the implementation, should be given wider and deeper knowledge and this is through equipping teachers with the relevant skills and materials.

Most importantly, this could be possible when the provision of a GAD Manual to faculty members in teaching be undertaken. This way, a
gender-responsive curriculum would be delivered using a gender-responsive pedagogy and there would be a certain level of uniformity in the attainment of the mandate’s desired outcome across all programs of the institute.

I. CONCLUSIONS AND RECOMMENDATIONS

The integration of Gender and Development in the existing curriculum of the program offerings in CASS has been through the following: 1) Incorporating it as a course, as in the case of AB Political Science having PolSci 156 (Elective) – Gender, Peace and Development, and AB Sociology having Socio112 – Gender and Development, and: 2) Through the principle of integrating gender concepts and theories – Feminist Theory, Queer Theory, power in gender language, women empowerment in nationalism, gender inequality and equality – in courses that necessitate and call for such application, as in the case of AB English, AB Filipino, AB History, and BS Psychology programs.

The Research-Teaching nexus is existent in both ways of integrating Gender and Development though it is more apparent in the programs that have integrated the perspective as a program course. In AB Political Science and AB Sociology programs, mainstreaming gender has reached the further point through conducting gender-related researches, holding seminar and lecture series, forum, and extension activities on the matter.

Here, the integration of Gender and Development in the curriculum is crucial for the generation of gender-related researches as the integration requires the faculty member to widen and deepen the scope of knowledge. The gaining of new knowledge would pave for the introduction of fresh materials in the classroom; a constant update on information requisite from a higher education institution.
Since there have been no training in the making of learning materials to be used in the integration of gender and development in the curriculum, the discussion on the perspective is relative and subjective, depending on the prudence of the teacher – level of knowledge and awareness, research and areas of interests contributory to subjectivity. This subjectivity in the manner of discussing gender and development is what Annala and Makinen (2011) referred as “personified curriculum”.

In addition, equally important to the equipping of skills and knowledge to faculty members through trainings is the provision of a Manual in delivering a gender-responsive pedagogy. No Manual has been developed for the faculty members to this effect, hence, the differences in the acquired knowledge of students on the perspective.

For the 2018 curriculum, it is expected from all programs in the College of Arts and Social Sciences that it shall have already integrated Gender and Development as a course in its curriculum. Hence, integration is guaranteed.

Given the aforementioned findings, this study provides four recommendations. First, it is ideal for the Institute come up with the formulation of a basic required course on Gender and Development to be taken up by all students. This way, there will be an assurance that every student graduates with knowledge on Gender and Development, equipping them with gender awareness and consciousness vital to their performance in the workplace and other societal engagement in general.

The authority to offer this basic required course could be given to the Department of Political Science since they have already integrated Gender and Development as a subject in their curriculum and the gender-related researches conducted by its faculty members.
Second, the Department of History could offer in its AB Program a required course on the history of Gender and Development in the Philippines. This could come in various course descriptions: History of Women’s Movements and Liberation in the Philippines or Gender and Development History in the Philippines. The offering of this required course would enhance the level of aptitude of AB History graduates on the analysis of the development of gender movements in the country.

Third, there should be continuity and sustainability in the conduct of Gender Sensitivity Trainings to the Institute constituency to further their knowledge on the perspective and to deepen their understanding on gender sensitivity. This way, the Institute would be confident that all its constituents are gender-friendly and gender-fair in all their dealings.

Equally important to the continuity of the Gender Sensitivity Trainings is to make concrete the objectives of the mandate to incorporate gender-responsiveness and gender-sensitivity into the curriculum. In so doing, it is important that the Institute management equip faculty members on trainings in the making of learning materials and the mainstreaming of relevant and adequate gender-related topics into existing courses.

Consequently important to the retooling of a gender-responsive pedagogy is the training of faculty members in the conduct of gender research methodology. This would satisfy the R-T nexus – teaching what has been researched and further research on what has been taught.

Fourth, a gender-responsive pedagogy is needed in the integration of Gender and Development. In order to effectively retool the teachers in their conduct of teaching Gender and Development through applying the learning materials they have crafted as a result of the trainings given them, the production and provision of a gender and development manual is
imperative. The provision of a Manual would, at the very least, guide the teachers on what to teach and how to teach the perspective.

To efficiently implement the mandate, this study recommends the conduct of trainings on the designing and crafting of Gender and Development instructional materials and the provision of a GAD Manual as essential to the integration of Gender and Development which must be institutionalized as a required subject in all the program offerings throughout the Institute.

REFERENCES


THE IRONY OF MINING CROPPER ISLAND: THE FAILURE OF THE IMPLEMENTATION OF MINING SUSTAINABLE POLICY IN SOUTHEAST SULAWESI

La Ode Wahiyuddin
Student of Doctoral Program of Public Administration in Padjajaran University and Lecturer of Muhammadiyah University of Kendari
laodewahiyuddin@yahoo.co.id

Sintaningrum
Lecturer of Padjajaran University
sinta.ningrum@unpad.ac.id

ABSTRACT
Southeast Sulawesi is a region that has the largest mine and license (IUP) in Indonesia. Potential welfare from the mining activity is consummated widely as similar as the license given by the regional government to mining companies. Ironically, after the IUP ended, the mining company has left the damage and poverty to the community surrounding its location. The obligation to conduct the mining reclamation after the expiration of the license is not complied by the entrepreneurs. There were so many activities proven that they were violating the AMDAL rules and not according with the actual mining practices. The mine which had been dredged broadly was left immediately and there was no sustainability. The purpose of this paper is to describe the impact of mining activity that has an expired license in Southeast Sulawesi due to the failure of the implementation of mining sustainable policy by using the mix research method. The result of this study shows that the massive environmental damage and the increase of local poverty happened after the mining activity is ended and revoked.

Therefore, the implementation of the mining sustainability can be achieved as long as there is an enforcement of the applicable rules related to its management. Finally, the careful regional governments in publishing the AMDAL certificate, and the concern of periodic monitoring during mining activity, as well as law enforcement are needed significantly to gain the regularity in organizing mining program.

Keywords: policy impact, mining reclamation, mining license
A. INTRODUCTION

The mining regulation in principle refers to the law number 4 of 2009 on mineral and coal mining. In facilitating the implementation so that some government regulations that are still related to mining. In addition, Law number. 23 of 2014 on local government becomes the current reference in managing to mine in the region. The rules of mining management do not stand alone but many rules are still related to mining matters in the management of IUP and during the implementation of Mining Enterprises, such as law number 32 of 2009 on the environment; Law number 41 of 1999 on Forestry; Law number 26 of 2007 on spatial planning; Law number 7 of 2004 on Water Resources; The law number 13 of 2003 on labor; Law number. 28 of 2009 concerning local taxes so that the management and setting of the mining sector involve several Regional Apparatus Organizations (OPD) in regulating and managing related mining permits (IUP) as well as other administrative requirements so that it should involve several OPDs, The implementation is less effective. It is evident that mining activities that do not have AMDAL should be environmentally sensitive to the issue. Especially when mining areas are included in the forest treasury, the government should be firmly assured that mining companies do not mine in the forest area, it may be done if there is a permit to use the forest area where after the mining area needs reforestation. However, what happens is the exploitation of mining in life just like that.

Mining activities in Indonesia besides generating substantial foreign exchange for the country, also cause various environmental problems. Mining activities in some cases have caused a siltation of the river due to overburden waste (mine cover material) resulting from exploitation that is discharged into Without river through processing first. As a result, siltation of the river that disturbs the water transportation
system in the area. In addition to overburden problems, another issue that is highlighted in mining activities is the issue of tailings (Dregs of processing of minerals). The streaming of tailings into the rivers creates damage to the ecological environment of the inundated river (Abdoellah, 2016:52). Therefore, the need for mining management that always pays attention to the environmental, social and economic growth aspects of the community so that the need for a touch of government regulation and strict supervision is emphasized.

Yuliana & Dewy (2012:6) mentioned that, under the pretext for the welfare of the people and increase regional income, local governments often issue mining permits, management of forest areas, etc., regardless of the completeness of documents and analysis of environmental impacts, No mining business permit. Permits granted by local governments, often disregarding the conditions laid down by the Law on environmental management, such as the AMDAL requirements. So far, corporate companies that dredge natural resources, often using AMDAL in copy-paste from other companies. However, there is no firm action from the government against these companies. Not a few cases of environmental pollution, environmental damage caused by mining activities, such as the disposal of tailings waste by gold mining into the sea, which affects the destruction of marine ecosystems and marine biota and so forth.

Rows of problems faced by communities related to mining management that does not pay attention to the environmental, social and economic aspects of the community. Meanwhile, AMDAL documents have mentioned paying attention to these aspects related to the environmental, social and economic issues of the community. Mining companies are reluctant to perform their obligations that are governed by government laws and regulations. The report from the Southeast Sulawesi Provincial Government that following the discovery of many investor
activities proven to have violated the amdal rule. The latest find is on the Jetty (special dock) building project in Morosi, Konawe owned by PT Virtue Dragon Nickel Industry (VDNI). The government of Southeast Sulawesi province deeply regretted the actions of the local government of Konawe Regency which granted the activity permit, but after the examination, it was very unsuitable AMDAL. Not yet again with the findings of eight eight rogue mining companies that occurred in the District of North Konawe. It obtained the empirical data in the field of mining activities, after being analyzed proved to violate the management of AMDAL from the Environmental Agency.

Furthermore, the results of the evaluation of the Government of Southeast Sulawesi Province have at least 252 holders of Mining Business License (IUP), do not fulfill their obligations and qualify for revocation. Citing the opinion of the Southeast Sulawesi governor who said that if this was executed, it means that almost 60 percent of IUP has been decided. From the results of verification of violations conducted on average on quarterly and annual reports of exploration and production activities, work plan and cost budget reports, annual technical and environmental work plan reports, environmental management reports, reclamation implementation reports, and no mine technical head (Sultra, 2016).

The applicable Laws and Government Regulations are not adhered to. The mining company’s obligations are reluctant to do so. Some mining companies do reclamation but not proportional to the exploitation that has been done that has damaged the environment. AMDAL as if only as an administrative requirement on paper to complement the exploration or exploitation of mining business permits. Especially if you see some mining companies in its management do not pay attention to environmental aspects. Not to mention a few mining companies that were dismissed
permit both explores and exploitation that was abandoned without the improvement of the environment either by the company or local government as a result of the policy of the provincial government that has revoked the permit mining company. Based on this matter, it becomes interesting enough for the researcher to analyze more about the impact of mining activities after the expiry of Mining Business License (IUP) in Southeast Sulawesi Province (Putera, 2015).

Research on the impact of mining has been done by Arthur Kouame, Fuxing Jiang and Zhu Sitao (2017) mining contribute to reducing poverty. However, this activity has many negative social impacts. Mining communities are risking their lives because they are exposed to unhealthy conditions, prostitution, chemical contamination, and alcohol, and also because of soil degradation; Angula (2007) small-scale mining implications on the environment; Rahma Ma’mun (2016) the impact of gold mining activities on community livelihoods in rural areas; Laurentiu, et al (2016) abandoned mining which has consequences from an environmental, economic and social standpoint. Therefore, this research seeks to expand the study of the impact of mining activities after the expiry of the Mining Business License (IUP) due to the failure of the implementation of the mining sustainability policy.

B. RESEARCH OBJECTIVES

The purpose of the research is to know the impact of mining activities after the expiration of Mining Business License (IUP) or at leave by mining companies in Southeast Sulawesi Province.

C. Significance of Studies

This research has the strategic aspect in formulating policy strategy in mining management in Indonesia especially in Southeast Sulawesi
Province. Exploitation of mining should not only pursue economic growth but also pay attention to the balance of natural, environmental, a socioeconomic community so that negative impacts with mining can be minimized. So far, mining has had a significant impact both on increasing the Original Revenue and opening up employment for the community. Study C.Vintró et al (2014); Erica Schoenberger (2016) looks at mining companies that are committed to the environment and sustainable. The majority of companies claim to understand the impact of the mine on the environment and care about access and responsible management of natural resources. In addition, mining activities can protect the livelihoods of the population. By deepening the impact of mining policy, it is known that there is a failure of mining sustainability policy so it is important to be studied more deeply so as to contribute to the concept of scientific development.

D. Conceptual Framework

1. Policy Implementation Concept

In the public administration science study, implementation is an important part of the policy framework. This is as explained by Chief J. O. Udoji (1981) in Agustino (2008:140) that the implementation of the policy is important and perhaps even more important than policy-making. Policies will simply be a dream or a good plan that is stored neatly in the archive if not implemented. While Rusli (2015: 89-90) describes the implementation is something that leads to the activities, actions, and actions or the existence of a system mechanism. Where implementation activities are not just activities, but also planned activities and to achieve the purpose of the activity. Or it can be said that the implementation is a process to implement the idea, process or a new set of activities in the hope that others can receive and make
adjustments in the body of bureaucracy for the achievement of a goal that can be achieved with a network of executors that can be trusted.

Implementation of policies is a plan that will be made by the government and look at the results of policies that have been implemented by the government. As explained by Ripley and Franklin in Winarno (2012:148) interpreting implementation is what happens after the law is established which gives the authority of the program, policy, profit or a tangible output type. Implementation of public policy according to Wahab (1997:64) defines as a) the provision of means to implement something; B) cause an impact/effect on something. So that the implementation of the policy can be interpreted as an effort to provide a means to implement a policy and the provision can cause impact/effect on something particular from the purpose of the implementation of a policy. So the one who is done to have an impact or effect on something certain from the purpose of the implementation of a policy.

From some understanding of implementation, so it can be understood that the implementation is something that is important both in planning and implementation of policy must be in accordance with the intended purpose so that failure of policy can be avoided. The implementation looks at ways in which a policy can achieve its goals and planned activities that occur after the law is enacted. On the other hand, implementation also looks at policy successes and failures. Policy failure as a result of the non-policy part of the implementation. Therefore, when a policy is left idle without the implementation of the policy, then it is part of policy implementation decided by policy makers.
2. Success and Failure of Policy Implementation

The success of a policy implementation can be measured or seen from the process and the achievement of the output outcome objectives) ie achieving or not achieving goals, as Grindle (1980) points out in Agustino (2008:139) that the measurement of successful implementation can be seen from The process, by questioning whether the implementation of the program in accordance with the specified that is looking at the action program of individual projects and the second whether the program objectives are achieved. While in viewing Derthick’s policy peculiarity, Pressman & Wildavsky (1973); Bardach (1977) Smith and Larimer (2009: 161) mentioned that the failure of the policy is caused by the following: 1) the diversion of resources; 2) the deflection of policy goals; 3) resistance to control; And 4) the dissipation of personal and political energy. Of course, the budget has been prepared for certain programs but diverted to other programs. A policy is sometimes always under political pressure so that the policy purpose is very difficult to carry out.

Further explained by Bardach, in (Smith and Larimer, 2009: 163) that: in short, saw implementation as an extension of politics. He sought to impose a theoretical order for a favor by classifying behavioral patterns that had been repeatedly observed within and between the actors and government bureaucracies. It can be understood that a policy is an extension of politics. This means that every policy made or implemented there is interest negotiations. Especially when the policy is played by actors who are influenced by the political interests that are given The responsibility by political actors to run the policy so sometimes when the actor performs the work activities as the will of the employer.
In connection with the view of Bardach, Grindel, in Wahab (1997: 59) sees that in the implementation of the policy review is not just concerned with the mechanism of elaboration of political decisions into routine procedures through bureaucracy more than that concerning the issue of conflict, decision and who gets what from a policy. Further explained by Tachjan (2006:xiii) that policy implementation is part of the political process, which is determined more by negotiation process, bargaining or lobbying to generate compromise, as it relates to the network of political, economic and social forces affecting the behavior of all parties which are involved. The public policy can achieve the desired expectations.

Therefore, the success of the public policy is not only based on economic, efficiency and administrative principles, but ethical and moral consequences are at stake in reflecting the apparatus's behavior in relation to the interests of the people. Why is that, because basically, every government policy has a high risk of failure. There are two categories of notion of policy failure or policy failure ie non-implementation (not implemented or category failure program (Failures program) and unsuccessful implementation (unsuccessful implementation) because it does not produce the desired benefit or called the failure theory (theory failure) Hogwood & Gun In Wahab (1997:62) The non-implementation policy may occur because the parties involved in the implementation are unwilling to cooperate or have long been cooperating inefficiently, working halfheartedly or for not fully addressing the problem, or possibly the problem resolved at Out of reach of its power. Unsuccessful implementation or unsuccessful implementation usually occurs when a policy has been implemented in accordance with the plan but considering the external conditions are
unfavorable, the policy is unsuccessful in realizing the desired impact or outcome.

Failure of policy concerning not implemented policy can be understood with policy implementation executed without plan follow-up when the formulation of policy or happened because executor of policy run by self without cooperation with another party. In addition, sometimes policy implementers make their own decisions in policy implementation. On the other hand, the social, economic and political factors that lead to policy failure. Meanwhile, implementation is not successful by understanding the implementation of policies in the context of the implementation of policies in accordance with existing planning, but the implementation of the policy is not good or in other words the external conditions or that lead to the failure of policy implementation. Pressman & Wildavky in Purwanto & Sulistyastuti (2012: 2) undertook a study to understand why the implementation of various programs designed by the federal government tends to fail when implemented by the state government, but to this day the phenomenon is still Keep repeating. A variety of development policies and development programs Either by the government when implemented it turns out its achievement is far from what is expected.

3. Mining in a Sustainable Context

According to Soetomo (2013:25), Sustainable development is actually contained at least three dimensions in a mutually supportive position: sustainability of natural resources, economic sustainability, and social sustainability. Similarly, as explained by Asdak, 2014 that sustainable development in addition to having economic value also contains moral values and ecological values as well as social dimensions. First, the sustainability of the social system, take advantage
gem with attention to the aspect of equity and social justice morning stakeholders (Stakeholders) social sustainability system (social sustainability) more emphasis on improving quality aspects of quantity growth aspects. Both economic sustainability that is said to be sustainability Economic sustainability is in the sense of "maintaining capital or keeping capital (natural resources) not degraded when capital is taken from the whole capital. The three ecological concerns that are indispensable to the lives of mankind because the sustainability of human life on planet earth is determined by the existence and quality of the environment. Therefore, in all its activities, humans should keep the utilization of natural resources still carrying the carrying capacity of the environment and the waste generated from the utilization of natural resources is also below the threshold. Therefore the mining sustainability speaks at three in the social, economic and ecological main points.

E. RESEARCH METHODOLOGY

This research uses mixed methods research (Creswell, 2014). Qualitative methods are used to describe the facts about the impact of the implementation of mining policy in Southeast Sulawesi Province. While the quantitative method is used to reinforce and strengthen the answer about the impact of mining activities after the expiry of the Mining Business License (IUP) or at leave by mining companies in Southeast Sulawesi Province. This research is carried out in five Regency districts of Southeast Sulawesi Province, namely Bombana Regency, Konawe Regency, South Konawe Regency, North Konawe and Kolaka Regency which are deliberately selected mining areas because some districts are mining areas in Southeast Sulawesi Province. Data collection was done
by Interview, Observation, Documentation and take 40 samples for the questioner.

F. IMPACT OF MINING POLICY IMPLEMENTATION IN SOUTHEAST SULAWESI PROVINCE

Southeast Sulawesi Province has a land area of 38,140 km² and a water area of 114,879 km² with a population of approximately 2.7 million people, consisting of 15 districts and 2 cities. With the total area of Southeast Sulawesi province has natural resources of mining which spread in some districts/cities. Mining in Southeast Sulawesi Province is the carrying capacity of the development due to the considerable mining potential in Southeast Sulawesi Province to be developed into mining industrialization. However, if you look at the economic structure of the community, the agricultural sector becomes the largest contributor to Southeast Sulawesi’s economy. The agricultural sector is almost a quarter of the total Southeast Sulawesi PDRB or 24.01% so it can not be denied by the agricultural sector become the livelihood of the majority of the people of Southeast Sulawesi Province. Meanwhile, the mining sector became the second largest contributor to GDP of Southeast Sulawesi Province. Therefore, mining becomes one of the superior products that can increase the local revenue and improve the welfare of the community so as to increase the Human Development Index (HDI) in Southeast Sulawesi Province. HDI Province of Southeast Sulawesi is as follows:
Table 1: Human Development Index of Southeast Sulawesi Province

<table>
<thead>
<tr>
<th>Number</th>
<th>Regency / City</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Buton</td>
<td>55.44</td>
<td>60.12</td>
<td>61.38</td>
<td>61.83</td>
<td>62.31</td>
<td>62.78</td>
</tr>
<tr>
<td>2</td>
<td>Muna</td>
<td>62.57</td>
<td>63.08</td>
<td>63.76</td>
<td>64.67</td>
<td>65.09</td>
<td>65.99</td>
</tr>
<tr>
<td>3</td>
<td>Konawe</td>
<td>66.55</td>
<td>67.16</td>
<td>67.71</td>
<td>68.23</td>
<td>68.68</td>
<td>69.56</td>
</tr>
<tr>
<td>4</td>
<td>Kolaka</td>
<td>67.76</td>
<td>68.27</td>
<td>68.86</td>
<td>69.55</td>
<td>70.20</td>
<td>70.47</td>
</tr>
<tr>
<td>5</td>
<td>Konawe Selatan</td>
<td>63.20</td>
<td>63.65</td>
<td>64.05</td>
<td>65.02</td>
<td>65.60</td>
<td>66.32</td>
</tr>
<tr>
<td>6</td>
<td>Bombana</td>
<td>59.85</td>
<td>60.84</td>
<td>61.82</td>
<td>62.82</td>
<td>63.38</td>
<td>63.65</td>
</tr>
<tr>
<td>7</td>
<td>Wakatobi</td>
<td>63.26</td>
<td>64.67</td>
<td>65.24</td>
<td>66.50</td>
<td>66.95</td>
<td>67.22</td>
</tr>
<tr>
<td>8</td>
<td>Kolaka Utara</td>
<td>63.17</td>
<td>63.94</td>
<td>64.49</td>
<td>65.35</td>
<td>65.76</td>
<td>66.90</td>
</tr>
<tr>
<td>9</td>
<td>Buton Utara</td>
<td>60.94</td>
<td>61.58</td>
<td>62.69</td>
<td>64.20</td>
<td>64.65</td>
<td>65.23</td>
</tr>
<tr>
<td>10</td>
<td>Konawe Utara</td>
<td>63.74</td>
<td>64.25</td>
<td>64.87</td>
<td>65.54</td>
<td>66.03</td>
<td>66.44</td>
</tr>
<tr>
<td>11</td>
<td>Kolaka Timur</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>61.78</td>
<td>62.13</td>
<td>62.74</td>
</tr>
<tr>
<td>12</td>
<td>Konawe</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>61.15</td>
<td>61.31</td>
<td>61.72</td>
</tr>
<tr>
<td>13</td>
<td>Muna Barat</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>61.92</td>
<td>62.29</td>
</tr>
<tr>
<td>14</td>
<td>Buton Tengah</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>61.69</td>
<td>62.13</td>
</tr>
<tr>
<td>15</td>
<td>Buton Selatan</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>61.51</td>
<td>62.00</td>
</tr>
<tr>
<td>16</td>
<td>Kendari</td>
<td>78.13</td>
<td>79.43</td>
<td>79.97</td>
<td>80.91</td>
<td>81.30</td>
<td>81.43</td>
</tr>
<tr>
<td>17</td>
<td>Bau Bau</td>
<td>70.60</td>
<td>71.11</td>
<td>71.65</td>
<td>72.55</td>
<td>73.13</td>
<td>73.59</td>
</tr>
<tr>
<td></td>
<td>Sulawesi</td>
<td>65.99</td>
<td>66.52</td>
<td>67.07</td>
<td>67.55</td>
<td>68.07</td>
<td>68.75</td>
</tr>
</tbody>
</table>

Source: Southeast Sulawesi Province In Figures, 2016

The province of Southeast Sulawesi is ranked 19th nationally. The highest HDI is achieved by DKI Jakarta Province and the lowest is Papua Province. Southeast Sulawesi Province as one of the areas rich in natural resources mainly mining. It should be one of the mine-producing regions in the top ten National Human Development Index. By that, of course, it is of concern to the provincial government in order to increase HDI towards the welfare of the community. The contribution of the mining sector to the growth of Southeast Sulawesi’s economy is able to boost the economy. But not comparable benefits obtained by the community. The presence of mining in Southeast Sulawesi did not have a significant impact on the community. The majority of the people of Southeast Sulawesi province work in the agricultural sector. Meanwhile, the people working in the mining sector are small in number, so the mining sector’s contribution to
the community is very low, whereas the enormous environmental impacts caused by mining are causing environmental damage in various districts in Southeast Sulawesi Province. The number of people working in the mining sector is as follows:

Table 2 Population of Southeast Sulawesi aged 15 years and above working According to Major Works of the Year 2012-2015

<table>
<thead>
<tr>
<th>No</th>
<th>Main Employment Field</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Agriculture</td>
<td>399</td>
<td>402377</td>
<td>442178</td>
<td>489289</td>
</tr>
<tr>
<td>2</td>
<td>Mining and quarrying</td>
<td>31608</td>
<td>29818</td>
<td>26241</td>
<td>22809</td>
</tr>
<tr>
<td>3</td>
<td>Manufacture industry</td>
<td>63469</td>
<td>55217</td>
<td>53423</td>
<td>53419</td>
</tr>
<tr>
<td>4</td>
<td>Electricity, gas and drinking water</td>
<td>1983</td>
<td>2533</td>
<td>2646</td>
<td>2592</td>
</tr>
<tr>
<td>5</td>
<td>Construction</td>
<td>62430</td>
<td>53269</td>
<td>61169</td>
<td>72427</td>
</tr>
<tr>
<td>6</td>
<td>Trade and hotel</td>
<td>180</td>
<td>176665</td>
<td>193476</td>
<td>191053</td>
</tr>
<tr>
<td>7</td>
<td>Transportation / communication</td>
<td>47715</td>
<td>47501</td>
<td>193476</td>
<td>42395</td>
</tr>
<tr>
<td>8</td>
<td>Finance</td>
<td>11749</td>
<td>15711</td>
<td>16787</td>
<td>17199</td>
</tr>
<tr>
<td>9</td>
<td>Services</td>
<td>176</td>
<td>185858</td>
<td>195932</td>
<td>183733</td>
</tr>
<tr>
<td>amount</td>
<td></td>
<td>975</td>
<td>968949</td>
<td>1037449</td>
<td>1074916</td>
</tr>
</tbody>
</table>

Source: Southeast Sulawesi Province in figures, 2016

The quota also, if see the number of worker winner of Mining Business License (IUP) very little. The number of IUP holder workers in the mining sector is as follows:
Table 3: Number of Manpower of Mining Business License Holder

<table>
<thead>
<tr>
<th>No</th>
<th>Company name</th>
<th>Location</th>
<th>Number of Workers (people)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Gapura Garba Graha, PT</td>
<td>Konawe</td>
<td>3</td>
</tr>
<tr>
<td>2</td>
<td>Wijaya Inti Nusantara, PT</td>
<td>Konawe</td>
<td>39</td>
</tr>
<tr>
<td>4</td>
<td>Bososi Pratama, PT</td>
<td>Konawe</td>
<td>3</td>
</tr>
<tr>
<td>5</td>
<td>Stargate Pasific</td>
<td>Konawe</td>
<td>6</td>
</tr>
<tr>
<td>6</td>
<td>Stargate Pasific</td>
<td>Konawe</td>
<td>60</td>
</tr>
<tr>
<td>7</td>
<td>Antam, Tbk</td>
<td>Kolaka</td>
<td>4,676</td>
</tr>
<tr>
<td>8</td>
<td>Mitra Prima Selaras, CV</td>
<td>Bombana</td>
<td>15</td>
</tr>
<tr>
<td>9</td>
<td>Panca Logam makmur, PT</td>
<td>Bombana</td>
<td>188</td>
</tr>
<tr>
<td>10</td>
<td>Anugrah Alam Buana</td>
<td>Bombana</td>
<td>50</td>
</tr>
<tr>
<td>11</td>
<td>Panca Logam nusantara,</td>
<td>Bombana</td>
<td>40</td>
</tr>
<tr>
<td>12</td>
<td>Billy Indonesia, PT</td>
<td>Bombana</td>
<td>2</td>
</tr>
<tr>
<td>13</td>
<td>Putra Mekongga</td>
<td>Kolaka</td>
<td>24</td>
</tr>
<tr>
<td>14</td>
<td>ST. Nickel Resources</td>
<td>Konawe</td>
<td>24</td>
</tr>
<tr>
<td>15</td>
<td>Aneka Usaha, PD</td>
<td>Kolaka</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td></td>
<td>5,134</td>
</tr>
</tbody>
</table>

Source: Minerva Field, ESDM Service of Southeast Sulawesi Province, The year 2015.

With a small labor force in the mining sector, it would be ironic when the number of IUPs issued by the government is not comparable to the benefits that society receives. Based on the results of interviews with communities working on the ground that the complaints of several employees working on the ground, both complaints low salary problems, the absence of health insurance and safety. The average local people who work are unskilled laborers. Respondents' hands about employment opportunities in the mining sector are as follows:
In addition, the mining sector received a serious spotlight due to environmental damage. The findings of eight rogue mining companies which found empirical data in the field of mining activities proved to violate the AMDAL management body of the Environmental Agency. In Konawe District, there are many investor activities that have been proven to violate EIA regulations. The latest find is a Jetty (special dock) building project in Morosi, Konawe owned by PT Virtue Dragon Nickel Industry (Sultra, 2016). Environmental permit in the form of AMDAL is not in accordance with the desired expectations. The average violation that is done is AMDAL not in accordance with the mining activities undertaken.

Then, based on observations made in several districts of Southeast Sulawesi Province shows that mining in principle has a positive impact among some people working in the mining sector. But the negative impact felt by the society is greater is the level of the people's economy does not have a significant effect on the community. It is asserted based on the results of interviews with some communities does show that mining in some districts only slightly gives positive effects to the community. Then the results of respondents showed the same thing that the majority of the community said the mine did not give improvements to the economy of the community.

Source: Processed questionnaire results, 2017
Generally, the presence of mining companies increases Local Own Revenue (PAD). However, it is not proportional to graduate with the management of the company and the supervision of the Government. Local government under the pretext of economic growth, increasing PAD so that mining exploitation continues to be rolled out by issuing IUP. Meanwhile, the environmental, social and economic impacts of the community are not addressed by the company. While it is known that mining companies at least every six months periodically report on mining activities so that the report should be known during the activities of mining companies operate. Mining companies in carrying out their mining activities refer to AMDAL documents so that the environmental, social and economic concerns of the community have become obligations and demands.

Eronisnya, if you see some cases that occurred for example, in the District of Bombana precisely in the Village Wumbubangka district. North Rarowatu is one of the most severe areas of environmental damage. There are like the pools of waters and barren along the eye. Moreover, people around the mining who had worked in the mining sector to work to survive. The area becomes barren and the former mining has not been
able to use. In South Konawe district, especially in Watumbohoti village, Amondo, Koeono, Lakara complained about the existence of a mine. With the quarry, the yield is reduced because of the flow of water to mix with the remnants of mining flowing to the place where agriculture and farming community. With the existence of the problem so that there is a conflict between a society with the mining company. Meanwhile, complaints in the village of Laeya by PT INTEGRA mining company no contribution to the community either in the form of CSR and other assistance. Mining companies leave behind large mining mounds. By looking at some of the cases, it seems clear that the Government is merely pursuing economic growth while other aspects are under-scrutiny. In addition, the Konsel precisely Village Bungin Permai, District Tinanggea shows that the process of mining damage polluting coastal livelihoods of local communities where the people's livelihood as a fisherman who damages the ecosystem of the sea and harbor activity mine is very disturbing society Go out to sea and pollute the environment So public conflicts with mining companies can not be avoided.

The impact of mining in Kabupaten Konawe Selatan is very harmful to society. It is reinforced by the statement First Assistant Secretary Government of South Konawe which states that the impact of environmental damage caused by mining in the country that has caused the water flow reduced the number of water springs. A number of mining companies to mine nickel, not reclaiming back the former region mining. Before not mining activity, South Konawe is one of the barns of rice in Southeast Sulawesi. Based on observations made on the average ex-mining area in southern Konawe is not done reclamation. So that mine excavation can not be utilized.

The other regencies are Konawe Utara which has the most IUP in Southeast Sulawesi Province so that some places are used as mining
areas. With the number of IUPs that have certainly give the hope of the community towards prosperity. But hopes were stopped because it appeared to be seen in the district Lasolo Island, people living around the mining area, appears far from being, ironically, the area was surrounded by a mining region. The impact felt by the public is the presence of vehicle dust that crosses the journey that mines the results of production. Moreover, if you see the contribution generated by the mining company does not give a significant influence on the economy of the community. Meanwhile, in Kolaka District many mines are closed or abandoned by mining companies so that it gives a significant impact on society. It certainly gives a loss to the government for not paying taxes, damaged environments and no reclamation as a mining company's obligations. Then there are also many mining companies that do not have permission so that it adds problems to the management of mining in Southeast Sulawesi Province. Moreover, there are large puddles that certainly can no longer be utilized by the community. The area of the Forest area is turning into huge pockets of your former mines that can not be used by society because reclamation is reluctant to be done by the company.

Mining business permits (IUP) issued by the government are not necessarily issued away but through such a long procedure. The processing of mining business licenses has always been in conflict with the Law on environmental protection and management, the Forest Law and the Law on Minerals and Coal, not to mention the Government Regulations related to the processing of mining business licenses which must be complied with in the mining business permit process. Mining companies are required to meet the requirements set by the laws and regulations as a form of supporting mining sustainability in Southeast Sulawesi Province. Ironically, some mining companies do not comply with the prevailing rules, violate AMDAL rules and so on. Meanwhile, the
AMDAL Permit is made as if only as an administrative requirement to complete the exploration permit and exploitation of the mining business. Especially if you see some mining companies in its management do not pay attention to environmental aspects so that the environmental damage. Not to mention a few mines that dislodge the permit both explores and exploitation and it is very obviously very damaging to the environment because it was left without environmental improvement by both companies and local governments as a result of the policy of the provincial government that has revoked the permit mining companies. Environmental degradation is actually caused by mining management that is less concerned about environmental aspects. So some mining companies that do not comply with the rules are stopped. For the number of IUPs with problems or nonclean and clear (Non-CNC) and clean and clear (CnC) can be seen in the following table:
Table 4 Data Number of C & C and Non C & C IUP in December 2015 in Southeast Sulawesi Province

Source: Minerba Field, Department of Energy and Mineral Resources

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Menteri</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>2</td>
<td>Gubernur</td>
<td>0</td>
<td>1</td>
<td>6</td>
<td>1</td>
<td>1</td>
<td>7</td>
<td>0</td>
<td>8</td>
</tr>
<tr>
<td>3</td>
<td>Buton</td>
<td>5</td>
<td>28</td>
<td>6</td>
<td>3</td>
<td>33</td>
<td>9</td>
<td>4</td>
<td>46</td>
</tr>
<tr>
<td>4</td>
<td>Buton Utara</td>
<td>10</td>
<td>0</td>
<td>4</td>
<td>0</td>
<td>10</td>
<td>4</td>
<td>0</td>
<td>14</td>
</tr>
<tr>
<td>5</td>
<td>Buton</td>
<td>5</td>
<td>5</td>
<td>24</td>
<td>0</td>
<td>10</td>
<td>24</td>
<td>0</td>
<td>34</td>
</tr>
<tr>
<td>6</td>
<td>Buton</td>
<td>0</td>
<td>3</td>
<td>0</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>7</td>
<td>Bombana</td>
<td>11</td>
<td>54</td>
<td>18</td>
<td>17</td>
<td>65</td>
<td>35</td>
<td>1</td>
<td>101</td>
</tr>
<tr>
<td>8</td>
<td>Muna</td>
<td>1</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>9</td>
<td>Konawe</td>
<td>10</td>
<td>5</td>
<td>23</td>
<td>5</td>
<td>15</td>
<td>28</td>
<td>0</td>
<td>43</td>
</tr>
<tr>
<td>10</td>
<td>Konawe</td>
<td>33</td>
<td>53</td>
<td>47</td>
<td>17</td>
<td>86</td>
<td>64</td>
<td>0</td>
<td>150</td>
</tr>
<tr>
<td>11</td>
<td>Konawe</td>
<td>21</td>
<td>9</td>
<td>9</td>
<td>2</td>
<td>30</td>
<td>11</td>
<td>0</td>
<td>41</td>
</tr>
<tr>
<td>12</td>
<td>Konawe</td>
<td>10</td>
<td>4</td>
<td>1</td>
<td>2</td>
<td>14</td>
<td>3</td>
<td>0</td>
<td>17</td>
</tr>
<tr>
<td>13</td>
<td>Kolaka</td>
<td>7</td>
<td>23</td>
<td>1</td>
<td>3</td>
<td>30</td>
<td>4</td>
<td>0</td>
<td>34</td>
</tr>
<tr>
<td>14</td>
<td>Kolaka Utara</td>
<td>7</td>
<td>20</td>
<td>1</td>
<td>4</td>
<td>27</td>
<td>5</td>
<td>3</td>
<td>35</td>
</tr>
<tr>
<td>15</td>
<td>Kolaka</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>16</td>
<td>Baubau</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td><strong>Jumlah</strong></td>
<td><strong>122</strong></td>
<td><strong>207</strong></td>
<td><strong>143</strong></td>
<td><strong>56</strong></td>
<td><strong>331</strong></td>
<td><strong>199</strong></td>
<td><strong>8</strong></td>
<td><strong>538</strong></td>
<td></td>
</tr>
</tbody>
</table>

Southeast Sulawesi Province, 2015

Based on the Regulation of the Minister of Energy and Mineral Resources (ESDM) number 43 of 2015 on Procedure for Evaluation of Mining IUP Mining, IUP with Non-C & C status must be revoked or terminated. Therefore, the number of non-C & C IUP in Southeast Sulawesi Province, 2015.
Sulawesi province is unfinished in revoked and finalized. Because of the administrative aspects do not complete the requirements to continue mining. From the environmental aspect as well as the financial obligations the mining company pays to the local government. So with the problem, of course, shows the management of mining in Southeast Sulawesi Province is not effective. So that with the management gives a significant impact significant to the environmental, social and economic community. With the number of problematic IUP 199 gives an illustration that the mining company does not comply with the prevailing rules so that the conditions result in impacts. Especially if you see the number of permits business mining (IUP) version of the Department of Energy and Mineral Resources (ESDM) Southeast Sulawesi Province amounted to 528 that have been issued. While the result of the coordination meeting of regencies/cities in Southeast Sulawesi mining business permits only amounted to 458. A number of IUP versions of districts/municipalities are not in accordance with the data owned by the ESDM Department of Southeast Sulawesi Province because there are several IUP that are not recorded. Some unregistered mining companies may not perform their obligations in accordance with the law in the form of CSR. Mining companies listed are closely related to mining companies' environmental, social and economic obligations, paying royalties or local taxes as well as to communities in the form of CSR.

In addition, problems related to mining business permit in the area of the forest in Southeast Sulawesi Province became a serious problem. Based on data from the Forestry Service of Southeast Sulawesi Province which mentions about three hundred thousand hectares has experienced a critical period even thirty-five thousand hectares declared very critical. Forest area in Southeast Sulawesi is 2.33 million hectares consisting of production forest, protection forest, and conservation forest.
With the destruction of the forest so that people feel the negative impact of forest destruction, some districts actually have become flood subscriptions every year. Forest destruction occurred due to illegal logging and mining activities in several districts. License to borrow forest area less attention so that reclamation in forest area is not done by the mining company. The spread of forest destruction in Southeast Sulawesi Province is as follows:

**Table 5: Distribution of Forest Degradation in Southeast Sulawesi Province**

<table>
<thead>
<tr>
<th>No</th>
<th>Regency / City</th>
<th>Area / Hectares</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Kolaka Utara</td>
<td>6,936</td>
</tr>
<tr>
<td>2</td>
<td>Buton</td>
<td>5,607</td>
</tr>
<tr>
<td>3</td>
<td>Muna</td>
<td>4,199</td>
</tr>
<tr>
<td>4</td>
<td>Konawe Selatan</td>
<td>3,696</td>
</tr>
<tr>
<td>5</td>
<td>Kolaka Timur</td>
<td>3,258</td>
</tr>
<tr>
<td>6</td>
<td>Kolaka</td>
<td>3,527</td>
</tr>
<tr>
<td>7</td>
<td>Bombana</td>
<td>2,546</td>
</tr>
<tr>
<td>8</td>
<td>Konawe Utara</td>
<td>2,046</td>
</tr>
<tr>
<td>9</td>
<td>Buton Utara</td>
<td>612</td>
</tr>
<tr>
<td>10</td>
<td>Bau Bau</td>
<td>653</td>
</tr>
<tr>
<td>11</td>
<td>Wakatobi</td>
<td>371</td>
</tr>
<tr>
<td>12</td>
<td>Konawe Kepulauan</td>
<td>350</td>
</tr>
<tr>
<td>13</td>
<td>Kendari</td>
<td>195</td>
</tr>
</tbody>
</table>

Source: Forestry Service of Southeast Sulawesi Province, 2016

Can not in Deny it mining sector contribute to the acceleration of the original area. But on the other hand to give negative impacts that are felt down and down by the people who feel more negative effects rather than positive effects. Communities lost their livelihoods due to mine, vehicle dust and mining activities, marine ecosystems and soil in southeast Sulawesi were damaged. And even then only a small part of
the impact that appears on the surface. Therefore, by looking at these conditions the need for firmness from the government to respond to the problem. Especially with a number of mining companies began to mushroom in the province of Southeast Sulawesi with the release of some IUP that was not active to be active again. If this continues without the serious attention of the government then the impact of mining can not be minimized. Therefore the need for tightening at the time of AMDAL so that there is no gap of environmental damage, economic society increases with the mine and open employment opportunities for the local community as possible.

G. CONCLUSIONS

The results indicate that the existence of forest destruction as a result of mining activities. So that people feel the negative impact of forest destruction causing flooding every year. The existence of massive environmental damage that makes it difficult for the community to work in the agricultural and plantation sectors. Increased poverty of local residents after mining activities/mining business permits ended and revoked.

H. RECOMMENDATIONS

1. The need for Commitment of the provincial government and central government in order to grant mining permits to pay attention to environmental aspects so that the damage caused by mining can be minimized.

2. Required accuracy of Local Government in issuing AMDAL certificate, periodic supervision during mining activities, and law
enforcement. Mining permit management must synergize with other rules so as not to overlap in mine management affairs.

**BIBLIOGRAPHY**


Dissertation
Angula, 2007. The environmental impacts of small-scale mining in Namibia: a case study of UIS small scale mining site-Erongo region. Faculty of Economics and Management Science Department of Political and Administrative studies. The University Of Namibia (UNAM)

ABSTRACT

The implementation of development requires appropriate legal policies to avoid collusion, corruption, and nepotism. However, the government officers are being hesitate in conducting their duties due to a reason of corruption suspects. Thereby impacting in the implementation of development. Actually, discretion is a legal basis which is safely to be used, but due to lack of understanding of the state officers, they do not use it. This paper will explain the discretion as a "living law" which will be more understood deeply.

Keywords: Development, Discretion, living law.

A. INTRODUCTION

The disharmony between legal norms (das sollen) and its implementation (das sein) always happened. In some cases, the gap were caused by the legal politics of the sovereign (Mahfud, 2015), as theorized by Marryman (Marryman, 1969), that a political determinant of the law. This kind of law is in authoritarian (non-democratic) state, the law functioned as policy which justified their own actions. Policies and laws were directing the public being obedient to the state (Hakim, 1998). Contrary to the democratic state policies, Meuwissen says, the contents and shapes of laws are changed depend on time, place and many social factors. The Legal functions in the Law on Public Services (UUPP) are: (1) The Realization of legal reference on public service; (2) The realization of legal certainty of investment implementation in Indonesia; (3) The Establishment of good public service organization; (4) The Implementation of effective and targeted resources management of
public service apparatur; (5) The realization of Controlling system in public services implementation; And (6) The Realization of community participation in public administration (Meuwissen, 1994).

In the Article 3 of Law Number 25 of 2009 on Public Service, it is clearly stated that the function of law is to serve the community, but in reality there are doubtness in implementing the development programmes which based on a strong legal foundation.

In the middle of 2015, the government being criticized by the experts concerning about the State Budget (APBN) Changes, for the government’s officer were being doubt in spending the development budget (Awaluddin, 2016).

The point of that criticism due to the Revised of State Budget 2015 set a budget of Rp 1.319, 5 trillion; About 60 percent or Rp 795.5 trillion is distributed to the ministries. The rest are transferred to the regions in balancing funds (revenue sharing, general allocation funds, and special allocation funds), an autonomy funds, village funds, privileges of the Special Territory of Yogyakarta, and other transfer funds. The budget is intended to development expenditure of this country in 2015. However, on August 2015 the expenditure used was about 20 percent of funds, means the absorption of the government budget is very low, which is influence the economic stagnation and national investment (Muratara, 2015).

The Low absorption Budget causes President Jokowi furious, thus asked the Police and the Attorney not to criminalize the government administration discretion measures in the framework of policies and breakthroughs which are based on good intentions (Tjandra, 2016). There are two reasons why President Jokowi asked not to criminalize the government's discretion. First, the President hasitate if the budget was
not being properly absorbed it would be stunted the development programmes. Second, the president know well that whenever the officials were not criminilized by reason of "discretion" and then absorbing the budget without controlling, it could get stuck in corruption suspect. How the government's handling this problem, as for the government officials in charge and have responsibility in conducting people welfare?

B. LEGAL ISSUES
Based on the problems above, can be formulated two legal issues:

1. How should be The State Budget (APBN) absorbed optimally and not hampering the development implementation?
2. Whether the discretion policy could be used as a legal based in optimazing the development budget absorption?

C. THEORETICAL REVIEW: DISCRETIONARY POWER OR FREIES ERMESSEN
The President has instructed the law enforcers i.e; Police and Attorney, they were not allowed to criminalize the discretion which conducted by government officials, especially local governments. This statement has been repeatedly stated, even he has an idea to formulate the anti-criminalization rules of government officials, it was a response of the regional heads and government officials complaint who were not dare enough in spending the budget, as for they were worried about being criminalized. So far there were a lot of government officials who have been being prisoned because of this budget disbursement case. Then, what should be done to avoid the criminalization? The experts and President agree that the best solution to avoid the budget disbursment is
by taking the advantage of legal based discretion. That is why discretion necessary?

Generally, the government officials of budget management were being accused and punished as defendants for gratification, baksheesh, kick back, markups; in article 2 on law violations, and article 3 on abuse of authority (abuse of power), corruption eradication law. These two chapters were terribly, indeed it stated that someone suspected of being able to the detriment of state finances. The word "being able" is something that has not happened yet, but the law apparatus used it strictly on the pretext of potentially harming the state finances. According to Hamid Awaluddin, these two articles are actually too loose.

Actually, The Officials should not be afraid and hesitate in policy-making, because they have authorizes automatically, thus, the state officials have the right and authority to conduct discretion, that is called freies ermessens in Germany Legal System. In the UK it is known as discretionary power, which is also used in Law No.30 of 2014 on Government Administration

The freies ermessens is derived from the word frei means free, loose, unbound, and independent. While ermessens means to consider, judge, guess and estimate. Freies Ermessen means a person who has a freedom to judge, guess, and consider something. The term is typically used in the government sphere, so that freies ermessens (discretionary power) is defined as an opportunity or right for officials or state administrative bodies to take an action without having to be fully bound by the law (Lukman, 1996). Another definition is given by Nana Saputra, which is a freedom granted to the administrative that is means in principle, the authorization of state administrative to prioritize an effectiveness of a goal (doelmatigheid) rather than adhering to the rule of
law Saputra, 1988), or legitimate authority to interfere in social activities to carry out the duties of administering the public interest (Ridwan, 2008). Bachsan Mustafa mentions that, freies ermesssen is given to the government which is functioned in governing or state administration that carry out the general welfare, it is different from the judiciary function in resolving disputes among the society. The government’s decision more prioritize to the achievement of goals (doelmatigheid) rather than in accordance with the applicable law (rechtmatigheid) (Mustafa, 1990).

Although the freies ermesssen was granted to government or state administration is logically consequence of the welfare state’s conception, but in the rule of law framework, the freies ermesssen cannot be used indefinitely (Jeddawi, 2012). Sjahran Basah expressed the elements of freies ermesssen in a law state as follows:

1. Aimed in performing public service (service) duties.
2. An active action of state administration;
3. The conducts are made possible by law;
4. The conducts are taken on their own initiative;
5. The conducts are intended to solve the problem (solution) of important problems that arise suddenly;
6. The conducts can be accounted both morally to God Almighty and legally (Basah, 1992).

Freies ermesssen is emerging as an alternative to fill the shortcomings and weaknesses in the application of the principle of legality (wetmatigheid van bestuur). As for welfare state, the principle of legality
has limited role in serving the public interest, which is growing rapidly in line with the development of science and technology. According to Laica Marzuki, freies ermessen is a freedom granted to the state administration in the framework of governance, in accordance with the increasing of public services requirements that is more complex by the time. Freies ermessen is inevitable in the modern and democratic welfare state, especially in the late XXI century.

D. DISCUSSION: DISCRETION IN THE STATE OF LAW

Based on the theoretical description above, the legal basis of discretion or Freies Ermessen is very strong. The discourse in terms of Lawrance Friedman becomes a living law, although unwritten (Friedman, 1975). As stated in Law Number 30 The year 2014 which expressly states, the purpose of discretion is: to run the government, fill the legal void, provide legal certainty and overcome the stagnation of government in certain circumstances for public interest benefit. With such a strong legal basis, officials, regional heads should not be hesitate to take discretion, especially with the conditions of our nation today, which the development activities should be done expeditiously.

The philosophy of discretion is essentially the core of the rule of law itself. Discretion is a consequence of authority attribution is given to the administrative officials, for in the implementation of government functions there are limitations of the law which implicate to the occurrence of unclearly legal norms, legal void, or the gap between the rule of law norms and the need for government practice (Tjandra, 2016).

In this case, the principle of a modern legal state as the pillar of government in some European countries and European common law
states were being tolerate legal discovery by government administration officials known as freies ernenussen or discretion.

Discretion is intended to overcome the stagnation of government and to make the implementation of government responsibility in conducting public services more effective. In this context, President Jokowi appeal request should be placed in the correct proportion (Thoha, 2008). The use of discretion by the government which give the limits scope of the crime by the courts, actually is a benchmark the quality of the separation / distribution of power principle as result the French Revolution then become a milestone in the commencement of constitutional democracy and the state of law that infiltrates absolutism (De Putra, 2014).

E. DISCRETION DISCREPANCIES

Indeed, discretion is a freedom can be used to overcome certain problems. However, it is often diverted, for example, in the cases of procurement of goods and services with a fictitious or regulated model (KKN / collusion, corruption, and nepotism). The application by government administrative officials is inconsistent with the government need, so there were potentially arbitrary acts or deviation abuse of authority by government officials who has intention corruption, then discretionary corruption would be occurred (Madril, 2016).

Therefore, in order to prevent the motive of discretion or deviation behavior in carrying out the authority of government administration officials should be controlled through the general principles of good administration, an unwritten administration of governmental principles (Hadjon, 2010).
Logically, The president’s statement on the need for precision of law enforcement officers, especially the Police and the prosecutor in assessing the discretion of government officials should become a momentum to actualize good governance principles as the spirit of the implementation of government functions. Government administrative officials do not need to be gripped and seized with fear if the discretion is done based on discretion philosophy and pay attention to general principles of the administration (general principle of good administration). These principles cannot be separated from the existence of state administration as a government (executive) with greater power and has directly connected with the people(Sirajudin, 2012).

F. BUREAUCRATIC REFORM

As for the corruption, colution and nepotism (KKN) of bureaucracy and misuse of discretion are happened frequently, the government must accelerate the process of bureaucratic reform. The philosophy of discretion and clean apparatus will have not be meaningful without good governance. Until nowadays The massive corruption caused by the bureaucratic system which is corrupt and the system not based on meritocracy system which recently strongly encouraged by the government. However, the meritocracy model is contrary with the Legislator needs. Although the government has issued the policy of Law No. 5 of 2014 on the State Civil Apparatus (ASN), but the Legislators wants the State Civil Servant Committee to be dissolved, it will threatened bureaucratic meritocracy system. It must be acknowledged that the bureaucratic reform programm has not been running optimally and the implementation have not as expected yet.
G. CONCLUSION

From the description above, it can be concluded that by the strength legal basis the government officials should not be hesitate to do discretion as a policy solution. As for, this country is still need development, if the government officials passive and moreover afraid to take the initiative, especially related to the funding or budget, it will certainly be hinder the acceleration of development. All activities undertaken by the government must be accountable to the public and God. The public understanding of its being the whole component of the people as the source of the establishment of democratic government. From the point of leadership, such style or model of leadership makes the government more close to the fate of the people. The most important point is the bureaucratic reform should begin to change the model of a normative hierarchy of procedural with a networking model. Leadership model is not as expected. Networking is a work model and service-based participation relying on the network of all the components that exist, as well as control of the performance of government (and its officials). Thus, for example, the eradication of corruption, normatively procedural should not only be the duties of the Corruption Eradication Committee (KPK) only and other law enforcement agencies, but networking also involves all actors; Including the people, political parties, non-governmental organizations (NGOs), citizens, profit organizations and non-profit organizations. If so far there is corruption at the government level, by the networking model, corruption eradication will be results on satisfying all parties. It not only accentuates the tremendous power that has occurred so far. In the context of discretionary use, it would be very relevant to be connected to a networking leadership model.
REFERENCES


Abdul Latif, Law and Regulation of Wisdom (Beleidsregel), (Yogyakarta: Creative Total Media, 2012).


Hamid Awaluuddin, Criminalization of Dsikresi, Kompas, June 24, 2016.


Kompas, July 22, 2016, Riawan Tjandra, Disclaimer Fraud.

Kompas, August 11, 2016.


Kompas, June 24, 2017.


Murtir Jeddawi, Making the Bureaucratic Role Effective to Reduce Corruption Behavior, (Yogyakarta: Creation of Total Media, 2009).


Oce Madril, Discretion or Corruption, Kompas, August 11, 2016.


Secretariat of the Ministry of PAN and Bureaucracy Reform, 2016.


Sjahran Basah, Legal Protection for Attitudes of State Administration (Bandung: Alumni, 1992).

Kompas Plan Header, July 21, 2016.


People’s Sovereignty, 16 February 2015.
ABSTRACT

In Thailand, the sea fishing industry is important in ensuring food security, providing income generation through exports, and offers employment creation through development of the industry. Nonetheless, the sea fisheries in Thailand are found to be encountering challenges such as: a deterioration of natural resources, overfishing, conflicts between small fishing communities and commercial fishing firms, threats to the livelihoods of small fishing communities, illegal fishing, a lack of expertise in sea fishing, lack of accountability by the regulating authority, and a lack of information on sea fishing. However, the government is trying to address the problems related to sea fisheries in order to ensure its sustainability.

Keywords: Sea Fisheries, Fisheries in Thailand, Problems of Fisheries

A. IMPORTANCE OF SEA FISHERIES TO THAILAND

Thailand consists of 23 sea areas; these include 6 in the Andaman Sea coastal provinces and 17 in the Gulf of Thailand coastal provinces, amounting to a total coastline of 2,942.35 kilometers. Sea fishing, especially local fishing, has been around for a long time, while modern fisheries, in the form of commercial fishing, were born during the time of the First National Economic Development Plan (1961-1966), with the support of modern equipment and technology from Germany. Fisheries stations were established in Songkhla, Phuket, and fishing enterprises were established which are the 'Fish Marketing Organization' and the 'Cold Storage Organization'. When fishing technology began to develop, the quantity of coastal fish began to constantly decrease. The fishery catchment area has developed from coastal fishing in the Gulf of Thailand, to deep sea fishing in international waters far beyond, due to the
development of new fishing technology. Data from the Department of Fisheries showed the growth of the fishing industry; in 2014 the catch of Thai fishing vessels, fishing in the Gulf of Thailand, Andaman Sea, and beyond Thai waters was 1,557,860 tons in total. Sea Fishing is important to Thailand in the following ways:

Food security: Fish is a protein food source which is affordable for rural people. It is a really significant contributor to healthy food and food security. It is especially important to the local fishing communities, which number over 2,500 communities around the shoreline.

Economic: export revenues from the nations fishing industry. Thailand has been a major producer and exporter of seafood. The top 10 countries / groups of countries that take the most fishery product exports are America, Japan, EU, Africa, ASEAN, Australia, Middle East, Canada, China, South America.

\textit{Table1:} The quantity and value of fishery products exported from Thailand to other countries, by year, are as shown below:

\begin{table}[h]
\begin{tabular}{|c|c|c|}
\hline
Year & Quantity (ton) & Value (USD) \\
\hline
2009 & 1,874,825.63 & 6,520.84 \\
2010 & 2,058,353.73 & 6,880.69 \\
2011 & 1,974,965.40 & 7,547.60 \\
2012 & 1,908,099.14 & 7,680.78 \\
2013 & 174,845.07 & 6,614.06 \\
\hline
\end{tabular}
\end{table}

Source: Fisheries Foreign Affairs Division, Department of Fisheries.
The quantity and value of fishery products exported from Thailand to other countries affects upon its Gross Domestic Product (GDP).

**Table 2:** Gross Domestic Product (GDP) from the Fisheries production sector, at current prices.

<table>
<thead>
<tr>
<th>Year</th>
<th>GDP from Fisheries production sector (million dollars)</th>
<th>Proportion GDP of manufacturing sector per GDP production%</th>
<th>Proportion GDP of manufacturing sector per GDP Agriculture sector%</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>2,847.80</td>
<td>1.15</td>
<td>10.77</td>
</tr>
<tr>
<td>2008</td>
<td>2,731.14</td>
<td>1.03</td>
<td>8.95</td>
</tr>
<tr>
<td>2009</td>
<td>3,040.34</td>
<td>1.15</td>
<td>10.1</td>
</tr>
<tr>
<td>2010</td>
<td>3,169.80</td>
<td>1.08</td>
<td>8.72</td>
</tr>
<tr>
<td>2011</td>
<td>3,212.26</td>
<td>1.05</td>
<td>7.86</td>
</tr>
<tr>
<td>2012</td>
<td>3,283.80</td>
<td>0.91</td>
<td>7.95</td>
</tr>
<tr>
<td>2013</td>
<td>3,025.04</td>
<td>0.81</td>
<td>7.08</td>
</tr>
<tr>
<td>2014</td>
<td>3,139.27</td>
<td>0.82</td>
<td>8.04</td>
</tr>
<tr>
<td>2015</td>
<td>2,996.40</td>
<td>0.76</td>
<td>8.34</td>
</tr>
<tr>
<td>2016 (Jan.-Sep.)</td>
<td>2,207.09</td>
<td>0.72</td>
<td>8.84</td>
</tr>
</tbody>
</table>

Source: National Statistical Office of Thailand

Moreover, the sea fishing industry is also a large source of employment. There are approximately 172,430 fishermen in employment (82% are foreigners). About 515,000 people, mostly women, are engaged in fishing related industries, such as fish processing, dock/shipyard industry, canned and frozen fish products, and fishmeal production. (Department of Fisheries, 2015).

Thailand's new fisheries plan has influence upon food security. The economy benefits in terms of direct income from fisheries, associated industries, and employment, but there are many issues that must be discussed.
B. THAILAND'S SEA FISHING ISSUES

Fisheries in Thailand can be summarized by the Thailand fisheries management plan and the national policy on the management of Thai sea fisheries 2015-2019 from the Department of Fisheries, Ministry of Agriculture and Cooperatives, combined with observation of the social outlook as follows:

1. The deterioration of natural resources and the overfishing of some economically important aquatic species. Both of these are associated with the constantly decreasing numbers of aquatic species; this has the effect that Thai fishing boats have to go further afield to fish and so encounter more risk. First of all there is the deterioration of natural resources, which are the habitat of aquatic animals: mangroves, coral reefs, sea grass, and other aquatic habitats were destroyed due to the devastating use of fishing tools, urban growth, tourism, and also due to climate change. There is especially the problem of a lack of cooperation and coordination between relevant agencies, for the preservation and restoration of the aquatic animal's habitats. Hence, there is excessive fishing of essential economical fish such as trash fish, used to produce fishmeal for animal feed. Because of excessive fishing by boats, especially commercial fishing vessels, and no limitation on the size and amount of effective fishing equipment, such as use of tiny mesh fishing nets which impact on the growth of newly spawned and juvenile aquatic animals. In addition, notification of the issue of the deterioration of national resources and overfishing took place while the modern Thai fisheries began to develop during the First National Economic Development Plan (1961-1966), increasing the volume of fishing. When there was deterioration in the marine resources in Thai waters, new fishing territories, further afield, were explored. Through
the Ninth National Economic and Social Development Plan (2002-2006) there was legislation to exclude fishing equipment that could destroy coastal eco-systems, especially gill netting and trawling. Zoning boundaries for the shoreline utilized areas of Coral Sea grass, and seaweed protection, included in a plan for redeveloping degraded coastline suffering from erosion, waste-water treatment, community disposal systems and development activity along the coastline. It is worth reflecting that the natural resources had been vastly destroyed for decades before the government shifted towards recovery and conservation.

2. Conflict between local fishing and commercial fishing. This was due to the smuggling of commercial fishing vessels within the 3,000-meter zone, where small fishing vessels are used. Due to the commercial fishing vessels having a higher capacity, they can operate far off-shore, sometimes reaching foreign waters, but due to Exclusive Economic Zones and law enforcement in the area during the 1970s, by neighboring countries, the Thai fishing area became decreased. Many commercial fishing vessels were pushed back to fishing in Thai waters. Combined with rising oil prices, the fishing vessels no longer could afford to fish at long distance. They turned to illegal fishing in the 3,000-meter zone, using large fishing vessels for fishing at night, when the government fisheries sector could not arrest the perpetrators. Due to the effect upon the ecosystem, decreasing aquatic resources, and the lifestyle of many of the local communities, there were no aquatic animals left for fishing and so they had to turn to other careers. However, many of the communities had moved against the smuggling commercial fishing vessels, leading to the closure of the Gulf and forcing the government to take action on commercial fishing vessels. Furthermore, the
communities raised funds to organize surveillance units by local fishermen. This included a group or unit responsible for the eviction of commercial fishing vessels, etc. (Naruedom Timprasert, 2011, 116).

3. Issues of Illegal fishing and fishing labor: The Sea fishing industry is one of the important industries in the country, generating one million jobs. Thailand is one of the world's largest marine product exporters. However, the demands on the laborers within the industry are still high, with heavy working conditions and long periods away at sea. Most laborers decline to work in the fishing industry leading to the sea-fishing industry experiencing a shortage of 10,000 crew workers. At the moment, there are approximately 300,000 workers on Thai fishing boats at sea, including both Thai and foreign migrant workers. The tendency is for the ratio of foreign migrants to be several times higher than Thai workers, being due to; the dangerous work and the long periods at sea, unfair employment problems, violations of labor rights, and human trafficking issues. Consequently, Thai fisheries have faced two critical issues: 1) human trafficking of fishing labor. According to the Trafficking in Persons Report 2014 (TIP Report), it states that Thailand has been lowered to Tier 3 level, the countries that have the worst human trafficking issues, along with a group of other countries that do not comply with the US Human Trafficking Compliance Minimum Standards, and make no effort to solve the Human Trafficking issue. 2) The European Commission (EC) Fisheries and Oceans unit has issued a "yellow card" to officially inform Thailand of the lack of measures to fight illegal.

---

13 The United States has revised Thailand’s credibility level in the report on the trafficking situation in 2016 back to Tier 2 Surveillance (Tier 2 Surveillance, indicating progress in the efforts of the Thai government. To solve human trafficking especially the situation in the fishing industry)
Unreported and Unregulated Fishing (IUU Fishing) in order to conserve fisheries resources and environment. Both these problems affect Thailand's image and also Thailand's fishing industry. It could also cause Thailand to lose support in various areas, with withdrawal of assistance from major international institutions. The result could be being subjected to being barred or being subjected to trade barriers, which would be a major problem for the fishery industry between Thailand, the United States and the European Union (MatthayaSripana, 2015, 3).

4. The shortage of skilled people in sea fishing: not having a specific department responsible for Sea fishing, affecting the capabilities of management where there are large benefits from sea fishing. As WicharnSirichaiekkawat—a sea fishing expert—said "With no people to promote it, the Fisheries department today has knowledge to manage the sea? No. I used to say that as long as Thailand has sea, there are hundreds of billions of resources per year. Why don't we have a Sea-Fisheries department? We have the Department of Sericulture, which today has only a thousand million in value. We have developed a department to look after those benefits..."

A problem of management arises from people and organizations, such as the IUU fishing, struggling for structural guidance, empowerment of oversight and problem resolution, as authorization in solving the problem overlaps between the commander of the center to solve illegal fishing, the commander of the Navy (Equivalent to the Director General), who directly reports to Prime Minister by virtue of Section 44, while the Fisheries Act, BE 2558 authorizes the minister of

---

14Section 44 of the Constitution of the Kingdom of Thailand.(Temporary) 2014 The National Council for Peace and Order has the authority to order, hold, suspend or commit any action. Regardless of whether the action will be legally enforceable In administrative or judicial way
Agriculture and Cooperatives to act. It is indicated that the commander of the Navy, who is equivalent to the Director General, has the power to instruct the Minister.

5. There is a lack of useful information such as data, human resources, skilled technical officers, science collection, and data analysis. Therefore, the Department of Fisheries does not have essential information such as, knowing the types of fish, where they are found, their quantity, etc.

C. IMPLEMENTATION OF POLICY TO RESOLVE THE ISSUES OF THAI SEA FISHERIES

If we consider that policy is the framework or direction in which to operate an organization, by having a broad concept that represents a philosophy or ideology for achieving the goal, this should be agreed by the majority of the people. The policy could be considered as a management process which leads the plan to be implementable and practical. A program will consists of several well correlated projects and aim to achieve the same targets. A project may be an element on a map, that leads to the success and achievement of the plan's objectives by operating many activities as described in the project. This explanation can be shown as inthe diagram below:
The sequences of implementation of a policy applied to the solve sea fisheries issue, by the government, can be described as follows:

1. **Policy**: General Prayuth Chan-o-cha, the Prime Minister, made a policy statement to the National Legislative Assembly on September 12, 2014 regarding 11 policies. The Sea Fisheries policy is the second policy in maintaining the state's security and foreign affairs. While an emergency policy to establish sea security, as part of the nation's security, during 2015-2021 for the protection of national marine interests include:
   a. Human resources development, knowledge, and awareness of the sea's importance.
   b. The development of national marine interests by state organizations in law or in line with other relevant international obligations. The potential for public networks to support the operation of government agencies
2. **Plan**: derived from the National Security policy for protection of National Marine interests. A sea fisheries management plan has been established. The National Policy on Sea Fisheries 2015-2019 from the Department of Fisheries has a vision of sustainable fisheries, under good governance, by having complete control of the aquatic resources and environment that will result in anti-IUU fishing, increased economic returns and a better quality of life. In addition, Thailand’s Sea Fisheries management plan aims to:
   a. Reform Thailand's sea fisheries to provide a restricted access fishing system that will affect upon the level of fishing and correlate with the maximum, sustainable outcome.
   b. Prevent, restrict and eliminate IUU.
   c. Increase the benefits to all stakeholders while reducing the conflicts between the major stakeholders.
   d. Improve the marine environment.
   e. Strengthen sea fisheries under sustainable management.

3. **Program**: formation of a project and activities to solve the Thai sea fisheries issues are outlined in the table below:
<table>
<thead>
<tr>
<th>Problem</th>
<th>Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Decline of national resources</td>
<td>Increase of mangrove areas by 4,000 Rai by 2019. (1 Hectare = 6.25 Rai) Increase of coral reefs and sea grass area by 4 percent, under effective management, by 2019</td>
</tr>
<tr>
<td>2. Catching economically essential aquatic species</td>
<td>Reducing capture of small fish to 50 percent of the current level by technical measures such as net, mesh size expansion and temporary closures of fishing grounds, in some areas</td>
</tr>
</tbody>
</table>
| 3. Conflicts between local fishermen and commercial fishermen | - Changing fisheries zones into coastal fisheries areas based on scientific information and stakeholder consultation.  
- The establishment of a participatory fishing committee. |
| 4. Problem of fisheries labor and illegal fisheries (urgent problem) | National Action Plan on Prevention, Restriction and Elimination of Illegal Fishing that has a lack of reporting and is uncontrolled during 2015-2019 |
| 5. Lack of expertise in sea fisheries and organization particularly for fisheries | - Improving the potential of provincial district fisheries officers in terms of the fisheries.  
- Establish a new division responsible for management of marine resources, authorization of licensing and allocation of fishing areas, etc. |
| 6. Lack of useful information | Improve the data collection and publish it. Publication of information provides for easier implementation. Support the monitoring process of the sea fisheries management plan, such as by developing the collection and linking of fisheries statistics. |

The key to Thailand’s sea fisheries issues, regarding policy, is in the process of policy implementation. It will be interesting to see what the results of implementation will be. Will they meet the set goals? So the compelling issue now will be the range of policies for identifying the mistakes and making improvements and corrections to deliver sustainable sea fisheries.
A. CONCLUSION

The new plan for Thai Sea fisheries started from the first National Economic Development Plan (1961-1966) onwards and resulted in the continuous development of the potential of Thailand’s sea fisheries. Thus, seafood has become a source of national food security. In the economic aspect: Thailand is one of the world’s top seafood exporters, with a high annual value, constant growth of industrial fisheries, and increasing levels of employment. In contrast, Thailand’s sea fisheries are facing many issues such as; the deterioration of natural resources, overfishing of aquatic species, conflicts between local and commercial fisheries, labor problems and IUU, lack of expertise in managing sea fisheries. This has resulted in having no specialist organization to support sea fisheries and a lack of useful information; however, the government has addressed the sea fisheries issue’s with a policy they hope will provide sustainable marine fisheries.

REFERENCES


THE SIGNIFICANCE OF PHILANTHROPY ON THE INCAPACITATED MINORITY

Aivie Pearl V. Balasan
Nachelle Therese V. Baylon
Kimberly D. Degala
Nordeline E. Elardo
Hannah Mica P. Gonzales
Rocel Ann B. Magusara
Novi Mari F. Noble
Shane Hillary J. See

Students, Bachelor of Arts in Political Science

West Visayas State University, La Paz, Iloilo City, Philippines

ABSTRACT

For a long time, Filipinos with disabilities have suffered from inequity. In the case of Iloilo City’s PWDs, they continue to suffer double marginalization; not only needing to deal with disablement complications but also the consequences of poverty. Their economic, social, and political rights have been alarmingly neglected. Despite the passage of Republic Act 7277 or the Magna Carta for people with disabilities in 1991, which guarantees their right to primary and auxiliary services, there are still significant impediments: the stigma surrounding a disability and society’s lack of empathy. These individuals often face an isolated life that is segregated and debased.

In spite of their predicament, Ilonggo PWDs were able to find sanctuary and obtain métier through the collective workforce of non-profit organizations like the Association of Disabled Persons-Iloilo, Inc. In addition to bringing convenience and creating opportunities for the aforementioned community, these types of institutions are also aiding the government in policy making processes in terms of electing someone capable enough to represent the PWDs in addressing their concerns. Aside from being provided sustentation advantages, the lives of handicapped Ilonggos have remarkably improved due to the establishment of a philanthropic group that is specifically geared towards protecting and upholding their rights. Furthermore, The Department of Labor and Employment may have granted means of livelihood specifically for PWDs, but such laws are hardly implemented and the allotted governmental budget for disablement services is inadequate.
The researchers conducted an interview with the members and staff of the ADP-I, Inc. using a methodology that is qualitative in nature. The procedures and methods of analysis from two research orientations were used: case study and social development approach. The results showed how in a complex and challenging society, non-profit organizations are established with the aim of providing public services to communities in order to be an intermediary between citizens and authorities.

Key Words: Persons with disability, marginalization, Philippines

A. INTRODUCTION

Robert Hensel, a Guinness World Records holder born with the disorder Spina bifida once said:

“No disability or dictionary out there is capable of clearly defining who we are as a person. It's only when we step out of that labeled box that our abilities begin to be fully recognized; giving us a better meaning of who we truly are as individuals.”

Disability is an ever present concern in developing countries like the Philippines. The United Nations Development Program estimates that 80 percent of persons with disabilities live in developing countries. The World Bank estimates that 20 percent of the world's poorest people have some kind of disability. In the Millennium Development Goals (MDGs), the need to understand the link between disability and poverty is recognized.

Filipinos with disabilities are the most vulnerable minority in their own country. Their economic, social, and political rights have not been properly recognized and their access to educational opportunities and government services has been insufficient. Studies that examine the conditions of PWDs are likewise very limited, with statistics being very rare. In fact, the recorded figure of persons with disability (PWD) in the 2000 CPH was 935,551 persons, which was 1.23 percent of the
household population. This shows that sixteen (16) out of a thousand Filipinos most likely experienced the above mentioned biased treatments due to their disability.

Despite the passage of Republic Act 7277 or the Magna Carta for people with disabilities in 1991, which guarantees their right to employment, health, education, and auxiliary services, there are still significant barriers that keep them from fully participating in society, including the stigma surrounding a disability and society’s poor understanding of the abilities and aspirations of the disabled people. Often, they face a life that is segregated and debased, and many live in isolation and insecurity.

Inspired by the outcome of the Second National Congress for the Disabled Persons, which took place in Bago City on July 26-28, 1990; Louie Arches Posa, Mario Abaygar, Henry Orleans, all with physically impairments, went into work right away together with the active support of the Regional Council for the Welfare of Disabled Persons (RCWDP) Region VI and the Special Education staff. They organized the First Consultative Meeting of the Disabled Persons in Iloilo City on September 2, 1990. The consultative meeting was participated in by people with cross section of disability; the orthopedically handicapped, the visually and hearing impaired. Driven by their desire to be organized as a potent group and to have a vehicle in which they can translate their aspirations into reality, the participants to the consultative meeting organized the Association of Disabled Persons-Iloilo, Inc. (ADP-I).

As part of organization’s annual activities, included therein the Community Based Rehabilitation (CBR) Program of Iloilo Province. Community Based Rehabilitation (CBR) is a strategy within community development for the rehabilitation, equalization of opportunities and social integration of all people with disabilities. CBR is implemented through the
combined efforts of disabled people themselves, their families and communities, and appropriate health, education, vocational and social services. CBR program is five (5) years contract from 2008, funded by Christian Blind Mission (CBM). As their Vision: In the Philippines, disabled people have full citizenship and Mission: Through collective action, influencing and enabling Municipalities and Community stakeholders to adopt CBR as the strategy for gaining full citizenship for disabled people.

B. RESEARCH OBJECTIVES

1. To comprehend the respective roles of the government and non-governmental organizations in creating opportunities accessible for the persons with disabilities and in upholding their rights as PWDs.

2. To ascertain the effects of the programs implemented by the Association for Disabled Persons-Iloilo Inc., in the social development of persons with disabilities in Iloilo City, Philippines.

3. To make the CBR program and SSCWD project known and understood by the Iloilo community, the local government unit, line agencies of the government, and the business sector.

C. SIGNIFICANCE OF THE STUDY

This study will be beneficial to the following:

Disabled People. This study will raise awareness among disabled persons regarding the existence of such organization that could help them, not only to better their lives in terms of giving them opportunities to enhance their personal skills that could be used as a means of subsistence, but could also help them enrich their self-determination.
Organization. The Association for the Disabled Persons-Iloilo, Inc. shall be recognized for its life-changing programs for disabled persons in Iloilo. They will be encouraged to develop and expand their organization to reach out more to those in need and to inspire more humanitarian organizations similar to ADP-I, Inc.

The Government. This study will give emphasis on the efforts of the non-governmental organizations in addressing the needs of persons with disabilities which will motivate the government in enacting more laws and programs that are beneficial to PWDs and for the government to encourage and recognize the existing organizations of the sort for their philanthropic works. The Researchers. The researchers will be made aware of the needs and physical challenges of the persons with disabilities that the government failed to address and the rights of PWDs that were not fully realized.

D. THEORETICAL FRAMEWORK

1. Social Development Theory

The study was analyzed based on the Social Development Theory of Levy Vygotsky. The theory emphasized the nature of man as a social being. It was interpreted as, it is in man’s makeup and nature to be with others, to interact with others to be able to survive and thrive; and need to connect and interact with others in a social setting. This nature of him is what leads him to seek a sense of belonging, and partake of society. As in this study, both the organization and persons with disabilities can mutually benefit from each other where the organization coexists with the PWDs. This theory will be affiliated to the study about the effects and benefits provided by the organization to the PWDs living an isolated and debased life.
E. METHODOLOGY

1. Participants:
The subjects of this study were 15 of the selected members of the Association for Disabled Persons-Iloilo Inc.

2. Materials:
A questionnaire is constructed to gather necessary information for the study. The questionnaire is accompanied with a personal data sheet.

3. Procedure:
After incorporating all the suggested questions or input for the questionnaire, the questionnaires were distributed to the respondents and then they were interviewed by the researchers. After the questionnaire was retrieved from the respondents, the data gathered was analyzed and interpreted.

F. DISCUSSION

As an organization that aims to integrate PWDs into mainstream of society, Association of Disabled Person-Iloilo, Inc. takes on an imperative role in the lives of PWDs in the city of Iloilo. Every member of ADP-I, Inc. has its own story that greatly affects to the overall quality of their lives. PWDs encountered great problems before they became a member of the association. They shoulder the difficulties of livelihood and individuality that slowed down their adjustment and assimilation into society.

With the aid of ADP-I Inc., the collective efforts of the staff and their unwavering faith, Ilonggo PWDs have successfully dealt with the struggle brought by being a PWD. The association is also involved in the country’s policy making process by voting and supporting bills that protect the
persons with disabilities. Furthermore, the association creates new opportunities for them by making and exporting prosthetic legs and arms, and armchairs that help them to become more productive and grow as a person. In addition, the association assists the government by abridging efforts in protecting and providing for PWDs and contributes impacts and effects in the lives of disabled Ilonggos. And today, they have already adjusted, have an improved life compared before and they recognized the Association of Disabled Person Iloilo Inc. as an effective tool in addressing their right as PWDs.

As a researcher of this study, we found out that in an overly complex and challenging society, non-profit organizations are created with the goal of giving voice to silent communities and work as a mediator between citizens and authorities. The presence of Community Based Rehabilitation CBR Program of Iloilo Province is the backbone for support, and equalization of opportunities and social integrations of all people with disabilities within Iloilo City.

Lastly, the study further contributed to the growing concern and knowledge of the researchers regarding a disabled person’s experiences and insights.

G. CONCLUSION

1. The participants encountered a myriad of problems as a PWD before they became a member of the association.

2. The difficulties of livelihood and individuality that were shouldered as a PWD have greatly affected the overall quality of their lives as it slowed down their adjustment and assimilation into society.
3. The participants have come to terms with the struggles brought by being a PWD through the presence of ADP-I, Inc., its industrious staff, and most importantly their faith in God.

4. This association helps PWDs in their employment where you will be empowered personally as a person. And they also are participating in policy making process in the country by voting and supporting bills that protects persons with disabilities.

5. The association also assists the government by further expanding their efforts in protecting and providing for PWDs.

6. In conclusion, the researchers have found out that Association of Disabled Persons Iloilo Inc. has an effect in the quality of life of the PWDs. Nonetheless, the participants were so happy engaging and joining in this association. PWDs have managed the problems they encountered through the collective effort of the staffs of the association. They have already adjusted and now have an improved life compared before. Moreover, the participants recognized the Association of Disabled Person Iloilo Inc. to be an effective tool in addressing their right as PWDs.

7. The results show how in an overly complex and challenging society, non-profit organizations are established with the aim of providing a voice to silenced communities and act as an intermediary between citizens and authorities.

H. RECOMMENDATIONS

1. For future researchers, as mentioned in the study, disability is still a prevailing issue that continues to be undermined despite the alarming negligence received by the disabled community. It is advisable for each one to fully understand the issue by doing intensive research and seek progress where reform is unsustainable.
2. For society in general in the Philippines, let us not be divided by our differences whether it be physically or mentally. One doesn’t need to be handicapped in order for them to take an interest in learning more about the issue itself and possibly contribute to a long-term betterment for every Filipino PWD. It is high time to create a safe space for the marginalized where they are no longer silenced by their disability.

REFERENCES


Caroline Paskarina;
Department of Political Science, Faculty of Social and Political Science, Universitas Padjadjaran. e-mail: caroline.paskarina@unpad.ac.id

Rina Hermawati;
Department of Political Science, Faculty of Social and Political Science, Universitas Padjadjaran. e-mail: caroline.paskarina@unpad.ac.id

Deasy Yunita;
Department of Sociology, Faculty of Social and Political Science, Universitas Padjadjaran. e-mail: dey.radsya@gmail.com

ABSTRACT
Concurrent local elections is a political event for public to determine the leader for the next 5 years. The political struggle has become more dynamic when the issue of corruption have contributed as a variable that affect the map of power relations. This paper reveals how power relations shifted as a strong candidate for mayor who is the incumbent detained by the national Commission for Corruption Eradication. Detention of the incumbent candidate became a political tsunami that shook the candidate’s confidence to win the election, but it transformed into a blessing in disguise because its open more freely competition for the other candidates. To analyze this phenomenon, this paper uses the theory of structuration in understanding the pattern of power relations not only limits the way actors behave, but also enable actors to make changes to the structure of power through the interpretation of norms and institutions in the local elections. By taking the case of Cimahi mayor elections in 2017, this paper collects data through interviews and shadowing method to obtain indepth data about how the remaking of the incumbent advantage carried through the strategy of ‘blusukan’, conducted by the candidate of deputy mayor to retain the vote from the loyalists. Through this strategy, the image of incumbent is recreated by reconstructing the memory of voters about the accomplishments achieved through programs that have been implemented during the incumbent’s administration, and even reinforce patronage relationships with the beneficiaries of these programs. Incumbency advantages remain present eventhough the figure does not show up during the campaign. This paper wants to show that the political actors at the local level have the capability to respond to the
insertion of corruption issue in the election, which then form a new power arena that in fact tends to ignores the occurrence of corruption and remain oriented towards victory in the election. It strengthening the assumption of separateness between election and improved governance, as well as a contribution to theorising incumbency advantage; that is revealing clientelistic network beneath formal structure of political parties.

Keywords: local election, power relations, structuration, incumbency

A. INTRODUCTION

This paper wants to uncover the strategy used by incumbent candidates to maintain support from voters after being declared as suspect in a corruption case. The strategy is based on clientelism as political machine used to mobilized support by reframing the incumbent as victim of corruption conspiration. Study on the relation between corruption and clientelism generally places them in a causal relationship, where the resources to maintain a clientelist network stem from corrupt practices, and conversely, vote’s buying practices in clientelist relationships have led to widespread corruption in maintaining such transactional practices (Kitschelt & Wilkinson, 2007). Among a number of factors suspected to be the cause of perpetuation of corruption and clientelism, one of them is weak institutional design, which among others is characterized by the integration of a bad political system, strong ethnic cleavage, and weak economic performance (Keefer, 2005, Muno, 2010).

On the other hand, there are studies that try to understand clientelism not as a cause or a result of corruption. Fukuyama (2012), said that clientelism is different from corruption. According to him, there is a reciprocal relationship between politicians and voters as another form of accountability, in which politicians must give something to their voters. Fukuyama’s assumption is based on a perspective that understands clientelism as an informal political form that is more influential in
determining political institutions, especially through various traditions that have lasted for a long time.

In the study of vote’s buying and reciprocity, Finan and Schechter (2011) mentioned the linkage of money politics to the identification of political parties. Both research findings indicate that political parties target their own supporters as the target of money politicians, on the contrary, voters who have no affinity with parties who receive fewer political offerings of money. This study indicates that money politics is an instrument to maintain a clientelism network between the party and its supporters.

Clientelism is a term that describes the distribution of benefits selectively to certain individuals or groups in return for political support (Katz & Crotty, 2014). Clientelism is a pattern of personal relationships that describe the networks used by candidates to distribute resources to voters. This form of network can be a team of volunteers, successful teams, and other support teams. In essence, this network serves as a "vehicle" to distribute resources to voters at the grassroots (Aspinall & Sukmajati, 2015).

The above studies illustrate the work of clientelism networks in the context of the distribution of resources acquired through corrupt practices. The studies do not reveal whether the clientelist network is still working when candidates or political parties are caught in the handling of corruption law cases. Throughout the period 2010-2015, Indonesia Corruption Watch (ICW) recorded as many as 183 regional heads, either at the provincial or district / municipality level being suspected involved in corruption (Indonesia Corruption Watch, 2015). The involvement of regional heads in corruption cases continues in 2016. Throughout 2016, the Corruption Eradication Commission or Komisi Pemberantasan Korupsi (KPK) investigates 11 corruption cases involving regional heads.
These cases have different actor and pattern spreads, including bribery cases, procurement of goods and services, and budgetary discussions. In the election of local executive heads as of 2017, as many as 12 candidates for regional heads who contested in 11 districts were listed as having kinship ties with convicted corruption cases who were serving their detention. Nevertheless, the candidates of regional heads still follow the stages of the implementation of elections because the determination of candidate pairs can not be canceled, except for candidates who already have a permanent legal status.

The suspected political corrupted candidate in the elections make political competition more dynamic. The case of corruption has shaken the legitimacy base of the candidates who are primarily built on dynastic politics and control of resources centrally in the nearest power environment. When the candidates are captured by the KPK, not only are the advantages of the incumbent that getting weaker, it is also affecting the resources of political support both in elite and grass root levels. On the other hand, the prohibition to withdraw from the electoral arena leads to dilemmatic position of political parties supporting incumbent candidates who are exposed to corruption cases.

Although the studies of clientelism have grown rapidly, there is still no comprehensive understanding of how clientelism as a political machine works in distributing resources during the campaign period. Most studies of clientelism focus primarily on vote buying practices as a strategy to change voting choices by giving some money in return (Stokes, 2005). In other studies, the political machine also works by using other strategies, such as activating its passive constituents through turnout buying, by giving rewards for people who come to polling stations during voting (Nichter, 2008).
A number of other researches on clientelism (Scott, 1969, Auyero, 1999, and Levitsky, 2003) also reveal various forms of clientelism that include sustained relationships in which exchange of support and rewards exists. In this paper, clientelism is assumed to work by following certain individual and contextual factors. The political machine focuses on political preferences and the tendency to vote, which will determine how resources are distributed during the election period (Gans-Morse, et.al., 2010). By understanding clientelism as a political machine, it can be disclosed various strategies used to distribute resources to obtain political support.

B. RESEARCH OBJECTIVES

The cases analyzed in this study is the 2017 election of Cimahi Mayor, which was held on February, 15th. The election is won by Ajay Priatna and Ngatiyana, a pair candidates from coalition of Indonesian Democratic Party of Struggle or Partai Demokrasi Indonesia Perjuangan (PDIP), United Development Party or Partai Persatuan Pembangunan (PPP), National Awakening Party or Partai Kebangkitan Bangsa (PKB), and National Mandate Party or Partai Amanat Nasional (PAN). Meanwhile, incumbent pair, Atty Suharti Tochija and Achmad Zulkarnaen’s vote result is at the bottom. The On-site Arrest Operation or Operasi Tangkap Tangan (OTT) held by the national Corruption Eradication Commission (KPK) on Atty Suharti and her husband, former Cimahi Mayor of the previous period, changed the political map of Cimahi. Great opportunities for incumbent to win the election changed drastically, but the vote count results indicate that the pair is still able to achieve 29.04% of the vote, just adrift of 11.51% with the number of votes won by Ajay and Ngatiyana. Atty and Azul are still able to surpass the winning couple in 1 urban village, and reach the second position in 5 other villages,
defeating pair candidate number 2, Asep Hadad and Irma Indriyani. The data is the underlying reason why this research focuses on the question of why candidates for local heads who are indicted for corruption still gain significant support?

C. SIGNIFICANCE OF THE STUDY

Unlike the others, this study attempts to elaborate the reason underlying the vote for incumbent candidate who is suspected for corruption cases. This paper assumes that the vote gained by the incumbent candidate suspected in corruption case is due to the work of party clientelism networks to mobilize support. The public still voted for the party because of a deeper identification of the party than the figure. The shift from identification of figures to party identification does not signify the strengthening of the party's role in candidate candidate, but a strategy to overcome the weakness of the incumbent advantage as a result of the corruption case it faces.

D. CONCEPTUAL FRAMEWORK

This paper is a study of candidacy processes analyzed from the power relations that take place between political actors, both individuals and political parties. To express this power relation, the conceptual framework is constructed by combining structural and actor approaches, assuming that power relations are the product of the interaction between the political structure and the network of influential political actors. According to Giddens (1984), what is meant by "structure" is the "rules and resources" used in the production and reproduction of the system. The "actor or agency" is the individual. In this theory, structure and agency are not seen as two separate things, but must be viewed as duality, two sides of the same coin. The relationship between the two is dialectical, in
the sense that the structure and agency interact and it goes on and on, non-stop.

The structure affects the agency in two senses: enabling and constraining. In the Giddens sense, the agency can leave the structure, it is not always subject to structure. He can look for opportunities and possibilities to get out of the rules and regulations. This situation is called dialectic of control. Agencies can resist structures in the form of control: "Giddens, 1984). So in the theory of structure that is the center of attention not the structure, nor the agency, but what Giddens calls "social practices", that is how humans go about their daily lives, whether in relation to their child-wife / husband, friend, or With bureaucrats, bank servants, and others (Giddens, 1984).

Using the theory of structure, the process of candidacy is assumed to be the arena in which the actors are interdependent. In a more operational sense, it is understandable that actors will not be able to achieve their goals without using the resources of other actors. This mechanism of interdependence goes through the exchange of resources between actors (Rhodes & Marsh, 1992; Rhodes, 1997). Then, the interaction and mechanisms of the exchange of resources within the network will occur repeatedly and continuously over long periods of everyday life (Rhodes, 1997; Rhodes & Marsh, 1992; Klijn & Koppenjan, 2000).

The repetitiveness and continuity of the processes will then gradually emerge a rule that governs their behavior in the network, from the lowest level of binding to the stronger. Thus, the building up and acceptance of rules by network actors can only proceed through a continuous process of negotiation, without any centrum of power imposing it (Klijn & Koppenjan, 2000).
The distribution of resources between the network actors and the rules of the network will gradually change the interaction patterns of network actors. The interdependence between actors is increasing and resulting in an interlocking relationship. At the same time, however, the rules and patterns of resource distribution can only be confirmed and altered through the interactions and processes of negotiation between actors of the network itself (Jones, *et al.*, 1997).

In a network, the positions of actors and strategic actions in the game will determine patterns of relationships within the network. The operation of the network is not in an empty space, but there is already a structure with certain norms that limit its freedom in determining the action. At the time of initiating the network, the actors operate through games, in a series of existing norms and in the patterns of the distribution of established resources (Klijn & Teisman, 1999).

With a range of constitutive interactions, network mechanisms also have the opportunity to manage collective action managing resources, while transforming and steering patterns in network structuring. Because network structures are built through voluntary interactions of autonomous actors, the structures they construct are open-ended processes, never completed, even tend to fluctuate. The stability of a network structure is determined by its interdependence rate, through a relatively fixed and irreversible mechanism of exchange of resources in the network structure (Jones, *et al.*, 1997). Consequently, the relationships established between the network structure and the actors of the network are constitutive. The behavior and preference of the strategies the principals take is not entirely determined by the structure of the network, because at the same time the network structure can only be formed through the ongoing negotiations between the network actors. This constitutive model
of constitutive structure and agency is known as the duality of structure (Giddens, 1984).

Structural theory centers on the way actors produce and reproduce social structures through their own actions. Regular human activities are not manifested by individual actors, but are constantly created and repeated by them through the way they express themselves as actors. Thus, in and through activity, actors reproduce a number of conditions that allow such activities.

To illustrate why incumbent candidate who is being suspect for corruption cases are still gain vote, this paper assumes that the clientelism network established through the party structure works by changing the primacy of the initially figure-oriented toward the formation of party-ID. Corruption cases that weaken the incumbent image serve as a momentum to ‘grow’ client loyalty to political parties. In political patronage, the relationships of patrons and clients are more dualistic and more reflective of an asymmetric reciprocal political exchange. A relationship characterized by the provision of economic and political resources of patrons who usually have personal powers and the loyalty and political support of the beneficiaries. This pattern of political exchange is known as a form of clientelism in the political sphere. Political clientelism, in its simplest terms, is described as the distribution of selected gains to clearly identified individuals or groups that will be exchanged for political support from the recipients (Hopkin, 2006). This general definition contains a wide and varied interpretation because any form of political exchange can enter into this concept. Hopkin (2006) further elaborates the general characteristic of clientelist relations patterns as a personalized and usually characterized form of exchange with a number of obligations and even unequal power relationships between the parties involved. This pattern of relations is characterized by activities in which patrons provide resources
to clients in the form of access to basic facilities, so as to establish a reciprocal relationship pattern with the client through activities that reflect the loyalty of the client. In exchange relations, both parties are involved in the provision of goods and services and sharing mutually beneficial benefits in relatively voluntary conditions so that clientelist acts cannot be found in the total authoritarian political system or models of bondage and relationship relationships. Patron exchanges resources (work and protection) with the client’s voice, support, and loyalty. However, the pattern of relationships is not equivalent because the patron has various resources while the client transforms the relationship pattern into a vertical pattern, which then requires superiority and superiority to each other in the relationship (Erawan, 2008).

The practice of clientelism is primarily found in political settings where resource availability tends to be limited and controlled by a group of elites, so that people are willing to trade their voting rights with the various facilities they need to meet their needs (Manzetti and Wilson, 2007). In relation to political parties, a number of studies have found that a broadly organized network of clientelism contributes to winning candidates for political leaders. Medina and Stokes (2002), describes how an incumbent who successfully monopolizes the mastery of political and economic resources tends to be better able to maintain his position of power. Similarly Wantchekon (2003) found that incumbent campaigning through clientelism networks were viewed as more credible than those who campaigned publicly. The effectiveness of clientelism networks is stronger when most societies are in a state of poverty, so direct exchange between politicians and voters is an alternative in meeting the needs of society (Brusco, et.al., 2004; Stokes, 2005; Kitschelt, 2000). Another study linked clientelism to the weakness of government institutions (Shefter, 1977). Clientellism replaces the roles of government institutions
in the distribution of resources, and thus generates rent seeking behavior from clients to gain greater benefits from weak government institutions.

E. METHODOLOGY

This study uses a qualitative approach with the aim of exploring deeply about power relations among political actors in clientelistic network. By focusing on these power relations, the study is expected to reveal the power networks working behind the reconstruction of incumbent image and transforming figure-oriented loyalty into party-ID.

To describe the workings of the power network, the study will attempt to collect primary data through in-depth interviews with key informants, including the incumbent success team and the party supporters of the incumbent party. This in-depth interview is intended to gather information on the reasons behind the changing strategy of campaign after the corruption case, how the success team perceive the case and how they deconstruct the ‘political tsunami’ into ‘blessing in disguise’ to strengthen party-ID. In addition to in-depth interviews, data are also collected through observation through the participation of researchers in party meetings or successful teams to obtain a visual impression of interactor processes and interactions in key moments of candidate determination. Observation is also at once an instrument of data triangulation so that the validity of the data obtained from interviews can be tested.

F. FINDINGS

After the corruption case has occurred in the incumbent team, the most perceived impact of this faction is the declining capacity of logistics as a source of campaign financing. Moreover, the on-site Arrest Operation
held by KPK directly captures the two central figures who become the logistics and political legitimacy sources, so that automatic communication lines to both are hampered. This decline in logistics capacity is then what the success team calls a 'political tsunami', because it has a significant impact on the smoothness of the campaign process. In addition to logistical support that dropped dramatically, the arrest of Atty Suharti impacts into her detention and she is unable to go down the campaign. Achmad Zulkarnain as candidate for vice mayor had to step down on his own during this campaign period. The party continues to provide support to candidate pair despite being hit by the on-site arrest operation by KPK. This is a consequence of the support of political parties as well as the provisions of the Election Law which prohibit candidates to resign. The Joint Success Team acknowledges that there has been a significant decline in Atty's popularity, so there needs to be a change of campaign strategy so that Atty-Azul couples can get votes and even win elections.

This situation change then encourages the combined team to redefine the winning strategy. The successful team that initially emphasized the winning strategy on the incumbent excellence, that is, from the performance performance during the previous period, can not use this strategy anymore because the corruption case that Atty is now facing can not be separated from the previous government. Campaigning by raising performance issues is considered to have a negative impact on the elektabilitas pair Atty Suharti and Achmad Zulkarnain.

In an interview with the Coordinator of the Joint Party Combined Strategy Team, the party coordination meeting then agreed on a change of campaign strategy by positioning Atty as a 'victim' of a corruption case perpetrated by her husband. This strategy is actually risky because it justifies public allegations during this time that Atty only become 'puppets' from Itoc Tochija who actually became the 'brains' of government in the
Cimahi City. Nevertheless, the strategy of making Atty a 'victim' of the corruption case is still used in campaigning to gain public sympathy, especially from women voters and PKK organizations at the community level who have been sympathizers for Atty Suharti.

By carrying out the strategy, the joint team reshaped the meaning of corruption cases that ensnare the incumbent, so that the incumbent figure can still be imaged as an 'innocent' person. This image is important to maintain for successful teams to retain the loyalty of Atty sympathizers, including by reminding sympathizers of the good things Atty has done for the citizens of Cimahi City. With this strategy, successful teams try to shape the counter-meaning of corruption issues that trap the incumbent.

The new meaning was socialized to the community during the visits made by Achmad Zulkarnaen to every community governance units or Rukun Warga (RW) cluster. During the visit, in addition to socializing himself, Achmad Zulkarnaen also established a dialogue with the community to explain the issue of corruption from the perspective developed by the successful team. In fact, not infrequently in several occasions campaigning among mothers pengajian, also held a joint prayer for the settlement of corruption cases experienced by Atty. Since being hit by on-site arrest operation by KPK, it can not be denied that logistic support for Atty and Azul couples decreased dramatically. The greatest impact was felt by the grass root success team as the financing for the blasting campaign activities declined, whereas the importance of mobilizing the post-Cessation voice of the on-site arrest operation became increasingly important. For nearly a week since the on-site arrest operation case, the successful teams did not dare to come down campaigning to the community in shame, even though the campaign period was open only about a month ahead of the vote. Losing a week, making the joint team successful should immediately change its campaign
strategy by distracting voters to Achmad Zulkarnain. By bringing this figure up, the party’s strategy shifts from the emphasis on the superiority of incumbent figures to raising cadre loyalty by utilizing the mass-based party network. However, it is not easy to gain support for Achmad Zulkarnain though from Atty Suharti loyalists. This suggests that although the party elite has been coalitioned, it is not always automatically followed at the mass level. The biggest challenge of this strategy change is to consolidate support from loyalist networks at the mass level, who have high militancy to support their patrons whatever happens.

Attempts to maintain a loyalist network at the mass level are conducted by a joint team of success by communicating more deeply with networks at the mass level. In this consolidation process-as termed by the joint-team success, the team will go to the community in each RW and offer programs proposed by the incumbent candidate pairs. Furthermore, the team succeeded in recording the identity and contact numbers of the people they visited. This data is an ingredient for continuing ongoing communication in order to maintain the support of citizens. During these visits, both the team and the candidate made a personal approach by reminding them of what the incumbent had given him during his reign. In this process, the loyalty of the client is re-established through the memory of the gift received during the incumbent administration.

In addition to relying on the positive image of Achmad Zulkarnain, the success team also mobilized party cadres and community networks, such as community women organization or PKK cadres, Integrated Service Post cadres (Pos Yandu), and Women March for Itoc’s Supporter or Barisan Perempuan Pendukung Itoc (BPPI), at mass level to conduct direct selling campaign. This model campaign is conducted in order to reach the wider RT / RW area, which can not be reached simply by relying on official campaign schedules. This direct selling campaign begins with
the delivery of personal programs to the citizens, followed by communication through Short Message Service (SMS) on a regular basis so that residents still vote to the couple Atty and Achmad Zulkarnain. The campaign messages delivered through the network of cadres and the community are not only concerned with the program and the success of the incumbent during his reign, but also about the corruption cases that befell the incumbent. As part of the effort to rebuild trust in incumbent, the image of the incumbent was rebuilt as a 'victim' of the corrupt behavior perpetrated by her husband. In addition to rebuilding incumbent image as a 'victim', the network of cadres and communities is also an institution for channeling campaign fund flows. By involving cadre and community networks in direct campaign methods to the community, there is a strong reason to channel funds to brokers and clients at the mass level. Although funds are still one of the resources to maintain support, but by making these funds an incentive for cadres or communities that assist the campaign, the successful team also seeks to build party-IDs. This effort is made to dampen the possibility of transferring votes to other candidate pairs, including anticipating the offer of money politics to win votes (Muhtadi, 2013).

The strategy of new meaning of corruption combined with the work of network of clientelism at the grassroots level proved to make Atty and Achmad Zulkarnain able to gain voice support beyond the other couples in 5 urban villages from 15 urban villages in Cimahi, Cipageran and Pasirkaliki (North Cimahi District), Baros Village (Central Cimahi District), and Cibeber and Melong Villages (South Cimahi District). The five urban villages are the areas surrounding the central government or Cimahi Municipal Government Office.
D. CONCLUSION/IMPLICATION

The research findings indicate that the patronage network still works as a political machine, so that candidates who have been exposed to corruption cases still still get a lot of votes. However, the operation of this patronage network is not optimal because the support of resources, especially the money, has dropped dramatically as a result of corruption cases affecting incumbent. When funding support declines, personal ties actually strengthen as the party through a joint team of successful attempts to rebuild party-IDs. This effort becomes an alternative when the advantage of incumbent is no longer reliable as a voice mobilization engine. Interestingly, the effort to build the party-ID is done by utilizing a network of patronage built by incumbent figures. This suggests that in this context, the formation of party-IDs is not part of institutionalization of the party, but rather a party strategy to maintain a clientelist relation of power. It strengthening the assumption of separation between election and improved governance, as well as a contribution to theorising governance as a political activity; That is about coordination and decision-making in the context of a plurality of views and interests.

E. RECOMMENDATION

Our findings also naturally help us to better understand the relationship between clientelism and corruption, and the impact of those two toward incumbency advantage in local election. Our findings depart from the majority of recent published work that finds evidence of an incumbency disadvantage after the candidate is involved with corruption case. The Cimahi mayor election case appears to be more typical of incumbency remaking advantage by recalling the beneficiaries of previous policy to support the vice candidates in local elections. This strategy cannot be reduced to any systematically observable candidate
characteristics, and need further research to identify clientelistic network beneath formal structure of political parties.

REFERENCES


GOVERNANCE OF THE ENTREPRENEURIAL-COOPERATION RESIDENCES

Sukarno Hardjosoewito\textsuperscript{1)} Ayun Maduwinarti\textsuperscript{2)}, Suroso\textsuperscript{3)}, Rachmawati Novaria\textsuperscript{4)}, Ign Anom Maruta\textsuperscript{5)}

\textsuperscript{1)}Faculty of Social dan Political Science, Universiy of 17 Agustus 1945 Surabaya
email: sukarno_hs@yahoo.com

\textsuperscript{2)}Faculty of Social dan Political Science, Universiy of 17 Agustus 1945 Surabaya
email: ayunmaduwinarti@yahoo.com

\textsuperscript{3)}Faculty of Psicology, Universiy of 17 Agustus 1945 Surabaya
email: sosok_06@yahoo.com

\textsuperscript{4)}Faculty of Social dan Political Science, Universiy of 17 Agustus 1945 Surabaya
email: nova@untag-sby.ac.id

\textsuperscript{5)}Faculty of Social dan Political Science, Universiy of 17 Agustus 1945 Surabaya
email: anommaruta@untag-sby.ac.id

ABSTRACT

Surabaya City Government works hard to keep residents who work as the micro and medium enterprises (SMEs), to 'economic hero' in the city. Their products (goods or services) must have equivalent quality product businesses in the Asean level. Their products must be able to become the market supply ASEAN Economic Community (AEC). On the other hand they (businesses) are required in order to become entrepreneurs-cooperative spirit. Entrepreneurs who own behavior in accordance with the philosophy of Pancasila. Entrepreneurs who are dedicated to the nation and the country and not for personal gain. Entrepreneurs that promotes the common interest (social). Sukarno et al. (2016) found that most businesses in Surabaya has a background as an urban (arrivals) illegal business. Their businesses are legal but illegal in place (not allocation). They have been nurtured by the city government. They receive education and training entrepreneurs-cooperative. They monitored the achievements and reputation as entrepreneurs-cooperative. This article discusses how the Surabaya city government's efforts to provide guidance to the perpetrators of micro and medium enterprises (SMEs) in order to later become an entrepreneur spirit of cooperation as well they are able to deliver the city of Surabaya as the city played an important role in AEC.

Keyword: city government governances entrepreneurs-cooperative
A. INTRODUCTION

Until the end of 2013 the number of micro, small, and medium enterprises (SMEs) in Indonesia stood at 57,895,721, up 2.41% from 56,534,592 in 2012. The Minister of Cooperatives and SMEs Syarifuddin Hasan hoped, in 2016, the number will swell to over 58 million (http://www.neraca.co.id/article/39432/koperasi-dan-umkm-dalam-angka). Meanwhile, in East Java, the number of Micro, Small and Medium Enterprises (SMEs), based on a survey conducted the Central Statistics Agency (BPS) of East Java Province until the end of 2012, reaching no less than 6.8 million MSMEs, composition, SMEs engaged in the agricultural sector amounted to 60.25 percent of the total number of business units 4,112,443 businesses and non-agricultural sector amounted to 39.75 per cent with the number of business units as much as 2,713,488 businesses (http://surabaya.tribunnews.com/2013/05/31/jumlah-umkm-di-jatim-mencapai-6,8-juta). In 2015 there are 2,640 SMEs that are members of the heroes of the economy (PE) Surabaya. This number has increased significantly from the previous year (2014), which is as much as 1,976 SMEs or by 74.85% (http://surabayapost.net/berita-sebanyak-2640-umkm-tergabung-di-pahlawan-ekonomi.html).

Sukarno et al (2016) found that among those (businesses / SMEs) have the status of urban (arrivals) illegal businesses (businesses place not intended. As many as 75% of them are foreigners, of which 45% came from the village, and 30% comes from the city, and only 15% comes from the city of Surabaya, and 10% of their commuter status (roundtrip from out of town to Surabaya round-trip). Surabaya city government has to provide guidance to the principals of the business. There are a classification of institutions (parties) giving guidance to them (including the businessmen who had illegality), namely: (i) the Department of Trade and
Industry, the city of Surabaya, (ii) the Department of Cooperatives and SMEs, (iii) Social Services, and (iv) Private /Individual.

B. RESEARCH OBJECTIVES

The long-term objective of this study is the declining poverty rate in urban areas, especially migrants. The medium-term objective of this study is to find out how the Surabaya municipal government efforts to tackle poverty due to urbanization. As for the short term this study wanted to know more about how the coaching to entrepreneurs since the illegal status of efforts to become an entrepreneur spirited cooperative and able to have the products (goods or services) qualified Asean market.

C. SIGNIFICANCE OF THE STUDY

Immigrants in big cities who work as entrepreneurs need to be fostered so that the ability of entrepreneurship is beneficial for the economy of the city. They continue to be nurtured so as to be capable as a professional entrepreneur. In order for their entrepreneurs in accordance with the personality of the Indonesian nation, the coaching is directed to entrepreneurial-cooperative. How the Surabaya municipal government manages the entrepreneurial-cooperative properly requires adequate study.

D. CONCEPTUAL FRAMEWORK

Countries with larger cities generally deal with problems associated with urbanization. "Then Ejaz Ghani (2007) says that in Pakistan is estimated that the urban population will increase of up to 130 million (about half to the total population) in 2030". Followed by the fact that "by 2030, about 61 percent of the world population is projected to live in the Cities; and this growth is expected to occur mainly in developing countries
Urbanization and the various consequences is the other side of the growth of the city. Government and society, so far, more focused on the effect of the population problem. In fact, the problem is the axis of urbanization earlier. (Mind folk, September 18, 2010 in Hardjosoewito, 2012).

Urban Invaders metropolitan cities bet the fate of the various productive activities despite only a short distance to sustain life as the findings of Rustinsyah (2013) in Sukarno et al (2016):

- the survival strategies of those families who (poor migrants) are living in Surabaya is: reducing food; clothes, health and housing; vegetable vendor; scavenger; guard labour, traditional masseuse; working as a manual labour and coffee and instant noodle seller.

On the other hand Luisito Bertinell and Eric Strobl in Urbanization, Urban Concentration and Economic Development (2007) tried to calculate economically on the growth of the urban in developing countries from 1960 to the 1990s, where there is significance between the business sector with income, meaning that the more economic value business, the higher the income. This means that business operators (in urban areas) a better chance of survival, but the State of Indonesia to the Cooperative as the pillar of the national economy which means that all practices should cooperative effort.

Hendar and Kusnandi (1990) states that entrepreneurship-cooperative is a positive mental attitude in trying to be cooperative, to take innovative initiatives and the courage to take risks and sticking to the principle of cooperative identity. People who do entrepreneurship-cooperative n called "wirakoperasi". The special feature is a must-have entrepreneurship-cooperative more appreciative attitude togetherness than on individual success and profit. A entrepreneurship-cooperative expected to be more motivated and be more creative work in togetherness. (Module-Based Enterprise Cooperative, 2013: 69).
Entrepreneurship-cooperative main task is to take innovative initiatives that means trying to find, discover and take advantage of opportunities of mutual interest. Entrepreneurship-cooperative must have the courage to take risks because the world is full of uncertainty. Entrepreneurship-cooperative have to accept things that sometimes do not fit between the expectations with the reality on the ground. (Module-Based Enterprise Cooperative, 2013: 39).

**E. METHODOLOGY**

In this study the selected type of research is the Research and Development (R & D) or often referred to as research and development, as a kind of research that the right to produce a model. Research and development of longitudinal (gradual and can multiyear). According Sugiyono (2007, 298) R & D methods have been widely used in the fields of Natural Science and Engineering, but can be used in the social sciences (psychology, sociology, education, management etc.). Data collection techniques are set as follows.: (i) the documentary studies, which examine the documents in the form of statistical data, the draft regulation / legislation / decree, reports, photographs, drawings, maps and spatial or urban planning (land use), (2) a structured interview to officials of the relevant institutions, coastal residents as a sample object, and the stakeholders, and (3) direct observation in the field with the object of prevention activities. Data were analyzed by qualitative descriptive method.

**F. CONCLUSION/IMPLICATION**

Commodity classifications contained in the work they perform, namely: (i) Crafts (20%); (ii) intake (15%); (iii) Snack (55%); and (iv) Drink Vitamins / Health (10%). Of which are built, they generally accumulate in
the Center of SME, Center of Culinary, Business Group, and Kampong Small Industry. Willingness to participate in education and training (training) is quite high (55%) even in businesses that have 5 or more years in the business, otherwise businesses are still two years or less are less interested (with a level of humility 50%). Then the businesses that have a high entrepreneurial knowledge (80%) lies in those who gathered in the center of the target offices. Judging from the area of origin, businesses that have a high motivation for entrepreneurship is a commuter status (shuttle), ie 65%. While the absorption of the material of the highest training participants (60%) achieved by the business comes from the center of the target agencies and generally they are seasoned received training and has been a member of the cooperative.

There are several factors that affect the willingness of business people participated in education and training of entrepreneurship-cooperative namely: (i) the enthusiasm to advance its business; (ii) want to share with other businesses as well as gain knowledge and skills through training. The factors that affect the achievement entrepreneurship-cooperative Training participants are: (i) follow the training experience before; and (ii) has been a member of the cooperative. There are also factors that influence the absorption Participant Training namely: (i) the duration of efforts in running the business, especially those who have gathered in the centers of assisted services Cooperatives and SMEs, and (ii) the habit of efforts in practice the principles entrepreneurship-cooperative and training is considered as a means of strengthening the habits of the business actors.

While based on the observation (torch) factors that affect the smoothness / permanence reputation entrepreneurship-cooperative businesses post follow the training of entrepreneurship-cooperative are: (i) those who have been accustomed to behave entrepreneur spirited
cooperative, (ii) try to strive to maintain the knowledge and attitudes gained from training in practice despite heavy efforts to integrate two different tendencies of 'catch-profit' and 'share of luck together'. This research is still in the resolution to track the development of Surabaya city government so that business people who already have the title of "Citizen entrepreneurship-cooperative Metropolitan City (Surabaya)", has been proven to have products or services that pass the competency test similar SME Asean standards of MEA and personality national (Indonesia). The businesses that have experienced the illegality was able to be prepared to become entrepreneurs fostered cooperative that can be relied upon by the city of Surabaya became ambassador in ASEAN economic market.

G. RECOMMENDATION

In order for the city government of Surabaya to manage the business actors as entrepreneurial-cooperative well need the following steps: (i) identify immigrant who have entrepreneurial abilities; (ii) collect and train into good entrepreneurial-cooperative; (iii) provide facilities in the form of adequate places; (iv) guiding them to have a good reputation as a entrepreneurial-cooperative; and (v) conduct competence test on their products (goods and services) of Asean quality periodically.

REFERENCES


Reardon, Thomas, Peter Timmer, Bart Minten. 2010. Supermarket Revolution in Asia and Emerging Development Strategies to Include Small Farmers. Edited by Prabhu Pingali, Bill and Melinda Gates Foundation, Seattle, WA, and approved October 12, 2010 (received for review March 10, 2010)

URBAN DEVELOPMENT POLICY IN A UNIVERSITY TOWN IN THE NORTHEAST REGION OF THAILAND

Chanajai Muenthaisong
Program of Public Administration, Faculty of Law and Politics.
RoiEtRajabhat University, Roi Et, THAILAND. E-mail: chanajaime@gmail.com

Napasporn Phimsawan
Program of Public Administration, Faculty of Law and Politics. Roi Et Rajabhat University, Roi Et, THAILAND.

ABSTRACT

The objective of this article is to study Thailand’s Post-Cold War foreign policy and its affect upon the urban development of a University town in the northeast of Thailand, which is connected to its nearby Indochina neighbors. To study the conditions that faced this northeastern university town after the Cold War, qualitative research, and data collection was conducted by in-depth interviews with eight selected people, during November 2016 to February 2017.

The research found that Post-Cold War foreign policy had affected upon the urban development of the northeastern University town. A number of Foreign policy strategies such as; 'Turn the battlefield into a market place', 'International Economic and Technical Assistance', 'Policy Cooperation for Economic Development in Mekong Countries' 'The Irrawaddy - Chao Phraya - Mekong River Economic Cooperation Strategy' were the conditions impacting upon the university town after the Cold War. The study comprises the conditions of the people and community leaders in the area such as the executives and staff of RoiEtRajabhat University, and includes the decentralization of Local Government, Internal and External Capital Groups, Migration group, and the ideology of the people in the area.

A. INTRODUCTION

Thailand started a systematic development of the country during the Cold War. The first National Economic Development Plan took place from 1961-1966, and the emergence of this first NEDP took place in close consultation with the United States, with whom Thailand had a very good
relationship. One part of the plan was the result of US foreign policy that wished to use Thailand as a base to fight the communist, socialist regimes of Thailand’s neighboring countries, which were prevalent at that time. It can be said that Thailand received a lot of assistance from the United States, both in terms of rural development aid and also international security (ThakChaloemtiarana, 2005).

In the late 1980s, the international context reflected the end of the Cold War. Each region began to negotiate for international trade and regional integration began. (Hettne and Söderbaum 2010). These phenomena encouraged Thailand, under a government led by Gen. Chatichai Choonhavan, to announce a policy of 'Turn the battlefield into a market place', that required trade investment in CLMV (Cambodia, Laos, Myanmar, Vietnam) (Surakiart Sathirathai, 2011). The project started with Lao PDR, as it was thought an approach to Lao PDR would then make it easier to approach Vietnam and the sequence of other countries. At that time, despite the two countries having conflicting ideologies and being involved in border skirmishes, they also had interdependence issues, with Thailand continuing to purchase hydro-electric power from Lao PDR, to this day. (Oldfield 1998).

As Thailand continued to develop as a country and increased its economic growth, then it was able to step out of its ‘underdeveloped country’ status and left the group of international recipient countries to join the group of the South-South Development Cooperation, in the late 1980s. (United Nations 2015) Continuous economic growth saw Thailand enter the ‘Upper Middle Income Country’ group in 2011 (World Bank 2011).

After the success of the foreign policy ‘turn the battlefield into a market place’, the Thai economy continued to grow at such pace that Thailand stopped being an international aid recipient country and became
a donor country. Thailand needed to develop a foreign policy to revitalize its relations with neighboring countries, due to becoming distant from them during the ideological conflicts of the Cold War. A policy of initiating international assistance was employed as a foreign policy tool and this policy was used from the days of the government of Anand Panyarachun, who was Prime Minister from 1991-1992. The term ‘international assistance’ was later changed to ‘international cooperation’ with the purpose of sharing knowledge, skills, and human resources. This foreign policy continued during the period 1993-2011, a time during which the Thai government needed to do a lot of work in support of its foreign policy. One result of the policy was the establishment of an educational institution or university to develop human resources and to support economic growth that should be connected with the neighboring countries.

Therefore, this research seeks to explain how Thailand’s Post-Cold War foreign policy, towards regional economic integration or regionalism, contributed to urban development and the founding of a university in a town that connects with neighboring countries, and also identifies the conditions that make up the campus of a university town in the Northeast of Thailand, in the Post-Cold War era.

**B. OBJECTIVES OF RESEARCH**

1. To study Post-Cold War foreign policy as it affected urban development of a University town in the northeast of Thailand, adjacent to its Indochina neighbors.
2. study the conditions that brought about the university town in the northeast of Thailand, after the Cold War.
C. METHODOLOGY

The researcher used qualitative research. Data collection was conducted through in-depth interviews with eight sample subjects. Those selected were: an abbot, an executive of RoiEtRajabhat University, 2 university officials, 1 local government organization member, 1 ex-leader of the community and 1 village ‘wise man’ (elder).

D. FINDINGS

Thai Post Cold War Foreign policy and its effect on the urban development of a University town in the northeast of Thailand, with close borders to Indochina, can be divided into four phases between 1987 and 2011: Foreign policy: ‘Turn the battlefield into a market place.’ The end of the Cold War also allowed the international, ideological conflicts between Thailand and its neighbor’s to come to an end. Each region started to enter into international integration. As a result of international cooperation, Thai foreign policy, during the Post-Cold War period focused on diplomatic leadership and international roles in both bi-lateral and multi-lateral form. They developed a policy that focused upon the importance of the neighboring and ASEAN countries. In order to respond to the sub-region, the importance of restoring relations with neighboring countries that had been in conflict during the Cold War was given priority.

During the period from August 4, 1988 to December 1990, the government of Gen. ChatichaiChoonhavan, introduced a policy of turning the battlefield into a market place. The objective was to embrace the relationships of the Indochina countries, which had become distant during the Cold War. The diplomatic tool to achieve this was one of “economic diplomacy”, focusing on promoting international relations through the
economy, under the process of “Turn the battlefield into a market place” (SirinSuratin 2015).

After the end of the conflict in Cambodia, Southeast Asia was able to enjoy greater regional cooperation and Thailand played an important role within the region, both by international cooperation such as ‘Quadrangle Economic Cooperation’ and ‘Asia-Pacific Economic Cooperation (APEC)’. The first Friendship Bridge was built in 1994, funded by the Asia-Pacific Economic Cooperation (APEC), principally by Australia, it connects NongKhai province in Thailand to Vientiane city in Laos PDR.

The policy of ‘turn the battlefield into a market place’ resulted in the establishment of a second Thai-Lao Friendship Bridge, linking Mukdahan in Thailand with the Savannakhet district of Lao PDR, with roads linking further on to Indochina. This led to the connection of the Northeast of Thailand with the sea port of Da Nang in Vietnam. (AdisornMaukphimai, 2016). A special project was launched to support international investment in the East Coast Development Project. There were initiatives for the development of economic zones in five Northern provinces together with the KhonKaen Industrial zone, NakhonRatchasima Twin Project and the Southern Coastal Development Project. There was also coordination of the development of regional land transport networks that were the basis of the concept for development.

Linking ASEAN is a tool that supports economic growth; it was found that there had been illegal border trade for more than eight years, this became legal trade and now generates huge incomes. The value of trade with Indochina increased from 300 million baht in 1988 to 1,200 million baht in 1989 and increased further to 2,000 million baht per year in 1990. This led Thailand to have the world's highest economic growth rate.
of 13 percent, and helped greatly in strengthening the Thai economy. This was the first democratically-controlled government in 60-years, where the treasury reached $1.8 trillion (SirinSurathin 2015)

E. FOREIGN POLICY OF 'INTERNATIONAL TECHNICAL AND ECONOMIC ASSISTANCE'

Foreign policy has played an important role in the Post-Cold War period with the announcement of international assistance as a tool for foreign policy. It was during the 1991-1992 period that AnandPanyarachun became the Prime Minister. His policy followed Official Development Assistance (ODA), which meant helping the various countries listed among the Development Assistance Countries (DAC). Multilateral development organizations provided ODA to the recipient country in the form of concession loans and grants. The grant would also include technical assistance (TA). The main target countries were the ones neighboring Thailand in a group known as CLMV, being; Cambodia, Lao PDR, Myanmar (Burma), and Vietnam. The aim was to help develop the neighboring countries as well as provide assistance to other developing countries through a cooperation framework of the South-South development Cooperation, and North-South Cooperation, to achieve Millennium Development Goals (MDGs) (TICA, 2013).

F. FOREIGN POLICY 'ECONOMIC DEVELOPMENT COOPERATION POLICY FOR THE MEKONG COUNTRIES'

During 1992-1994, the Prime Minister, Mr. ChuanLeakphai supported a policy of economic development cooperation in the Mekong River Basin, in particular the economic Quadrangle Cooperation (QEC), which was supported by the Asian Development Bank (ADB), and to
which ASEAN members paid close attention (Sirikrai 2005). All of the CLMV countries have joined the Association of Southeast Asian Nations (ASEAN) which has made ASEAN stronger and Thailand has used ASEAN as a tool to link with its neighbors (Thepchatree 2013). However, in 1997 when Thailand encountered an economic crisis, the country had to implement policy under the framework of The International Monetary Fund (IMF) (Phakasvatvat, 2007), and so Thailand was required to increase its international cooperation, especially regional cooperation, such as through the establishment of the Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation-BIMSTEC, which was established in 1997. Five pillars of economic development link Thailand with the western countries (Thepchatree, 2013).

G. FOREIGN POLICY 'IRRAWADDY - CHAO PHRAYA - MEKONG RIVER ECONOMIC COOPERATION STRATEGY'

During 2001-2006, the period of Mr. Thaksin Shinawatra being Prime Minister, was when Thailand’s economy began to recover, with both domestic and foreign stimulus. Foreign policy in this period focused on proactive diplomacy, both political and economic by attaching importance to cooperation between neighbors. The main aim of foreign policy was to use the framework of foreign relations to revive and create competitiveness in the domestic economy. Along with the importance of international cooperation, in particular was the establishment of the Ayeyawady-Chao Phraya-Mekong Economic Cooperation Strategy (ACMECS) in 2003 (Phakasvatvat 2007). The ACMECS framework is an international cooperation that contributes high developmental benefits to the region (Chanajai Muenthaisong 2015).
We can say that Thailand’s foreign policy, during the Post-Cold War period up until 2011, focused on regional and sub-regional cooperation, particularly in the context of bilateral relations regarding economic, social, and cultural issues (Thepchatree 2013).

H. REGIONALISM

1. History of regionalism

Regionalism has been around since the 19th century, and it began to gather pace after the Cold War ended in the 1990s. Globalization has greatly contributed to regional integration and the emergence of regionalism. Furthermore, negotiations within the framework of the International Trade Organization may not gain results from most of the member countries, which has led to the conclusion of bilateral trade negotiations and has stimulated regional integration in order to negotiate trade deals with other countries.

However, regional integration means the member states must defer some sovereignty in order to enter into the regional integration. (Ministry of Foreign Affairs, 2007) Regionalism is a political process which is a co-operated and coordinated policy for moving countries in the same direction (Mansfield and Solingea, 2010). It can be concluded that countries in the same region, with the same historical background, perhaps being neighbors, can easily assimilate into regional integration.

The regional concept can be divided into time periods as follows: Old regionalism, influenced by the world system during the 1950s-1970s, such as the concept of liberalism in developing countries after socialism, and the change to multilateral from bilateral. Globalization and interdependence have influenced upon the region as can be explained as follows: 1) Cold War cooperation was to support their own alliances. 2)
Old cooperation is often driven by external factors such as the influence of a superpower, while new cooperation is due to internal factors or the needs of the countries in the region. 3) In terms of economics, old cooperation is to protect and preserve a country's industry within the group. New cooperation is more interdependent and more open. 4) Older cooperation may be more specific but new partnerships will be more open.

New regionalism began in the 1980s; it was strongly influenced by the spread of globalization and the liberalization of economies. (Hettne and Söderbaum, 2006) It can be said that globalization, particularly in the fields of technology, finance, and production, has developed new international competition. When the Cold War ended, the world entered into an age of new liberalism and economic development. The political systems in developing countries have made the region play a more important role, while ‘old regionalism’ has taken a reduced role because it focuses exclusively on alliance and security issues. New regionalism is focused on the importance of state or government institutions that have the power to make decisions, particularly regarding trade and security. The policies tend to emphasize on the import and development of industries as being key to the development of the state. Regarding the economy, the protection and preservation of the industries of the country, within the group, are paramount and this leads to specific cooperation. New regionalism also has the participation of many non-state actors who have influence in the market, leading to reduced blocking and more openness within the membership. One country may belong to several groups which emphasize on export and trade liberalization, focusing on the global market, trade investment, and economic growth(Hettne and Söderbaum, 2006).

New regionalism contains a variety of dimensions that may include; culture, security, political system, and economic policy, along with the
complexity of dealing with the multiple levels of the global system. The relationships within a region may be based on and include state, national, ethnic and regional links. New regional co-operation is driven by the needs of countries or a region, because they are aware that they cannot handle new problems and challenges by themselves (Hettne and Söderbaum, 1998).

The formation of a region is based on its regional integration. Integration is an important marketing power in driving countries or regions with unprofitable industries to be able to develop stronger marketing positions. In addition, regional integration also drives growth; trade and industry will develop specialized expertise to deal with the competition that comes with liberalization. Regional integration is very beneficial, for example, it contributes to a stable regional economy, and creates a good understanding between the participants, bringing peace to the region. It also provides the capacity to counterbalance powers which may push the integrated region to become a global actor with a new regional identity, while spreading the democratization of the region (Slocum and Langenhove 2003).

2. The Conditions That Inspired The University Town In The Northeast Of Thailand, After The Cold War.

Thailand’s Foreign policy after Cold War was created to strengthen the relationship between neighbors and to support regional integration. The establishment of an educational institution or university at that time was in order to produce human resources to support trade and investment among the neighboring Indochina countries and for Thailand's own economic growth when the Thai government needed to accelerate such growth. Based on this premise, the process of providing knowledge by
providing higher education to people will result in social mobility and bring about higher spending due to increased social status. In order to stimulate the growth of GDP, educational institutions or universities were opened in the Northeast of Thailand, in areas close to the neighboring Indochina countries; from 1994 a total of 4 universities were opened, and one of them was RoiEtRajabhat University.

Roi Et Rajabhat University was founded in 1994, formerly known as Roi et Rajabhat institute, it is located at TambonKoKaew, Selaphum District, Roi Et. Although the institute was founded in 1994, the university was approved to be established by the Cabinet in 1997, during the same period as the introduction of the 1997 Constitution, which is considered to be the most democratic constitution, requiring decentralization of responsibility to local government. This influenced upon the growth of the university and brought the status of urbanization to kho kaew district, home of Roi Et Rajabhat University.

The policy of choosing the area in which to establish a university is the task of the country, ministry, departments of local government, the community etc. There are many conditions to be dealt with in terms of budget, national politics, and personal, individual involvement, especially among the leaders and people who are eager to take part in driving the establishment of their own campus.

3. The Conditions That Make Up A University Town Of Northeast Thailand Include:

a. People and community leaders in the area

Originally, the area of KohKaew, Selaphum district, RoiEt, Province, the area of the university, was a small district. About 30 years ago, there was only one elementary school, no
entertainment, and no shopping mall. Most people were farmers with extra jobs beyond the farming season. Many people had accumulated land and been in continuous possession of it since the 1970s. In the past, those in the community who had been taught at elementary level, those who had graduated from this class, were considered to be educated and graduated under the mandatory government scheme. (Interview with the abbot on January 30, 2017) When Thailand wanted to upgrade the country’s development from agricultural to become an industrialized country, the result was that compulsory education was shifted to a higher level, so this group was the first to study and accumulate their own wealth.

They accumulated capital and used it for the purchase of land, by having a profitable career in addition to working in the agricultural sector. That is when their sales careers began. (Knowledge of the community November 20, 2016) (Sale by installments is cash that may come from funds or loans or other investors.) They would use the money to buy goods in Bangkok, such as electronic goods, beds, furniture, etc., and then sell in the Northeast at a higher price, collecting the money from the buyer on a monthly basis. People in the KohKaew area have been taking part in this profession since the 1970s, and work as a network. Most of the people who invested in this profession were relatives who had previous experience, and they found local teachers who would be investors for the villagers who wanted to sell goods. (A Wise man of the village, interviewed on November 20, 2016).

Due to having this profession, some people in the KohKaew district, would travel to various areas, where they would have many different experiences and discover levels of prosperity that
were different to the area where they lived. They were also open to the ideas of modernization. For this reason when it was announced that a new education institution would be established, the news received very positive feedback. Meanwhile, when an agency was assigned to another possible area in RoiEt province, to explore the founding of a campus, they found that people in that area were against it because they felt it would change their ways of life, such as going to the forest to find mushrooms for their livelihoods.

Community leaders showed enthusiasm, especially regarding the issue of protecting the area to be used for the construction of the university, for example, not allowing anyone to invade or occupy the area, due to it being needed for the construction and it being difficult to expel them. (A Wise man of the village, November 20, 2016) One thing that the formal leaders had in collaboration with other universities was in terms of manpower and. The small of government budgets. The informal leaders were the people in the area and they were the people coordinating with the community to be aware of the sacrifices, especially the sacrifice of some land to be used to make a road to connect to the campus. It can be said that the community was very supportive of the university because it was widely accepted that the university would bring prosperity, so everyone tried to help as much as possible. An interviewee said that he had previously been in Bangkok to coordinate with three community leaders in following the progress of the establishment of a university in their area. (A Wise man in the village, November 20, 2016).

Therefore, the people and community leaders of the area played a significant role in attracting RoiEtRajabhat University to
be established in the area of KohKaew district, Selaphu, Roi Et province. The people and community leaders from this area were different from the other areas because of their greater experience, so when it was proposed to use some land for the establishment of the university, they were eager to support it as they could see great benefit to the development of their children. Currently, most of the people who occupy the land around RoiEtRajabhat University have changed their profession from farming to become entrepreneurs in the area, bringing about a transformation of the district to become urbanized.

b. Executives and staff of Roi Et Rajabhat University

The group of executives, administrators, and staff of RoiEtRajabhat University, who were the founders of the university, found that most had previously lived in this area and that local people were involved in the founding. There are many relatives in the area that have a strong bond because they joined in finding the right place for the criteria set by the central government, including coordinating people and agencies in the area to facilitate the university’s establishment.

It was found that today’s executives, or group of key persons at the university, overlap with the leaders from the early days of its establishment, they have experience in administration and planning, budgeting and manpower. Although the university was officially established in 1997, it was open to first-year students in 2000. The surrounding area at the time could not be referred to as "Urbanized" because of the small number of people who lived in the village, and relative to today, the university had few students. The surrounding area had not changed much from previous times. In the early-stages, the students had to live with
the villagers in a kind of "Home-stay"; some of the students helping with their host's children, as if they were relatives. (Interview with university academic staff, November 18, 2016) At that time most of the area was still used for farming. At the present time, some first generation students have returned to work in staff positions at the university.

During the first ten years after establishment, there was little sign of rapid growth around the campus, but in 2010 the government offered a large amount of budget support. The university has increased its numbers, manpower has increased. There were larger budgets for sending lecturers to study at doctoral level, and the university was able to accept more students because the policy of the government was to produce more students to study education as there is a need for teachers. As a result, the university administrators have had to recruit a large number of lecturers and staff in order to accommodate the larger numbers of students entering the system.

"The government provided a lot of subsidies from 2012 and we can expand to have more lecturers and more students ...")(University Executive, interviewed January 14, 2017).

Also in the past, when students came to study at the undergraduate level, especially in the faculty of education, after graduation they could be guaranteed to continue to work in government agencies. This generated trust and new students were keen to apply for admission to study in this field. So in the past, there were a lot of students in this field, which also had an effect upon the growth of the university town.

Due to the above issues, the area around the university has grown significantly. Many dormitories have been built, with
convenience stores, big markets, and entertainment venues nearby. Along with the growth of the university, 'urbanization' has begun to enter the area, according to an interview with a community leader,

"The growth of the community depends on the number of student" (former local government official, interviewed 15 January, 2017)

"When on vacation and at the end of a semester, there are no students, so I close the restaurant and go back to work on the farm. When the university re-opens, I come back to open my restaurant again ... "(Private restaurant owner, interviewed 14 January, 2017).

And one university official from the purchasing department said:

"The University has made this community more prosperous and it grows due to the university. The community leaders play an important role in developing the university, administrative roles, community management, new trends, developing the community for better education "(University official from the purchasing department, interviewed January 13, 2017).

c. Decentralization of the Local Government Organization

The decentralization of Thai local government appeared in the 1997 constitution and began to be put into action in 2001. The tasks and budgets were allocated to local self-management (KovitPuangNgam, 2004). These activities have contributed to the area around RoiEtRajabhat University becoming "Urbanized", because basic facilities have continued to be added to the area. Modernization has resulted in having more budgets, and greater collection of revenues has led the area of the RoiEtRajabhat University to become a very prosperous area, compared to the
previous 10 years. The local government has played a role in the
development of the surrounding areas, both in academic, and social
and cultural aspects (University Executive, interviewed, January 14,
2017).

d. Internal Capital Groups and External Capital Groups
Groups of people have come together to build a prosperous
area around the campus. In the case of a dormitory operation, it will
consist of internal and external capital groups. Most owners are
retired teachers (Interview with women’s dormitory owners,
interviewed on January 15, 2017) and farmers groups that have
accumulated capital by working outside the agricultural sector, such
as making sales by installments to become an entrepreneur. There
are also, market owners, 7-11 Convenience Store owners, owners
of commercial buildings, owners of entertainment venues, owners
of motorcycle repair shops, etc.

e. Migration group
When there began to be more students, migrants came from
other places, including people who had moved to the big cities, some
of them came back home to open a restaurant, to provide
housekeeping, or become security guards on the campus. (Interview
with a convenience store employee, February 12, 2017) The return
of these people affected the surrounding area by developing the
shopping and services available. Moreover, the return of migrants
into the area has become an important unit for local, social growth.
f. Ideology of people in the area

In the past 20 years, the grandparents group may have been the people who accumulated land and were involved in establishing the university. But for the present generation, the way of life has changed to becoming a business entrepreneur.

“The mindset of the villagers has changed from being a farmer to being a businessman; many self-made businesses rent a place to do business in the entertainment area…”

“People invested in dormitories that were created and remained empty. When they were empty, they did something else, because after 5 years they have already got their money back. Land was sold for the dorm. Going to do something else is like having commercial buildings for sale, open a shop …. (Interview with executive of university, January 14, 2017).

The above interviews show that the conditions that make up the university town of RoiEtRajabhat University in the northeast of Thailand after the Cold.War are composed of conditions that are characteristic to the individual. The central policy provides various conditions and there are also the conditions of the people and community leaders in the area, of RoiEtRajabhat University, the decentralized conditions of local government, the Internal capital group conditions, the external capital group and the ideology of the people in the area.

I. CONCLUSION AND DISCUSSION

An Urban Development Policy in a university town in the northeast of Thailand is a policy of urban development that has been forced by Post-Cold War foreign policy. There are two main reasons for this, first there is the changing world context, then Thailand must have a foreign policy to
support integration within the region and policies favoring economic diplomacy begin to play a bigger role. Further, it is as a tool for foreign policy implementation in the dimension of establishing international relations or creating synergies. The context of economic diplomacy has become a part of international economic integration. Especially, there is a network of international cooperation, in sub-regions, that greatly affects upon the economic growth of Thailand.

For the conditions that caused the creation of the university town in the northeast of Thailand after the Cold War, these were influenced by the basic conditions of development, that is, the entry into a Liberal democracy and capitalism. The strongest driving force came from foreign policy that needs economic integration in the region. This made the relevant agencies need to find an area to establish a university and most of all, it was in order to support trade and investment from neighboring countries, which required the government to accelerate the development of human resources in order to support the future market. Regarding human resources development, this is to develop people to get a higher education, creating a nation that has good education in addition to developing the country. The benefit is shown upon graduation, as people are able to move upwards with social mobility and change their consumer behavior, which is believed to indirectly stimulate the country's economy.

J. ACKNOWLEDGMENTS

This article is a part the study entitled; “The pattern of the adjustment of the communities in the vicinity of Roi-Et Rajabhat University influenced by urbanization.” was supported by Research Fund from Roi-Et Rajabhat University Thailand.
REFERENCE


Interview

Wise man in community. Interviewed 20 November 2016.
The officer in department of Academic. Interviewed 18 November 2016.
Executive of The University. Interviewed 14 January 2017.
The officer in Purchasing Department. Interviewed 13 January 2017.
Employee of the store. Interviewed 12 February 2017.
OPEN GOVERNMENT PARTNERSHIP VILLAGE GOVERNMENT IS HEADING VILLAGE GOVERNANCE TO POWER CLEAN, TRANSPARENT AND ACCOUNTABLE

Yanuar Kartika Sari, S.IP
Staff in Communications and Information Office
Bojonegoro Local Government

yanuarksari@gmail.com

ABSTRACT

In the current era of the issue of Local Government in Indonesia in general include natural disasters (ground motion, flooding, drought, landslides, etc.), damage to infrastructure, disclaimer of budget impact corruption, declining public confidence in the Government's performance. In addressing these problems required a special formulation that government openness that started from 4D (Direct, Distribute, Dialog, Digital) and realized through transparency, accountability, public participation, technology and innovation. In the era of openness, the government Bojonegoro next to proceed in the Local Government, today donated the concept is to be a pilot project. The significance of the village government openness involves the collaboration of the parties ABCG (Academics, Businessman, Community, Government). Various applications in the field, especially in the Village Government through various innovations that include the Open Government Partnership. It is synergistic with the village right on budget are regulated in Law No. 6 of 2014 on the village of villagers were also given the responsibility to report it. The implication, the village must be accountable, clean and transparent. Furthermore, specifically in Article 82 and 86 of Law Village signaled for reporting village budget can be accessed by anyone and from anywhere, which is the completeness of the chapter is the infrastructure of the Internet network of the village, the web site of the village, the information system of the village, office electronic (e-office), and social media. In the implementation of public disclosure, Bojonegoro has the Regent Regulation No. 40 Year 2014 on Guidelines for the Management of Information and Documentation in Bojonegoro regency government environment which is a regulation to support the process of openness. In this respect, openness implemented in the villages in the Bojonegoro Local Government related to village website that serves as a means of public disclosure, the media to speed up communication channels of information that is easy, inexpensive and right. In addition to making the web the village, initiated by the ICT Volunteers with the movement of building village, village web is managed collectively and independently. In the web displayed potential of the village,
the village products, customs and culture, social and community as well as news updates about the village. Village site is updated every latest news or according to standard KIP ie twice in one year. Bojonegoro which is the Open Government Partnership (OGP) are divided into 28 subdistricts and 419 villages and 11 urban villages, and had as many as 107 villages with a web presence, and 56 of them are old web. Even in Bojonegoro there are 10 of them were nominated by the village web indicator of assessment of transparency, accountability, participation and innovation communities.

Keywords: Government of Bojonegoro, village, village site, the Open Government Partnership

A. INTRODUCTION

Village Government is the implementation of government affairs and the interests of local communities in the system of government of the Unitary State of the Republic of Indonesia. The Village Government is the Village Head or the so-called other name assisted by the village apparatus as an element of the Village Government organizer.

In the administration of President Jokowi there are 9 priority programs known as the Nawacita concept which one of them is to build Indonesia from the edge by strengthening the regions and villages within the framework of the unitary state. The road of change "to build Indonesia from the periphery by strengthening the regions and villages within the framework of the unitary State" becomes very important to be analyzed given its relevance to the basic needs of the village community as well as being a very sexy commodity campaign that is bloated up by each vice-presidential candidate through The promise of village fund disbursement of Rp. 1 billion per year even though in fact it is mandated by Village Law No. 6 of 2014 which is later claimed by many politicians as a product that is fully supported by its party (Hartono, 2014). So with the existence of the budget disbursed for the Village Government should be visible community. Transparency is carried out other
than as control / supervision but also as a tool for realizing an integrated transparency process between the government and the community.

Welfare of the people is a goal that will be realized in the administration of the state. To build a prosperous and prosperous country is done by creating a government that is fair, open and accountable. Law No. 14 of 2008 on Public Information, has opened access to public information for the public at large, easy, fast, and accurate. Submission of information is very important for the growth of government itself as well as the relationship of trust between the community as a sovereign with the organizers of Government with responsibility for organizing, managing and achieve a just and prosperous country. Local Government of Bojonegoro of Act Public Information, the Public Agency shall inform policy, program, financial activities to the public.

For the community, the Act Public Information is a form of recognition of the public's right to information and how these rights must be fulfilled and protected by the state. As for the government and other public bodies, this legislation is to meet the legal guidelines and protect hakatas information society. The legal guidelines to prevent violations of the public's right to information, as well as assurance that openness is not prejudicial to the interests of each person and the interests of the country are protected by law.

Medium Term Development Plan (RPJMD) 2014-2018 Bojonegoro, his vision is "The foundation of Bojonegoro as Lumbung State Food and Energy Productive, Competitive, Fair, Prosperous and Sustainable". The vision that span the hierarchy in the mission can be achieved, if there is good economic growth, both in the primary sector, secondary, and tertiary. Mendoring strategy for the realization of sustainable growth economic is implementing six pillars: Economic,
Environmental, Social Capital, Fiscal Independence, Good and Clean Governance and Leadership Transformation. Totalitas community involvement to the implementation of the development strategy in the welfare of a sustainable society can be achieved, when implemented dialogical relationship between the government and the people. Disclosure of public information is a way to build a relationship of dialogue that promotes transparency, participation and innovation.

In the guidance information and documentation includes a description of the provision, collection, classification, documentation, reporting and public information services in the scope of Bojonegoro Local Government has an obligation to meet the needs people to support the creation of public service excellence management continuously and sustainably. By understanding the various regualasi related to public disclosure, giving clarity of rights and obligations between the government and the public in obtaining information.

B. FORMULATION OF PROBLEM

Based on the description above, for more direction issues to be addressed in this study the authors give a formulation of the problem as follows:

1. How is the beginning to start openness in Bojonegoro Local Government, especially the transparency that is implemented in the village?
2. How to increase government and community participation in the process of transparency?

C. RESEARCH PURPOSES

The research aimed to be achieved from this research are:
1. To identify, analyze and describe about how to start transparency in Bojonegoro Local Government, especially in Village Level.

2. To identify, analyze and describe how to increase government and community participation in the process of transparency.

D. METHODS

The study was conducted to report something that is researched and provide clarity to something that is not obvious became clear. This is in accordance with the opinion of Denzin and Lincoln who argued that "Research Provides the foundation for reports about and representations of the other. In the colonial context, research becomes an objective way of representing the dark-skinned other to the white world " (Lincoln, 2015). Opinion was irrelevant to the opinion Stufflebeam and Coryn that "Systematic research would shed light on unanswered questions" (Coryn, 2014). Which means that a systematic study would explain the unanswered questions. Another understanding expressed by Darlington and Scott as follows:

Essentially Research is all about seeing the world in fresh ways, about searching again or re-searching the same territory and seeing it in a different light (Scoot & Darlington, 2002).

The opinion means that research is basically all about seeing the world in a fresh way, about the search back in finding the same locus and see it through a different viewpoint. Dabbs (1982, p. 32) states that "Qualitative research thus refers to the meanings concepts, definitions, characteristics, metaphors, symbols, and descriptions of things" (Berg, 2001).
E. DATA SOURCE

The data source is the subject of any data obtained by researchers. As mentioned Stake as follows:

This is a major strategic choice: the Interpretations expecting to come from the "Data source" people (e.g., interviewees, authors) or expecting the Interpretations to rise up out of your aggregation of scores and observations. I sometimes call the two interpretive data and aggregative data. If you interview of participants having experienced a poor program, getting lots of quotes that you interpret as pertinent to your research question, we call them the interpretive data. If you interview of participants using the same structured questions for all and tally and analyze the results to get a sense of what is typical and what is dissimilar, we call it getting aggregative data (Stake, 2010).

The citation means that this is a major strategic choice: the interpretation expect to come from the "data source" person (for example, the interviewee, the author) or expect interpretation to emerge from the aggregation of scores and observations. Sometimes it is mentioned that the two data interpretive and aggregate data. If the participant interviews after experiencing a bad program, get a lot of quotations interpret as relevant to the research question, called the data interpretive. When interviewing participants using structured questions are the same for all and counting and analyzing the results to get results and what is different, we call get the data aggregate. Further Stake stated data sources can comprise:

1. Person, the material presented for checking the members should not include either a quote or personal description of someone else who has not been a member checked. That is difficult, if the material is dialogue among persons (Stake, 2010).
2. Place, a study of one’s own place is characteristic of research for the professional doctorat (Stake, 2010).

3. Paper, an active form of observation is participant observation where the researcher joins in the activity as a participant, not just to get close to the others but to try to get something of the experience they have down on paper (Stake, 2010).

F. DATA COLLECTION TECHNIQUES

One of the characteristics of qualitative research as described above is to use inductive data analysis, where the general conclusions drawn from the various individual cases. Inductive inference begins with bringing together questions that are typical scope and limited in formulating arguments that ended with statements of a general nature. As the opinion Kidder and Fine (1987) that:

"Extinguishing between two meanings of 'qualitative research'; 'Big Q' Refers to the open-ended, inductive research methodologies that are concerned with theory generation and the exploration of meanings, whereas 'little q' refers to the incorporation of non-numerical techniques of data collection into hypothetico-deductive research designs " (Willig, 2008).

G. DATA ANALYSIS TECHNIQUES

In qualitative research data analysis techniques are very important, because the analysis used to determine what will be studied. In this case the data collection techniques used is the author of a variety of data collection (triangulation).

The method of analysis of data used here draws on recommendations by Glaser and Strauss (1967) and Miles and Huberman (1984). The method entailed continuous comparison of the data and models throughout the research project. Began the research by
developing a rough working framework based on the existing literature, conversations with colleagues, and pilot interviews. Travelled back and forth between the emerging models and evidence throughout the gathering and writing of data (Berg, 2010).

There are three aspects related to data management and data analysis proposed by Levine (1985), Wolfe (1992), and Huberman and Miles (1994), which are summarized as follows:

1. A system that ensures high-quality accessibility to the data.
2. Documentation of any analysis that is carried out; and
3. Retention and protection of the data and related analysis of documents after the study has been completed (Berg, 2010).

According to Miles and Huberman are measures of data analysis is divided into three phases:

1. Data Reduction

In qualitative research, data reduction does not necessarily refer to quantifying nominal data. Qualitative data needs to be reduced and transformed in order to make it more readily accessible, understandable, and to draw out various themes and patterns. Data reduction acknowledges the voluminous nature of qualitative data in the raw. It directs attention to the need for focusing, simplifying, and transforming raw data into a more manageable form.

2. Data Display

The notion of data display is intended to convey the idea that data are presented as an organized, compressed assembly of information that permits conclusions to be analytically drawn. Displays may involve tables of data; tally sheets of themes; summaries or proportions of
various statements, phrases, or terms; and similarly reduced and transformed groupings of data.

3. Conclusions and Verification

The last analysis activity I will discuss is conclusion drawing and verification. Throughout the research process the investigator has been making various informed evaluations and decisions about the study and the data. Sometimes these have been made on the basis of material found in existing literature (as the researcher spirals back and forth to the literature) (Berg, 2010).

H. DISCUSSION

1. Beginning to start openness in Bojonegoro Local Government, especially the transparency that is implemented in the village

This paper elevates the process of transforming Bojonegoro from a small and poor district, into a district able to stand upright with the independence and hard work of the government and its people. This transformation is a long process from minus point, zero, and plus. Minus is the past, zero is the development process of the present, and the plus is Bojonegoro in the future.

The past, where many things are still below standards in 2008. The road conditions are 80 percent damaged, the poverty rate of 18.78 percent, the low level of public confidence in the government, and disaster management that has not been optimal. It should be encouraged with strategies to achieve normal.

Despite the abundance of natural resources, the people of Bojonegoro in the past are still entangled in poverty, a government that does not side with the people. As a result, until 2007 Bojonegoro was the
poorest district number 3 in East Java (BPS, 2007). Even CLM Penders
in his book Endemic Poverty Bojonegoro 1900-1942: A Story of Endemic
Poverty in North East Java Indonesia states that Bojonegoro poverty has
been very epidemic. The land is arid and difficult planted with plants,
plants on the banks of Bengawan Solo flooded by the flood.

The Penders illustrate that poverty in Bojonegoro in 1900-1940 was
like poverty by the Rangkasbitung in Lebak in Max Havelaar's book by
Multatuli. Everywhere poor people. Even during the era of development of
the new order, Bojonegoro almost untouched significant development.
The people are still poor, the road infrastructure damaged villages and the
environment.

Total area: 235,000 Ha (40.15% of area  State forest, 32.58%
wetland, 22.42% is dry land and its residual 4.85% is plantation and
others) Consisting of 28 District, 419 Village 11 Urban Village. Population:
1,298,551 people, 644,303 is engaged in the agricultural sector. Rich
Natural Resources (Forests, Agriculture and Oil and Gas).

Challenges Kab. Bojonegoro:

a. Floods and drought
b. Land Motion
c. Infrastructure and Roads are vulnerable to damage
d. Having a long history of poverty (Endemic Poverty)

Bureaucratic Viewings: 17 Dinas, 9 Agency, 2 Offices, 28 Sub-
districts, Setwan, Satpol PP, Inspectorate, 3 Hospital. The history of the
past is what influenced Bojonegoro's situation until 2007. So in 2008 many
repairs were programmed by relying on the role of academics,
businessmen, society and government. In 2008 it is a big task is to change
the mindset of all elements of the community Bojonegoro District, namely through an open Government. Openness is done not only done in the body of Government only, but from the level of Government Bojonegoro District, District, Village and even villages. The whole community is given the opportunity to take a role in the process and effort towards such openness.

Long process has been passed, to realize open government, right, fast and useful. The simplest thing in the process of transparency has been done in 2008 with "Public Dialogue", opening access to information that can be delivered unegnya directly to the Regent, Vice Regent and the leaders. “Anjangsana” or “blusukan”, is part of listening to the community. Utilization of information technology, is part to strengthen access to information, understanding and providing solutions to various problems in society.

Open government, just a mere government actor, not only as a citizen's right, not only transparency and participation, but synergy and collaboration of the parties, is the key. Collaboration of 4 (four) friends has been done Bojonegoro. Involvement and involvement of Academics, Business, Government and Community (ABGC), in the formulation of various policies.

The building of the closeness and strength of trust between government and people in various elements, is the binder. Mutual trust not only individually, should be encouraged as institutional and implemented as a cultural. In the service pattern, not just thinking for themselves (ego), must change for the common good, for the general welfare (eco), not just serfi sh, but must provide services that are formulated based on the informations of the main parties who served (service).
Open Government Partnership (OGP) is one was officially launched on 20 September 2011, on the sidelines of the UN General Assembly meeting by the 8 Heads of Government founding governments, namely Brazil, Indonesia, Mexico, Norway, Philippines, South Africa, United Kingdom and the United States, supported Open Government Declaration.

The process of openness in the Government of Bojonegoro Regency is through Transparency, Participation and Collaboration. At the beginning of 2008 to 2010 conducted the foundation of openness through dialogue, anjangsana, SMS Leaders and Facebook. Furthermore, in 2010 to 2012 developed again through radio, print media, and complaints box. In 2013 all public complaints are confirmed as ideas. Furthermore, in 2014 developed into the application of the Report (Online Citizen Aspiration Service), SISMON (System Monitoring), and Open Data. In 2016 the application was developed again namely SIAP LAPOR (Application Information Aplication Complainnt System for Online Citizen Complaint Service) and through 4D (Direct Dialog Distribute Digital) to continue to grow strengthening the implementation of Open Government Partnership Bojonegoro Local Goverment.
2. Increase government and community participation in the process of transparency

The Reformation period requires many changes, especially in governance. One of them is the policy taken by the government no longer apply the model from top to bottom (top down) but to apply the model from the bottom up (bottom up). In this Reformation period, it was later born Law Number 14 Year 2008 on Public Information Openness or abbreviated Regulation of Public Information Public. This legal product was issued in 2008 and enacted on 30 April 2008 and came into effect two years after its promulgation. This 64-article law essentially lays to every public body to open access for every public information applicant to obtain public information, except for certain information.

The purpose of enactment of the public information openness Law is to guarantee the right of citizens to know public policy making plans, public policy programs, and public decision-making processes, and the reasons for public decision making. Encouraging community participation in public policy-making processes, increasing the active role of communities in public policy making and management of good public bodies. In addition, realizing the implementation of a good state that is transparent, effective, efficient, accountable and accountable.

Since the first period of his reign, the Regent of Bojonegoro Public Dialog

Mr. Suyoto and Vice Regent of Bojonegoro, Setyo Hartono, understand the importance of community involvement in the decision-making process related to the public interest. The dialogical process between the local government and the community is contained in a forum called Interactive Dialog which is held every Friday from 13.00 WIB to finish.
Although Public information disclosure Yoto has not been effectively enforced, Kang Yoto greeting Regent Bojonegoro, Suyoto, has translated the essence of the law by holding Interactive Dialog which was first held on Friday, March 14, 2008. Not long after Kang Yoto and Setyo Hartono was sworn in, this duet directly Meet and dialogue with the community through the Interactive Dialogue.

This interactive dialogue is one of the most qualified methods of absorbing people’s aspirations and materials for decision making. The mechanism applied is also simple that any citizen of Bojonegoro may ask, express opinions, ideas, criticism, and input on the Government District (Pemkab) Bojonegoro. Then, the Regent, Vice Regent, Secretary of Regions, Head of Service, Head of Section, Head of Service, and Local Government Work Unit (SKPD) related directly convey responses and answers related questions or criticism submitted by the community. A reciprocal process takes place between the government and society. This interactive dialogue was effective to understand the feelings and thoughts of the Bojonegoro people so that this dialogue continued in the second period of the reign of Kang Yoto and Setyo Hartono.

**SMS and Radio**

The Bojonegoro District Government utilizes various communication channels that can be utilized by the community to convey ideas, opinions, criticisms and inputs to build Bojonegoro. One of them is through a short message (SMS) that is sent to the radio Malowopati 98.5 FM Bojonegoro. The public complaint can be submitted in the program of Morning Radio Horizon of Malowopati FM Bojonegoro starting at 06.00 WIB until 08.00 WIB. Then, community complaints can also be submitted in the next program called Ayo Masbro starting at 08.00 am until 09.30 pm. The community can send SMS through the number 0821143212958.
According to the Head of Unit Technical Implementation Unit (UPTD) Radio Malowopati, many people who complain and complaints related to public services, education, health, infrastructure in the program Cakrawala Pagi and Ayo Masbro.

On the other side of the Organization of Regional Devices and speakers presented at the event on air radio Malowopati is a resource that is related to the problem of growing problems in the community. In the hope of providing enlightenment and empowerment to society as well as a form of embodiment of the mental revolution. Besides Radio Malowopati all radio in Bojonegoro, which is 12 radio embodied in Radio Forum Bojonegoro (FRB).

FRB every three months held regular meetings to share problems that developed in the community through their respective radios. From the Department of Communications and Informatics to deliver the latest information on various government policies and solutions for the community. It can be publicized freely and freely according to the radio style of each.

SIAP LAPOR

Bojonegoro Local Government respond to rapid development of information technology that takes place today. No doubt the public is now accustomed to using various communication channels to communicate through social media, short messages (SMS), mobile phones, as well as websites. The old ways of communicating are also beginning to be abandoned. Along with these developments, Bojonegoro Regency utilizes various channels of communication and information to connect and communicate with the community. Absorb the aspirations, opinions, inputs, criticisms, suggestions through the growing digital media today. Since July 2014, the Government of Bojonegoro through the Office of
Communications and Informatics developed a communication system with the community digitally called Public Aspiration Integration System (SIAP) with the Online People Aspiration Service (LAPOR!). With website https://www.lapor.go.id. Service application SIAP LAPOR Adopting a model of communications and complaints services applied by the central government. However, Dinkominfo Bojonegoro Regency then developed it to make it easier and can reach the public widely.

Submission Mechanisms LAPOR People who want to share their good aspirations related to public services, infrastructure, education, health and others in Bojonegoro can easily deliver through the application SIAP REPORT! this. Communities can convey via short message (SMS) by typing BJN - the contents of complaints and send to the number 1708. In addition, the public can also send short messages directly to the phone number HALO BUPATI in number 08113445999. Message or content complaints that go to HALO BUPATI This is also directly logged into the application admin SIAP LAPOR Communication and Informatics Office has operational standards of service SIAP LAPOR. According to the standard, he said, complaints or aspirations of people who go to the admin SIAP LAPOR must immediately processed for a maximum of three days. Subsequently, the complaint or aspiration will be sorted by its content or category. The complaint is then forwarded to the relevant regional apparatus unit For example, if the complaint is related to damaged road or broken bridge then it will be forwarded to the Public Works Department \ If the complaint related to school fees will be forwarded to the Education Office. Similarly, if the complaint related to health services will be forwarded to the Health Office.
Blusukan

Blusukan is one way the head of the region understand the problem and communicate directly with the community. Blusukan allows the public servant to interact directly with the community served. Blusukan also effectively cut off the long and convoluted bureaucracy traversed by the head of the region if he wanted to know the immediate problem from the main source. The point blusukan is a way that directly dive into the problem to be solved.

Regent Bojonegoro, Suyoto or familiarly called Kang Yoto, choose this blusukan way to interact and communicate with people who are far from public services. In the early days of his reign, Kang Yoto was happy to blusukan to remote villages in Bojonegoro by riding a dirt bike. The motorcycle was chosen because it allows entry into areas with very difficult terrain. The southern regions of Bojonegoro such as Sekar Subdistrict, Gondang, Kasiman District, and Kedewan in the western region of Bojonegoro are geographical conditions of hills and mountains. Rushing by motorcycle ride allows Kang Yoto to enter and reach outback.

When the blusukan, Kang Yoto explore the aspirations of the community. Communicate and interact with them. Kang Yoto's communication style is relaxed, empathetic, but meaningful that makes the distance between officials and the people as if nothing else. People can openly and comfortably convey their aspirations.

The four roads taken by the Government of Bojonegoro Regency are through Public Dialogue / Interactive Dialogue, SMS and Radio, the application of SIAP LAPOR, and blusukan. These four steps are considered capable of encouraging the participation of the community, especially the village community in participating in building the foundation of change in the framework of openness. In this way would be expected to run well so that the community can prosper.
In this case the village community is more responsive than the type of urban community who is less concerned about the wheel of development in the region. However, all forms of formulation which are carried out by embracing all layers of society ie ABCG (Academics, Businessmen, Communities, and Government) by activating all channels of communication and information both traditionally and modern, villagers can participate in collaboration in development in Bojonegoro Local Government.

**Village Website**

Build a Village Network Website initiated by ICT Volunteers Bojonegoro with Village Building Movement. For all villages in Bojonegoro there are 419 villages and 11 sub-districts and provide training for the development and content filling for village representatives in order to empower village communities aimed at disseminating information, potentials and development of existing development in villages throughout Bojonegoro Local Government. At that time ICT volunteer Bojonegoro since confirmed in Pendopo Malowopati Pemkab Bojonegoro, on October 18, 2013 by the Regent Bojonegoro. Has dedicated in the field of IT, especially in the field of Empowerment and Public Education. To participate in building Bojonegoro through Information Technology.

The village web is managed collectively and also self-reliant from ICT Volunteers as young men who care about the village. Web village as a means or portal in the village as a medium to raise the potential of villages, village products, customs and culture, social community, and news about the village. The wider village web is used as a medium of transparency related to village budgets that are derived from the results of village-run development.
3. Retention and protection of the data and related analysis of documents after the study has been completed

In this era, especially in the era of Kang Yoto (starting 2008), the Bojonegoro development is directed to the conditions of open government and inclusive development, it is clearly stated in the Regional Medium Term Development Plan and become the guidance of Bojonegoro and added as a plus point Bojonegoro is Compassionate and Human-Friendly.

a) Making openness as a platform for government to start a dialogue directly or via the media with the principle of 4 D (direct (intensive meeting bupati / officials directly with the people) dialogic (seeking: solutions involving all components of society), distribute. (In addition to traditional dialogue also using information technology: SMS, WA, email etc.). here is true applied transparency, accountability, partnership and innovation / IT), this is the essence of government openness and also inclusion Bag development So as to create good governance (honest government and free of corruption).

b) All development is directed to inclusiveness which emphasizes on human resource development, such as local content policy on oil and gas management, where oil and gas companies and their CSR should prioritize the use of local human resources, local resources, environmental protection and community empowerment around oil and gas.

c) Kang Yoto creates and establishes as the foundation of development established also in the are: 6 Regional Medium Term Development Plan Pillars of Sustainable Development Bojonegoro namely: Economy, Environment, Social Capital, Fiscal sustainability. Clean Government and Transformation Leadership. If we see this pillar is very strong meaning of sustainable development.
d) Expenditure Policy of Budget for Regional Income and Expenditure (APBD) on Kang Yoto government: 1. Expenditure Economic development must be followed by improving the quality of human resources 2. Infrastructure also support the economy and see the future condition of Bojonegoro 3. Prepare a sustainable font by preparing lasting funds sourced from oil and gas for the development of HR Bojonegoro In the present and future (scholarships and vocational).

e) Coupled with other plus points such as districts committed to human rights enforcement, supporting and defending local values to blur the compassionate district and make Bojonegoro a viable area for vulnerable life such as children, mothers and the elderly.

f) Also provide the widest access for the citizens to work and innovate in the frame of creative economy so that the business / group of creative economy such as craftsmen, artists, also industry and services

g) In poverty alleviation, the government opens wide access to business investment, including the regions. Pockets of poverty by making Rural General Wage (UUP) Rp 1.005.000, so start shoe business etc that can improve the quality of life of the people in that location. Bojonegoro also makes good use of the BDT 2015 BDT data, to strengthen the poverty reduction caste in Bojonegoro (so that those receiving assistance are really poor).

h) In order to reduce the gap and can accelerate development in the countryside, Kang Yoto also initiated the Healthy Village and Smart Movement whose variables (20) are not much different from TPB at the moment. A high level of intelligence, to initiate the right thing related to TPB.
To maintain the health of the population, Bojonegoro allocated the largest Jamkesda in Indonesia, so that the poor do not have to worry about the financing.

For education Bojonegoro guarantees the inclusion by freeing persons with disabilities to attend public schools and ensuring the continuity of primary and high school education and if any pregnant persons are prohibited from dismissing but must remain in school. Scholarships are also provided for high school students of Rp 2 million per person per year and college scholarships for the poor.

Bojonegoro regency also cooperate as broadly as universities such as UI, IPB, ITB etc. in all development programs Also partner with NGOs such as NRGI in perennial fund analysis, Bojonegoro Institute related OGP, INFID related to human rights etc. Also cooperation with entrepreneurs such as the processing of bird and water nest into a healthy drink Real Food is exported to America which increases the old farming industry into the industry, the construction of environmentally friendly housing etc.

I. CONCLUSION

From a review of how the Bojonegoro Local Government transformed the selfish ego into eco services it can be concluded that the present Village is the benchmark of development in Indonesia, as already described in NawaCita the third point about building from the periphery. Similarly with Bojonegoro Local Government with various problems that exist solved with the concept of openness. Openness is intended to open all forms of information and communication channels that become bridges between academics, businessmen, society and government (ABCG). This is a good pattern because communications have been built involving only the community and government, but the Bojonegoro District Government
has adopted a new pattern of giving academicians and businessmen a role to open openness to touch all layers in Bojonegoro Local Government. Communication channels and information must also be traditional and modern so that can be applied by the Village Government which in fact is still partly traditional but some others are modern. For that communications base built in the form of Public Dialogue, SMS, Radio, Bluskan, SIAP LAPOR and so forth so as to meet the needs of village community.
INDIGENOUS PEOPLES DEMOCRATIC PRACTICES IN LOCAL POLICY DECENTRALIZATION IN THE VILLAGES CITY OF PADANG

Tamrin
Department of Political Science, Faculty of Social and Political Science, University of Andalas, Padang, Indonesia

ABSTRACTS

There is a missing link between the practice of local political democratization to local governance in Indonesia. Each district government in Indonesia has its own characteristic, the uniqueness of this village have to adjust to the shape of the determination of community leaders conducted directly through the procedural democracy. The difference between the uniqueness of the villages in Indonesia can be seen from the form of deliberative democracy is to elect the leaders indirectly, but the decision making process is done directly. Instead of procedural democracy emphasizes direct leadership election, but decision making is done indirectly. Form of procedural democracy in accordance with the principles of liberal democracy, such as free competition, political parties and parliament. There are several steps taken by the government in reducing missing link between local democracy with national democracy, including in the form of dispersal of power by the government internally, such as the decentralization policy of the central government to local governments. While the local politics is the dispersal of power in the dimension of space (spatial), as well as socio-cultural boundaries that surrounds. Their relationships could explain the relation of national power with a local in the form of the influence of local politics as the means of learning for democracy and foster community capacity to manage power emitted by the central governments to the regions in broadening political participation of the society in the process of formulation, implementation and evaluation of the community development in the regions. By using qualitative research methods, the following article describes the missing link between the practice of local democracy which is set in the villages with the policy of decentralization of power from the central government to local governments in the management pattern of indigenous villages in Padang city.

Keywords: local democracy, decentralization policy, indigenous village, Boghraphical Note
A. INTRODUCTION

The change of government policy in the relation of central-regional relations emphasizing on the regional autonomy aspect also has an impact on the government's strategy to strengthen the village community. There is a relationship between the decentralization of government power and the dynamics of local politics, though both terms have differences. Decentralization is the government's internal dissemination of power, such as from the central government to local governments. While local politics is the power of power in the spatial dimension, as well as the social-cultural boundaries that surround it. The relationship of both can explain the relation of national power with local in the form of influence of social and cultural environment of society to applying central pemerintah policy in region, and can explain local political function as a means of learning to democracy and foster the capacity of society manage power which emitted by central government to region.

The relationship of decentralization to local politics can explain the linkages between local politics and governance. Local government plays an important role in realizing the political freedoms of its citizens, protecting them from abuse of power, and giving wider opportunities for its citizens to enjoy political resources. There are three pillars of empowerment in governance, including government pillars, the private sector and society. Equal power relations can be realized through the empowerment of these three pillars, and serves to reduce the hegemonic aspects of local government management through the process of political recruitment in the area. This idea was then known as the direct regional head elections system, both for the provincial level, the second level in the city / regency, and the selection of the Nagari / village head for the lowest government unit.
Each district government in Indonesia has its own characteristic, the uniqueness of this village have to adjust to the form of the election of community leaders conducted directly through the procedural democracy. The difference between the uniqueness of the villages in Indonesia can be seen from the form of deliberative democracy is to elect the leaders indirectly, but the decision making process is done directly. Instead of procedural democracy emphasizes direct leadership election, but decision making is done indirectly. Form of procedural democracy in accordance with the principles of liberal democracy, such as free competition, political parties and parliament. However, the introduction of direct individual participation in leadership selection is not in line with the decision-making process are represented by elected representatives who sit in the legislature, there is a missing link between the goals of decentralization of power objectives with the goal of regional autonomy.

The existence of development the village council (BPD) as representatives of political parties and parliament in the village as a form of implementation of the principles of liberal democracy, such as free competition, political parties, and parliament that produce political upheavals, such as the village chief conflict with BPD. Implementation of village government conducted jointly by the Kerapatan Adat Nagari (KAN) as a form of BPD in villages with Wali Nagari in West Sumatra. The government’s efforts to strengthen political institutions and culture component that encourages the development system works according to the changing environment has been done through the implementation of Law No. 6/2014 on Village Governance. Implementation of Law No. 6 2014 Local Administration in West Sumatra reduce political upheavals occurring, form of autonomy with greater authority given to indigenous institutions, such as the Kerapatan Adat Nagari (KAN) which reduce conflicts that occur between the village chief with BPD. The authority of the economic, social
and culture of the indigenous institutions reduce conflicts between village government with BPD. The system is set apart from the village government institutions and KAN, KAN institution given the authority to regulate traditional institutions as well as having the rights of the original attached to the village, such as the management of communal land. The program of village development activities organized together with the community from planning, implementation, and monitoring through the village Musrembang forum until Musrembang City and County

There is a similar form of document declaration of independence which is a cornerstone of development in the Preamble of the 1945 Constitution with the Declaration of Independence of the United States, such as the idea of statehood as a meeting point (common platform) all elements of the nation, the government system periodically, as well as the motto of the state of national unity drawn from *E Pluribus Unum*, Therefore, Indonesia is the first country in the world that mimics the democratic model that is applied around the country, the model followed by the Philippines, Taiwan dam South Korea (Muslim Mufti, 2016; 65). Model of functioning democracy in the United States is a reconciliation system is benefited by the free exchange of information and knowledge that is needed in the community who carry out modernization and didrong by social scientists, engineers and other scientists whose numbers handful society. This reconciliation system works in a democracy "libertarian-secular", such as the United States. (Chilcote, 2004; 382).

However, implementation of this system in the form of a direct election system was initiated by the designers of the Constitution in Indonesia in the early independence can not be implemented by considerations of public educational background lower and government infrastructure limitations (Muslim Mufti, 2016: 53). This electoral system serves to strengthen the political legitimacy of the President is not fully
supported by the political forces in the legislature, the support necessary to gain support for the planning and implementation of development policies proposed by the executive to the legislative branch agencies. Ratification of the two state agencies is a form of application of the democratic system of government in an effort to legalizing of political forces not represented fully in the system of elected government. In the implementation of political democracy, the principle of majority rule (majoritarian rule) juxtaposed with the power of consensus and delivery form quasi Presidential system of government or semi Presedential that developed in Indonesia in the era of reform

The publication of Law No.6/2014 on the village of implications in three aspects:

First, nagari is no longer simply the administration of the lowest administration only. This law actually assert their original rights of villages Second, given the opportunity at the village as the nagari adat. (indegenous village) Third, nagari become the basis for building a state of economic, social, cultural and political development. Therefore, the implementation of the village regulation not only give the impact to the political and administrative organization, but also to social and cultural which interact in a village controlled by Penghulu as an indigenous prince. If observed that the implementation of life "bernagari" in the West Sumatara narrowed meaning since the implementation of regional autonomy in the reform period. This can be seen in the implementation of life "bernagari" which is now understanding the village only as a form of governance at grassroots level (Yoserizal and Asrinaldi, 2013). In other words, village just carry out the functions of government with limited authority on what is delegated by the district government. Though "bernagari" for ethnic Minangkabau not merely to govern alone, but it's more complex than that (Musyair Zainuddin, 2008).
B. RESEARCH OBJECTIVES

By using qualitative research methods, the following article describes the missing link between the practice of local democracy which is set in the villages with the policy of decentralization of power from the central government to local governments in the management pattern of indigenous villages in Padang city.

C. SIGNIFICANCE OF THE STUDY

The benefits of this research are; First, as a consideration and comparison document for the West Sumatera Provincial Government which is conducting a study to formulate the Regional Regulation (Perda) in the implementation of the nagar’s life. Moreover, the Regulation No.2 of 2007 concerning the principal of nagari government which is implemented nowadays become irrelevant to be used since the issuance of Law No.6 of 2014 about the village; Secondly, this research also becomes important because it can develop the concept and theory to the realm of praxis so that it becomes beneficial for the society in nagari. Not many, similar studies conducted by social and political scientists so that there needs to be enrichment on the study of socio-political related in the nagari and the lowest government in West Sumatra, especially since the enactment of the law on the village; Thirdly, it is hoped that the results of the research will result in various policy alternatives and institutional management based on theoretical and empirical studies to improve the quality of sustainable development both at national and local level and in the institution.

D. CONCEPTUAL FRAMEWORK

Joseph Schumpeter defines democracy as a method (procedure) institutions to achieve political decisions that put the role of individuals acquire the power to make decisions through a competitive struggle in order
to gain the people’s voice. A country can be said to be democratic if the government is formed by the will of the people who realized through Election competitive basis in selecting people in public office as well as civil and political rights guaranteed by law. However, the democratic principle could be implemented if the definition of democracy is not only associated with the process of selection of leaders, but also by the way these leaders carry power. Along with the development of a democratic political system, then the concept of electoral democracy expanded for the purpose of preventing confusion of democracy, such as electoral democracy is no longer attached to the military regime’s inherent strength, oligarchy and bureaucracy.

The debate of views between the importance of involving people (majoritarianism) with a view involves quite a few people (minorities) elected only in implementing policies for the sake of the people is a form of debate democratic principles in realizing the common good yield principle of majoritarianism considered some principles of democracy on the grounds of its underlying principles equations politics, while the minority is not the essence of democracy Some solutions to address the differences between majoritarianism and this minority, among others: (1) consult some views before making legislative proposals, discussed the amendments before the vote; (2) This principle criticized the first solution that addresses the political mistakes of winner-takes-all, the procedure of winner-take-all depend on the will of the majority to be approved and the procedure can not be guaranteed if there is enforcement of the rules of majority decision. Therefore, the procedure for placing multiple choice decision could give the view everyone in its final decision: (3) This solution describes a political decision covers all events and is part of an ongoing process, stacking late majority and minority change with the issue. This solution implies the existence of the principle of reciprocity can guarantee political equality, based on the desire of people to be in the majority; (4) This solution limits
the retrieval third solution, where the nature of these interrelationships are not running when the minority party can not follow the procedure majority. These efforts are dealt with by the parties take the issue outside the scope of the majority by designing law rights and minorities depend on certain conditions. All these solutions are complementary, it is better mixing result of decisions made by a majority together with the decision made by a process that puts the approval and consideration of legislation, as well as the decision contains rights protection of citizens.

In this case, politics is always linked to social power. Social power here are active and passive. Social power is passive when the existence of the power comes as a form of "recognition" of their power in the social environment. Power passively present the various dimensions of social life, there is the consciousness of individuals who become members of society, to reconstruct the social life of the community without any element of coercion and pressure. Social power is active, when its existence has a force capable of organizing, inducing and maintaining order and social structure have consequences for reward and punishment are binding on all members of society. To understand the notion of power as the core of political life not as something that forces strength, but also as something productive.

Domination in public space reduces the chances of the birth of the aspirations of the individual, as well as change the active power becomes passive.

Visible power is open for grabs, like the legislature. The decision-making power is often done in the form of a closed (hidden), as a political lobby space or a closed meeting that determines the decision when taken in the form of an open power. Whereas, the invisible power is a power or an idea or a person's culture, the kind of power these people can no longer act against the wishes of the owner of ideological or cultural power. This
invisible power can relates the culture with the concept of power in political science, because it consists if idea emerges in public sphere and as a core of social life in reconstructing social relations. This cultural kind of power relates the individual to society in a form of their activity in producing the idea to organize and maintain the social order in society. According to the postcolonialism theory, the peak of political discourse is colonialism, colonialism find a form of power that is hidden into the power relations in the form of modern country.

The purpose of decentralizing power from central government to local governments or dispersal of power from government to the public or the private sector is to create local political dynamics that correspond to social and cultural values of local communities. In essence, local politics is the dispersal of power, while decentralization is the dispersal of power that can be done internally government (of government center to the regions) or the dispersal of government power from the center to the market, private sector or non-government organization. The transformations of local government in West Sumatera consists of power relations between the form of visible power and invisible power in the context of national policy of decentralization with the form of hidden power in the context of local politics. This power relationships relates the authority decentralization from the central government to local government. In practice, there is a missing link between the aim of power decentralization with the cultural identity of local autonomy, the local autonomy reflects the invisible power of global democracy rather than visible power in decision making process of local policy formulation. In this case, there is a missing link between local political democratization practices with local governance decentralization.

Antlov (2003), who observed significant changes in the practice of democratic society in political decision making in the village through community involvement since the enactment of Law No.22 / 1999.
According to him, although the practice of democracy began to flourish in the village that can be seen with the stronger functions Village Representative Board (BPD), but the cause of democracy in the village also received threats from an institution which is outside the community village itself, especially to strengthen their role in a democracy then, But, the rent-seeking instead to flourish after the fall of Soeharto, even to restore economic and political power they lost due to the reform process, they are trying to transform themselves into organizations "as if" support the democratic process, but the goal is not to democracy itself, This is clearly evidenced by Robison & Hadiz (2004) in reorganizing power in Indonesia: the politics of oligarchi in an age of market. According to them, in the democratic process that took place after the fall of Suharto came the old political forces are trying to play an influence by way of "hijack democracy" to their interests. In these conditions, democracy is threatened and it is difficult to develop due to the mixing of groups that support democracy by anti-democratic groups in the process of consolidation of democracy in Indonesia.

What is described Antlov and Robison & Hadiz that there are still problems in the implementation of democracy at the local level, particularly in the village. The issue was whether the implementation of democracy should ignore the data values and culture or country to follow what is desired? This is what will be examined in this study in order to complete the study Antlov. First, the results are useful to describe the development of local democratic values that develop in rural communities/villages is based upon the wisdom of the local culture. Scientific knowledge is useful for the improvement of procedural democratic practices at the local level (villages). In addition, this study illustrates the intermingling of the principles of the exercise of power that comes from outside the values of power that comes from within. Secondly, the results of this study would like to contribute to the
development of knowledge about the practice of procedural democratization in Indonesia at the local level

E. METHODOLOGY

This research was conducted in the city of Padang, precisely in the District Pauh. The reason researchers in choosing this location because of the characteristics traditional institutions in the District of Nagari Pauh. The study was conducted through qualitative methods, this method selected for this study had a more diverse approach than quantitative research (Creswell, 2012). In addition, qualitative research aimed at understanding the social dynamics as a whole through observation of behavior, actions and objectives with a more natural method. Therefore, this study will observe a problem that relates to the role or actions of certain individuals. The unit of analysis in this study is the Chairman of the indigenous affairs council (KAN) and Lurah in sub-district of Pauh as the head of the lowest administrative unit in the city of Padang.

F. CONCLUSION/IMPLICATION

*Kecamatan* (districts) of Pauh, Padang City consists of 7 villages, including Binuang Kampung Dalam, Cupak Tangah, Kapalo Koto, Koto Luar, Lumbuang Bukik, Limau Manis Selatan, Limau Manis, Piai Tangah, Pisang. Establishment of this splendor is due to the splitting of Padang city which previously only consists of 3 districts to 11 districts in 1979, and combine some surrounding nagari to become a village in the city of Padang. Previous District of Pauah it consists of 3 Kenagarian, namely (1) Kenagarian Limau Manis, (2) Kenagarian Pauah V (3) Kenagarian Pauah Part. Pauh subdistrict population has customarily kinship ties with *Pauah Si Ampek Baleh* (Pauh 14), but each stands alone in its territory. Customary
kinship relationship is described as siblings brother sister relationship, which is expressed through their traditional adage which "Koto Tangah of brother, sister Pauah".

Previous sub-district is located in the district of Padang Pariaman, but based on number 17 in 1980, on 21 March 1980 to the administrative area of the city of Padang, the city district located in Pasar Baru. Pauh district community and subdistrict Koto Tangah ties of fraternity customary ties separated into two distinct sub-districts in the city of Padang, therefore changes ties to form urban village district community brings change from homogeneous to heterogeneous society. As a form of kelurahan, the sub-district governance structure is different from the governmental structure in the district with the nagari as the lowest form of government Lurah as the lowest leader in this government is appointed and dismissed by the Mayor, not as a result of direct election conducted on the selection of the Wali Nagari in the lowest form of leveling at the District level. The village head mostly runs the administrative administration that has been outlined by the Mayor, the lurah’s office is not determined according to the term of office period mandated by the community. But determined by the consideration given by the Mayor based on community input from the level of satisfaction given to the services provided, the Mayor can dismiss and appoint the lurah in accordance with the aspirations of the community and not determined by the period of office. Lurah of Limau Manis spent 25 years from his 31 years career as public servant became a lurah in Kecamatan Pauh, although moving from various tasks ranging from Lumbung Bukit

Nagari is a unit of community in West Sumatera province and it is not the same with the village, the policy of merging villages under the New Order regime eliminated the process of social and cultural interaction by villages and placed it as the lowest administration. In this case, practice bernagari concerns not only the implementation of government affairs only,
but also covers aspects of sociocultural and genealogical society is becoming the real village character. Culture and religion plays an important role for the majority ethnic Minangkabau to exist in the national political arena until the end of the New Order regime, the Minangkabau culture can be juxtaposed with Islam as the religion of the majority of the population (Hadler, 2010). There is a matrilineal social and cultural identity and Nagari as the lowest administrative unit in Minangakabu ethnic, Nagari as the lowest administrative unit consists of a social organizations in the community built from the matrilineal system starting to develop into the tribe.

The tendency of Minangkabaunese to wander affect the development of the system matrilineal practiced, this trend is changing and leave the true essence of tribal life and the family in Nagari (Tusyoshi Kato (1982); 2005). Nagari's social and cultural capital is not restricted solely in the form of the village, but this capital existed outside the political authority of the government by using public bond nomads with the village communities. Implementation bernagari not only social and cultural, but political and administrative organization of all of which interact in a village controlled by indigenous prince (Penghulu). Therefore, nagari is a unit of indigenous people's life in Minangkabau community unit area that has clear natural boundaries, has its own rules and carry out maintenance based on consultation and consensus under the leadership of the Penghulu (prince).

Historically the village government is a government traditionally ruled by the powers of tribes, this power have jurisdiction which are equal incorporated in a Kerapatan Adat Nagari (KAN). Nagari as a unit territorial at the same time also a political unit of the prince in every village with its institutions under the auspices of the indigenous affairs council (KAN). Each KAN several tribes, such as Tanjung, Jambak, Chaniago, Piliang, Melayu in KAN Limau Manis. Although the title of Datuk owned by ninik mamak in this KAN more than a legacy that fell from a blood relationship (Kapalo
Paruik), and mamak function to resolve disputes within the tribe strengthen its capacity in the community. In the village community there is a difference between immigrant communities and native people.

The uniqueness of Nagari can be explained by two factors, among others; first, the nature of leadership Ninik Mamak (local prince) are living overseas, 60% of Datuk in Tanah Datar living outside villages they govern; second, the social and cultural capital is located on the shoreline villages, such as social and cultural wealth of Nagari more common in Kampar regency or Siak in Riau province compared to Tanah Datar regency in the province of West Sumatera. Social and economic networks formed between village communities to enable the sustainability of nagari as the uniqueness administrative unit during the exclusion of Ninik Mamak from the political process for the enforcement of the Regional Government Law No. 5/1979..

The customary government system in the nagari in Minangkabau is governed by the following maxim, Kamanakan barajo jo mamak, mamak barajo jo panghulu, panghulu marajo jo kamufakat, mufakat barajo ka nan bana, bana manuruik alua jo patuik. (king's niece is uncle, king uncle is the prince, king prince is agreement, king of agreement is the truth, the truth follows the groove and is worth) This proverb stretches the structure of government according to adat.

In Minangkabau nagari many elements that play a role based in institutions (formerly) Kerapatan Nagari (KN) is now Kerapatan of Adat Nagari (KAN). Among the most important elements, the functional elements of the tali tigo sapilin (rope triad) and the tungku tigo sajarangan (three stove) are: (1) the ninik mamak (uncle) elements are led by the penghulu (prince) and or datuk (Sir), (2) the ulama (religion scholars) elements led by the head of the nagari's ulama council and / or master, (3) The clever scholar and / or scholar. Specific elements of ninik mamak differ in nagari. In the former royal palace in Minangkabau, Datuk is different from the
penghulu, showing two indigenous limbago namely *limbago paruik* and *limbago kampuang*. In the institutional *penghulu / datuk* in general there are *urang nan-4 jinih* (the four highest person) namely: (a) *penghulu*, (b) *manti*, (c) *malin* and (d) *dubalang*. Under the *malim* institution there is *urang nan-4* (the four person) also namely: (a) *imam*, (b) *katik*, (c) *bila* and (d) *qadhi*.

From the perspective of the security function, the youth are in the line of dubalang ie as maintaining the resilience of nagari and particularly young people as parik paga nagari (the body guard of nagari).

Each KAN oversees several *kelurahan* in *Kecamatan* Pauh, and each KAN consists of several tribes, such as KAN Limau Manis consisting of 5 tribes including *Tanjung, Jambak, Chaniago, Piliang, Melayu*. There are 30 people *ninik mamak* representing each tribe in KAN Limau Manis, this *ninik mamak* domiciled in local society and distinguish it from other mamak in nagari West Sumatra which many reside in overseas area and put *panungkek* (representative of ninik mamak in tribe) as The extension of mamak's hand in the *rantau* with the people in their tribe and clan. Although the title of datuk possessed by the *ninik mamak* in KAN is more than the inheritance that descends from the blood relation (abdominal vessel), but the position and authority of the *mamak* in this tribe and the *kaum* becomes strong by the existence of those who directly carry out the function of disputes in society.

The meaning of residents in the community of Pauh is indigenous people, they have community rights in traditional land cultivation and *pandam perkuburan* (cemetery) as the social and cultural identity) of nagari in West Sumatera province. Out of that are called *pendatang* (newcomers). *Pendatang* (newcomers who lives in sub-districts Pauh are not a part of the indigenous people. The concept of residents have implications to the political decision making process. Although there are equal rights and obligations in the social life of the Pauh community, there are different rights
and obligations for the nagari with the migrants. The migrants have no right to attend the Adat Meeting which is only owned by Anak Nagari (local people), the provision gives implications for the arrangement of the marriage ceremony. If Anak Nagari has a local mamak to represent the family in this marriage activity, but the immigrants do not have local mamak. The marriage of immigrants is not done according to the customs of the Pauh community, but only done through civilian records in government. This provision is to strengthen the communal land and pandam (cemetery) of the Anak Nagari community which is widely available and does not encourage people to wander like other nagari communities in West Sumatra, if the migrants are given the right to seek local mamak then he will also demand the same rights with the right of Anak Nagari in obtaining the inheritance of ulayat land and pandam burial (cemetery).

There is an idea to ask residents who inhabit housing to look for local mamak as a substitute for the mamak they left in their hometown, the idea of which was mentioned in the KAN Limau Manis meeting. The idea emerged in line with the findings of a similar marriage (LGBT) conducted by a couple in Pauh sub-district, the case encouraged the urban village based on the insistence of the customary institution to require the recommendation of ninik mamak other than the parents in arranging the marriage permit to the head office of kelurahan. This policy is a kind of "assimilating" the immigrant community with the Pauh customary law in marriage and death, the assimilation strategy itself to make the dominant culture in a country into a national culture, by subordinating the identities of ethnic or cultural minorities in dominant cultures. The assimilations strategy concerning the arrangement of citizens' agreement on the necessary political behavior, so that the political system works well. This problem is difficult for heterogeneous people to confront rather than homogeneous societies,
Efforts to strengthen the legal role of indigenous peoples in urban areas are also done through the establishment of the KAN BKS KAN (Coordination Agency of KAN institution) in Padang demanding the government to revise the agrarian law against the provision of land certificate *pusako* (ulayat) which only involves 2 witnesses to the owning of land group (*Ulayat*) on behalf of the cultivators. Based on the insistence of KAN Kota Padang, the provision is corrected by involving *Penghulu* and KAN in proposing the permit of the land certificate, the form of the strengthening of the customary law community in the arena of the power struggling in pursing the legitimate authority of poverty rights. The setting of customary communities in villages in Padang city is only regulated by the rules in the Regulation of the Mayor. This rule is only made by the Legal Bureau, without the involvement of traditional institutions (KAN).

The implications of the arrangement patterns of indigenous peoples conducted by the legal bureau of Padang City Regional Governance is the competition between traditional institutions with government agencies in seizing the influence of society for the benefit of the power authority. The purpose of decentralization of authority by the central government to local governments will be turned into a political struggle for legitimacy of competition pattern of political power in society To strengthen traditional institutions in order to support the main tasks of the village government in the city of Padang is by making changes in the policies that govern traditional institutions (KAN) on the form of Mayor regulation (*Perwako*) becomes local regulation (*Perda*), which involves more local regulation. The participation of KAN board in the process of formulation can strengthen the function of lurah in implementing the policy of Mayor in Padang.

The missing link between the local politics in indigenous people in the village city of Padang with the decentralization policy is in a form of democracy. The form of democracy in indigenous people in line with the
meaning democracy proposed by the classical theory, such as Plato. But, the government decentralization policy in line with the meaning of classical liberal democracy theory as proposed by Thomas Hobbes. Plato states that the principles of the system cannot give birth to unity in democracy, in freedom developed personality patterns that hinder unity by diversity. According to Plato democratic equality is affected by disease and symptoms of equality, equal rights under the principle of equality would kill the rich by the poor. The notion of reducing the privacy of individuals in society, the freedom of the individual in this society is a cornerstone of democratic theory of classical liberalism that developed in the form of visible powers at the national level, as described by Thomas Hobbes. According to Hobbes, maintenance (self-preservation) is the ultimate goal of man, as well as putting democracy is less important. Society must be set to limit human violence by placing the power at a certain point called sovereignty (sovereign). Meaning of liberalism for Hobbes is a marker of keeping the value of freedom of choice, reason, and tolerance in the face of tyranny, absolute political systems and religious intolerance. Classical liberalism sought to limit the power of religion and region "despotic monarchy", as well as defining the form of a private space.

G. RECOMMENDATION

The original form of democracy developed in rural communities in Indonesia is a consensus-based form of leader elections, as well as direct decision-making. This form is reflected in the fourth principle of Pancasila which reads "people based on wisdom in deliberations of representation". But in the implementation of democracy in Indonesia more refers to the form of liberal democracy that emphasizes the form of representation, the clash between the form of consensus and the form of representation in the implementation of democracy is reflected in the conflicts that occur in adat...
institutions with government agencies in the nagari government system that involves both institutions as a nagari government organizer in West Sumatra. The separation of customary institutions from government institutions in the nagari governance system reduces the conflicts between the two institutions, but the separation is not strictly enforced in the urban village governance system. Although there is a division of authority between customary institutions and village administrations, the regulation of customary institutions by the city government through the Padang City Government law firm (Biro Hukum) encourages adat institutions to strengthen themselves through the demands for changes in customary agency arrangements through regional regulations formulated in legislative bodies (DPRD) Executive institutions. This effort is strengthened through a strategy of assimilation by customary institutions, so that the migrants living in the kelurahan must have behavior that is in accordance with the social and cultural values of the local community. Attempts to transform assimilation strategies into "bhineka tunggal ika" strategies that are in line with the values of liberal democracy that values equality in difference (E Pluribus Unum) are by strengthening the position of customary institutions of the executive institutions section governed by the Municipal Government Bureau of Law into the public policy regulated by a Regional Regulation (Peraturan Daerah) made with the executive and legislative bodies of the DPRD Tingkatl-II (Regional People's Legislative Assembly).

REFERENCES


Dede Mariana, Caroline Paskarina, 2008, Demokrasi & Politik Desentralisasi, Graha Ilmu, Yogyakarta


Muslim Mufti, Didah Durrotun Naafisah, 2013, Teori-Teori Demokrasi, Penerbit Pustaka Setia, Bandung


Priyono, Willy Purna Samadha, Olle Tornquist, 2007, Menjadikan Demokrasi Bermakna, Masalah dan Pilihan di Indonesia, Demos, Jakarta


Tamrin, 2012, Kerangka Kerja Sistem Politik Indonesia, Jurusan Ilmu Politik, FISIP, UNAND, Padang


GOVERNANCE OF THE ENTREPRENEURIAL-COOPERATION RESIDENCES

Sukarno Hardjosoewito¹ ¹Faculty of Social dan Political Science, Universiy of 17 Agustus 1945 Surabaya.
email: sukanro_hs@yahoo.com
Ayun Maduwinarti² ²Faculty of Social dan Political Science, Universiy of 17 Agustus 1945 Surabaya.
email: ayunmaduwinarti@yahoo.com
Suroso³ ³Faculty of Psicology, Universiy of 17 Agustus 1945 Surabaya.
email: sosok_06@yahoo.com
Rachmawati Novaria⁴ ⁴Faculty of Social dan Political Science, Universiy of 17 Agustus 1945 Surabaya.
email: nova@untag-sby.ac.id
Ign Anom Maruta⁵ ⁵Faculty of Social dan Political Science, Universiy of 17 Agustus 1945 Surabaya.
email: anommaruta@untag-sby.ac.id

ABSTRACT
Surabaya City Government works hard to keep residents who work as the micro and medium enterprises (SMEs), to 'economic hero' in the city. Their products (goods or services) must have equivalent quality product businesses in the Asean level. Their products must be able to become the market supply ASEAN Economic Community (AEC). On the other hand they (businesses) are required in order to become entrepreneurs-cooperative spirit. Entrepreneurs who own behavior in accordance with the philosophy of Pancasila. Entrepreneurs who are dedicated to the nation and the country and not for personal gain. Entrepreneurs that promotes the common interest (social). Sukarno et al. (2016) found that most businesses in Surabaya has a background as an urban (arrivals) illegal business. Their businesses are legal but illegal in place (not allocation). They have been nurtured by the city government. They receive education and training entrepreneurs-cooperative. They monitored the achievements and reputation as entrepreneurs-cooperative. This article discusses how the Surabaya city government’s efforts to provide guidance to the perpetrators of micro and medium enterprises (SMEs) in order to later become an entrepreneur spirit of cooperation as well they are able to deliver the city of Surabaya as the city played an important role in AEC.

Keyword: city government governances entrepreneurs-cooperative
A. Introduction

Until the end of 2013 the number of micro, small, and medium enterprises (SMEs) in Indonesia stood at 57,895,721, up 2.41% from 56,534,592 in 2012. The Minister of Cooperatives and SMEs Syarifuddin Hasan hoped, in 2016, the number will swell to over 58 million. Meanwhile, in East Java, the number of Micro, Small and Medium Enterprises (SMEs), based on a survey conducted the Central Statistics Agency (BPS) of East Java Province until the end of 2012, reaching no less than 6.8 million MSMEs, composition, SMEs engaged in the agricultural sector amounted to 60.25 percent of the total number of business units 4,112,443 businesses and non-agricultural sector amounted to 39.75 per cent with the number of business units as much as 2,713,488 businesses. In 2015 there are 2,640 SMEs that are members of the heroes of the economy (PE) Surabaya. This number has increased significantly from the previous year (2014), which is as much as 1,976 SMEs or by 74.85%.

Sukarno et al (2016) found that among those (businesses / SMEs) have the status of urban (arrivals) illegal businesses (businesses place not intended. As many as 75% of them are foreigners, of which 45% came from the village, and 30% comes from the city, and only 15% comes from the city of Surabaya, and 10% of their commuter status (roundtrip from out of town to Surabaya round-trip). Surabaya city government has to provide guidance to the principals of the business. There are a classification of institutions (parties) giving guidance to them (including the businessmen who had illegality), namely: (i) the Department of Trade and
Industry, the city of Surabaya, (ii) the Department of Cooperatives and SMEs, (iii) Social Services, and (iv) Private /Individual.

B. RESEARCH OBJECTIVES

The long-term objective of this study is the declining poverty rate in urban areas, especially migrants. The medium-term objective of this study is to find out how the Surabaya municipal government efforts to tackle poverty due to urbanization. As for the short term this study wanted to know more about how the coaching to entrepreneurs since the illegal status of efforts to become an entrepreneur spirited cooperative and able to have the products (goods or services) qualified Asean market.

C. SIGNIFICANCE OF THE STUDY

Immigrants in big cities who work as entrepreneurs need to be fostered so that the ability of entrepreneurship is beneficial for the economy of the city. They continue to be nurtured so as to be capable as a professional entrepreneur. In order for their entrepreneurs in accordance with the personality of the Indonesian nation, the coaching is directed to entrepreneurial-cooperative. How the Surabaya municipal government manages the entrepreneurial-cooperative properly requires adequate study

D. CONCEPTUAL FRAMEWORK

Countries with larger cities generally deal with problems associated with urbanization. "Then Ejaz Ghani (2007) says that in Pakistan is estimated that the urban population will increase of up to 130 million (about half to the total population) in 2030". Followed by the fact that "by 2030, about 61 percent of the world population is projected to live in the Cities; and this growth is expected to occur mainly in developing countries
Urbanization and the various consequences is the other side of the growth of the city. Government and society, so far, more focused on the effect of the population problem. In fact, the problem is the axis of urbanization earlier. (Mind folk, September 18, 2010 in Hardjosoewito, 2012).

Urban Invaders metropolitan cities bet the fate of the various productive activities despite only a short distance to sustain life as the findings of Rustinsyah (2013) in Sukarno et al (2016):

- the survival strategies of those families who (poor migrants) are living in Surabaya is: reducing food; clothes, health and housing; vegetable vendor; scavenger; guard labour, traditional masseuse; working as a manual labour and coffee and instant noodle seller.

On the other hand Luisito Bertinell and Eric Strobl in Urbanization,

Urban Concentration and Economic Development (2007) tried to calculate economically on the growth of the urban in developing countries from 1960 to the 1990s, where there is significance between the business sector with income, meaning that the more economic value business, the higher the income. This means that business operators (in urban areas) a better chance of survival, but the State of Indonesia to the Cooperative as the pillar of the national economy which means that all practices should cooperative effort.

Hendar and Kusnandi (1990) states that entrepreneurship-cooperative is a positive mental attitude in trying to be cooperative, to take innovative initiatives and the courage to take risks and sticking to the principle of cooperative identity. People who do entrepreneurship-cooperative n called" wirakoperasi". The special feature is a must-have entrepreneurship-cooperative more appreciative attitude togetherness than on individual success and profit. A entrepreneurship-cooperative expected to be more motivated and be more creative work in togetherness. (Module-Based Enterprise Cooperative, 2013: 69).
Entrepreneurship-cooperative main task is to take innovative initiatives that means trying to find, discover and take advantage of opportunities of mutual interest. Entrepreneurship-cooperative must have the courage to take risks because the world is full of uncertainty. entrepreneurship-cooperative have to accept things that sometimes do not fit between the expectations with the reality on the ground. (Module-Based Enterprise Cooperative, 2013: 39).

E. METHODOLOGY

In this study the selected type of research is the Research and Development (R & D) or often referred to as research and development, as a kind of research that the right to produce a model. Research and development of longitudinal (gradual and can multiyear). According Sugiyono (2007, 298) R & D methods have been widely used in the fields of Natural Science and Engineering, but can be used in the social sciences (psychology, sociology, education, management etc.). Data collection techniques are set as follows.: (i) the documentary studies, which examine the documents in the form of statistical data, the draft regulation / legislation / decree, reports, photographs, drawings, maps and spatial or urban planning (land use), (2) a structured interview to officials of the relevant institutions, coastal residents as a sample object, and the stakeholders, and (3) direct observation in the field with the object of prevention activities. Data were analyzed by qualitative descriptive method.

F. CONCLUSION/IMPLICATION

Commodity classifications contained in the work they perform, namely: (i) Crafts (20%); (ii) intake (15%); (iii) Snack (55%); and (iv) Drink Vitamins / Health (10%). Of which are built, they generally accumulate in
the Center of SME, Center of Culinary, Business Group, and Kampong Small Industry. Willingness to participate in education and training (training) is quite high (55%) even in businesses that have 5 or more years in the business, otherwise businesses are still two years or less are less interested (with a level of humility 50%). Then the businesses that have a high entrepreneurial knowledge (80%) lies in those who gathered in the center of the target offices. Judging from the area of origin, businesses that have a high motivation for entrepreneurship is a commuter status (shuttle), ie 65%. While the absorption of the material of the highest training participants (60%) achieved by the business comes from the center of the target agencies and generally they are seasoned received training and has been a member of the cooperative.

There are several factors that affect the willingness of business people participated in education and training of entrepreneurship-cooperative namely: (i) the enthusiasm to advance its business; (ii) want to share with other businesses as well as gain knowledge and skills through training. The factors that affect the achievement entrepreneurship-cooperative Training participants are: (i) follow the training experience before; and (ii) has been a member of the cooperative. There are also factors that influence the absorption Participant Training namely: (i) the duration of efforts in running the business, especially those who have gathered in the centers of assisted services Cooperatives and SMEs, and (ii) the habit of efforts in practice the principles entrepreneurship-cooperative and training is considered as a means of strengthening the habits of the business actors.

While based on the observation (torch) factors that affect the smoothness / permanence reputation entrepreneurship-cooperative businesses post follow the training of entrepreneurship-cooperative are: (i) those who have been accustomed to behave entrepreneur spirited
cooperative, (ii) try to strive to maintain the knowledge and attitudes gained from training in practice despite heavy efforts to integrate two different tendencies of 'catch-profit' and 'share of luck together'. This research is still in the resolution to track the development of Surabaya city government so that business people who already have the title of "Citizen entrepreneurship-cooperative Metropolitan City (Surabaya)", has been proven to have products or services that pass the competency test similar SME Asean standards of MEA and personality national (Indonesia). The businesses that have experienced the illegality was able to be prepared to become entrepreneurs fostered cooperative that can be relied upon by the city of Surabaya became ambassador in ASEAN economic market

G. RECOMMENDATION

In order for the city government of Surabaya to manage the business actors as entrepreneurial-cooperative well need the following steps: (i) identify immigrant who have entrepreneurial abilities; (ii) collect and train into good entrepreneurial-cooperative; (iii) provide facilities in the form of adequate places; (iv) guiding them to have a good reputation as a entrepreneurial-cooperative; and (v) conduct competence test on their products (goods and services) of Asean quality periodically.

REFERENCES
Hardjosoewito, Sukarno and Rachmawati Novaria, 2016. Development of Urbanite Illegal
Business to be a Town Citizen of The Cooperative Entrepreneurial
Mainstay in
Surabaya, East Java. Proceedings The 13th International Asean
Urbanization: Rapid
Urbanisation and Sustainable Development in Asia ISBN: 978-
979-8786-58-7
Hardjosoewito, Sukarno; Slamet Riyadi and Suroso, 2013. Changing the
Urban of Illegal
Residence and Illegal Business as the Farmers of City Social Forest
in Surabaya,
Indonesia. Proceeding International Conference On Local
Goverment 2013 ISBN: 978-
Jiboye, Adesoji David. 2011. Sustainable Urbanization: Issues and
Challenges for Effective
Urban Governance in Nigeria. Journal of Sustainable Development
Vo 4, No 6;
Desember 2011 Published by Canadian Center of Science and
Education 211. www.
ccsenet.org.jsd.
Jones, Gavin W. 1997. The throughgoing urbanisation of East and
Southeast Asia. Asia
Pacific Viewpoint, Volume 38, Number 3, December 1997, pp. 237-
249 Publisher:
Wiley-Blackwell
Ming Lu and Zhao Chen. Urbanization, Urban-Biased Economic Policies
and Urban-Rural
Inequality. Fudan: Fudan University Employment and Social Security
Research Center
and China Center for Economic Studies.
(http://en.cnki.com.cn/Article_en/CJFDTOTAL-
JJYJ200406005.htm) 14-12-2016.
Rachmawati Novaria, Sukarno-Hardjosoewito, Ayun Maduwinarti, IGN
Anom Maruta, Suroso ,
2016. Make Trade Illegal Urban of Metropolitan City to
Enterprenurship –
No. 2. Online
Publication URL: http://dx.doi.org/10.15640/jssw.v4n2a6
Reardon, Thomas, Peter Timmer, Bart Minten. 2010. Supermarket
Revolution in Asia and
Emerging Development Strategies to Include Small Farmers.Edition
by Prabhu Pingali,
Bill and Melinda Gates Foundation, Seattle, WA, and approved October 12, 2010
(received for review March 10, 2010)
Proceedings The 3rd International Conference on Urban Mobility: Its Impacts on
Socio Cultural and Health Issue: Textual and Spatial Urban Dynamics in Health,
Culture, and Society. Surabaya, Indonesia: Faculty of Humanities-Airlangga
University, p. 205-210
THE INFLUENCE OF PUBLIC SERVICE MOTIVATION (PSM) AND COMPETENCY ON STATE CIVIL APPARATUS’ PERFORMANCE OF WEST PASAMAN REGIONAL HOSPITAL

Boni Saputra\textsuperscript{a} And Nailuredha Hermanto\textsuperscript{b}

\textsuperscript{a}Lecturer at Public Administration Department of Universitas Gadjah Mada
\textsuperscript{b}Research Assistant at Study Centre of Community Empowerment and Services of Universitas Negeri Padang

Email: bonisaputra66@yahoo.co.id and nailuredha@gmail.com

ABSTRACT

The position of today’s society is slowly moving toward civil society stage where the people demand on the improvement of apparatus’ performance is needed. The improvement of it will lead the apparatus to be more accountable and transparent. The demand on the improvement of apparatus performance in government structure is very urgent because the state civil apparatus’ performance in Indonesia is very low. This fact can be seen in the annual accountability report of the government that is released by Ministry of Empowerment of State Apparatus and Bureaucracy Reform of Indonesia. The low state civil apparatus’ performance level of West Pasaman Regional Hospital was assumed to be caused by the lack of public service motivation and the competency of the apparatus. The aims of this research were to see the influence of public service motivation and competency on state civil apparatus’ performance in West Pasaman Regional Hospital simultaneously and also partially. These aims were approached by quantitative associative method. The population in this research is all 194 employees of West Pasaman Regional Hospital. The sample of this research was 100 respondents and was counted by using Slovin formula. The sample was selected by using Proportionate Stratified Random Sampling technique. Data were collected by using a valid and a reliable questionnaire and were analyzed by using multiple regressions. The result showed that public service motivation and competency simultaneously influenced state civil apparatus’ performance in West Pasaman Regional Hospital for 19.7% with 0.000 significance level. Each public service motivation and apparatus’ competency partially influenced state civil apparatus’ performance for 27.1% with 0.007 significance level and for 28% with 0.005 significance level respectively. The conclusion of this research was public service motivation in every apparatus’ self and also the competency in delivering a service will influence the state civil apparatus’ performance in West Pasaman Regional Hospital, simultaneously or partially.
Keywords: Public Service Motivation, Competency, State Civil Apparatus, Performance

A. Introduction

The performance of government agencies lately become public attention, especially since the emergence of a more democratic climate in government. The position of the people who are growing towards civil society demanding the more accountable, transparent, and adaptable bureaucracy to strengthen the public rights on public service in wider scale (Masdar, et al., 2009: 68). The public will question the value that they receive from the service provided by government agencies.

The demand on the improvement of apparatus performance is necessary because of the low quality of apparatus performance in Indonesia. It can be seen from the annual evaluation report by the Ministry of Administrative Reform and Bureaucratic Reform. The low apparatus performance in providing public services is also seen in the high number of complaint received by the Ombudsman of the Republic of Indonesia. For instance, the number of complaint about the apparatus performance in West Sumatera increased for 80% from previous year and it generally happened in most of the public institution in West Sumatera (Ombudsman, 2014). Dwiyanto (2002) said that based on the survey results conducted by Universitas Gadjah Mada (UGM), the practice of public service in district and city level does not meet the expectation. The improvement of the low apparatus performance is a must in order to reach the aim of the government. Based on observation data in Regional Hospital of West Pasaman, there are still some problems related to apparatus performance found that affect the service quality.
In 2014, the percentage of patient satisfaction on the health care service in Regional Hospital of West Pasaman was 75% (source: Profile of Regional Hospital of West Pasaman, 2014). It showed that the apparatus performance in delivering a service was not optimum. Various attempts have been made to improve the apparatus performance but there still lots of issues happened which lead to the degradation of service quality.

Many factors influence the apparatus performance and motivation is one of them (Muogbo, 2013; Baloch et al., 2016). The motivation of public service refers to the motivation to perform meaningful public service and selfless in defending the public interest (Vandenabeele, 2008). While Perry and Wise (1990: 368) defines motivation of public service as the tendency of individuals to respond to the motif is based on the primary or unique in public institutions. One of the theories about apparatus motivation is Public Service Motivation (PSM) that has received great attention from researchers in last 25 years (Ritz et al., 2016). Syamsir and Embi (2011) suggested that one of the causes of the low apparatus performance in Indonesia was the lack of motivation in their selves. Belle (2013) found in her research that PSM was the baseline to improve the performance of nurses in public hospital in Italy.

Another aspect that is assumed to affect the apparatus performance is the competency of the employees (Zaim et al., 2013; Delima and Nitharshan, 2016). Masdar, et al (2009) defines employee competency as one's meaningful contribution to the successful execution of the work and achievement of organizational performance. Employees with a high competency also proved to have high performance when compared to other employees with lower performance (Masdar, et al. 2009: 114). Bureaucratic success in providing public services relies on the
competency of individuals in the organization to carry out their duties and functions.

One of the problems faced by the Regional Hospital of West Pasaman is the low performance of its apparatus that lead on the bad of health care service quality. We assumed that the performance of employees cannot be separated from the influence of PSM and competency of the employees, therefore the question of this research can be formulated as “How are the implications of PSM and competency to apparatus performance in the Regional Hospital of West Pasaman?"

B. RESEARCH OBJECTIVES

The aims of this study were to examine the influence of PSM and competency on apparatus performance in order to enhance the service quality in Regional Hospital of West Pasaman.

C. SIGNIFICANCE OF THE STUDY

Human resource is a core in every organization because people are driving force in an organization (Akbar, 2014), not only in private institution but also in public institution. Every leader in every institution has to control the performance of the apparatus (Juliani, 2016). Along with the globalization era, the leader is urged to continuously examine the possible factors that may influence the apparatus performance. Ritz et al. (2016) said that the studies about PSM have been growing in the last 25 years and it “has not been fully integrated into the human resource management practices of public organizations”. Thus, the further study about PSM is
needed to be done. In the other hand, competency is also the key factor of apparatus performance (Dhermawan et al., 2012).

D. Conceptual Framework

1. Performance

Performance is an overview of the level of achievement of the implementation of an activity, program, or policy in achieving the goals, objectives, missions and visions of organizations are contained in an organization's strategic planning (Mahsun, 2006: 25). According to Rue and Byars (in Keban, 2004), performance is the level of achievement of the degree of accomplishment or performance is the level of achievement of organizational goals. A success and effective organizations is an organization that performs well. Human resource (apparatus) is one of the factors that determine success or failure in achieving organization objectives both in public and private organizations (Sudarmanto, 2009: 3).

Performance measurement indicators proposed by Agus Dwiyanto (Dwiyanto, et al., 2006) consists of five indicators, namely productivity, quality of service, responsiveness, responsibility, and accountability. Out of five indicators, researchers only use four indicators that are service quality, responsibility, responsiveness, and accountability. Four indicators were selected because those indicators already represented many indicators in assessing apparatus performance.
2. Public Service Motivation

Motivation of public service is one of key indicators in determining an apparatus' actions in the workplace including how high or low the apparatus performance. Perry and Wise (1990) defined PSM as an individual's tendency to respond to a motive uniquely in public sector.

A study conducted by Kim (2009) suggested that PSM had a positive relationship with the multidimensional measure organizational performance. Previous studies found that PSM influenced the performance of an employee in the workplace (Ritz et al., 2016). Apparatus with higher level of PSM are more satisfied with their jobs and work better (Rainey, 1982). A research showed that workers with high PSM level and used it in workplace were more committed to the organization they worked for, and they were also more willing to perform better (Leisink and Steijn, 2015). Zhu et al. (2016) also found that workers in Chinese Provincial Governments that have a strong PSM will contribute to the performance of the organization and they also suggested that it was important for the managers to pay attention to their workers' mentality because it influenced the performance of the organization.

Perry and Wise (1990) found four dimensions of motivation, they were attraction to public policy making, commitment to public interest and civic duty, compassion, and self sacrifice. These four dimensions are used to measure the level of public service motivation of apparatus in Regional Hospital of West Pasaman in this research.
3. Competency

According to Spencer and Spencer (1993) competency is the underlying characteristics of a person related to the effectiveness of individual performance in their work or basis characteristics of individuals who have a causal relationship or a causal criteria referenced, effective or excellent performance or superior in the workplace or at certain situations.

Competency is standard requirements that must meet every individual to be able to do their duties and functions appropriately. The success in providing public services depends on the individual tension within the organization. Without the support of individuals as competent government officials, bureaucracies might never be able to provide services to the public that meet public’s need and expectation.

Employees who have proved to have a high performance properties more competent when compared to other employees that a lower level of performance. Additional studies on competency not the best way to be able to identify some of the characteristics that could eventually predict employee performance (Masdar, et al, 2009: 114).

According to Spencer and Spencer (1993), the competency has the causal relationship (causally related) if it is associated with the performance of employees. Both closely and relevance between the two there is a strong and accurate, even if an employee wants to improve their performance, they should have the competency to suit the task and job.

In this study, the competencies will be examined based on the theory of Spencer and Spencer (1993), which classified competencies into three types of categories, namely: (1) intellectual competency, (2) the emotional competency, and (3) social competency, as all three of these
competencies assumed can be observed and measured at the Regional Hospital of West Pasaman.

E. METHODOLOGY

This research was a associative quantitative research. This method was used because it connected two or more variables (Ginting and Situmorang, 2008: 57). The population in this research was all 164 apparatus that worked in West Pasaman Hospital. The samples were counted by using slovin formula with 10% error rate and 100 respondents were obtained, and then they were selected by using proportionate stratified random sampling. The data were collected by using a valid and a reliable questionnaire and were analyzed by using single and multiple regression technique.

F. RESULT

1. **Respondent Characteristic**

The socio-demographic characteristics of the respondents in this research are shown in table below:

| Table 1. The Socio-demographic Characteristics |
|--------------------------|-------------------|-----------------|
| **Characteristic**      | **Frequency**     | **Percentage**  |
| **Age**                 |                   |                 |
| < 30 year-old           | 45                | 45.0%           |
| 31-40 year-old          | 41                | 41.0%           |
| 41-50 year-old          | 12                | 12.0%           |
| 51-60 year-old          | 2                 | 2.0%            |
| **Sex**                 |                   |                 |
| Male                    | 20                | 20.0%           |
| Female                  | 80                | 80.0%           |
From the table above it can be seen that out of 100 respondents, 45% respondents are younger than 30 year-old. The respondents were dominated by female apparatus, and most of them had already finished their diploma education. 80% of the respondents already worked for less than 10 years and 55% of them were in employment class-II.

### 2. The Regression Test Results

**The Influence of Public Service Motivation on Apparatus’ Performance**, The results of the R Square indicates that the influence of public service motivation on apparatus’ performance of the West Pasaman Regional Hospital was 14.7% and the result significance was 0.000. Therefore it can be concluded that the public service motivation influenced apparatus’ performance in West Pasaman Regional Hospital, so it can be concluded that H₁ is accepted.

**The Influence of Competency on Apparatus’ Performance**, The results of the R Square indicates that the influence of competency on
apparatus’ performance of the West Pasaman Regional Hospital was 15.1% and the result significance was 0.000 which mean the result can be trusted 100%. Therefore, it can be concluded that $H_2$ is accepted.

The Influence of Public Service Motivation and Competency on Apparatus’ Performance, The result of the value of Adjusted R Square indicates that the influence of public service motivation and competency on apparatus performance was 21.3% with 0.000 significance level. It means that the influence of public service motivation and competency on apparatus performance in West Pasaman Regional Hospital was significant and can be trusted 100%, so it can be concluded that $H_3$ is accepted.

G. DISCUSSION

As stated before, the quality of human resource is important in running an organization (Akbar, 2014), whether it is private or public institution. One of the apparatus performance indicators is the quality of the service provided by the institution (Dwiyanto, 2006) and the service quality can predict the level of public satisfaction (Kouthouris and Alexandris, 2005).

One of the factors that may influence apparatus performance is motivation (Muogbo, 2013; Baloch et al., 2016). This factor has close relation with apparatus performance. The public service motivation shows the service orientation of an apparatus. It shows whether they work for their selves-interests or public interests. In this research we found that PSM positively influenced apparatus performance for 14.7% that was significant. This finding suggested that the interest of an apparatus in decision making, the responsibility toward the public, sympathy, and self
sacrifice that were shown by the apparatus can predict how good the apparatus performance is. This finding was also supported by other findings that showed the influence of PSM on apparatus performance (Leisink and Steijn, 2015; Ritz et al., 2016; Zhu and Wu, 2016).

Furthermore, the apparatus competency is also a key factor of apparatus performance (Zaim et al., 2013; Delima and Nitharshan, 2016). Someone that showed a good performance in workplace has a high work productivity and able to deliver a safe service to the public. This research found that the apparatus competency contributes to apparatus performance for 15.1%. It suggested that if an apparatus is able and has knowledge to finish a job; their performance in work place will be influenced. Parasuraman et al. (1990) said that one indicator of service quality is assurance that examines the competency of an official to deliver a service. The apparatuses are urged to improve not only their competency whether it is intellectual, emotional, or social. This finding was supported by Winarno and Perdana (2015) who found that employee competency contributed to the employee performance for 65.60%. In addition, there was also finding suggested that employee competency influenced the performance of an organization positively (Zaim et al., 2013).

Simultaneously, PSM and competency also influenced the apparatus competency in Regional Hospital of West Pasaman for 21.3%. This influence was the highest influence and it suggested that the combination between PSM and apparatus competency might have greater contribution to apparatus performance.
H. CONCLUSION AND IMPLICATION

There were few conclusions from the result and discussion above, they were: (1) PSM was positively influenced the apparatus performance in Regional Hospital of West Pasaman for 21.3%; (2) Apparatus competency was positively influenced apparatus performance in Regional Hospital of West Pasaman for 14.7%; (3) Simultaneously, PSM and apparatus competency also positively influenced apparatus performance in Regional Hospital of West Pasaman for 15.1%. The practical implication of this research was to ensure the leaders or the managers in public institution to pay attention to the mental condition and the competency of any apparatus within the institution because it will lead to the public satisfaction.

I. RECOMMENDATION

The authors strongly recommend the Regional Hospital of West Pasaman to put an effort in motivating the apparatus and improve their competency through academic way such as training or etc so the apparatus performance can be steadily improved.
REFERENCES


Ombudsman Republik Indonesia Perwakilan Sumatera Barat. 2014. *Catatan Layanan Publik Akhir Tahun di Sumatera Barat*.


THE PACIFIC SOLUTION AS AUSTRALIA POLICY TOWARDS ASYLUM SEEKER AND IRREGULAR MARITIME ARRIVALS (IMAS) IN JOHN HOWARD ERA

Hardi Alunaza¹, Taufik Hidayah², Rohman Nur Alim³, Nofriansyah⁴ Ria Irawan⁵

¹International Relations Department Tanjung Pura University West Kalimantan
²History Department Diponogoro University Semarang
³Public Administration Department State Islamic University Bandung
⁴International Relations Department Tanjungpura University West Kalimantan
⁵History Department Tanjungpura University West Kalimantan

hardialunaza@gmail.com

ABSTRACT

Australia is a country which has a social culture that is rooted in European society, but it is inseparable by geographic and economic from the continent of Asia. Australia’s economic success makes it as a country of interest by foreign immigrants from various countries. This research is attempted to answer the question of why John Howard used the Pacific Solution as Australian policy towards Asylum Seekers and Irregular Maritime Arrivals (IMAS). By using the descriptive method with a qualitative approach, the researchers took a specific interest in decision-making theory and sovereignty concept to analyze the phenomena. The policy governing the authority of the Australian Government in the face of the Asylum Seeker by applying multiple strategies to suppress and deter IMAs. The results of this research indicate that John Howard used Pacific Solution with emphasis on three important aspects. First, eliminating migration zone in Australia. Second, building cooperation with third countries in the South Pacific, namely Nauru and Papua New Guinea in shaping the center of IMAs defense. On the other hand, Howard also made some amendments to the Migration Act by reducing the rights of refugees. Immigrants who are seen as a factor of progress and development of the State Australia turned into a new dimension that threatens economic development, security, and socio-cultural.

Keywords: Pacific Solution, Asylum Seeker, Irregular Maritime Arrivals
A. INTRODUCTION, RESEARCH OBJECTIVE AND SIGNIFICANCE OF STUDY

Characterized by the cultural diversity of its people, Australia is a country where officially migrants have enriched almost every aspect of contemporary society. In fact, since the rejection of the White Australia policy in 1973, successive Australian governments have endeavored to foster, both domestically and internationally, an image of a cohesive, egalitarian and multicultural nation (Bolger, 2016: 12). However, despite efforts to distance contemporary Australia from its racially exclusionist past, unauthorized non-white immigration continues to pose problems for the Australian state. Australia’s economic success, social welfare, domestic political stability makes it as a country of interest by foreign immigrants from various countries (Muflichah, 2016: 3). Australia also noted as a country which has been the main target to asylum seeker that comes with the aim to obtain the asylum in Australia.

The status of Australia as a developed country and member country of Geneva Convention year 1951 on refugee status and the New York 1967 Protocol, which has an obligation to provide international refugee protection, makes Australia as paradise for the asylum seeker (Wright: 47). As a country which ratified the Geneva Convention 1951, Australia should be obliged to grant asylum and refugee status to asylum seekers who enter the territory of the country. However, in its application, the Australian government makes the policy that is contrary to the committee as a signatory to the convention, in acceptance asylum seekers which called as Pacific Solution policy.

In late August 2001, the routine journey across the Indian Ocean of a Norwegian freighter, the Tampa, would become a voyage from hell, with the Tampa itself transformed into a floating monument to inhumanity, the focus of an international political dispute, and a bitter symbol in Australia’s
2001 national election. The story of the Tampa is a modern morality tale: it documents the tragedy of refugee policy and global migrations, the conflict between asylum seekers desperate to find a better life and the reluctance of citizenry of the rich stable democracies to embrace them. It also contains a powerful lesson for the press and a warning of challenges to come.

Howard made a policy called as Pacific Solution that is the displacement of the asylum seeker to detention centers spread across archipelagic countries in the Pacific Ocean. One of the policy application strategies is Relax Operation, which is an Australian border protection strategy on the high seas by intercepting, detaining, and preventing ships carrying people who want to enter Australia without a visa. Although the policy was ever dismissed at the turn of leadership during the reign of Kevin Rudd (Labour Party) year 2007, in the end, the same policy in Howard's period was reinstated during the reign of Tony Abbott with a framework of police Operation Sovereign Border (Rahmawaty 2014).

Australia tends to choose an increasingly restrictive policy towards asylum seeker with the justification for safeguarding its national interest, namely national security. When viewed from the implementation of the policy of Pacific Solution that is intended to respond and stem the tide of asylum seekers entering the territory of Australia (Katrina, 2015: 16). The Department Immigration and Citizenship (DIAC) as an institution responsible for immigration issues in Australia decided that the presence of asylum seekers who come by using the boat is considered as the illegal immigrant or the famous Irregular Maritime Arrivals (IMAs).

According to the United Nations High Commissioner for Refugees (UNHCR) an asylum seeker is defined as someone who has left their country of origin for fear of persecution, applied for protection in another
country, and is awaiting the decision on their application for refugee status (UNHCR 2006). The majority of the 14,000 asylum seekers arriving in Australia each year do so through official channels, identified and indeed referred by the UNCHR (Phillips and Spinks, 2013: 4). However, it is not these officially sanctioned entrants, but the Irregular Maritime Arrivals (IMAs) often referred to as boat people, that have captured the public imagination and have come to stand for asylum seekers in general (Nevin, 2010: 4).

For Howard to win election, he had to reclaim a majority of the close to a million votes that had left the Coalition for One Nation (Jupp, 2002:134). He duly did so with his handling of the Tampa Incident of August 2001 and the resultant policies that still shape Australia's asylum seeker response today. With that victory, Australia's response to asylum seekers became an issue that could decide the course of an election, thereby completing its politicization and turning it from a humanitarian issue to one of border protection.

Immediately after the Tampa Incident, a Newspoll survey showed that Coalition support had surged and they now held a 5% lead (Allister, 2003: 448). Following the events of September 11th the Coalition pushed to a dramatic 15 point lead over Labor, a lead they maintained right up to polling day on November 10th (Allister, 2003: 446). For the first time since the 1960's and the days of the White Australia Policy, one in four voters surveyed mentioned asylum seekers and border control as their top electoral concern, with the vast majority of those aligning themselves with the Coalition’s policies (Allister. 2003: 451-452). Howard won a third term in government with the largest swing to an incumbent party since 1966 (Allister, 2003: 449). His militarization of the issue and establishment of offshore processing know as the Pacific Solution set the tone for the response to asylum seekers that we see today.
The immigrants who were originally regarded as one of the factors of progress and development as the Australian state were then seen as something that could threaten the state through economic, security, and socio-cultural. A large number of immigrants entering Australia by boat considered to be able to increase the amount of state expenditure budget thus impacting the lack of budgets for public service. This paper also sees that Pacific Solution applied during the leadership of John Howard as an Australian Government policy formulation of Asylum Seeker and IMAs. This will be further explained as the dynamics of politics, especially security policies and issues, as well as John Howard's focus on maintaining domestic security stability when he becomes the leader in Australia.

This paper is divided into three important points in explaining the Pacific Solution as Australian policy towards Asylum Seeker and Irregular Maritime Arrival during the reign of John Howard. First, eliminate the migration zone in Australia. Second, use the military devices to block the arrival of IMAs. And build cooperation with third world countries in the South Pacific, namely Nauru and Papua New Guinea in forming a center of defense. On the other hand, Howard also made several amendments to the Migration Act by reducing the right of refugees. Immigrants considered as one of the factors of the progress and development of Australia state are transformed into new dimensions that threaten economic, security and socio-cultural development.
B. THEORETICAL FRAMEWORK

1. Decision Making Theory

To more easily understand the interaction of factors that influence the foreign policy decision-making process, the writer tries to describe it into an illustration of chart form as follows:

![Chart I: Foreign Policy Decision-making Process William D. Coplin.](chart)

There are three considerations that can be explained. First, domestic politics includes condition and circumstance of the justified state will make a decision, namely political of the state related to decision, include cultural factor underlying man’s behavior. Second, Military and economic capability is the situation of military and economic of the state, including geographical factors which always become a consideration of security defense (Keling, 2011). Third, International context is a result of foreign politics of all countries in the past, nowadays, and a future which are probably anticipated. In other words, it is a related to the condition of a state which become foreign politic purpose and influence of the other state which are relevance toward the face problem. The Howard government foreign policy, in this case, is based on the Australia’s system.
C. SOVEREIGNTY CONCEPT

In today’s world, not only are there complex issues presented by transnational activities but also with voluntary in involuntary movement of large number of people crossing national borders. In case of refugees and the phenomenon of forced migration present a basic upon which to access the effectiveness of sovereignty, nation states and territorial boundaries, also the impact these can produce (Wright, 2016: 16). Carl Schmitt (2007) defined sovereignty as who decides on the state of exception. This concept of sovereignty exception creates for itself a rule legitimizing the authority of the state, guaranteeing the condition of sovereignty, and perpetuating its legitimacy.

In his concept, Carl puts forward a concept of political realism to explain the emergence of the sovereignty state its power. Using this approach, an enemy must be established, for without perceived threat there is no rationale for a political entity to exist. Therefore, a division of the world into separate political territories is a necessity, for where there is one state there must be others, and where there is another state there must be an enemy. Hence, sovereignty and the state represent power and independence within the global system, with aspirations of a strong national territory and identity.

Any outside the sovereignty state poses a potential risk and is therefore an enemy of the state. In doing so, the deviant refugee becomes a misfit and possible threat to perpetuating the shaping and reinventing process of the imagined nation state and its citizens, undermining the security and coherence of the sovereignty project. To protect the nation state, strategies must be devised to keep under control the movement of such people. The sovereignty defines both what is inside and outside its space, creating the situation whereby its validity is determined. As
previously noted that anyone outside may be a potential risk and threat to the sovereignty state.

Any group or individual, therefore who transgresses by crossing state boundaries and moving into another territory, clearly upsets the distinction between the internal and the external. They represent the aberrant members of society, belonging no longer to the state of origin, and infringing the laws of sovereignty in the new host community as non members. According to the Haddad, the concepts of sovereignty and separate states within the international system illustrate that as a state grew increasingly nationalized, the more important it was to build a strong state to nation bond. However, as individual or a group, the refugee forces the world to recognize a spatial distinction between here and there. The refugee represent a threat to the nation state and its desire to build a robust, balanced society by introducing potential insecurities, racial and cultural tensions, as well as logistic and economic challenges.

Robert Jackson noted that: “Sovereignty is an idea of authority embodied in those bordered territorial organizations we refer to as states or nations and expressed in their various relations and activities, both domestic and foreign. Sovereignty is at the centre of the political arrangements and legal practices of the modern world. State sovereignty is a fundamental idea of authority of the modern era, arguably the most fundamental.”

Sovereignty is essential to economic growth and social prosperity. The fundamental of sovereignty are protection and empowerment. While traditional concepts of sovereignty focus on the territorial sovereignty of the state and its vital national interests, sovereignty recognizes that the state has not always been able to assure the protection of its citizens (Smith and Whelan: 9). The adoption and implementation of sovereignty by the Australian Government would assist in fulfilling the responsibility of
states to protect their own citizens, and in strengthening the rule of law in states emerging from complex emergencies.

In the case study of Asylum Seeker in Australia, sovereignty here means justice and emancipation while connected between domestic policy and international environment because of the idea of human security is facing two component state and human sovereignty (Perwita, 2006: 131). In the other hand, sovereignty is trying to elaboration the domination of state to human and individual security including problem of social welfare, protection of economic and politics dimension. The pacific solution that created by John Howard is trying to protect the economic and also the dynamic of social and politics in domestic level and also for international.

D. METHODOLOGY

This research is used the descriptive by qualitative approach to find the answer of the research question. It takes secondary data as resources of this research with data collection technique consisting of books, journals, and including data from reliable website which is supporting the explanation of this research. According to Miles Huberman (2011:246) classic research methods, the fundamentals of research design and data management are followed by three ways consisting, collective data, display data and conclusion drawing or verification.

1. The Pacific Solution as Australia Policy towards Asylum Seeker and IMAs

Before the Tampa reached the island, however Australian authorities ordered it to remain at least twelve miles offshore, outside territorial waters (Saul, Ben. 2012: 12). The Australian government, alarmed by the growing number of boat people arriving (more than 8,300 in the two
previous years) saw the ship as the most blatant assault yet on Australian sovereignty by the people-smuggling industry. The cabinet thus decided on the morning of August 27 to deny disembarkation rights, and Prime Minister John Howard argued that the Tampa, under international law, should return to Indonesia. The cabinet was infuriated that the Afghans, rescued by a Norwegian Vessel and in the process of being returned to Indonesia, were now intimidating their way to Australia. If they succeeded, the Tampa would signal his government’s inability to control the borders, an issue that had been receiving growing attention in Australia. As Howard explained, “We simply cannot allow a situation to develop where Australia is seen around the world as a country of easy destination.” As a result, the Tampa would not be given permission to land in Australia or any Australian territories.

To contextualize the People Swap response, we can trace four waves of boat people or irregular maritime arrivals as it was formally known. The first wave of arrivals in 1976-1981, was a relatively small cohort of 2,059 individuals who came mainly from Vietnam on 60 boats (Parliament of Australia 2013). In general, this first wave was received by the Australian public with empathy and genuine concern for their integration into the Australian society at large (Hasmath, 2013: 3).

As the number of arrivals increased from 1989 to 1998, to the tune of 3,030 arrivals on 82 boats in sum, the rise of boat people in the second wave was accompanied by a greater frequency of detention over longer periods. While the majority of arrivals in the second wave were sent back to their home nation, the issue of boat arrivals became prominent again in the third wave (1999-2001) as 3,721 arrivals on 86 boats in 1999 alone, followed by 2,939 arrivals on 51 boats in 2000, and 5,515 arrivals on 43 boats in 2001 necessitated a stronger response, characterized by the Tampa Affair and the subsequent, Pacific Solution.
The *Tampa* Affair unfolded in August 2001 when John Howard’s government refused the Norwegian shipping boat, the *MV Tampa*, permission to dock on the Australian territory of Christmas Island after rescuing a sinking boat of asylum seekers on Australia’s request. What ensued over the following days was a standoff, until Howard’s Liberal government implemented the poorly-termed policy, the Pacific Solution.

The Pacific Solution encompassed three key features. Firstly, certain territories notably Christmas Island, Cocos Island and Ashmore Reef were excised from Australia’s migration zone, meaning that when landing on these islands, asylum seekers could not apply to Australia for refugee status. Secondly, the government was granted powers that allowed the Navy to interdict asylum seekers heading to Australia by boat. Finally, arrangements were made with Nauru and Papua New Guinea to establish detention centers for the processing of asylum seekers, thus establishing Australia’s system of offshore processing. After 2001, the number of asylum seekers arriving by boat dropped dramatically, with one person arriving in 2002, and an average of 57 people each subsequent year until Kevin Rudd’s Labor government was elected in 2007.

Based on the historical aspect of Australia’s IMA policy, the arrival of the migration wave has taken place since the 1940s. However, in 1999 Australian political conditions began to be affected by the turmoil of the IMA issue due to the coming wave of migration by asylum seekers from the Middle East. The Tampa incident in 2001 was the turning point for the implementation of a series of restrictive policies on the IMA under the reign of John Howard. The main problem with this incident was the Australian government’s refusal of the placement of 433 asylum seekers (mostly from Afghanistan) who were rescued by Norwegian freighter carriers on the high seas.
The Howard Government implements a Pacific Solution policy that includes the detention of boats carrying asylum seekers before they enter the Australian migration zone and resettlement for those who have been confirmed as refugees. This policy is the pioneer of an offshore processing center, a detention center for asylum seekers in Australia's offshore areas as well as in other countries to secure Australia's border area from asylum-seekers arriving. This policy complements Temporary Protection Visa (TPV) for asylum seekers whose arrival is unlawful to Australia but is subsequently designated as a refugee (Prabaningtyas, 2015: 71).

In a radio interview in 2002, the Prime Minister John Howard spoke of the success of the Pacific solution in deterring asylum-seekers, stating: far from being a failure, the Pacific solution has made some contribution towards the slowing down in the number of people who are coming to this country (Flahive: 145). In the long run, of course, the answer is to get a situation where people don't endeavor to come here illegally in the first place. Mandatory detention and the Pacific solution policy have received much domestic and international criticism. Dissatisfaction with the government's policies regarding asylum-seekers can also be found within Prime Minister John Howard's own Liberal Party.

Recently, rebel members of the Liberal Party unhappy with the Prime Minister's policies on mandatory detention introduced two private members’ bills into the House of Representatives. If passed, these bills would have brought Australian law into conformity with the UNHCR guidelines by permitting the detention of asylum-seekers only when necessary, for example, to verify a person's identity. Wishing to retain mandatory detention, Prime Minister John Howard negotiated a compromise with the rebel Liberal Party members culminating in the Migration Amendment (Detention Arrangements) Act 2005 (Detention Act).
In section 4AA of the Detention Act the government affirms the general principle that a minor shall only be detained as a measure of last resort. In addition, the Act grants the Immigration Minister the discretion to make a determination that a detainee is to reside at a place other than a detention centre, if it is considered in the public interest to do so. In its Explanatory Memorandum, the government indicated that it would only use this power when families are involved and would impose unspecified, unlimited conditions upon release. Although under the Detention Act more people have been released from detention, many have criticized the practical effect of the Detention Act as it appears that it contains no extra compulsion or mechanisms to force the government to do anything they don't want to do. Indeed, Prime Minister John Howard acknowledges that these changes are merely mandatory detention system with a softer edge. In effect, the Australian Government is still aiming to deter people.

Despite dismantling many of these initiatives when it came to power in 2007, the Labor government gradually started reintroducing them (Mcadam, 2013: 5). At first, it seemed to do so with a humanitarian agenda, shifting the rhetoric from stopping the boats to saving lives at sea. In the end, though, it adopted many of the same draconian policies as the Howard government, despite promises that it would never replicate them because of their inhumanity, illegality and ineffectiveness.

It will rarely be safe, or legal, to turn back boats. This is because of the immediate risk posed to the lives of those on board these typically unseaworthy vessels, as well as the danger that refugees may be returned to persecution or other forms of serious harm. Past experience shows that a policy of turning back boats is fraught with significant risks. Under the Howard government, seventeen boats were intercepted but only five were turned around. The Australian Navy had to deal with threats and acts of
self-harm, aggression towards members of the boarding party, and acts of sabotage to the boats.

2. Building Cooperation with Asia Pacific Countries and Migration Act

Australia will not be able to execute its own IMA policy without attempting to map out and see the influence of the existence of the countries around it. Australia is concerned to establish good relations with its Asia Pacific neighbors in transit for IMA so that the country has a justification for raising the urgency of the IMA issue at the regional level. This is actually a very important thing for Australia to realize Australia's security interests in the handling of IMA. The initial effort initiated by Australia to work with Indonesia on IMA's handling is the Bali Process on People Smuggling, the Bali Process. The domestic political context of Australia at the time this policy was initiated was a major concern due to the increasing number of IMAs working towards Australia. The IMA is feared to be a threat to Australia's national security because it has the potential to pave the way for people smuggling and the entry of terrorism.

The Bali Process became Australia's first road to raise the issue of asylum seekers to the regional level, while strengthening its network of cooperation with Indonesia. This is because, as expressed by Joseph H. Douglas and Andreas Schloenhardt, there is a tendency for countries in Southeast Asia and the Pacific to have no urgency similar to Australia to take action to combat people smuggling. Indonesia is a very crucial country for Australia because Indonesia's geographical position is often used by IMA actors to transit before reaching Australia.

It appears that actually from the beginning of Australia at that time led by John Howard (Coalition party) to build a regional framework with the aim of assisting his country in solving the IMA problem aligned and identified with security threats such as smuggling and trafficking. It is clear
that the foundation for the establishment of the Bali Process is for Australia to prevent IMA upgrading at that time. Not surprisingly, if the dimensions of protection and humanitarian consideration of asylum seekers coming from the new sea lanes are seen implicitly in the initiation of the Bali Process.

In addition, Australia also provides funding support channeled through the International Organization for Migration (IOM). This fund is provided to support the implementation of the Regional Cooperation Arrangement (2001) and the Management and Care of Irregular Immigrants Project (2007) programs. The main objective of this policy program is to reduce the number of people reaching Australian territory. The enactment of this policy has consequences for Indonesia, namely the necessity to arrest people who are considered illegally intending to travel to Australia and then refer it to IOM Indonesia for processing in Indonesia.

Cooperation with post-conflict Indonesia due to IMA case in 2001 was able to reduce post Tampa conflict. It also shows that in Australia's security and defense strategy, Indonesia is not just a neighboring country, but a strategic partner. Australia’s success in lobbying with the Indonesian government to increase its awareness of irregular migration is at least accomplished through an Indonesian initiative supported by some sending countries at the multilateral level through the Jakarta Declaration in the Special Conference on Irregular Movement of Persons in Jakarta on 20 August 2013. When viewed from Indonesia's perspective, the Declaration became an important step forward for the handling of asylum seekers as it successfully formulated a number of collective agreements to address the conditions that led to the human smuggling and human trafficking.

If followed up quickly and accurately, the Jakarta Declaration can be an important step for Indonesia's leading role in the region in anticipation of the rapid flow of IMA in the future. However, it is important to note that
the Jakarta Declaration is full of Australian interests. Increasing urgency and attention to human smuggling cases in the region does not necessarily arise due to the problems caused by IMA in Indonesia, but on the interest of Australia to make Indonesia a buffer country. So even if Australia is in a position to support the Indonesian-initiated Declaration, there is an indication that the Declaration demonstrates Australia’s success in inserting its national security agenda into the interests of Indonesia which are then appointed to the regional level.

The Migration Act now allows for offshore entry persons to be taken to declared countries. However, after procuring the insertion of the declared country provisions into the Migration Act, the government was still faced with the task of finding countries willing to become declared countries. Unsuccessful approaches were made to Fiji, French Polynesia, Palau, Tonga, and Tuvalu throughout September and October 2001. Fortunately for the government; it had enough success to prevent its Pacific Solution from immediately collapsing.

In 1992 Parliament enshrined Australia’s policy of mandatory detention in the Migration Reform Act 1992 which amended the Migration Act 1958 (Migration Act). Under sections 189 and 196 of the Migration Act, immigration officials must detain all non-citizens who are unlawfully in Australia until they either deport the unlawful entrants or grant them permission to remain in Australia. In 2001, the Australian government passed amendments to the Migration Act to enact its ‘Pacific solution’ policy (Flahive: 24). These amendments prohibit asylum-seekers who arrive in prescribed parts of off-shore Australian territory from making applications for Australian visas. Instead, the government takes asylum-seekers to either Nauru or Papua New Guinea to detain them whilst authorities assess their claims for asylum.
On September 10, 2001, Nauru signed a Statement of Principles and First Administrative Agreement (FAA) with Australia agreeing not only to host 283 of the *Tampa* asylum seekers, and 237 other asylum seekers intercepted by the Australian Navy, but also to consider Australian requests to host further groups of asylum seekers. On October 11, 2001, Australia and Papua New Guinea signed a Memorandum of Understanding (MOU) pursuant to which Papua New Guinea agreed to host an identified group of 225 asylum seekers and to consider hosting further groups of asylum seekers.

At about the same time Australia was also pressuring Nauru to host yet more asylum seekers. On December 2001, Australia and Nauru signed a MOU which replaced the previous agreements between the two countries and pursuant to which Nauru agreed to host up to 1,200 asylum seekers at a time. One last success allowed Australia finally to call off its search for asylum seeker accommodation options. In January 2002, it procured an agreement with Papua New Guinea to host up to 1,000 asylum seekers. Because of their agreements with Australia, Nauru and Papua New Guinea are now declared countries.

The transformation in Australian policy is the most dramatic by a democracy to combat the ever-increasing flow of asylum-seekers that began a decade ago. As right-wing anti-immigration sentiment gains influence across Europe, and the United States moves towards tougher policies against asylum-seekers and illegal immigrants as part of its new war against terrorism, the Australian experience offers a template of how intricate new forces may well play out. There is an urgent conclusion drawn: democracies need a deeper, more informed public debate to balance border protection with human rights. The refugee issue is here for the long haul – asylum-seekers are driven by ongoing disintegration of
dozens of impoverished states and the quest for a better life in the developed world.

The Howard government’s re-election offers convincing evidence that, for a compassionate refugee policy to work, it must be sustained by a national interest rationale and that press advocacy for these policies based solely on humanitarian grounds will not prevail. This project argues further that the lesson from the Australian experience is that the international press needs to help re-frame the global refugee issue, not solely as a contest between tolerance and intolerance, but as a serious 21st century challenge to the liberal democratic state between competing ideas of universal human rights and the expression of voters’ demands that governments tighten borders in the name of sovereignty.

Australian politics is conspicuous for its structural stability, with the long-standing party contest between the conservative Liberal and National Coalition in opposition to the liberal Australian Labor Party. In March 1996, the Liberal government was returned to power under the leadership of John Winston Howard, an under-estimated mixture of economic liberal, social conservative and calculating populist.

Border protection, however, constitutes a more enduring element of Australian nationalism – the idea of the continent as the nation. It is also an appeal to national security because the seas that surround the continent can be monitored and unwanted arrivals detected in a way that is impossible for most nations with land borders. Border protection thus remains integral to how Australia relates to the world and that worldview, as argued previously, is embedded in the post-war immigration program (Kelly, 2016: 37).

First, the government reached agreements with several South Pacific nations to accept for processing the Tampa boat people as well as any future boat people who arrived on Australian territory. While New
Zealand as a close neighbor took a number of the Tampa asylum-seekers, Australia used financial incentives to persuade weak states such as Nauru and Papua New Guinea to cooperate with its so-called Pacific solution (Wulandari, Rahma, 2016: 88-89).

The Pacific Solution meant that asylum-seekers who landed on the Australian territories henceforth would be immediately consigned offshore to these islands for processing. As the first step, the people on board the Tampa were transferred at sea to Australian naval vessels and then transported to various South Pacific destinations enabling Howard to keep his original pledge that the Tampa people would never set foot on Australia or its territories (Anonim: 3).

Second, a new refugee jurisdiction was created. This new regime applied henceforth to all people arriving at the “offshore territories” (Christmas Island, Ashmore Reef and the Cocos or Keeling Islands), which effectively meant all the boat people. They would be labeled an “offshore entry person” and would in effect be excluded from Australia’s obligations under international refugee law. Such people even after processing in South Pacific islands would thus never be eligible for permanent residence in Australia, regardless of their refugee status (Elliott, Lorraine. 2008: 17).

Instead, they would only be entitled to a temporary protection visa limited to between three and five years. After that, their ability to return to their homeland would be re-assessed. Their families would never in any case be able to join them in Australia. This was a regime calculated to dissuade asylum-seekers arriving by boat but happened to be a definition of border protection manifestly in conflict with Australia’s international obligations under the 1951 Convention.

Third, people smugglers involved in the trade to Australia would face harsher penalties: a minimum of five years in prison and up to 20 years
for a first offense, with harsher provisions for a second offense. Fourth, people arriving by boat with no documents despite having traveled through several countries en route – would have adverse conclusions drawn against them, thereby making refugee status much harder to obtain (Cotton, James and Ravenhill, John. Middle: 8).

Fifth, any judicial efforts to expand the definition of the term refugee as well as the right of Federal Court and the High Court to review refugee determination decisions at the administrative level were restricted; and class action suits against unfavorable decisions were prohibited. These measures reflected the executive’s hostility towards judicial interpretation that it saw as frustrating government policy by permitting asylum-seekers a de facto permanent status via protracted legal appeals.

The sixth arm of Howard’s new policy, however, quickly became the most visible to the Australian people – the deployment of the Australian military to intercept boats carrying potential asylum-seekers. This operation would cause intense dispute within the military forces and guarantee a media watch for new boats during the election campaign.

In contrast, while the Labor party externally painted itself as the more centrist and compassionate party, any actual foreign policy changes on these issues were minimal. On the surface Labor ended the Pacific Solution and abolished temporary protection visas, but in practice it retained the Migration Zone set up by the Howard government, which included the mandatory detention of all people entering illegally by sea (McLean, Wayne, 2012: 12). Furthermore, despite the fanfare surrounding the end of the Pacific Solution, Labor moved to setup a ‘regional processing centre’ first in Timor and then again in Malaysia, both of which had many similarities with the Howard policies. In short, rhetoric was the main difference, with each party appeasing a certain domestic bloc and framing their policies to suit.
This analysis also shows that the government and the press framed the issue in crucially-different ways. For the government, the boat people were a threat to Australian sovereignty, its border security and the democratic right of its people to determine who came to their country. The boat people posed a humanitarian challenge that needed to be met within the terms of Australia’s traditional refugee policy in a way that was humane, consistent with Australia’s legal obligations and moral responsibility. The press was concerned that Howard’s real goal was to engineer his re-election. The government and the quality press, in short, were talking past each other to different constituencies.

E. CONCLUSION

The issues of border security, domestic political conditions, and international response that threatened Australia since the Tampa tragedy convinced Howard to issue a policy of Pacific Solution in order to maintain political stability related to election also to save state budget expenditure. This Pacific Solution policy is deemed capable of reducing the right of refugees by not allowing applying for visas, including asylum applications.

Pacific Solution is the transfer of asylum seekers to detention centers spread across the island countries in the Pacific Ocean. One of the policy application strategies is Open Relax which is the strategy of border protection of Australian territory on the high seas by intercepting, detaining, and preventing ships carrying people who want to enter Australia. A large number of immigrants entering Australia by boat are considered to be able to increase the amount of State expenditure budgets thus impacting the lack of budgets for community service. Pacific Solution applied during the leadership of John Howard as an Australian Government policy formulation of Asylum Seeker and IMAs. This will be further explained as the dynamics of politics, especially security policies and issues, as well as John Howard's
focus on maintaining domestic security stability when he becomes a leader in Australia. This paper just wants to emphasize that Pacific Solution applied during the leadership of John Howard as an Australian Government is a policy to formulation the number of Asylum Seeker and IMAs. Results explanation of the policy and decision making process in this article may experience a difference if written by other researchers which notice from a different perspective.

REFERENCES


Anonim. Asylum Seekers and the Legacy of the White Australia Policy.

Anonim. Australia Pacific Offending human dignity the Pacific Solution.


Cotton, James and Ravenhill, John. Middle Power Dreaming: Australian Foreign Policy during the Rudd and Gillard Government.


ABSTRACT
Railway is an important means of land transportation in the mobilization of the population. Performance of PT. KAI at this time has undergone a very big change compared to when PT. KAI has not carried out the transformation. This study aims to analyze the transformation process of organizational restructuring process at PT. Kereta Api Indonesia. This research is a qualitative research, in which organizational transformation is based on the opinion of Goulliart and Kelly (1994), where the process of Restructuring is part of the process undertaken in organizational transformation. In the restructuring process there are 3 chromosomes to be analyzed, namely: constructing a economical model, aligning the physical infrastructure and redesigning the work architectur. The results showed that Restructuring run by PT.KAI has been running well. Organizational transformation has altered organizational structure directed at service oriented. Restructuring at PT. KAI is done gradually. Restructuring is done more by adding new structures that do not yet exist, to focus more on the objectives. Restructuring is always followed by the addition of infrastructure. Restructuring leads to changes in job design.

Keywords: Organizational Transformation, Restructuring, Focus on service
A. INTRODUCTION

Service in the field of transportation is one of the mandatory duties undertaken by the government. Transportation is one of the important sectors in development and daily life. Population mobility requires the availability of adequate means of transportation, feasible, convenient and cheap. One type of transportation that people are interested in to do their mobility is a train. Trains become the choice of society because it less time and cheap. Trains are a means of transportation as an alternative to avoid congestion on the highway. Railway is currently a favorite for workers in the Greater Jakarta area. The increasing trend of public interest to travel by train in Jabodetabek can be seen in the following table:

Graph 1.1. The Development of Jabodetabek Train Passengers

Source: PT KAI Commuter Jabodetabek, 2013

In 2009 PT. KAI through Ignatius Jonan's leadership began to transform the organization. Before the transformation of the organization of PT. KAI leaves behind a number of issues to be faced, namely the quality of railroads and inadequate signals to support safe and
comfortable rail travel, locomotive quality and the well-established series and carriages, with an ever-growing number, poorly maintained stations, slums, dirty and unreliable in supporting good railway operations, KRL problems in Jabodetabek are not punctual and often disturbed due to no electrical power, lack of discipline in back office, train station and crew, low rate of employee’s remuneration, therefore vulnerable to deviations, the lack of proper management principles and good corporate governance, the limited number of locomotives and the train series, poorly on time performance, not yet applied information technology properly, one of the impact is the complicated system of ticketing that were controlled by brokers, and lacks of strong leadership with no clear vision for current and future corporate development (Djuraid, 2013: 44-46).

Transformation conducted by PT. KAI still has some problems that must be addressed. One of them is related to the number of train accidents, the use of RTS to purchase tickets online is still not optimum which only about 26%, in 2013. Transformation Organization that has lasted approximately 5 years has indeed given good results, but in fact PT. Kereta Api Indonesia is still experiencing various problems such as the frequent delays of train schedules, passengers crammed into trains, abandoned trains, inadequate waiting rooms, expensive ticket prices and parking rates. In addition, PT. KAI also gets opposition from the internal organization, namely the leaders and employees who have long programmed with the old ways of working routine that previously enjoyed certain earnings from practices that are not accounted for (Khasali in Djuraid, 2013: 331).

The research with the theme of organizational transformation has been done by several people including Riptono (2014) "Determinants of Successful Transformation of Organizations toward High Performance Organization (HPO), Kariena Febrianti (2012) with title "Organizational
Transformation Regional Development Planning Agency (BAPPEDA) of West Java Province, David BW Pande (2012) "Bureaucratic Transformation in Maternal and Child Health Services (Studies at Puskesmas Organizations in East Nusa Tenggara Province)", Aneta, Yanti, et al. (2014) "Organizational Transformation: The Revitalization of the Role and Function For Human Resources Case Study of PT PLN Area Gorontalo), Manfred FR, Khatarina Balaz (1999) "Transforming The Mind Of The Organization Set: The Critical Perspective", Price, Reg, Roderick J. Brodie (2001) "Transforming A Public Service Organization From Inside Out To Outside In; The case of Auckland City, New Zealand ". The differences between the research that researchers do with other researchers is because this research is to explain and analyze the organizational transformation of the railway service company PT. Train Indonesia Daop I Jakarta and try to find obstacles in the implementation of the organizational transformation, hence the emphasis in this research is on Reframe (change the mindset), Restructure (change organizational structure), Revitalize (revitalize) and Renewal (renew). In this study the researchers tried to peel and provide in depth explanation how PT. Kereta Api Indonesia Daop I Jakarta made a transformation based on the 4 R concept.

The Changes always have two sides of a story, the good and the negative side of a change, but a change must be made in order for an improvement. Transformation as a radical change has been done by PT. Kereta Api Indonesia by bringing big changes within and outside PT. Kereta Api Indonesia. Based on the background, researchers found that PT. Kereta Api Indonesia in the practice of transformation has done the transformation on technical aspects as well as social aspects. Therefore it is intereted to examine how PT. Kereta Api Indonesia performs organizational transformation. The researchers came up with the title:
Organizational Transformation At PT. Kereta Api Indonesia (Study On Restructuring Process). Based on the background that has been submitted then this Research Problem Formulation is: How the Organizational Transformation runs by PT. Kereta Api Indonesia Daop I Jakarta?

B. LITERATURE REVIEW

1. Organizational Transformation

Organizational Transformation is one of the important actions that the organization must take to improve the condition of the organization that tends to get worse. Transformation is needed by an organization because current and future environmental conditions can change organizational performance. This opinion is in line with Kotnour (2000: 39) as follows: "You need to transform because something in the current or future environment is your organization's performance no longer acceptable". In essence, an organization's transformation is to improve its deteriorating condition and can no longer meet the demands of the organizational environment, both internal and external. The changing environment requires organizations to make changes in whole or in part in order to adapt to the organization's environment.

The word transformation comes from the Latin transformare which in the context of the organization is interpreted to describe comprehensive organizational change (Ancona, 2005: 35). According to Daszko and Sheinberg (2007), not all changes are transformations, but every transformation is a change. Organizational transformation is the application of the theory of behavioral science, so that when viewed from the development of science, organizational transformation is an extension of the discipline of organizational behavior.
Opinions about organizational transformation delivered by Caddy and Kathleen (2005: 440) as follows:

Transforming a system into a unified whole process of changing from one configuration or expression into another by all parts of the system. In order for true transformation to take place in organization, it must be function as a whole system. From the opinion of Caddy and Kathleen can be explained that the transformation is a process of change that is comprehensive, not partial. Although it consists of different sub-systems, these changes must be integrated into one. So the changes run by the organization really work as expected.

Oden (2000: 12) states that transformation is an implementation of the type of "conversion" change. As the following quote: "in transformation we will primarily be implementing conversion type changes." Oden (2000: 13) states that the characteristics of transformational change are as follows:

1) Involves radical and discontinuous change to the shape, structure, and nature of organization.
2) The change is caused by forces external to the organization rather than forces in the organization.
3) Feature of transformation is that change deep and pervasive, rather than shallow and contained. The change affect all parts of the organization and involves many levels. Decentralization, downsizing and the geographic relocation of functions and activities axeplify changes that transform structured relationships deeply and pervasively.
4) Transformation requires different responsibility, even the whole set of actions by the member of the organization, rather than more or less of the behavior patterns. Example are changes to the norms and core values of organization that are brought about through acquisition, deregulation and reorganization.
Based on the quotation it can be explained that transformation including radical change and not continuous change in changing the shape, structure and climate of the organization, such as changing the view of the importance of production changed more concerned with customers. Transformation is caused by forces from outside the organization rather than within the organization.

Other opinions relating to the transformation process are those of Francis J. Goulliart and James N. Kelly (1995). There are four approaches in the change process, known as 4R, namely: Reframe, Restructure, Revitalize and Renewal (in Stimson 1996: 65). The process of transformation according to Gouillart and Kelly is described as follows:

**Figure 2.3 Element 4 R From Transformation**

![Element 4 R From Transformation Diagram](image)

Source: Gouillart and Kelly (1995: 6)

Based on the picture above can be explained that there are 4 elements of transformation, namely Reframe, Restructure, Revitalize and Renew. In the Reframe that became the focus of transformation itself is "mind" or mindset, view. In a transformed Restructure is a "body within" or body or body that forms the organization that performs organizational functions. In Revitalize or strengthening the focus is the organizational
body and its environment, both internal, and external. Meanwhile, on Renew or renewal that the focus is the spirit or spirit.

2. Organizational Restructuring

Restructuring is defined as follows:

Restructure deals with corporate bodies and getting a company to achieve a competitive level of performance. The three chromosomes in restructuring are constructing a economical model, aligning the physical infrastructure and redesigning the work architecture (in Stimson 1996: 65).

The restructuring approach is concerned with the organizational shape and level of competition that the organization can achieve. A lean, flat organization that meets the needs of the organization is a major consideration in restructuring. Restructuring is explaining where employee reductions are increasing and cultural difficulties are getting bigger. Sometimes the dismissal and anxiety of employees is an unavoidable side effect in the restructuring process. In the restructuring approach, there are three elements which include: (1) construct an economic model (2) align the physical infrastructure and (3) redesign the work architecture. Building an economic model (construct an economic model) can provide a detailed view of the organization about where and How a value is created or eliminated within an organization. This model is like the breathing system in the human body. As in the human respiratory system where oxygen is supplied in accordance with the needs of the human body, so the economic model is able to distribute resources to the most needed units in the organization.

The technique of integrating physical infrastructure (align the physical infrastructure) is one very important measure of the direction and strategy of an organization. In the human body system, the technique is a
bone system that reinforces the network of facilities and other assets in the organization such as factories, warehouses, trucks, machinery and so on which are important outcomes in the organizational process chain. Like human bones, organizational physical assets assets relatively fixed, rigid and can not easily be changed outside the existing design.

C. RESEARCH METHODS

The study in this study understands the implementation of organizational transformation through the process of Restructuring. This research located in PT. Kereta Api Indonesia, as a public organization state-owned status. In this research the researcher analyzed qualitative data related to organizational transformation focusing on Restructure (organizational restructuring). As to get more information deeply related to organizational transformation this research design based on qualitative research with descriptive method.

Data obtained from data collection techniques are namely primary data and secondary data. Primary data obtained through two ways, namely deep observation and in-depth interviews. In-depth interviews (in-depth interview) conducted on selected informants. Selection of informants is done intentionally (purposive).

The data analysis technique used is the model of John W. Creswell (2012: 274), which is poured in the following figure:
D. RESULTS AND DISCUSSION

Transformation is a process of change that is comprehensive, not partial. Although it consists of different sub-systems the changes must be integrated into one. So the changes run by the organization really work as expected. Based on the opinions of Francis J. Goulliart and James N. Kelly (1995) there are 4 approaches in the transformation process, known as 4 R, namely: Restructure, Reframe, Revitalize and Renewal. Discussion of organizational transformation at PT. Kereta Api Indonesia based on the four approaches are as follows.

1. Organizational Restructuring

Restructuring or rearranging the structure is an important part of organizational transformation. The core of change in organizational restructuring is in body within or body of the organization. Organizational change radically inevitably leads to structural change. Restructuring is a corporate body change to get a company that has a competitive performance. Organizational restructuring is a step taken by PT. KAI to
improve efficiency, more effective and directed to the achievement of organizational goals of customer satisfaction and corporate profits. In Organization Restructuring PT. KAI does it gradually. Here are the steps of Organization Restructuring PT. KAI from Conventional Organizations to Dynamic Organizations:

**Picture: Stages of Organization Restructuring at PT. KAI Persero**

Based on the picture above shows that during the period, about 7 years (2009-2016) there has been a change in the parent organizational structure as much as 7 times, which means once every year the improvement of the structure. In 2009 a new directorate was formed under the manager of Commercial Directorate and Unit of the new organization, namely Information and Technology Organization. In 2010 Polsuska established, Safety and Security Organization and Risk Management Organization and Inspector for Rollingstock at DAOP / Divre / Subdivre.
In 2011, a new Directorate of Safety and Security was established, in 2012 9 Directorates were formed in the Central Office. In 2013 changed the position of Vice President Security to Executive Vice President Security. 2014 establishes Vice President Passenger Facility and Vice President of Customer Care at Commercial Directorate, establishes Terminal Manager at each DAOP / Subdivre, Replaces Managing Director of Non Railway asset to Managing Director of Land and Building Asset. 2015 Eliminates EVP Subsidiary Development, establishing Executive Vice VP Finance Consolidation at the Finance Directorate, forming the Regional Sub Division of Aceh 1.1, establishing the training manager of Sumatra in Human Capital, the General Affair and Information Technology Directorate.

By the end of 2016 there is a change in the following organizational structure: Replacing the job grade, job class and job classification, forming the Building Manager in DAOP / Divre, forming Project Director, Eliminating Divre III SS, Subdivre III.1 KPT and Subdvre III.2 KNP, Divre III PG and Divre IV TNK. To get a picture of organizational structure changes at PT. The following KAI is the organizational structure of PT. KAI in 2008.
Based on the picture can be explained that in 2008 on the organizational structure of the headquarters of PT. KAI has 6 Directors, namely: President Director, Finance Director, Technical Director, Operations Director, Personnel and General Director and Business Development Director. Where each director oversees the Directorate, so there are 5 directorates. Each Directorate oversees the Sub Directorate. The Directorate of Finance oversees three sub directorates namely: Funding, Utilization of Finance and Accounting. Directorate of Engineering in charge of 5 sub directorates namely: Sub Directorate of Technical Planning, Railway and Bridge, Land and Building, Telkom and Electrical Signals, Engineering Facility. Directorate of Operations in charge of 4 sub directorates, namely: Sub Directorate of Traffic, Sub Directorate of Marketing Passenger Transport, Sub Directorate of Goods Transportation and Subb Directorate of Public Relations. Directorate of Personnel and General Affairs, in charge of 4 Sub Directorates, namely: Sub-Directorate

In addition to overseeing several directorates, the Board of Directors also oversees 4 Divisions, 3 Regional Divisions and 9 Operation Areas. The four divisions are: Facilities Division, Training Division, Supporting Business Division, Jabodetabek Urban Transport Division. Regional Division consists of 3 Divre, namely Divre I North Sumatra, Divre II West Sumatra and Divre III South Sumatra ...

**Jabodetabek Urban Transport** Division.

In the organizational structure of KAI in 2008 there is SPI (Internal Control Unit) which has the authority to supervise the performance and policies made by the board of directors. In addition to the parent structure, in the management of PT. KAI also has several supporting bodies that are directly responsible to the Board of Directors, namely: Center for Planning and Development and Logistics Center. The Center for Planning and Development oversees the Field of Company’s **Renja**? (Working Plan) and Field of Infrastructure Development and Infrastructure. Meanwhile, the logistics center in charge of Planning and Dedication and Inventory and Control. The reason PT. KAI (Persero) rearranged the first organizational structure because the old structure is considered not yet able to accommodate all activities in railway management, there are some important functions that are not stand-alone but belong to one directorate, such as security and safety functions included in the operating directorate. This combination made the security and safety functions were unfocused
and maximized, therefore security and safety functions ended up in the safety and security directorate

Second, the restructuring is implemented in order to accommodate the growth of new functions as a result of renewing and revitalizing by PT. KAI at the time of transformation. An example is an update on the civil service system through e-office causing the need for a new IT-IT function, so IT functions are made by combining it with the HR management function into the HR and IT Directorate.

Restructuring is done in accordance with the vision and mission of the company. Six existing corporate functions or directorates gradually become Nine (9) directorates. The six directorates prior to 2009 are:

1) Directorate of Operations, including commercial activities, safety and security.
2) Directorate of Finance (includes activities related to infrastructure, transportation facilities and logistics).
3) Technical Directorate
4) Directorate of Personnel and General
5) Directorate of Business Development, covering the management of land and building assets.
6) Commercial Directorate

After going through a long process of redesigning the organizational structure, then starting in 2013 there are nine functions of the company in KAI headed by a director are as follows:

1. Commercial Director
2. Director of Operations
3. Director of Infrastructure
4. Director of Facilities (Rolling stock)
5. Director of Safety
6. Director of Human Resources and IT  
7. Director of Logistics  
8. Director of Non-KA Assets  
9. Director of Finance  

In addition to 9 (nine) Directorate of PT. KAI has 6 subsidiaries namely PT. Reska Multi Usaha, PT. Railink, PT. Kai Commuter Jabodetabek, PT. KAI Tourism, PT. KA Logistic and KA Properties and Management.  

The addition of the number of directorates in PT. KAI is based on changing the orientation of the company from product orientation to service orientation. This orientation change will certainly change the direction and focus of what work should be done to create a service-oriented rail service company. Therefore it is important for PT. KAI to form 3 directorates in an effort to meet the demands of the community related to rail services. The three Directorates are: Directorate of Facilities, Directorate of Infrastructure (Railstock) and Directorate of Safety and Security.  

The Directorate of Facilities is formed and considered important, because at that time the condition of stations, parking lots, waiting rooms, and toilets, in almost all stations in the DAOP I Jakarta area was poorly maintained. Meanwhile, facilities are important factors that are still often complained of by society. Therefore, because the focus of post-transformation orientation is "service oriented". In line with the mission, the company established a separate Directorate for the procurement of facilities, facilities maintenance and utilization of facilities.  

The results of interviews and observations by researchers related to the restructuring process can be described as follows:
1. Construct the Economic Model on Organizational Structure

Constructing the economic model in question is how the new organizational structure can provide a high level of efficiency, follow by customer desires and customer satisfaction, can provide profits for the company. The construction of this economic model leads to the structure where the functions in the structure will make the organization work more efficiently, systematically, focus on providing excellent service. In accordance with the status of the company PT. Persero is also directed to seek profit, then the structure is also created functions to increase corporate acceptance.

At PT. KAI Persero, the idea to form a more efficient, customer-focused and customer-oriented structure comes from the President Director, the idea is presented at the Board of Direction (BOD) meeting forum. A new, more efficient, customer-focused, customer-centric builder, not a baseless policy. The idea of change is based on performance reports, the financial statements of the report in 2008 then the Board of Directors will know whether the organizational structure that has been formed effectively or not.

In analyzing the organizational structure, whether or not the structure is analyzed at every dimension. Dimensions The organizational structure consists of Complexity Dimensions, Formalization Dimensions and Dimensions of Centralization and Decentralization. Dimensions Complexity will refer to the level of organizational diversity both horizontally and vertically. Horizontal differentiation is seen from the variety of units / divisions, job functions, types of jobs.

In order to construct an organizational structure which is economic and can improve the performance of the organization it is necessary to establish new functions or eliminate or combine functions that do not work optimally in a directorate or field. The process of constructing the new
structures is carried out by several directorates, led by the President Director and 3 (three) directors who are directly involved in creating new organizational structures, namely Commercial Director, Operations Director, Human Resources and IT Director.

Commercial director as the responsible for the implementation of business, provide input new business what are likely to be developed in PT. KAI (Persero). The re-birth of a new business will usually be followed by the formation of a new organizational structure or an updated organizational structure. Director of Operations as a train operator, has a role in shaping new structures, because if there are additional railway lines or new railway routes, the construction of new stations will certainly affect the existing organizational structure. Meanwhile, the Director of Human Resources and IT is involved in constructing new structures because the construction of the new organizational structure needs to be mapped out what functions are available, what skills are owned and how many personalities are required. The Directorate of Human Resources and IT through its authority makes HR planning to meet the new structure in accordance with the needs of the structure.

To get a complete picture how PT. KAI Persero has constructed an Organizational Structure that has reflected the "ecom model", can be seen on the chart of the organizational structure created in the transformation process as follows:
Based on the above chart, it can be described the President Director directly supervises 9 (nine) Managing Director and 5 (five) Executive Vice President (EVP). The nine managing directors are: Managing Director of Commerce, Managing Director of Operations, Managing Director of Infrastructure and Development, Managing Director of Safety and Security, Managing Director of Human Capital, General Affairs and Information Technology, Managing Director of Logistic and Railways Assets, Managing Director of Non Railways Assets, Managing Director of Non Railway Assets, and Managing Director of Finance. Meanwhile, five Executive Vice President directly under President Director are EVP Legal, EVP Internal Audit, EVP Risk Management, EVP Corporate Secretary, and EVP Subsidiary Development.

Managing Director of Commerce oversees EVP Freight, Marketing and Sales. EVP performs marketing and sales functions. Managing
Director of Operation oversees the EVP Operation which has the technical governance function of railway operations and is responsible for the UPT TPK Manager. Managing Director of Infrastructure and Development underpins EVP Development and is responsible for the Infrastructure Center in Java. Balai Yasa is a maintenance and repair workshop for railway infrastructure, such as train cars and railroads. Managing Director of Rolling Stock oversees EVP Tractive Rail Vehicle and is responsible for Balai Yasa Sarana. Managing Director of Safety and Security oversees EVP Security. Managing Director of Human Capital, general Affairs and Information Technology oversees 3 (three) EVP: EVP Personal Care and Control, EVP Training and Education and EVP Information System. Managing Director of Logistic and Railway Assets oversees two EVPs, EVP Railway Asset and EVP Logistic. And lastly Managing Director of Finance is responsible for 5 VP (VP), namely VP Corporate Finance, VP Budgeting, VP Financial Administration, VP General Accounting Taxation, VP. Cost Accounting and VP Revenue and Cost Controller.

In addition to 9 (nine) Directors with 9 Managing Directors, 17 (seventeen) EVP and 6 VP (Vice President). The President Director of KAI also has authority over 9 (nine) Regional Operations, 3 (three) Regional Divisions, 2 (two) Sub Regional Divisions and 6 (six) Subsidiaries. The nine DAOP (Operation Area) are:

1) DAOP 1 Jakarta
2) DAOP 2 Bandung
3) DAOP 3 Cirebon
4) DAOP 4 Semarang
5) DAOP 5 Purwokerto
6) DAOP 6 Yogyakarta
7) DAOP 7 Madiun
8) DAOP 8 Surabaya
9) DAOP 9 Jember

Three Regional Divisions contained in the organizational structure of PT. KAI is the Regional Division I of North Sumatra, the Regional Division II of West Sumatra and the Regional Division III of South Sumatra. Meanwhile, 2 Subdivisions are: Regional Subdivision III.1 Kertapati and Sub Division III.2 Tanjung Karang.

In addition to managing the network between city and region, PT. KAI has subsidiaries, namely: PT. KCJ (KA Commuter Jabodetabek), PT. Railink, PT. Reska Multi Usaha (RMU), PT. Railway Logistics (KALOG), PT. KA Tourism and PT. KA Property Management.

With this organizational structure can be clearly illustrated that the organizational structure of PT. KAI persero has constructed a service-focused structure model. When viewed from the efficiency and the economic side, the organizational structure of PT. KAI grew fatter at the level of leadership / directorate of the previous 6 to 9 directorates, as well as at sub-directorate level in 2008 as 18 sub directorates increased to 23 sub directorates. Thus there is an addition of positions at that level. The addition of automatic posts increases the amount of budget for salaries and benefits. So even though the structures that are made already reflect service-oriented structure, which is directed at efficient and economical enterprise management, but in fact the organizational structure of the restructuring results does not become leaner, even tend to be more fat and complex.

Organizational restructuring occurs not only in the Head Office, but also in all Operational Areas. Where before in 2009, a Head of DAOP I Jakarta or EVP DAOP only oversees 10 Managers, but in 2016 Head of DAOP I Jakarta must oversee 19 Senior Managers. In addition to the horizontal addition, namely the addition of Division, there is a change of
title and the addition of vertical structure. Organizational Structure at DAOP I Jakarta hierarchically in the beginning of office level is, EVP Daop, Manager, Assistant Manager, Junior Manager and Senior Supervisor. Changed to Senior Manager, Junior Manager, Senior Supervisor and Junior Supervisor. In the new structure there is no Assistant Manager position, Manager position changed to Senior Manager. To be more clear how the restructuring in DAOP I Jakarta and what is the difference. Then the following is the structure of Organization DAOP I Jakarta in 2009 and Year 2011.

**Picture**

**Organizational Structure of DAOP I Jakarta Year 2009**

Picture of the structure of DAOP I Jakarta in 2009 shows that the Head of DAOP I oversees 10 Managers, namely Humasda, Law, Human Resources and General, Finance, Auctions, Facilities, Roads and Bridges, Synergy, Operation and Commercial. A Manager oversees the Assistant Manager, but in the Humasda and Legal Division, the Manager does not have their own subordinates working, meanwhile the Auction
Division does not oversee the assistant, but membwahi some members as a team, in this Division managers assisted by a secretary. Organizational Structure in Daop I Jakarta, after going through several changes are as follows:

**Picture**

**Organizational Structure of DAOP I Jakarta Year 2016**

![Organizational Structure of DAOP I Jakarta Year 2016](image)

Source: PT. KAI

The structure chart above has a higher complexity than the organizational structure chart in 2009, with the most fundamental change in the structure in addition to the increase of Senior Manager in charge of the division is the existence of a work unit directly under the Head of Daop, the Quality Controller. There are 7 Unit Quality Controller that is QC Sarana, QC TI, QC Syntax, QC LAA (Electric Up Flow), QC Operation, QC Service Sarana, QC Crew KA Performance. The purpose of the establishment of QC is to guarantee and maintain the quality of
service and transportation facilities to always be in accordance with the standards.

2. Integrating physical infrastructure

Changes in organizational structure will certainly affect the infrastructure. The addition of functions to the organization, of course, will add infrastructure to support the functioning of the function. In the previous explanation has been explained that one of the steps taken in the framework of organizational transformation by the Board of Directors of PT. KAI is to add functions from 6 functions to 9 functions. As the structure increases as a result of the separation of functions, it is necessary to integrate the necessary infrastructure within the new structure. Facilities and physical infrastructure that arise as a result of increasing the directorate of course is a building or separate workspace, the building of course will dilengkapai with office equipment, communication equipment, meeting rooms, and operational vehicles. Facilities and Infrastructure is needed by every organizational unit, let alone the directorate level. For other infrastructure related to organizational functions, it will be different from one directorate with another directorate.

Of the 9 (nine) directorates, there are new directorates, namely Directorate of Infrastructure and Development, Directorate of Facilities (Rolling Stock), Directorate of Safety and Security, and Directorate of Logistics and Railway Assets. The Directorate of Infrastructure and Development works with the support of railway lines, signaling, and electricity in rail operations. By making the Infrastructure and Development into a stand-alone directorate automatically required infrastructure to support activities directorate as in the maintenance of Infrastructure. Infra structure integrated with infrastructure maintenance function is Balai Yasa Infrastructure and Balai Yasa Sarana.
The Directorate of Facilities serves to ensure that locomotives, trains and carriages are available and ready to operate with specifications in accordance with the planning. The Directorate of Facilities in the railroad industry is called Rolling Stock, because it deals with vehicle device devices that have wheels. Infrastructure that is integrated to be able to carry out the function is Depo Lokomotif, as a place of storage and maintenance of locomotives and railway cars.

The existence of a separate Directorate of Logistics from the Directorate of Engineering will of course be integrated with the supporting infrastructure such as warehouse storage equipment and fuel tanks. Meanwhile, the Directorate of Security and Safety in the presence of organizational transformation is required always to familiarize the culture of safe and safety in every train operation. In order to ensure the safety of passengers and avoid accidents involving the Train Railway, SRI (Safety Railway Information) is required for reporting applications related to the safety of railway travel by employees on Road and Bridge units, Sync Operations (signals and electricity) and Employees at the Directorate of Facilities and Safety.

The process of integrating infrastructure in the function is initiated by the Managing Director and its EVP to describe the functions of the directorate, determine the main tasks and functions, and then designed the needs of human resources and infrastructure to support the achievement of the function of the directorate. In 2009 when the organizational transformation began to be established the Corporate Restructuring Agency, its members consist of representatives of the Directorate. This body oversees the Transformation of Organizations in PT. KAI by giving consideration, input. It includes how to integrate infrastructure into new structures or renewed structures. But BRP is only a little more or less 6 months, then the implementation of organizational
transformation delegated to each directorate along with his staff. As a tool for leaders to communicate the needs, obstacles or problems in organizational transformation, there is a Board of Directors meeting forum held every week.

The enlargement of the organizational structure will certainly increase the facilities and infrastructure to run the structure. The need for automated facilities and infrastructures is integrated when the structure is developed by the organization design manager under the responsibility of the Vice President of Organization and Development based on the meeting of BOD (Board Of Director).

3. Redesigning the Work Order

Restructuring or restructuring the organization caused by changing the vision and mission of the organization, the organization's strategy in achieving its goals, changing the business focus and the organization's environment, will result in a new or updated work design in accordance with the purpose of the change. The process of redesigning the work is then poured in the SOP on organizational transformation in PT. KAI Persero, is Top Down. In this case the Human Resources Directorate has the authority to redesign the organizational structure, and its SOPs are based on core tasks and functions, vision and mission, strategy, business focus and organizational environment. However, the Human Resources Manager at Daop level is also included to provide input. Meanwhile, designing the job design, the following procedures and organizing.

E. FINDINGS IN RESEARCH

Research with the title of Organization Transformation at PT. Kereta Api Indonesia, has been conducted for approximately one year by conducting interviews, observation, documentation study and participate
using long-distance rail transport and commuter line. Based on the research that has been done there are some findings related to organizational transformation in PT. Kereta Api Indonesia, which are:

1) Organization Restructuring conducted by PT. KAI is done gradually, by making changes every year. This dynamic structure change will certainly affect the integration of facilities and infrastructure in the new structure. As each policy of changing, adding, removing a function / directorate / division will change, add and remove the infrastructure, the Organizational and Design sections shall coordinate with the Directorate of Development and Infrastructure.

2) Restructuring conducted by PT. KAI did not make the organizational structure to be slinder, but became more expand. Since 2009-2013 at the Directorate Level there were 3 additional directorates, at the sub directorate level, there were 5 sub directorates and 3 subsidiaries added. Even for Office DAOP I Jakarta in 2009 at the division level there are only 10 managers who head 10 Divisions, in 2016 increased to 19 Senior Manager (formerly only manager). The increasing size of the organizational structure will burden the budget for the payroll, whereas the increase of expenditure for employee salaries is not solely because of the increase in salaries but also because of the increasing number of structural positions.

F. CONCLUSION

Transformation Organization that has been done by PT. Kereta Api Indonesia Persero since 2009 has been running well and getting better. The Organizational Transformation analyzed by Restructuring approach obtained a result that restructure of organizational structure of PT. Kereta Api Indonesia has been done gradually. Restructuring caused the increase within directorate and sub directorate of the organizational
structure in PT. Kereta Api Indonesia Persero at the central level, as well as the addition of divisions to the organizational structure at DAOP level (Operational Area). An effort to restructuring is creating an organization that focuses on service and customers. In the end, restructuring runs by the organization became more dynamic in achieving the vision and mission of PT. Kereta Api Indonesia Persero.

REFERENCE


Creswell, John W, 2013, Qualitative Inquiry & Research Design: Choosing Among Five Approaches, United Kingdom; Sage Publication

Christensen, Tom, Per Laegreid, Paul G. Roness, Kjell Arne Rovik, 2007. Organization Theory and The Public Sector, Instrument, Culture and Myth, New York ; Routledge Taylor And Francis Group

Djuraid M. Hadi, 2013. Jonan dan Evolusi Kereta Api Indonesia, Jakarta; PT. Media Suara Shakti-BUMN Track


Jurnal dan Disertasi


Goldenberg, Shirley, 1998. Transforming Public Sector Labour Management Relation, Relation Industrielles, Spring Volume 5 Nomor 2, hal 366


Riptono, 2004. Faktor-Faktor Penentu Dalam Keberhasilan Transformasi Organisasi Menuju High Performance Organization (HPO) (Studi Kasus pada PT. Persero Angkasa Pura I ), Jakarta ; Universitas Indonesia


IMPLEMENTATION OF STANDARD OPERATING PROCEDURES (SOP) OF ACCEPTANCE OF WORKING ORDER FOR NON-TAX REVENUE IN MINERAL PROCESSING UNIT-INDONESIAN INSTITUTE OF SCIENCE (UPT. BPML-LIPI)

Fithriana Munawaroh

ABSTRACT

Mineral Processing Unit-Indonesian Institute of Science (UPT. BPML-LIPI) has a SOP of Acceptance of Working Order for Non-tax Revenue which has become the basis for the managers and operators of the Non-tax Revenue activities in providing services to its customers. SOP of Acceptance of Working Order for Non-tax Revenue are expected to provide the best service to customers. However, the SOP is not working properly. The purpose of this research was to find out how the implementation of SOP of Acceptance of Working Order for Non-tax Revenue in UPT. BPML-LIPI and the obstacles encountered in the implementation of SOP of Acceptance of Working Order for Non-tax Revenue in UPT. BPML-LIPI. In this research, the descriptive qualitative approach is applied. The method of collecting data consists of document tracking, observation, and deep interview. Data analysis was performed by data reduction, data presentation, and conclusions. The results of the research indicate that the implementation of SOP of Acceptance of Working Order for Non-tax Revenue in UPT. BPML-LIPI was not running properly. In almost all of unit activities of non-tax revenues, the customers meet directly with the Coordinator of Non-tax Revenue Unit then later meet the Receiver Order, and it has revealed some fraudulent practices. The implementation of SOP was not work properly due to some of the constraints faced by the managers and operators of the Non-tax Revenue activities, such as the failure in delivering the communication which can be seen from the uneven/inconclusive of socialization about the information regarding SOP for managers, operators, and customers of Non-tax Revenue activities and the unavailability of media/forum to distribute information regarding SOP, and then the limited resources, specifically the personnel resources in the implementation of non-tax revenues and information resources regarding SOP, and lack of attitude on transparency in presenting the opinions from the managers and operators of Non-tax Revenue activities to the Coordinator of Non-tax Revenue and the Chief of UPT. BPML-LIPI.

Keywords: implementation, standard operating procedures, non-tax revenue.
A. INTRODUCTION

Mineral Processing Unit (UPT. BPML) is one of the working unit in Deputy of Engineering Science (IPT)-Indonesian Institute of Science (LIPI) which has a scope of work in the field of research and technological development, specifically in the field of mineral processing, both metallic and non-metal minerals. UPT. BPML-LIPI has the task to conduct mineral processing activities that have a high economic value. Based on the Decree of the Head of UPT. BPML-LIPI No. 003/IPT.8/HK/I/2015 on Arrangement of Managers and Operators of Non-tax Revenue 2015 UPT. BPML-LIPI, several units activities of non-tax revenue in UPT. BPML-LIPI are:

a. Workshop and Engineering Activities;
b. Analysis Laboratory Activities;
c. Metal Casting Activities; and
d. Heavy Equipment Activities.

In carrying out the activities of non-tax revenues, that is regulated with a service procedures contained in the Standard Operating Procedure (SOP) of Acceptance of Working Order for Non-tax Revenue. This becomes the basis for UPT. BPML-LIPI employees in serving customers.

Barata (2004:23) suggests that the service is a great appeal for customers, therefore the corporate businesses often use it as a promotional tool to attract customers. While Munir (1991) argues that the service is an activity that carried out a person or group of people with a grounding factor of material through the system, procedures, and specific methods in order to fulfill the needs of others in accordance with their rights.

In service of non-tax revenues in UPT. BPML-LIPI, the customers have the right to get the best service from the managers and operators of
non-tax revenues, whether there are about the details of order or the design of order which offered, information of price services, duration of completion of order, and the progress of the completion of the order. But in practice, the service of non-tax revenues often does not follow the procedures (SOP) exist, or prefer to meet directly with the technician.

The importance of Standard Operating Procedures (SOP) of Acceptance of Working Order for Non-tax Revenue in UPT. BPML-LIPI mentioned in the Quick Win of UPT. BPML-LIPI, which is the targets that UPT. BPML-LIPI have to achieve in one year of fiscal period, including the excellent services of the unit. Moreover, SOP of Acceptance of Working Order for Non-tax Revenue is important to connect with external parties or costumers, which provides chances/ good opportunity for the cooperation and development research.

The less attention of the socialization for SOP of Acceptance of Working Order for Non-tax Revenue become a finding by the Inspectorate of LIPI, i.e., the important of information about SOP of Acceptance of Working Order for Non-tax Revenue should be openly accessed by all managers and operators of non-tax revenue and also for the consumer/customer of non-tax revenues, where the information could be seen or read easily. After SOP of Acceptance of Working Order for Non-tax Revenue ratified in 2014, there is no written socialization until today as desired by the LIPI Inspectorate.

Socialization activities in the implementation of the SOP also should be communicated, which is the provision to the executive activities of non-tax revenues (implementor) so they know what the goals and objectives of the SOP.

Thus, researcher perceive the need for further discussions on the implementation of SOP of Acceptance of Working Order for Non-tax Revenue in UPT. BPML-LIPI as one step to improve the services and to
meet the expected target achievement of an institution, including as a LIPI member.

The research questions on this analyses are limited to:

a. How does the implementation of SOP of Acceptance of Working Order for Non-tax Revenue at UPT. BPML-LIPI?

b. What are the obstacles which encountered in the implementation of SOP of Acceptance of Working Order for Non-tax Revenue in UPT. BPML-LIPI?

The purposes of this research are:

a. To find out how the implementation of SOP of Acceptance of Working Order for Non-tax Revenue in UPT. BPML-LIPI.

b. To find out the obstacles which encountered in the implementation of SOP of Acceptance of Working Order for Non-tax Revenue in UPT. BPML-LIPI.

B. LITERATURE REVIEW

1. The Standard Operating Procedures (SOP)

   In the book of United States Environmental Protection Agency (2007:2), it mentioned that SOP basically means a way to avoid miscommunication, conflict and problems in the implementation of the tasks/ works in an organization. Furthermore, according to Gareth R. Jones (2001:49), SOP is a part of the regulations that help to control the behavior of members of the organization.

   Other definitions related with the Standard Operating Procedure (SOP) are:

   1. Detailed, written instruction to achieve uniformity of the performance of a specific function (International Conference on Harmonisation/ICH, 1996:8).
2. Formal rules for accomplishing tasks that have been developed to cope with expected situation (Laudon & Laudon, 2000:11).

3. A guide used to ensure the operational activities of the organization or company running smoothly (Soemohadiwidjojo, 2015:11).

According Hillan et al., (Marlisa, 2013:22) the purpose of the SOP is for officers to maintain consistency and level of performance of staff or teams within an organization or unit, in order to know clearly the roles and functions of each position in the organization, clarify the flow of tasks, authority, and responsibility of relevant officers, protecting the organization and staffing of malpractice or other administrative errors, in order to avoid failure/ error, doubt, duplication and inefficiency.

The format of SOP including as follow:

1. Format of General SOP, categorized into four types, namely:
   a. Simple Steps
   b. Hierarchical Steps
   c. Graphic
   d. Flowcharts

2. Format of SOP of Public Administration, has a standardized format unlike SOP format in general.
   a. Branching Flowcharts
   b. Using only five symbols of Flowcharts
      1) Capsules Symbol/ Terminator (○ ) to describe the activity begins and ends;
      2) Box Symbol/ Process(□ ) to describe the process or the execution activities;
      3) Rhombus Symbol/ Decision(◇ ) to describe the decision-making activities;
4) Arrows Symbol/ Arrow (↓) to describe the line of activity (line of the activity process);
5) Pentagon Symbol/ Off-Page Connector (◻) to describe the relationship of the symbol in the different page.

(Kemenpan RB No. 35, 2012).

The process of the implementation of SOP of Public Administration, must be able to ensure that these purposes can be achieved:

a. The implementor knows the new/modified SOP of Public Administration and the reasons for the change;
b. Copies/ Copy SOP of Public Administration is distributed according to the needs and readily accessible to all potential users;
c. The implementor knows his role in SOP of Public Administration and can use all the knowledge and skills to implement the SOP of Public Administration safely and effectively (including an understanding of the consequences that would happen if it failed to implement SOP of Public Administration);
d. There is a mechanism to monitor the performance, identify the issues that may arise, and provide the support in the implementation of SOP of Public Administration process.

(Kemenpan RB No. 35, 2012).

2. Implementation of Public Policies

Nakamura and Smallwood (1980:17) argues that implementation is “(1) a declaration government preferences; (2) mediated by a number of actors who; and (3) create a circular process characterized by reciprocal power relations and negotiations”. Meanwhile Gunn and Hogwood (Sunggono, 1994:2) argues that implementation is something
very essential from a technical or managerial problems. Therefore, Nugroho (2014:657) argues that the policy implementation in the principle is a way to ensure that policies can achieve its purposes.

The above definitions shows that the word of implementation disambogue to the mechanism of a system. The phrase mechanism implies that the implementation is not just activities, but that is the planned activities which carried out seriously refer to the certain norms to achieve the purposes of the activities.

Thereafter regarding the policy, according to Fredrickson and Hart (Tangkilisan, 2003:19) the policy is: "an action that leads to the goal proposed by a person, group or government in the particular environment in connection with certain constraints while looking for opportunities to achieve or realize the desired goal ".

According to Younis (1990:3), public policy is divided into three stages, namely:

1) Formation and policy design;
2) Implementation of the policy;
3) Evaluation of the policy.

The implementation of the policy is a phase of execution of decision between of the establishment of a policy, as well as chapters of a legislative act, the release of an executive regulation, and the release of court decisions, or discharge standards rules and the consequences of policy for the people that affects several aspects of life. If a policy is taken properly, then chances of failure can still occur if the implementation is not good and optimal, then the policy failed to achieve the goals set by the manufacturer. This suggests that the implementation of the policy to the substance is the right way to carry out the order of a good policy can achieve objectives that have been set by policy makers.
3. Factors Affecting Implementation

1. George C. Edwards III Model

The implementation model by George C. Edwards III (1980:9-11), the implementation of the policy is influenced by four variables: (1) communication, (2) resources, (3) disposition, and (4) a bureaucratic structure.

2. Donal P. Warwick Model

According to Warwick (Wahab, 1997:67), in the policy implementation stage, there are two factors that affect the success of the implementation, which is the facilitating conditions, and impending conditions.

   The facilitating condition are consist of:
   a. Commitment of political leaders.
   b. Organizational capacity.
   c. The commitment of implementors.
   d. Interest group support.

   While the impending conditions are consist of:
   a. The number of actors involved
   b. There is a commitment or dual loyalty
   c. Hassle attached to the project itself (intrinsic complexity).
   d. Levels of decision-making is too much.
   e. Another factor, which is the time and the change of leadership.

3. Donald S. Van Meter dan Carl E. Van Horn Model

Van Meter and Van Horn (Subarsono, 2015:99) suggests there are six variables that affect the performance of implementation, namely: (1) Standards and policy objectives, (2) Resources, (3) Communication between the organization and the strengthening of activity, (4) characteristics of the executing agency, (5) the
economic environment, social, and political, (6) the attitude of the implementers.

4. Randall B. Ripley dan Grace A. Franklin Model

Ripley and Franklin (Tangkilisan, 2003:21) states the successful implementation of program policies are based on three factors, namely: (1) the perspective of compliance (compliance), which measures the implementation of compliance strata level burcancrats on top of them, (2) the successful implementation of the measure of fluency routines and lack of problems, (3) successful implementation leads to the satisfactory performance of all parties, especially the group of beneficiaries is expected.

5. Merilee S. Grindle Model

Implementation of the policy, according to Grindle (Wibawa et al., 1994:22) determined by the content and the context of policy implementation.

The contents of the policy according to Grindle include:

1) The interests are affected by the policy.
2) These types of benefits that will be generated.
3) The degree of desired changes
4) Position of policymakers.
5) Who the implementor of the program.
6) The resources deployed.

What Grindle meant to the context of the policy are:

1) The Power, interests and strategies of the actors involved.
2) Characteristics institutions and authorities.
3) Compliance and responsiveness implementors
4. Framework

Based on the models above, the frameworks used in this research can be described as follows: Standard Operating Procedure (SOP) of Acceptance of Working Order for Non-tax Revenue created to provide excellent service to the customer service activities of non-tax revenues in UPT. BPML-LIPI, in addition to fulfilling the Quick Win UPT. BPML-LIPI and results formulation RAKER UPT. BPML-LIPI 2013. However, it usually difference in real practise, there are some barries or obstacles to the implementation of SOP of Acceptance of Working Order for Non-tax Revenue that is sometimes not running properly. The barries or obstacles are including the communication failures, limited resources, and lack of attitude on transparancy in presenting the opinions.

**Figure 1.**
**The Framework**

![Diagram]

- The failure in delivering the communication
  - The uneven/inconclusive of socialization
  - The unavailability of media/forum to distribute information
- Limited Resources
  - Personnel Resources
  - Information Resources
- Lack of attitude on transparancy in presenting the opinions
C. RESEARCH METHODS

This research is a descriptive research using a qualitative research design. According to Nawawi (2015:33) descriptive research is limited to operations reveal a problem or situation or event as in fact is merely to expose the facts (fact finding).

According to Jackson (1995:17) that are qualitative research is concerned with questions such as how social systems operate, how people interpret their behavior and the behavior of others as well as how individual relationship with each other.

Informants in this research are the parties involved in the implementation of non-tax revenues in UPT. BPML-LIPI, i.e., the managers of non-tax revenue activities, the implementers of non-tax revenues activities, and the customer of non-tax revenues activities. In this research the technique of determining the informants using purposive sampling, the sampling technique with a certain considerations (Sugiyono, 2015:67), namely SOP of Acceptance of Working Order for Non-tax Revenue ties carried out by the parties involved in the Non-tax Revenue Activities. Then to determine the informant from the customer of Non-tax Revenue Activities researcher used incidental sampling techniques. Incidental Sampling is a sampling technique based on chance, that anyone who accidentally/ incidentally met with researcher can be used as a sample, if the people could be suitable as a source data (Sugiyono, 2015:67). In this case the customer is met with researcher in UPT. BPML-LIPI to obtain service Non-tax Revenue Activities an informant for researcher. The number of informants are 27 (twenty seven) consists of 9 (nine) managers of Non-tax Revenue Activities, 13 (thirteen) implementers of Non-tax Revenue Activities, and 5 (five) customers of Non-tax Revenue Activities.

In the data collection techniques, the researcher obtained the necessary data in the research with a written document tracking, in-depth interviews, and observation. As for the process of data analysis, researcher used a model interaction from Miles and Huberman. Researcher chose/ reduce the data relating to the implementation of SOP of Acceptance of Working Order for Non-tax Revenue. Data reduction and data presentation are the two components of
the analysis that can be performed in conjunction with the data collection process, then proceed to draw conclusions. The process is carried out by repeatedly so when the data is collected, it is expected to be more accurate in the conclusion.

D. RESULT AND DISCUSSION

1. Workshop and Engineering Activities

The acceptance order process in the Workshop and Engineering Activities is when the order filed already familiar with the Receiver Order, it usually just directly record such order, so that the customers able to meet the Receiver Order directly, but when the type of order is new order and requires such consideration and specific calculation, then the customer is directed to meet the Coordinator of Workshop and Engineering Activities.

Different with that stated by the Assistant Coordinator of the Workshop and Engineering Activities that customer often meet directly either Coordinator of the Workshop and Engineering Activities compared with the Receiver Order even meet directly with the operators, usually by phone. It also stated by the Coordinator of Metal Casting Activities that customers usually want to meet directly with the people concerned, for example, with meet the coordinator directly.

Furthermore, Coordinator of Non-tax Revenue also revealed that Coordinator of the Workshop and Engineering Activities ever get complaints from customer regarding overtime. According to Coordinator of Non-tax Revenue, customer through phone calls asking whether the customer must pay overtime for technicians whose working his order. Coordinator convey to customers that any overtime already budgeted by UPT. BPML-LIPI so customers do not bear the cost of overtime. The explanation from the coordinator makes customer were surprised
because he was asked to pay overtime by the technician, although customer have not had to pay it.

According to Coordinator of Non-tax Revenue, apart from the technician also from the customers, trying to fraudulent practices. One of them stated by Coordinator of Metal Casting Activities to the Coordinator of Non-tax Revenue that there are customers who ask for a receipt more than it should. There was also a technician who dared to accept the order before the Receiver Order comes into the office because the customers who already came originally from a distant place and can not wait until the Receiver Order came into office. Infact, the technicians also know that in the rules it should be made such order form at first, and then the order can be proceed.

2. Analysis Laboratory Activities

The acceptance order process in the analysis laboratory activities is the customers meet directly with the technician/ analyst in Analysis Laboratory Building. This is caused by the Receiver Order does not have the expertise or knowledge about the chemical elements or parameters tested and the number of samples required, so that the customer meet directly with the technician/ analyst for ease in conveying their analysis purposes and information about the services of the analysis. This happens because of the lack of communication tool which needed by the Receiver Order in conveying information about specific analysis from the customers to the technician/ analyst in Analysis Laboratory Building. So that for the efficiency and effectiveness reasons, customers are allowed to meet directly with the technician/ analyst in Analysis Laboratory Building.
3. Metal Casting Activities

In the Metal Casting Activities, the acceptance order process begins while the customers meet the Coordinator of Metal Casting Activities. Customers usually meet directly with Coordinator of Metal Casting Activities. Coordinator of Metal Casting Activities states, the customers who came to the Receiver Order will be directed to meet the coordinator. This happens because of the cost calculations of the Metal Casting Activities is calculated by the Coordinator of Metal Casting Activities. The lack of facilities means of communication tool between the Receiver Order and Coordinator of Metal Casting Activities, and also the limited skill of Receiver Order makes the customers directed toward the Metal Casting Activities Building.

4. Heavy Equipment Activities

The acceptance order process in the Heavy Equipment Activities begins while the customer meet directly with the Coordinator of Heavy Equipment Activities, and then discuss about the order includes the type of order, the destination place, and the time of execution of order. Furthermore, the coordinator will conduct a review/survey of the field to assign whether it can be done or not. If it is possible to do, then the coordinator will approve the order immediately and process it further.

The process of acceptance of working order for non-tax revenue indicate that the implementation of SOP of Acceptance of Working Order for Non-tax Revenue is not running properly. The process of acceptance order that set out in the SOP of Acceptance of Working Order for Non-tax Revenue was different with the execution by the parties concerned. Most of the customers meet directly with the Coordinator of Non-tax Revenue Unit, then later meet the Receiver
Order. In fact, there is an operator/ technician who dared to accept orders from the customers without having to wait for the Receiver Order.

The process of acceptance of working order for non-tax revenue is to meet directly with the Coordinator of Non-tax Revenue Unit become a problem because it does not conform with the acceptance order process which set out in the SOP. Based on the discussion above, researcher considered that the problems in the acceptance order is not only seen from the managers and operators of non-tax revenues activities, but also from the SOP of Acceptance of Working Order for Non-tax Revenue exist. Required the revision/ improvement of the SOP is necessary, to be able to give the needs of customers and can provide the best service to the customer, and to prevent the fraudulent practices in the non-tax revenues activities.

Furthermore, the problems in the implementation of SOP of Acceptance of Working Order for Non-tax Revenue happened because of the obstacles encountered by the managers and operators of non-tax revenues activities so that the SOP is not running properly. The obstacles are:

1. The failure in delivering the communication, which can be seen from:
   a. The uneven/inconclusive of socialization.
   b. The unavailability of media/ forum to distribute information.
2. Limited resources, which can be seen from:
   a. Personnel resources.
   b. Information resources.
3. Lack of attitude on transparency in presenting the opinions.
E. CONCLUSION AND RECOMMENDATIONS

1. Conclusion

1. The Implementation of SOP of Acceptance of Working Order for Non-tax Revenue in UPT. BPML-LIPI was not running properly and needs repairment/revision. In almost all of activities unit of non-tax revenues in UPT. BPML-LIPI, the customers (usually) meet directly with the Coordinator of Non-tax Revenue Unit than later meet the Receiver Order.

2. The Implementation of SOP of Acceptance of Working Order for Non-tax Revenue in each non-tax revenues activities varies. For the Workshop and Engineering Activities, the customers meet the Receiver Order, but more often meet directly with the Coordinator Workshop and Engineering Activities, and it has revealed some fraudulent practices from the technician and the customer. For Analysis Laboratory Activities, the customers meet the technician/analyst or coordinator directly and then meet the Receiver Order, it has not revealed fraudulent practices, but the preventive action needed so that such practices will not occur in the future. For Metal Casting Activities and Heavy Equipment Activities, the customers meet directly with the coordinator and then meet the Receiver Order, and it has not revealed fraudulent practices.

3. The obstacles encountered in the implementation of SOP of Acceptance of Working Order for Non-tax Revenue in UPT. BPML-LIPI are:

   a. The failure in delivering the communication, which can be seen from the uneven/inconclusive of socialization about information regarding SOP of Acceptance of Working Order for Non-tax Revenue for managers, operators, and
customers of non-tax Revenue activities and the unavailability of media/ forum to distribute information regarding SOP.

b. Limited resources, which can be seen from the lack of personnel resources in the non-tax revenues activities, and the lack of information resources about SOP of Acceptance of Working Order for Non-tax Revenue.

c. Lack of attitude on transparency in presenting the opinions from the managers and operators of non-tax revenue activities, about their curiosity about SOP of Acceptance of Working Order for Non-tax Revenue and suggestions on the implementation of non-tax revenues to the Coordinator of Non-tax Revenue as well as to the Chief of UPT BPML-LIPI.

2. Recommendations

Based on the analysis that researcher pointed out above, there are several things need to be repaired so that the implementation of SOP of Acceptance of Working Order for Non-tax Revenue can be runs well then the customers get the best service. Here are the recommendations about several matters related to the implementation of SOP of Acceptance of Working Order for Non-tax Revenue:

1. Revisions/ improvements is necessary for the SOP of Acceptance of Working Order for Non-tax Revenue to follow the advancement and conditions in the field so that the problem can be solved.

2. Improvements of SOP of Acceptance of Working Order for Non-tax Revenue in UPT. BPML-LIPI is expected to give the information needs of all parties. The SOP as a guide or guidelines that can provide the ease and smoothness in the non-tax revenue activities and prevent infraction or mistakes in the service. Researcher
recommend improvements for the SOP of Acceptance of Working Order for Non-tax Revenue in UPT. BPML LIPI in the new format of SOP of Acceptance of Working Order for Non-tax Revenue as follows.

<table>
<thead>
<tr>
<th>No</th>
<th>Activities</th>
<th>Implementors</th>
<th>Quality Standard</th>
<th>Note</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Filed the order</td>
<td>Customer</td>
<td>Output</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Receiver Order</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Coordinator</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>of Non-tax Revenue Unit *)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Operator/Technicians</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Verifier **)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Treasurer</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Reception</td>
<td>minute</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Material and or design</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Check the order, whether it can be done or not</td>
<td></td>
<td>Material and job specifications</td>
<td>5 minutes</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>order sheet</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Receive and log the order, then count the number and specifications of materials from the</td>
<td></td>
<td>Material and order sheet</td>
<td>10 minutes</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>order sheet</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td></td>
<td>costumer s; log in the order sheet and the “log book order”; gives order sheet no.1 to the costumer s; gives the materials to the workshop; gives order sheet no. 2 to 5 to Coordinator of Non-tax Revenue Unit</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Receive order sheet no. 1</td>
<td>order sheet</td>
<td>1 minute</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Assign the operator/technician to do the order</td>
<td>order sheet</td>
<td>5 minutes</td>
<td>order sheet</td>
</tr>
<tr>
<td>6</td>
<td>Doing the order and calculate the</td>
<td>materials and tentative</td>
<td>order sheet</td>
<td>sheet no. 2-5</td>
</tr>
<tr>
<td></td>
<td>amount based on the work specifications</td>
<td></td>
<td></td>
<td>or design</td>
</tr>
<tr>
<td>---</td>
<td>----------------------------------------</td>
<td>---</td>
<td>---</td>
<td>-----------</td>
</tr>
<tr>
<td>7</td>
<td>Checking and counting the number of orders and report the results to the Coordinator of Non-tax Revenue Unit</td>
<td></td>
<td></td>
<td>order sheet</td>
</tr>
<tr>
<td>8</td>
<td>Checking calculation of the number, job specifications and the results of the work order</td>
<td></td>
<td></td>
<td>order sheet</td>
</tr>
<tr>
<td>9</td>
<td>Write down the total cost of the order in order sheet and “log book order”; archive the order sheet no. 2, gives</td>
<td></td>
<td></td>
<td>order sheet</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>1 1</td>
<td>Paying the cost of order</td>
<td>order sheet no. 5</td>
<td>5 minutes</td>
<td></td>
</tr>
<tr>
<td>1 1</td>
<td>Receive the payment s from the costumer s, make the receipt of payment, give the receipt of payment sheets no. 1 and archive sheet no. 2</td>
<td>order sheet no. 4</td>
<td>5 minutes</td>
<td>receipt of payment</td>
</tr>
<tr>
<td>1 2</td>
<td>Receive receipt of payment sheet no. 1</td>
<td></td>
<td>1 minute</td>
<td>receipt of payment</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
13 Make the letter of travel for the costumer  
receipt of payment sheet no. 1  
5 minutes delivery orders

14 Take the products of order  
letter of travel  
5 minutes the products of order

Note:
*) Coordinator of Non-tax Revenue Unit conform with the activities, ie:
   1. Workshop and Engineering Activities
   2. Heavy Equipment Activities
   3. Analysis Laboratory Activities
   4. Metal Casting Activities

**) Verifier is Operator/ Technician appointed by the Coordinator of Non-tax Revenue Unit

From the flowcharts above can be seen that the acceptance order process of non-tax revenue in UPT. BPML-LIPI can be done through the Coordinator of Non-tax Revenue Unit directly. The order that has been approved by the Coordinator of Non-tax Revenue Unit will be log immediately by the Receiver Order and then the next transaction proceed.

The emergence of verifier in the new format of SOP is used to check the conformity between the amount of the order and the customer’s order specifications with the amount of orders and specification order generated, so that fraudulent practices can be minimized.
3. Giving the sosialization regarding SOP of Acceptance of Working Order for Non-tax Revenue to all parties of Non-tax Revenues activities, so there is no confusion of opinions and information, and Non-tax Revenue activities runs properly.

REFERENCES

Books


**Ministerial Regulation**

ABSTRACT

Bandung is one of the cities with the largest number of street vendors in Indonesia. To overcome the problem of street vendors, Bandung have issued a policy on eviction and relocation since 2005. However, this policy was not able to resolve the problem of street vendors completely. Learning from the experience of this failure and supporting by the democratization of the post-reform era in 1998, the policy on street vendors have been changed from the eviction and relocation into the arrangement and forecasting. Additionally, street vendor regarded as illegal business, today began to be recognized as part of the informal economy. However, a paradigm shift policy on street vendors apparently not able to resolve the problem of street vendors completely. Various problems in the implementation of policies such as street vendor’s resistances and places for arrangement of street vendors was still a constraint in the implementation of policy.

This article will describe the implementation of arrangement and forecasting on street vendors from the perspective of street vendors and government. By using Grindle theory, I try to analyze content of policy and context of implementation which caused difficulty of arrangement and forecasting on street vendors policy. I used qualitative method of data collection techniques using participatory observation, interviews and documentation.

The results showed that weaknesses in the implementation of arrangement and forecasting on street vendors policy due to policy matters are not sensitive to the characteristics of street vendors (geographical distribution, socioeconomic characteristics, and political affiliation), weak enforcement agency regulation as well as external factors such as socio-economic and politics around street vendors.

Keywords: Policy, Street Vendors, Arrangement, Content of Policy, Context of Implementation
A. INTRODUCTION

Cities in Indonesia are inseparable from the phenomenon of informalization, characterized by a lot of street vendors adorning main corridors of cities and centers of socio-economic activities of cities (around shopping centers, amusement centers, and big mosques). This condition emerges because job opportunities in the formal sector (mainly the industry sector) are not able to equal the population growth in urban areas, due to both birth and urbanization factors. The number of people looking for jobs in the industry sector is increasing while the number of needed workers is decreasing. In most developing countries the modern industry sector is only able to absorb 10 to 20% of all workforces.

Low employment absorption in the industry sector makes workers shift to another sector, the informal sector. The informal sector which play a big role in developing countries, where 30–70% of the population of workforces in urban areas work in this sector, is an unorganized, irregular sector and mostly are legal but unregistered (Widodo, 2005). In Indonesia, the percentage of workers in the informal sector is very high, reaching 70% (Ernawi, 2010).

According to Bromley, among various informal sectors, street vending business seems to be a very important and relatively typical kind of job in urban areas. This specificity is because this business is relatively the easiest to enter to and it directly confronts the urban policies (Bromley in Mustafa, 2008:43). There are main characteristics of the activities of street vendors which take their location and activities as the pattern, among other things, in choosing the location of their activities street vendors will try to get close to consumers at sidewalks along roads, open spaces, squares, and other public places.

Such characteristic of street vendors has caused some problems which subsequently develop into urban problems, among other things, by
creating slums, disorder, and traffic jam, degrading the function of sidewalks, reducing the beauty of cities and their esthetics, and causing social tensions. The view that places street vendors as a disturbance that makes cities dirty and disorganized has caused policies on street vendors before 1998 were mostly characterized by the policy of eviction. This policy of eviction cannot be implemented consistently both because of internal factors (contents and implementation of policies) and external factors, such as street vendors’ resistance, thuggery, and economic conditions of the state.

The reform era of 1998, which is characterized by more open politic structure of Indonesia and the failure of policies on the eviction of street vendors, has changed the paradigm of the city government in overcoming the problem street vendors. The policy of eviction has shifted to relocation, arrangement, and empowerment. Normatively, the policy of street vendor arrangement seems to be ideal. However, facts from the field indicate that the policy cannot be realized optimally. Various problems seem to still characterize the implementation of the street vendor arrangement. Based on the description, this research would study the problem of street vendors viewed from the aspect of policies. By using Grindle’s theory on policy, this research would describe the internal and external factors which make the arrangement of street vendors difficult to be implemented.

**B. RESEARCH OBJECTIVES**

The purpose of this research is to describe factors that affect the success of the implementation, viewed both from the aspect of the content of policy and the context of its implementation. By understanding the factors, it is expected that more effective policies to overcome the problem of street vendors can be formulated.
C. SIGNIFICANCE OF THE STUDY

Policies on the arrangement of street vendors are still difficult to be implemented. In general, the problem is caused by the difficulty in finding the land appropriate for street vendors and conflict of interests among street vendors and between street vendors and the city government. Among street vendors themselves conflict of interests often occur in responding to the relocation policy. Some street vendors were willing to move to the location of relocation on condition that they obtained soft loans and free rent for a certain period. On the other hand, some street vendors refused the relocation and proposed a policy of arrangement in the form of uniformizing the tent of their location.

Street vendors’ difference in responding to the government’s policy is caused by a variety in street vendors’ characteristics, both viewed from the location and wares they sell. Street vendors’ characteristics may vary more if they are linked to the variety in the category of independent street vendors, street vendors who belong to the sellers that receive commission, and street vendors who belong to dependent workers (Ramli, 1992).

The variety in the characteristics of street vendors certainly needs to be considered in the implementation of the policy on street vendors. It is in accordance with Grindle’s opinion (1980) that proposed that the success of the implementation of a policy depends on variables of the contents of the policy and its environment, including, among other things the interest of the target group of the policy. Therefore, the policy on street vendors must consider their interest which may vary, depending on their characteristics. Based on the description, the study on the implementation of the policy on the arrangement of street vendors becomes important for formulating the model of policy in addressing the problem of street vendors.
D. CONCEPTUAL FRAMEWORK

Studies on the policy on street vendors have been often conducted by several disciplines of social sciences. Most of the studies explain the failure in the implementation of the policy on street vendors by using some different perspectives of theory. Sethurahman (1989) explained that the failure of the policy on street vendors is due to the supply-side oriented approach applied by the government. In other words, the government continuously regulates, arrange, and help street vendors without conducting equal communication and cooperation with street vendors as the target group (demand side). Besides that, it is also identified that there has not yet been relatedness and coordination in the development of street vendors at the micro and macro levels.

In line with the research conducted by Sethurahman (1989), Sasono (1989) observed that the failure of the policy on the development of the informal sector is caused by three main factors. The first, the characteristic of the issued provisions of the arrangement of the informal sector of street vendors is still fully decided by bureaucracy apparatus without listening to the affected parties, especially the informal sector itself. The second, the implementation of policies/programs intended to the informal sector is overly laden with the involvement of “supervising” apparatus. The third, the spirit of regulation to curb and to control the informal sector seems to be more dominant relating to the involvement of the government in the implementation of the project and it is lack of the spirit to develop the informal sector as one of the potentials in the development of the people’s economy.

Those studies quite clearly depict the failure of the implementation of the policy on street vendors which is caused by some factors, among other things, the policy that does not sufficiently accommodate the interest of street vendors and socio-economic conditions within the business circle of
street vendors. However, those studies have not yet depicted the dynamics of street vendors’ characteristics as a factor that needs to be considered in the formulation of a model of the policy on the management of street vendors. Furthermore, previous studies have not yet created various models of the policy on street vendors, in accordance with a variety in the street vendors’ characteristics.

Grindle (1980) prioritized the availability of basic conditions for the success of the execution of public policies. The criteria are the content of the policy and the context of implementation.

Grindle’s model (1980:7) proposes that the success of the implementation of the policy is determined by: “the content of the policy and the context of implementation”. The basic idea is that after a policy has been transformed, the implementation of the policy is conducted. The success is determined by the degree of implementability of the policy. The content of the policy includes: 1) interests affected by the policy, 2) the type of benefits that will be resulted, 3) extent of changes envisioned, 4) position of the policy maker, 5) completion of the program, 6) resources committed.

Meanwhile, the context of implementation includes: 1) power, interest, strategy of actors involved, 2) characteristics of institutions and regimes, 3) compliance and responsiveness. The involvement intensity of planners, politicians, businessmen, target groups, and implementers of the program will be mixed up, affecting the effectiveness of the implementation. Grindle’s model of policy implementation theory can be simplified as follows.

E. METHODOLOGY

This research applied the qualitative method in order that it could holistically describe the problem of street vendors, the policy on street vendors, and implementation and evaluation of the policy on street vendors. Data collection techniques were conducted through in-depth interviews,
participatory observation, and documentation. Interviews were conducted with street vendors, boards of association of street vendors, agents of the city government, such as Civil Service Police Unit, the Office of Cooperatives, Small and Medium-Sized Enterprises, and Industry and Trade, and Local Development Planning Agency. Participatory observation was conducted to find out directly the trading activities of street vendors, the atmosphere and interaction they built and also tactics and strategies they developed to fight for their business location. During the activities of participatory observation the researchers closely observed what they did, when, and with whom, in what condition, and asked them about their action. Meanwhile, documentation materials used in this research particularly related to characteristics and distribution of street vendors, organization of street vendors, and activities of the city government in handling street vendors. These documents were obtained through Civil Service Police Unit, the Office of Cooperatives, Small and Medium-Sized Enterprises, and Industry and Trade, and Local Development Planning Agency, association of street vendors, the Internet, blog, photos, videos, and other references.

F. POLICY ON THE ARRANGEMENT OF STREET VENDORS

The policy on the arrangement of street vendors in Bandung City includes, among other things, zonation of street vendors, characteristics and classification of street vendors, the Special Task Force, and Identity Cards.

1. Zonation of Street Vendors: Spatial Arrangement of Street Vendors in Bandung City

The arrangement of street vendors in Bandung City appears more clearly in a spatial way, in which Bandung City divides its space based on zones, namely a location which has a certain function based on place and time for the arrangement of street vendors. For the arrangement of street
vendors Bandung City divides its space into 3 zones as follows: 1) Red Zone is locations in Bandung City where sidewalk vendors are forbidden to operate; 2) Yellow Zone is locations which can be opened and closed for the operation of sidewalk vendors based on time and places; and 3) Green Zone is locations where sidewalk vendors are allowed to operate by using five concepts of arrangements, namely:

a. Relocation; the process of moving places for street vendors to sell goods,

b. Market revitalization; the improvement of the function and potential of markets based on the utilization of land of the market unused by street vendors,

c. Thematic shopping; the placement of street vendors based on types of wares at a certain location,

d. Concept of Festival; the placement of street vendors based on the organization of certain events, and

e. Concept of Pujasera (Snack Food Centre); the placement of street vendors that sell foods at certain locations based on the profit-sharing system with the owners of locations as substitute for the rent.

2. Characteristics and Classification of Street Vendors

The policy on the arrangement of street vendors regulates their characteristics, in which they use equipment that can be easily disassembled or moved for selling their wares and also they use part of roads sidewalks, and/or other public places which actually are not allocated for permanent trading places. Equipment they use for selling goods includes food tents, push carts, or mats spread out on the ground. Meanwhile, kinds of wares they sell are foods and beverages, clothes/textile, children’s toys, small goods, vegetables and fruit, drugs, printed matters, personal services, and secondhand appliances. Provisions on characteristics and
classifications of street vendors are regulated to respond to the condition since 2008 when “modern street vendors” sprang up, for example, street vendors who use cars for selling wares and street vendors who are actually employees/workers of the formal sector but they sell wares in the street on consignment.

3. The Special Task Force: Integrative Arrangement of Street Vendors

Significant obstruction to the implementation of Bylaw on public order, cleanliness, and beauty (K3) is the lack of clarity of the agencies which have the authority to deal with street vendors. Up to now street vendors are handled only by Civil Service Police Unit that prioritizes the eviction approach. With a paradigm shift on street vendors, they must be approached from the other factor in the form of arrangement and supervision by involving cross-sectoral agencies. Therefore, the Special Task Force (Satgasus) has been established, with the task to assist the Mayor in implementing the arrangement and supervision of street vendors, which include planning, arranging, supervising, watching, controlling, and law enforcement.

4. Identity Cards of Street Vendors: Limitation of the Number of Street Vendors

In order to be allowed to operate all street vendors must have the identity card issued by the Mayor and delegated to the Office of Cooperatives, Small and Medium-Sized Enterprises, and Industry and Trade. This identity card is given only to street vendors who have resident's identity card of Bandung City, have lived in Bandung for at least 5 years, and operate at the Green Zone.
5. Fines Imposed on Purchasers: Arrangement of Street Vendors with the Approach of Consumers’ Behavior

The success of the arrangement of street vendors by the city government demands the public’s participation as the consumers of the products sold by street vendors. One of the forms of participation is by not buying goods in the locations forbidden for street vendors. As long there are purchasers, street vendors will not hesitate to sell their wares both openly and secretly. Therefore, the city government has made some efforts to cut the links between consumers and street vendors by imposing fines to consumers who purchase goods from street vendors in the Yellow and Red Zones.

G. IMPLEMENTATION OF BYLAW ON THE ARRANGEMENT OF STREET VENDORS

In order to implement Bylaw on the Arrangement of Street Vendors, the City Government of Bandung have conducted some activities, among other things:

1. Collecting data on street vendors, started from the points of location of street vendors, namely the Area of Gasibu, Tegallega, Cicadas, Burangrang, and Sukajadi.

2. The arrangement of street vendors based on certain priorities, among other things, operating in the area of seven points and the other red zones, the high number of street vendors, and causing severe traffic jam.

3. Supervision, Control, and Law Enforcement

The activities of supervision, control, and law enforcement are directed to imposition of fines to purchasers. The City Government imposes the fines as the means to give a deterrent effect and education to the public. Besides that, the imposition of fines to purchasers is an effort to build
the public's participation in supporting the government's policy. In 2014 the fines have been imposed in 4 locations, namely Alun-alun (City Square), Kepatihan, Dalem Kaum, and Merdeka.

Although the material of Bylaw is considered to be quite good by some parties, both the government and organizations of street vendors, the implementation has still had some weaknesses, among other things:

1. The policy on the arrangement of street vendors only involves street vendors in the aspect of formulation of the policy general. Meanwhile, in the technical aspect, it tends to be top down, involving only the government and academicians. As a result, some materials of Bylaw cannot be accepted by street vendors. For example, the determination of red zones was conducted not through negotiation between street vendors and the government. As a consequence, street vendors feel that the determination of red zones is the effort of the government to eradicate street vendors and it does not consider the political, economic, and historical aspects of the region.

2. Incompatibility between the place for relocation and characteristics of street vendors. The policy on the Arrangement of Street Vendors which determines 283 points of red zones and imposes certain hours of operation in 217 points of yellow zones has made street vendors almost have no places in public space. However, on the other hand the government has the problems in providing places for relocation. Even if the government provides places for relocation, street vendors cannot easily accept them. It is because the places for relocation are considered not accessible to visitors, less strategic, and not appropriate to characteristics of wares they sold and lack of sufficient facilities.

3. The unpreparedness of the apparatus in implementing the policy on the arrangement of street vendors. One of the provisions contained in the
policy on street vendors is the responsibility of street vendors to control street vendors in the red and yellow zones. In facts, the number of red zones which is not equaled by the quantity and quality of both resources and facilities owned by Civil Service Police Unit has made the activities of eviction and control cannot be conducted routinely every day. In addition, the implementation of the provision that imposing the fines to purchasers cannot consistently be conducted because there are no officers who routinely watch them and the mechanism of the fines has not yet been clear. Meanwhile, the presence of the Special Task Force which involves several technical institutions, such as boards and offices and also regional apparatus (heads of districts and subdistricts) is not equaled by effective coordination although tasks of each sector have been formulated in Mayoral Regulation.

4. The paradigm of integrated handling of street vendors has not yet been formulated in more technical development policies. The building of public facilities, such as sports field, parks, shopping centers, and offices will always be followed by the presence of street vendors. Characteristics of street vendors that always follow the formal sector must be responded by the government by preparing spaces for street vendors in every construction of public places.

5. The programs of eviction, arrangement, and supervision have not been wholly integrated. Activities of the arrangement of street vendors tend to be understood as soft eviction. It is because there is no sustainable program for street vendors who have been arranged, such as credit facilitation, improvement of business skills, and promotion of the places of relocation.

6. Variation in characteristics of street vendors. Differing reactions of street vendors in responding to the government’s policy are caused by varying characteristics of street vendors, viewed from both their locations and
wares they sell. For street vendors whose location of operation is near shopping centers the policy of arrangement through the integration with the shopping centers may become a beneficial solution for both street vendors and the city government. However, for street vendors who are far from shopping centers certainly finding new locations certainly becomes a fairly complicated problem. Characteristics of wares sold by the street vendors will also determine their attitudes towards the relocation policy. In general, there are two characteristics of street vendors, namely those selling wares that seek purchasers and those selling wares sought by purchasers. The characteristic of the first type of street vendors is to take advantage of the crowd; wherever there is a crowd, they will sell their wares so that their relocation needs a more serious attention. Meanwhile, street vendors selling wares sought by purchasers, such as steel at Jalan Bogor Bandung and Jalan Jatayu Bandung, or spare parts of motorized vehicles at Jalan Banceuy Bandung can be relocated to any places provided the access to the relocation places is sufficient. These characteristics of street vendors may be more complex if they are related to the variety in the categories of street vendors, such as independent street vendors, street vendors who belong to the sellers that receive commission, and street vendors who belong to dependent workers (Ramli, 1992) and “new generation” street vendors who come from the middle class, have higher education, and manage their business by using sufficient technologies and business skills (Manepong and Walsh, 2013). It indicates that the policy on the arrangement of street vendors cannot be made uniform, but it needs adjustment to the characteristics of street vendors that will be arranged.

7. The presence of parties who have an interest in the presence of street vendors in public places. The presence of street vendors in public places has attracted a variety of practices offering protection compensated with
an amount of money for service fees. As a consequence, the activities of relocation of street vendors have to face resistance not only from street vendors but also groups that protect them.

H. CONCLUSION/IMPLICATION

The policy on the arrangement of street vendors is a breakthrough in addressing the problem of street vendors. Through the policy of arrangement, street vendors are not only evicted but also arranged and supervised. However, the policy on the arrangement of street vendors has not been able to be implemented optimally. It is because the process of formulation of the policy has not wholly involved street vendors, particularly relating to sensitive materials such as the determination of red zones. In addition, the completion of relocation has not opened enough space for communication and cooperation with street vendors. Besides that, the policy on the arrangement of street vendors has not been supported by the preparedness of apparatus that enforce the policy. At the macro level, the arrangement policy has not been integrated with development planning so that the activities of construction of public places have not yet spared space for street vendors.

I. RECOMMENDATION

1. The policy on the arrangement of street vendors needs to involve active participation of street vendors as the target group in order that they can feel that they are also responsible for the implementation of the policy.
2. Selection of places for relocation of street vendors needs to be adjusted to variation in their characteristics, viewed from wares they sell and capital they have.
3. The activities of relocation need to be followed by credit facilitation, improvement of skills, and assistance in the promotion. The activities of promotion are important to make places of relocation of street vendors crowded with people.

REFERENCES


THE LEADERSHIP OF THE KING OF YOGYAKARTA IN THE GOVERNANCE PRACTICAL IMPLEMENTATION

Talitha Andwi Aswari (talithaaswa@gmail.com)
Muhammad Quranul Karim (mquranul@gmail.com)
Ifandi (ifandi24@gmail.com)
Mansyur Djamal

Master of Government Affairs and Administration, Universitas Muhammadiyah Yogyakarta

ABSTRACT

Yogyakarta is one of region which gave special title in the Unitary State of the Republic of Indonesia. Therefore, Yogyakarta known as the Special Region of Yogyakarta (Daerah Istimewa Yogyakarta). Yogyakarta is led by a Governor who also a Monarchy King of Kasultanan Ngayogyakarta Hadiningrat named Sri Sultan Hamengku Buwono X. Sri Sultan Hamengku Buwono X officiated as a king since 1998, implies that Yogyakarta is led by a king for almost 19 years. All matters related to ‘Special status’ of Yogyakarta, regulated in Law Number 13 of 2012 about Privileges Special Region of Yogyakarta (DIY). Eventhough Governance of Yogyakarta is running in the Monarchy system, but the fact shows that Government of Yogyakarta Special Region got ‘A’ predicate for the level of effectiveness of the budget’s utilization. Government of Special Region of Yogyakarta had score 80-90, together with East Java Province (Provinsi Jawa Timur) which got the highest point in 2015. Beside that, the government of Special Region of Yogyakarta get ranked 7th out of 33 provinces about level of the performance of regional administration with mark 2,7990 in 2014. Meanwhile in 2012, DIY also got the highest rank in Governance Index, scored with 6,80, with a few assesment indicators such as: participation, equality, accountability, transparency, efficiency, and effectivity. The problem statement of this research is how the influence of monarchy leadership in modern governance. So, this research will try to explain and find out the effect of monarchy leadership to a modern governance, and how is significant of those influences. This research will use descriptive-qualitative method with reduction analysis and datas interpretation in the end. The findings of this research show that there is no relation between monarchy leadership (or leadership change in certain periodicity) in democracy context with governance practical implementation in the Special Region of Yogyakarta. The result of this research indicates that actually Good Governance implementation not always needs periodic changes in leadership, but it depends on the leadership from a birocrat
leader. Monarchy leader which is identical with high-handed government, no participation, and others assessment indicators of Good Governance, is not found in the leadership of the King of Kasultanan Ngayogyakarta Hadiningrat.

*Keywords: Governance, Good Governance, Yogyakarta, Democracy, Monarkhi, Leadership*
A. Background

As the times by, “Good Governance” present a concept and agenda differently with the previous paradigm named “Good Government”. Governance defines as a use of economic, politic, and administration powers to manage state affairs in every levels (Krina, 2000). Another definition said that Governance is a management mechanism off economic and social resources which involving influences from state sector and non-government sector within a collective effort (Ganie-Rochman, 2000). So that, Good Governance not only implicates government sector and tend to Government-centric, but also implicates non-government sectors.

“Good Governance” was start enter Indonesia after the monetary crisis in the end of Soeharto’s regime. Because of that crisis, Indonesia should make loans or receive helps from the donors. In fact, donor countries decide that governance issue as the one aspect which is considered in the provision of assistance, either in the form of loan or grant (Krina, 2000). This condition makes Indonesia must be accept “Good Governance” in concept or practice. If in the previous paradigm, public affairs are taken care by Government (Good Government), but now public affairs are include in the responsibility of government, civil society, and private sector.

There are many principles of Good Governance that pioneered by UNDP, World Bank, ADB, and so forth. Indonesia also adopt those principles in the Government Regulation Number 101 Year of 2000 which stated that Good Governance is a governance which develop and conduct principles such as: professionalism, accountability, transparency, excellent service, democracy, efficiency, effectivity, supremacy of law, and could be accepted in entire of society. According to the explanation above, noted that Good Governance have many kind of principles.

There is an assessment of local government performance by using Good Governance principles called by Indonesia Governance Index (IGI). This assessment are analyze four important in the governance, i.e government (legislative and executive), bureaucracy, civil society, and
economic society in objective ways (IGI, 2014). Furthermore, it can be said that the principles of Good Governance are adopted and used to assess the performance of local government in Indonesia.

The assessment of local government performance generates scores for (1) profile of every province's governance performance, (2) rank whole provinces, (3) provinces rank based on areas of governance, and (4) all data relate with Good Governance issues (IGI, 2014). In 2012-2013, IGI was released the rank of the whole provinces in Indonesia. There is an interesting point from the rank, because the first place given to Special Region of Yogyakarta (DIY). Special Region of Yogyakarta got the highest rank in Governance Index, scored with 6,80, with a few assessment indicators such as: participation, equality, accountability, transparency, efficiency, and effectiveness.

Besides that, Government of Special Region of Yogyakarta got 'A' predicate for the level of effectiveness of the budget's utilization. Government of Special Region of Yogyakarta had scored 80-90, together with East Java Province (Provinsi Jawa Timur) which got the highest point in 2015 (Tribunnews, 2017). Other achievement, Special Region of Yogyakarta (DIY) 7th rank out of 33 provinces about level of the performance of regional administration with mark 2,7990 in 2014 (Kemendagri, 2015).

Whereas, as people know that Special Region of Yogyakarta (DIY) is the one and only province in Indonesia which is live under the monarchy leadership. There is no election for Governor in DIY, but through the royal mechanism of Kasultanan Ngayogyakarta Hadiningrat. Based on that fact, DIY do not implement procedural democracy, and there is no periodically change of leadership like other provinces in Indonesia.

Eventhough led by monarchy leadership, DIY capables to get performance achievements that relevant with Good Governance. This fact become interesting to be studied. This paper will discuss and explain about
presence or absence of monarchy leadership influence the implementation of Good Governance in DIY.

B. STATEMENT OF PROBLEM
Authors try to reveal the problems that related with the background of this research. Authors were restricted the topic from the background of this research, and decided the problem statement of this research is “how the influence of monarchy leadership in modern governance”.

C. CONCEPTUAL FRAMEWORK
1. The Concept Of Good Governance
There are several kinds of definition and understanding of the concept of Good Governance. According of UNDP, Good Governance is a relationship which able to fill and build one another among the three parties namely the community, State, and private (Suhady, 2009). This definition places emphasis on the three pillars of relationship patterns in Good Governance, namely the State, society, and the private sector.

While the World Bank explained that Good Governance can be realized with the implementation of the rule of construction that is full of confidence and responsibility are in tune with the public wants; conduct preventive action against management and error game politics/administration; budgetary discipline; and create the rules in the field of politics/law for the growth of the business world (Suhady, 2009). World Bank confirms that a Good Governance is a national accordance with the will of the people, where the national run without any political intervention "dirty" but follow the rules of the political/legal.

Beside that, according of Government Regulation Number 10 2000 which defines Good Governance as a national implementing and developing the principles of professionalism, transparency, excellent service, accountability, efficiency, effectiveness, democracy, the rule of law, and is accepted by the whole
community (Suhady, 2009). The definition of Good Governance is here more detail to the elements that would later become the principle in the implementation of Good Governance.

2. Democracy

Dahl in Basuki et al (2006) in Gustati et al (2009), that democracy was an incubator of Good Governance, because if implemented will impact positively, such as avoiding dictatorship, respect of human rights, the existence of a guarantee against freedom, protection wide opportunity (competition), moral responsibility, human development, there is a political equation, peace efforts and embodies the prosperity of society.

Indonesia is a democracy country, as set forth in the Constitution article 1 paragraph 2, that Indonesia is a country that upholds the people’s sovereignty (Pigome, 2011). Then procedurally, democracy meant having the direct election by the people (elections) to choose candidates who will become the head of the Region and members of the legislature in every level of governance ranging from districts, provinces, to nationwide.

D. OPERATIONAL FRAMEWORK

1. The Principles Of Good Governance

There are some principles of Good Governance that developed in the fields of politics, the Government or the State administration. However, that is used as a conceptual framework in this paper is the principle of Good Governance according to the United Nation Development Program (UNDP). Where is the 8 principles of Good Governance proposed by the UNDP (Bamiyor, 2009), those principles are:

1. Participation
2. Transparency
3. Accountability
4. Effectiveness and efficiency
The above principles are then used as a guide the implementation of the Government to meet its objectives, namely creating Good Governance.

2. The Principle Of Good Governance

Bintoro in Suhandry (2009) explains that based on the spirit of accommodation and the concept of good Governance then there is some basis in the implementation of Good Governance principles, included:

1. The principle of legal certainty
2. The principle of orderly conduct of the State
3. The principle of public interest
4. The principle of openness
5. The principle of proportionality
6. The principle of professionalism
7. The principle of accountability

E. RESEARCH METHODS

This research will use secondary datas as the data source. The authors will accesses secondary data from internet or probably from another source. Because the research uses secondary basic datas, so this research will elaborate many datas from literatures, news, journal, articles, and so forth that related with the title of this research proposal.

After find the datas, then authors will analyze the datas and give explanation uses descriptive-qualitative method. Through descriptive-qualitative analyzis, authors will explains the answer of the research question and the goals of this research. Authors hope, with this method, people can understand the important of this research and the facts that
related with *The Leadership of The King of Yogyakarta in the Governance Practical Implementation*.

**F. RESULT AND DISCUSSION**

The change of autocracy system become democracy in Special Region of Yogyakarta (DIY) started since the establishment of National Committee of Indonesia Region (KNID) legally in September 1945, where KNID claimed as an embrio for the born of representative democracy (Tolo, 2013). After that, DIY which use royal or kingdom order tends to monarchy, started to conduct democracy values or stated as an effort to democratization.

The democratization in DIY was pioneered by Sri Sultan Hamengku Buwono (HB) IX and Sri Paku Alam VIII who introduced western democracy to the society in DIY (Tolo, 2013). The democratization of DIY not solely adopt western democracy. But, DIY modificate it and synchronize it with javanese political culture. So it will be suitable with society needs. The recent democracy in DIY is a combination democracy or fusion democracy between western democracy with javanese political culture (Tolo, 2013). It is implies that democracy of DIY is different with general democracy which is implemented or conducted in other regions in Indonesia.

In fact, DIY do not execute procedual democracy, where the election for governor never execute in DIY. The change of leadership in DIY not based on democracy system, but based on autocracy culture or monarchy system, specifically the way to change leadership of DIY by generation to generation. The change of DIY leadership can be happened if there is a change of king in DIY, it means the change of Sultan position.

First inaugurated of Sri Sultan HB X as a governor of Special Region of Yogyakarta (DIY) in the year of 1998 (Ratnawati, 2011). Sri Sultan HB X has been in the position of governor approximately for nineteen years. Sri Sultan HB X status as the governor of DIY for long period caused by the position of DIY as a special region (Ratnawati, 2011). As what the stated in
Constitution 1945 clause 18a, democracy applies egalitary and simetricaly in entire region. But in the next clause, there is a space for a region to have democracy which is suitable with its history and pedigree (Okezone news, 2016). So, DIY have a rights to arrange its democracy based on the history and pedigree of Kasultanan Ngayogyakarta Hadiningrat.

There is a polemic when the draft of Special Act of DIY (RUUK) was discussed, because there is different opinion between President Susilo Bambang Yudhoyono (SBY) and Sri Sultan HB X about democracy status “versus” monarchy status, with double leadership of Sri Sultan HB X as a king and as a governor of DIY. But then, the tenure of Sri Sultan as governor has been extended (Ratnawati, 2011). It implies that DIY embraces monarchy leadership because the DIY society do not have a chance to choose their governor through election, but just follow the kingdom mechanism from Kasultanan Ngayogyakarta Hadiningrat.

Those analysis above aligned with which was put forward by Boix and Svolik (2007) in Tolo (2013), that theoritically, DIY is a region which have form of electoral autocracy. In different perspective, Harsono (2011) in Tolo (2013) explains that DIY also can be categorized as a province which have form of democratic monarchy.

According to the facts and analysis above, there are principles of Good Governance which do not implemented perfectly by DIY under the monarchy leadership, i.e participation and equality principles. Wherein the society of DIY do not have political participation space to choose governor through election. So the implementation of participation principles not yet running. If from the equality principles, it is clear that there is no equality for every occupants in DIY to propose or to be proposed and to choose or to be choosen as the governor of DIY.

Equality principle also do not implemented well in DIY, if viewed form the tradition and custom which do not uphoalding equality. It looks on the payroll for “Abdi Dalem” which is very minimum and impressed inhuman. “Abdi Dalem” who devoting theirself for the king and kingdom are not
considered to have equality with the king and the royal family. This condition does not reflect the equality principle of Good Governance and egalitarianism (Ratnawati, 2011). Factually, there are principles in Good Governance which do not implemented by the monarchy leadership in DIY. But, in 2012-2013 Special Region of Yogyakarta got the highest rank in Governance Index, scored with 6,80, with a few assessment indicators such as: participation, equality, accountability, transparency, efficiency, and effectiveness (IGI, 2014). The top five result of Good Governance index in year of 2012-2013 can be seen below this:

**Figure 1: Rank of IGI of 2012-2013**

<table>
<thead>
<tr>
<th>Rank</th>
<th>Province</th>
<th>Index</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>DIY</td>
<td>6,80</td>
</tr>
<tr>
<td>2</td>
<td>Jawa Timur</td>
<td>6,43</td>
</tr>
<tr>
<td>3</td>
<td>DKI Jakarta</td>
<td>6,37</td>
</tr>
<tr>
<td>4</td>
<td>Jambi</td>
<td>6,24</td>
</tr>
<tr>
<td>5</td>
<td>Bali</td>
<td>6,23</td>
</tr>
</tbody>
</table>

(processed from the source: IGI, 2014)

IGI select 6 principles which considered to assess the local government performance, the principles are (IGI, 2014):

1. Participation: about the involvement of the stakeholders in the decision-making processes within each arena and sub-arena

2. Fairness: tell about condition where policies and programs are applied fairly to everyone without consideration that can discriminate his/her status, ethnicity, religious affiliations, or sex.

3. Accountability: tell about condition where officials, institutions, and organizations in each arena are held responsible for their action and inaction.

4. Transparency: tell about condition where decisions made by officials in state and civil institutions and private organizations in each arena and sub-arena are open to the public to observe, scrutinize and evaluate and where public information is available and accessible.
5. Efficiency: tell about condition where policies and programs implemented have utilized the resources (human, financial and time) in an optimal manner.

6. Effectiveness: tell about where the objectives of policies and programs (output) have been achieved in line with the intended purpose (constitutional mandate communities that are intelligent, prosperous, just and civilized become the key parameter).

Government of Yogyakarta Special Region got ‘A’ predicate for the level of effectiveness of the budget’s utilization. Government of Special Region of Yogyakarta had score 80-90, together with East Java Province which got the highest point in 2015. Beside that, the government of Special Region of Yogyakarta get ranked 7th out of 33 provinces about level of the performance of regional administration with mark 2,7990 in 2014 (Kemendagri, 2015).

Moreover, DIY got achievement “Anugerah Pangripta Nusantara” as a province with the best planning from the National Development Planning Agency (BAPPENAS) in 2017 (Tribunnews, 2017). This fact become evidence that DIY is a region in Indonesia which can run the government well, since the planning stage until the result of the government performance.

Based on the achievements and others accomplishments, DIY can implement the practical of Good Governance well. DIY can implement Good Governance principles eventough it led by the monarchy leadership. As it analyze above, there is no significance impact of monarchy leadership by the king into the Good Governance practical implementation. Although there are some principles of Good Governance which do not implemented by DIY, but that are not influence the implementation of another principles of Good Governance such as accountability, efficiency, and so forth, precisely that make Diy got the highest rank for the Governance Index in Indonesia (IGI).
Eventhough DIY do not implement western democracy but use combination democracy with the javanese political culture, DIY still capable to get achievement and show the good performance under the monarchy leadership of Sri Sultan HB X. DIY could compete well with other regions in Indonesia which implement democracy procedural and democracy without involve the local wisdom like what DIY did.

G. CONCLUSION

The conclusion from the result and discussion is there is no significance impact or influence of monarchy leadership by the king, into the Good Governance practical implementation in DIY. Although there are some principles of Good Governance which do not implemented by DIY like equality and participation principles, but those are not influence the implementation of another principles of Good Governance such as accountability, efficiency, and so forth, precisely that make Diy got the highest rank for the Governance Index in Indonesia (IGI).

REFERENCES


Gustati dan Ferdawati. 2009. *Sinergitas Good Governance, Dernokrasi, dan Reinventing*
Government Regulation Number 101 Year of 2000
DIGITAL DEMOCRACY: PHENOMENOLOGY STUDY OF POLITICAL COMMUNICATION IN INDONESIA

Vivi Varlina
Postgraduate Student in Communication Science Department, University of Indonesia

and

Ummi Salamah
Lecturer in Communication Science Department, University of Indonesia

ABSTRACT
Currently in Indonesia and around the world there has been a phenomenon of network society that are connected by digital technology or its so called digital culture. Social media as one of the digital culture products has a significant role, including in the field of politics. In the name of democratic freedoms, social media has become a public sphere to discuss, express opinions, and disseminate unclear information. This phenomenon is called e-democracy or digital democracy.

A paradoxical condition in digital democracy in the era of politics of social media is a critical and productive attitude in the processing of information resources. According to the National Socio Economic Survey Data publicated by BPS in 2016, the reading culture of Indonesian society is very low at only 13.11%. This fact poses a threat to the nation in developing a process culture, analyzing, and seeking reference to the information circulating in the digital space. Issues are uploaded sometimes difficult to be tracked causality and its rationality.

The purpose of this research is to identify how the network society represents social media as a public sphere in democracy, and emphasized the importance of the government's role in overseeing and controlling the fight issues in digital democracy. This research uses qualitative method with phenomenology approach, which focuses on individual experiences in understanding digital democracy. Data collection techniques were conducted through in-depth interviews to ten speakers with various backgrounds. The result shows that today Indonesia has experienced period of shifting democratic culture from face-to-face becomes virtual. This shift gives rise to complex shocks, where the euphoria of freedom of speech in social media negates the philosophy of the meaning of democracy itself. From this research can be concluded that the democracy carried out by netizen is an arena of identity formation that gradually merges into group identity. An issue democracy is defined as 'true' if it has a level of interconnectedness/high network with other netizen. The Government of Indonesia needs to develop
digital breakthroughs that reinforce the nation's democratic identity in the next few years.
Keywords: Digital democracy, social media, network society, identity formation, digital breakthroughs

A. INTRODUCTION

Lately, there are so many discussions about democracy and social media discussed in Indonesia. It seemed that these kinds of discussions have been an oasis for the observers to criticize the current situation occurred in this digital era, namely, the euphoria of freedom of expression. The virtual world (through social media) has become a new public sphere for the people to hold discussion, deliberation, and political struggles. The public was now getting use to the digital means not only as a means to seek information from the internet, but also to express their opinions. As a result, there were various unexpected behaviors emerged such as hoaxes, hate speech, hyperreality of politic that have dulled the logic of the information user and transformed the reality of digital democracy into a paradox.

Social media is touted as the catalyst for democracy. It was deemed to provide the place for the public to hold a public discussion and more inclusive political debate. Social media was also considered to have the power to make one knowing the preference of their political opponents, lowering the cost of political campaigns, and even play a significant role in influencing the government policy. Social media offers the ease and speed in spreading, communicating, responding, making comparisons of various information.

A thinker named Jurgen Habermashas developed the concept of public sphere in one of his works entitled "Between Facts and Norms: Contributions to a Discourse Theory of Law and Democracy". Habermas (1996: 360-363) recognizes the plurality of public sphere that reflects the empirical conditions of complex modern society. Public sphere could not be
considered as an institution or an organization. Public sphere was described as a network that communicates information used to legitimize a person's or a group's view. In this regard, a community could form its own public sphere.

However, the term of public sphere was first appeared in Habermas’s previous book "The Structural Transformation of the Public Sphere". According to Habermas (1989: 36-37) public sphere is a kind of social interaction in which instead of their status, it is the argument/ rationality that decided people rank in the community. The thing that brought people together in the public sphere was their similar way of thinking without any particular interest. The justification of arguments that arose in the public sphere must be based on the public interest and not particular interests. In the public sphere anyone was free to enter and express their voice without worrying about any coercive pressure that might lead to a pragmatic agreement.

Almost every discourse about public sphere always refers to Habermas’ writing since the perspective he presented extended to a wide variety of dimensions. Nowadays, there has been lot researches conducted on social media as a public sphere in democracy. But the interesting thing was that many of those researches referred to Habermas’ theory and claimed that social media was a new public sphere where communication and interaction hold within the public sphere reflect public communication and interaction hold in the real world. The presence of freedom of expression as a part of democracy in the digital era has made public thought as if they have taken actions and political communication in the real world.

Is there anything wrong with the freedom of expression or democracy in social media? Digital democracy is a paradox. On the one hand digital democracy has made the political process become more open with more active political participation and also minimize the monopoly of information. Before, political participation was characterized by the physical presence of those parties who participated in it, while, in digital democracy era various
aspirations can be formulated together without being physically present. On
the other hand, digital democracy has weakened the people reasoning skill,
critical attitude, and the productivity of this nation in analyzing an
information. In the euphoria of this digital era, people were spoiled with the
amount of information that were easily obtained, without realizing that there
were data and information that have been manipulated and its
dissemination were controlled by certain groups. This phenomenon was
characterized by some things such as "followers-haters-lovers", verbal
abuse, the spread of false news (hoax), to the rampant growth of
information links that contain hateful word to overthrow various government
policies. Furthermore, the public could become further away from thinking
in mature way when there was a debate or when they met people with
conflicting political beliefs. There was no democratic ethics present in the
public sphere. It was so common to see those in public space bullied, used
cynical and sneering tone and even laughed at their political opponents.

Public sphere embodied in social media gradually lower people
intellect. Difference opinions that should be a common things in political a
discussion has become the cause of conflict. The lack of dominance from
the government, it will strengthen the dominance of other parties, interests,
or even people who were paid to simply disseminate and impose their
opinion to their political opponent. From this point, the role of social media
that was touted as the new public sphere was being questioned. The social
media was still too vague to reflect the ideal public sphere, as suggested by
Habermas. Luke Goode criticizes digital public sphere in one of his work
"Jurgen Habermas: Democracy and The Public Sphere". According to Luke
(2005: 118-119) the public sphere in the digital world creates many
contradictions and complexities, such as self-reflexivity, anonymity, and
economic interests. Therefore, in-depth study of digital public sphere which
taking into account ethical and moral elements should be conducted.

President of the Republic of Indonesia, Joko Widodo gave his
comment on the phenomenon of democracy in Indonesia in his speech at
the inauguration ceremony of the Central Board of Partai Hati Nurani Rakyat in Bogor February 22nd 2017. The President considered the practice of democracy in Indonesia has got out of hand. This condition could lead to the extreme political articulation such as liberalism, radicalism, fundamentalism, sectarianism, terrorism, and other beliefs that conflict with the ideology of Pancasila to appear. According to the President, in order to overcome this problem then the law enforcement apparatus should force the law firmly (Kompas, February 23rd 2017: 2). If this issued was not addressed immediately, the phenomenon of digital democracy could cause a decline in the quality of democracy or become the death democracy in Indonesia.

The important point of this research is the freedom of expression which was the essential element in democracy, including the freedom to gain access to information. Democracy guarantees the public to get better information access. The information which was disseminated via the digital device had wider coverage and faster than information disseminated via printed media. Democracy also could not be separated from the practice of communication. According to Alwi Dahlan (1999: 4), communication is the essential element of democracy; the whole process of democracy takes place with communication.

From the perspective of communication science, the presence of social media is the concrete realization of the advancement of information and communication technology. According to Dahlan, the new media is increasingly applied in the democratic process in Asia, although it does not always work well and sometimes even does not help the growth of democracy itself. Social media has been able to facilitate real time and unlimited communication. Lister (2009: 12) states that new media provides a new way in presenting the world, as well as the use of media that offers the possibility of various new representations. New media, eventually, influences fundamental changes in various aspects of life of the network society, whether in social, economic, cultural, or political fields. In the
political field, social media is translated as a public sphere to represent the new way of democratizing.

**B. RESEARCH OBJECTIVE**

Based on the observed phenomenon, the problem to be studied in this research is how social media represents the new public sphere in democracy, and how the role of government to address the challenge of democracy amid the massive development of information and communication technology. Therefore the purpose of this study are:

1. To identify how network society represent social media as a public sphere in democracy.
2. To identify the importance of the government's role in monitoring and controlling the fight issue in digital democracy.

**C. SIGNIFICANCE OF THE STUDY**

1. **Theoretical Significance**

This research is expected to give theoretical contribution in the form of the development idea and concepts about communication science especially study of new media, public sphere, and democracy.

2. **Practical Significance**

This research is expected to give contribution to the government in developing the policies and rules needed which are related to the impact of the development of democracy in the digital era.

3. **Social Significance**
This research is expected to provide new insights for the reader to think critically, and relying on intellectuality and ethics in using social media as a democratic public sphere.

D. THEORETICAL FRAMEWORK

The etymology for democracy is derived from two Greek words, *demos* which means “the common people” and *kratos* which means “rule”. Thus, democracy is interpreted as the rule of people or a form of government run by the people. According to Henry B. Mayo cited in Miriam Budiardjo (2008: 117-118), democracy is not only related to certain system of government, but also the way of life and the public order, which therefore also contains elements of moral/ ethics in democracy. Therefore, Mayo explains some of the values that should exist in a democratic country:

1. Resolve disputes peacefully and institutionally. Disputes must be resolved through open negotiations and dialogue in order to achieve compromise, consensus, or agreement.
2. Ensure that there is peaceful change in the changing society, for example, due to technological advances. The government should be able to adjust its policies to this change and maintain it so that it will not be out of hand.
3. Organize the replacement of leader regularly.
4. Limit the use of violence to a minimum.
5. Acknowledge the difference in opinions, interests, and behavior. In this case, democracy is called as the way of life. However, this difference needs to be maintained so as not go out of hand, because unity and integrity of the nation is the main priority.
6. Uphold the justice.

In practical level, democracy requires the freedom of press and freedom of speech. These functions involve the processes and actions of political communication. McNair (2005: 5-13) states that the study of
political communication has three elements namely political organization (consisting of political parties, public organizations, pressure groups, terrorists, and government), the media, and public. According to McNair, the media occupies a strategic position in the study of political communication. Media is the communication instrument whose power can construct information and influence the dynamics of politics.

There was a significant difference between old/traditional media and the new media. If traditional media led to the emergence of mass society, then new media (including social media) led to the emergence of network society. This concept is clarified by Van Dijk (2006: 20) who compares the characteristics of mass society and network society. According to Van Dijk, mass society tends to prioritize the collectivity of the groups or organizations, whereas the network society focused on the individuality that is connected through network. Dijk declares the network society as "a social formation with an infrastructure of social and media networks enabling its prime mode of organization". The power in network society is communication. Thus, it could be emphasized that in today's network society interactivity and relationship are very important for information processing.

In addition to create network society and the development of information society, new media also create digital democracy, or internet based democracy. Van Dijk (2006: 104) defines digital democracy as "an attempt to practice democracy without the limits of time, space, other physical conditions, using digital means, as an addition, not a replacement for traditional ‘analogue’ political practices".

E. DEVELOPING DYNAMIC GOVERNANCE CONCEPT

In the study of political communication, the role of the government could not be separated from the development of democracy in this digital era. Indonesian democracy was built based on the ideology of Pancasila. According to Article 28 of the 1945 Constitution, it stated that freedom of
opinion was guaranteed by the state but its use must respect the other people human rights, consider public order, and subject to the restrictions set by law.

Therefore in this research, the author developed Dynamic Governance concept as a strategic step in dealing with digital democracy. Given the rapid development of the information technology, the author thought that Dynamic Governance concept would be appropriated to be applied for the current situation. Adaptive capabilities, innovation, and speed must be applied by the government if they did not want to be left behind. Moreover, the phenomenon of networking digital democracy has negated the essence the democracy itself.

In a book entitled "Merekonstruksi Indonesia: Sebuah Perjalanan Menuju Dynamic Governance" (2015: 32-35) it is explained that Dynamic Governance is not a separate concept of Good Governance. The idea of Dynamic Governance was popularized by a government expert from Singapore, Neo Boon Siong. Nowadays, Dynamic Governance model is known as an innovative work in solving various problems of the nation.

Dynamic Governance concept applied by emphasizing two important components namely capability and culture. These two components would drive the human resources and the process toward adaptive policy change as aspired in Dynamic Governance. Capability component considered the country's situation and condition in multiple perspectives. This step would stimulate the dynamics in governance by adapting to the current situation. In the capability component there are three mindsets applied for each new policy that is deemed to be relevant and effective:

1. Thinking ahead, is the ability to forecast the future conditions that may affect the condition in the country;
2. Thinking again, is the ability and openness reflection in assessing and evaluating the existing policies to maximize the achievement of objectives;
3. *Thinking across,* is the ability and openness to insight in learning the experiences, ideas, and concepts of other actors and other countries.

While other components, i.e., culture is presented as the foundation in the Dynamic Governance process. Culture brings a set of values, beliefs, and principles as guidance in social life. Culture can be a catalyst for decision-making and policy formulation process.

*Figure 1. Framework of Dynamic Governance*

Dynamic Governance concept reflects the relationship between government and society which is based on values that are mutually agreed. Dynamic Governance concept would create adaptive, innovative, and responsive policies based on the capabilities and culture to address the challenges in this digital democracy era.
F. RESEARCH METHOD

This research uses qualitative method with phenomenology approach. The idea of qualitative research was chosen as researcher’s attempt to criticize a social phenomenon. While the phenomenology approach was used so that this research could get a broad perspective from various stakeholders. Data collection techniques were conducted through in-depth interviews to ten speakers with various backgrounds whom considered to have represented the opinions of the society. Selection of sources who have different backgrounds was also expected to enrich the research findings. Besides, this research also involves resource persons from government officials because its role is considered significant enough in overseeing the development of democracy and social media.

The data analysis and interpretation was carried out throughout the data collection by focusing on the important statements and generalizations of meaning. Moustakas cited in Creswell (2009: 275) calls it as essence of description. The 10 speakers in this research were:

1. Johan Budi, Special Staff of President Joko Widodo for Communication
2. Gun Gun Heryanto, Executive Director of The Political Literacy Institute (Policy)
3. Irwansyah, Lecturer in FISIP at University of Indonesia
4. Effy Rusfian, Lecturer in Political Communication, University of Indonesia
5. Agus Kustiwa, Lecturer in Faculty of Communication Sciences at Multimedia Nusantara University
6. Ezki Tri Rezeki Widiandi, Communication Expert Staff at the Coordinating Ministry for Maritime Affairs
7. Roby Muhammad, Sociologist of Indonesia
8. Farida Dewi Maharani, Chief of Information officer, Directorate of Information Processing and Provision, Directorate General of
Information and Public Communication, Ministry of Communication and Information Technology

9. Anis Hamidati, PhD student of Communication and Information Sciences at the University of Hawaii at Manoa, Honolulu United States.

10. Stiven, Undergraduate Student of Communications at Binus University.

G. DISCUSSION AND IMPLICATIONS

In Indonesia, democracy through social media is sometimes used as a space for discussion or social solidarity. However social media is also often used as a space to express one’s political views, which increasingly leads to excessive fanaticism. Here is a table of interesting findings from this research:

1. Networking Society: Social Media as Public Sphere

In its development, social media as a democratic public sphere has received serious attention. All informants in this research acknowledged that social media was considered to play a role in the climate of political communication in Indonesia. Gun Gun Heryanto termed democracy in the digital era as cyber democracy in which the society opinions were gathered and then facilitated by technology, such as through online media. Cyber democracy also means the society have the right and freedom of expression, freedom from fear, and the right to have legal protection. The freedom of expression in cyber democracy allows the society to hold discussions in online media which was then called as a public sphere.
<table>
<thead>
<tr>
<th>Interesting Findings</th>
<th>Interview Results With informants</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social Media in the Democratization Process</td>
<td>All informants admitted that social media play a role in the process of democratization in Indonesia</td>
</tr>
<tr>
<td>Social Media as a Public Sphere that Represents the Essence of Democracy.</td>
<td>Although informants claimed social media play a role in the process of democratization, but social media considered not ideal enough to be identified as a public sphere that represents the essence of democracy, some opinions include:</td>
</tr>
<tr>
<td></td>
<td>1. Gun Gun Heryanto: online discussion is artificial and often not followed up in formal scope public policy aspects.</td>
</tr>
<tr>
<td></td>
<td>2. Irwansyah: discussion in social media is not purely intended for the development of a nation’s democracy, there are economic motives that are used by certain parties.</td>
</tr>
<tr>
<td></td>
<td>3. Agus Kustiwa: social media sometimes distorted not as a discussion space, but only used as a virtual means only (channel communication through technology) that does not require rational arguments that support democracy.</td>
</tr>
<tr>
<td></td>
<td>4. Effy Rusfian: discussion in social media is difficult to detect who is spreading an information (anonymous), so it is difficult to trace the truth.</td>
</tr>
<tr>
<td>Cultural Approach</td>
<td>Cultural approach becomes the strong foundation in maintaining the essence of democracy in social media.</td>
</tr>
<tr>
<td>The Role of Government in the Era of Digital Democracy</td>
<td>All informants considered the government to have an important role in monitoring and controlling the issue in the era</td>
</tr>
</tbody>
</table>
According to Gun Gun, social media is multi-access, where the people/users with cross-ideology and cross-stratum can talk about politics almost without any border. Public sphere in social media also deconstructs the paradigm that politics was elitist. Through social media, the issues that previously were at the elite level or in the mainstream media, come into the space of social media and were discussed by people who might never learn politics at all. In addition, the abundant information served in social media has facilitated the mileneal generation which rarely reading any newspapers or watching television, to receive political news from the social media. Many people search for information by typing the key words such as election or debate due to their curiosity in social media.

Another climate of political communication which was built into social media as a public sphere was the growth of political of volunteering. Political of volunteering was mainly triggered by the interconnectedness without being directly connected to each other as in the analog world. For instance, people will be easily persuaded to buy mugs or T-shirts via online solely to provide support to the candidates they supported. Political of volunteering could also be manifested in statements of support made in social media, which used to be delivered through physical organization. Moreover, discussions conducted in social media could also present various form of critical expression from society such as petitions or other moral support.

Meanwhile, according to Roby Muhamad, social media phenomenon in the process of democratization has become a global trend where freedom of expression is also part of it. Various technologies are created to encourage the trend that assumes freedom is the basic needs and wants of human beings. Social media is one of manifestations of this view. Thus, the
main ideologies of social media technology are freedom and openness. And now, this ideology is called democracy.

Social media is recognized as a public sphere in the process of democratization in Indonesia, but social media is not yet ideal to be identified as a public sphere that represents the essence of democracy. Gun Gun assesses; First, online discussion is artificial; Second, online discussions are often not followed up in formal scope. Some issues sometimes end in virtual world and there is no follow up in public policy aspects; and third, the matter discussed in online media is often turned into "bubble" (nothing) compared to efforts supported by more systematic and massive political movement.

Another view in terms of political communication in social media is said by Irwansyah. According to him, social media as a public sphere will bring political economy in cyberspace. "The more we talk about democracy in cyberspace, the more advantages achieved by the corporation. There are many data that can they learn, which can serve as intelligence or to achieve large economic benefits," explained Irwansyah.

Meanwhile, according to Agus Kustiwa, social media as a public sphere is still uncertainty to be identified, whether it has developed as a "public sphere" or only limited to "public space". Agus Kustiwa tries to review this matter based on the current trends. According to Agus, social media facilitated by the internet is not always serve as public sphere as initiated by Habermas. At one time social media could be used as a means of discussion, political debate, exchange of ideas, or even as a means to build discourse or ideas. However, there were also times when social media was used solely as a virtual means, which was depending on its user. For example, when one published an information in response to the reality one has faced, it did not necessarily lead to a critical debate like in public sphere concept. It was only part of one’s interaction or communication which expressed through technological means. In this context social media served
as public space (virtual space) that facilitated the public to interact and rational argumentation that support democracy was not needed.

On the other hand, when social media was linked as a public sphere, there were some issues arising. It was because the information and freedom of expression presented in social media did not always make ones became more critical and had an open mind to accept differences opinion and interpretation. The information circulated in society sometimes was difficult to be distinguished whether it was true or false. Instead of being used to broaden one horizons and dialectics, social media often used as a means to affirm that oneself beliefs was right and assumed that other conflicting information or beliefs were not true. People became more irrational, impulsive, and put aside the culture of mutual respect as aspired in Pancasila Democracy.

The implications of social media as a public sphere are emphasized by Effy Rusfian. According to her, in the digital democracy era it will be difficult to detect who has disseminated an information. It could be robots or even buzzers who were paid for certain interest, such as political or economic interest. There was a gap between the media literacy that was still immature among social media users with the euphoria of openness in social media. This gap was exploited by buzzers using social media account with ambiguity in identity. They created a strong impression that could convince many people that the information had been liked by thousands to millions of people. At this point, it was no longer the quality of information which made the information trustworthy/ true, but how much likes received and how many people have shared the information. The objective was that the information could stir the emotions of other social media users and made them believed that the information was true. People were beginning to capitalize on cyberspace communication which was far from public civilization.

The presence of democratization in social media is also increasingly shifting the values of democracy itself. The difference that should enrich the
life of the nation has now led to primordialist sentiments. Emotional bonds that united tribes, races, religions, and groups (SARA) have created an vanity of identity. When freedom of expression in social media was contradictory or when there was different opinion, it would easily trigger a conflict and mobilize masses of people in the name of SARA. The openness in this digital democracy might be exploited by certain party to undermine the idealism of democracy itself. Stiven considers this situation as a constitutional violation because the openness in democratization is not built solely as a place to lash out at others in the name of freedom of expression. Under such conditions, social media that was touted as a new public sphere in democracy was potentially distorted as a mere communication channel.

2. The Government’s Role: Develop Culture and Capability

There was an assumption that new media would able to provide much cheaper communication and publication facilities. Therefore, the world community, including Indonesia, took part in the cyberspace community and hoped for a better change. According to Johan Budi, social media is now become the primary means of expressing opinions, from the mere simple word to criticizing the opponent. Furthermore, in his assessment the middle class is mainly concern about information circulating in social media. For middle-class netizens, social media is interesting and offers the power of suggestion to keep track and monitor the timeline of each account. Given its significant impact on constructing and forming public opinion, it is reasonable for Johan Budi to assume social media as the fifth pillar of Indonesian Democracy. However, we needed to take heed of some matters concerning social media. Compared with the fourth pillar of democracy, the press, whose management was done professionally by an institution, social media was completely the opposite. Every user in social media could become the producer, distributor, as well as consumer of the information circulated on the media. Everyone was free to express
their opinion. In this context, all informants consider the government to have an important role in monitoring and controlling the issue in the era of digital democracy.

Various forms of public expression were initially perceived as part of the freedom of expression guaranteed by democracy. However, the expressions were expressed without taking into account about the social ethics, which then undermines the essence of democracy itself. In this context the public must re-think what the culture being built on social media, whether it strengthen or even weaken the social cohesion. Everyone should be aware that they have the same rights, duties and responsibilities in this country. There is no special treatment for someone which was built based on primordialism. In the current condition where social cohesion was at the bottom of the life of the people and of the nation, every citizen must give positive energy to reinforce the social cohesiveness that has been scattered.

In the last few months, the Government was very active in reinforcing the social cohesion to all citizens. Not only the government institutions that took the part in it, President Joko Widodo was also said to have invited the religious leaders several times and urged them to voice the important of harmonious in Indonesia. "There is no other country in the world which has the diversity like in indonesia, including religious diversity. They admire us because we can have a harmonious life despite being different. It's been 72 years and it never be a problem," said President Joko Widodo during a meeting with more than a hundred interfaith leaders from across the country and participants from the Association of Religious Harmony Forum of Indonesia (AFKUBI) at the Bogor Palace, West Java, On May 23rd, 2017. (quoted from presidenri.go.id)

Anis Hamidati recognizes the importance of culture in a well-established democracy. According to Anis, the culture of the state also influences how democracy develops. The practice of democracy in a country did not necessarily the same as other countries. The culture of
democracy in one country may differ from others, depending on who the leader is and the system applied. The presence of technology is very likely to create a different democratic culture. So what needs to be done related to democratic culture today? In essence, freedom of expression was everyone’s right. The existing democratic culture would not threaten social cohesiveness if the feelings of togetherness and brotherhood were deeply rooted in every citizen’s heart. The Indonesian national ties should be comprehended as this country’s strength. How to? By restructuring the importance of Pancasila values to the society in manner appropriate to the current conditions.

Culture approach was actually the strong foundation when the circulated information deemed to be ‘beyond control’ in social media. The campaign to strengthen Pancasila as the national ideology was one of approach used, such as by using the slogan "Saya Indonesia Saya Pancasila" which became the theme during Pekan Pancasila in social media to welcome Pancasila day on June 1\textsuperscript{st}, 2017. Ezki Tri Rezeki agrees if the Pancasila values should be taught to all generations. The campaigns of Pancasila values could be done in such way such as through animation and other interesting images/ picture that can increase emotional intelligence in the midst of social relations and societies that tend to slack off. In a recent poll conduct by Kompas on June 2\textsuperscript{nd}, 2017 (p.5) it was said that 86.4 percent of 530 respondents aged minimum 17 years old stated their agreement in tolerating the differences, and 90.9 percent of respondents believed that by strengthening the national ideology it would strengthen Indonesia's national ties. This belief would certainly be an important social capital to lead the nation’s democratic journey.

In terms of government capability, according to Farida Dewi, the Government currently has the tools to maintain stability in the digital space. The Government has set the Electronic Information and Transactions Law (ITE) No.19 year 2016 that governs transactions and democracy in the digital space. This legal instrument functions as tools to guard the
democratic corridors in social media. Farida then adds that the law is not set to limit the freedom of expression. The presence of the state in the digital world is very necessary because the state has the right to monitor the condition of its people. The riot or negative impact in the digital world would affect the analog world. In addition to the ITE Law, there were also some steps taken by the Ministry of Communication and Information Technology in providing security in virtual world (cyber security), namely:

1. Issuing a personal data protection law as a legal instrument to protect the personal data of the user;
2. Issuing an information disclosure law as a legal instrument to ensure the transparency of information;
3. Positive trust apps to protect user from pornographic content;
4. Blocking other sites which contain pornographic, provocative, and SARA content;
5. Recruit technology and communication information volunteers which was consisting of civil servants and also involving the society to educate the public about how to use the Internet CAKAP (Smart, Creative, and Productive) manner;
6. Encourage the creation of apps that can detect HOAX;
7. Cooperate with the Police and State Intelligence Agency (BIN) to jointly monitor freedom of expression in the public sphere;
8. Recruit civil servant investigators for telecommunication;
9. Cooperate with universities or mass organizations to conduct joint literacy actions;
10. Monitoring the social media in order to see the aspirations and opinions of the society, especially related to the government programs;
11. Conducting a "whitelist" program where all websites and bloggers will be listed so that the public would be protected from negative content.
12. Issue a circular letter for social media providers to help monitoring the pornographic content.

13. The President of the Republic of Indonesia has establishes the Indonesia’s National Cyber and State Codes Board (BSSN) as a non-ministerial government agency through Presidential Regulation No. 53 year 2017 dated May 19th, 2017, to ensure the implementation of government policies and programs in the field of cybersecurity.

Within the framework of developing governance capabilities, there are at least three key points that the government should consider in controlling the issue circulated in digital democracy. **First**, the freedom of expression in social media would bring up enormous sources of information. Communities were fragmented into various interests, and at the same time very active. The resulting effect was varied and even unpredictable. In these circumstances it would be quite difficult to place social media in relation to power where the content and information flows could be controlled. **Second**, social media was an economic entity whose main motive was to record digital activity of its users. The tape might be used by the provider of social media applications for digital advertising, or mobilize the users of social media into certain activity for certain interests. **Third**, the party who held responsible for spreading false news or hate speech in the social media was not only the users, but also the provider of social media applications. Discussion or the information in social media has been distorted by computer control through certain commands facilitated by the provider of social media application. For example if there was many 'likes' achieved, then the information would be considered as valid. Instead of a critical discussion, the concept of 'truth' was closer to computer logic. The benchmarks of validity claims were designed and even changed by those with technical skills in this field.

**H. RECOMMENDATION**

By taking into account about the *Dynamic Governance* concept, the Government of Indonesia needs several adaptive and innovative policies as follows:

a. *Thinking ahead;* The government should be able to look ahead and predict the challenges and impacts that may arise from the development of the internet, especially the freedom of expression in social media. Therefore the government should rush to develop infrastructure that supports the development of national digital media. This step is well-founded, taking into account the strategic nature of the data collected in cyberspace for the economic, social, political, and security life of the nation. It is time for the Government of Indonesia to develop search engines and social media at the national level. Taking into account about *Big Data* phenomenon that is very massive and strategic, the government should have tried to develop its own server to protect the data. The characteristic of a good place for data storage is a region with cold natural conditions, and in Indonesia we can find such place in Jayawijaya Mountains in Papua. If the Government of Indonesia can build its own server then the data of the state and citizens will be protected, and not easily exploited by foreign countries or other nations’ corporations.

b. *Thinking again;* The government needs to look back at the policies that have been implemented. For example, the government should assess whether the policies on educational curriculum has been able to develop character education that not only give emphasis on the cognitive intelligence, but also emotional and spiritual intelligence of the society. Character education is very important because it will lead people to be able to think critically and analytically in receiving information. In addition, the government needs to make a new policy on curriculum of love homeland which prioritizes the ideology of Pancasila at all levels of educational institutions with new approaches. Why the new approach? Amid the rapid flow of
information with various ideologies circulates in cyberspace, those values need to be inculcated into milineal generation who are currently growing and not merely taught. They need a solid foundation to support the national ties. They must be educated by making them take part and involve them in the real practice. This idea can be done by giving a practical assessment when students are creative in what they are doing in maintaining diversity.

c. Thinking across; This mindset can be implemented when the Government of Indonesia has started developing national search engines and social media. The government can learn from China or South Korea. China for example, although it is known for its strict digitalisation policy but China is very consistent in establishing healthy internet environment. China has built a local digital service for its citizens by developing Baidu search engine as a replacement for Google, Weibo as a replacement of Twitter, Youku as replacement of Youtube, and Renren as a replacement of Facebook. South Korea has also successfully developed its search engines (naver.com) and social media (kakaotalk), so that Google and Facebook do not dominate the digital world in Korea. In addition, the thinking across patterns can also be done by expand the horizons of the community itself. The government needs to continuously encourage public discussions from the community leaders, activists, non-governmental organizations and intellectuals. The discussions will open an opportunity for the different interest, even reaching a common consensus.

Freedom of expression is the right of every citizen which is protected by the 1945 Constitution. However, in using this freedom one is required to respect the difference and equality of rights as citizens in social, political, economic, and cultural dimensions. Shared commitment from the society, government, developers, and even operators in developing healthy and
productive public discussions on social media is needed. The Government's strong determination to develop digitalization breakthroughs that reinforce the nation's democratic identity in the next few years will be highly expected.

Based on the results of existing research, researcher acknowledge that this research has limited perspectives, in which selected informants tend to represent academia and government. Therefore, further research involving the perspectives of business people and community members will be necessary to enrich the results of the research.

REFERENCES


SOCIAL PROTECTION PROGRAMS IN INDONESIA: ACCURACY, LEAKAGE, AND ALTERNATIVE CRITERIA OF POVERTY

Sutiyo¹, Bagus W. Hartono², Jona B. Sinaga¹
¹ Institut Pemerintahan Dalam Negeri (IPDN), Indonesia; ² University of New South Wales (UNSW), Australia

ABSTRACT
After 1998 Monetary Crisis, Social Protection Programs became one of the main strategies to alleviate poverty in Indonesia. Several main programs were launched, which among others include Subsidized Rice Program, Health Insurance Program, Conditional Cash Transfer, and Unconditional Cash Transfer. However, the problematic criteria to select the beneficiaries created substantial problems of inaccuracy and leakage. This study aims to analyze the accuracy and leakage of the programs as well as identifying alternative criteria to be used to select the beneficiaries. A case study was conducted in Purbalingga District through survey on 648 respondents from 18 villages. It is found that the accuracy of the programs ranges from 97% in Subsidized Rice Program, 86% in Health Insurance Program, 75% in Unconditional Cash Transfer, and 51% in Conditional Cash Transfer. There is leakage in the Subsidized Rice Program at the amount to 50% and Unconditional Cash Transfer at the amount to 7%. The proposed alternative criteria of poverty to be used in the selection include the house floor and wall, health condition of household member, ownership of car and landholding size. Different localities may need different criteria. The government is recommended to allow the application of local criteria of poverty and involvement of local authorities and community in the selection of the program beneficiaries.

Keywords: Social Protection Programs; Poverty Alleviation; Poverty Indicators.
A. Introduction

Poverty is still the main problem of Indonesia, in which 10.7% of population living under the poverty line (BPS, 2017). Additionally, the problem lies not only in the headcount, but also in term of vulnerability. It is estimated that the additional 30% population will fall into poverty if there is economic shock like high inflation, harvest failure or withdrawal of price subsidies (Sumner & Edward, 2014; Sutiyo & Maharjan, 2011). The poor and the vulnerable poor are mostly living in rural areas as farmer with very small plot of cropland (Hussain et al., 2006).

To alleviate the poverty, the government of Indonesia has since 2000 implemented Social Protection Programs. These are the programs distributing in-kinds or cash to the poor, which is implemented under the philosophical reason that the state is responsible to guarantee the rights of citizens for proper living standard. The programs include: 1) Subsidized Rice Program (Raskin) that distributes 15 kg of subsidized rice per month; 2) Health Insurance (BPJS Gakin) that distributes a card for free medication in government facilities; 3) Conditional Cash Transfer Program (Program Keluarga Harapan) that distributes cash for poor household with pregnant and pupils, and; 4) Unconditional Cash Transfer Program (Bantuan Langsung Tunai) that distributes cash to the poor to maintain their purchasing power after the withdrawal of price subsidies. In the future, social protection will continue to be the main strategy of poverty alleviation in Indonesia, as it is indicated in the National Poverty Reduction Strategy Paper.

The nature of poverty in Indonesia creates substantial challenges for the government to distribute social protection programs. In plain view, there are no significant differences of socio-economic profile between the poor and the majority of households in rural areas. As an implication, Sumarto
(2012) finds that almost half of the poor were excluded from the Health Insurance Program, and only one third of rice from the Subsidized Rice Program came to the hand of beneficiaries. A number of studies present that the factors responsible for the inaccuracy mainly include low capacity of the government to manage database of poverty, problematic and unsuitable criteria to define poverty, and less involvement of local institutions in enlisting the beneficiaries (Ramesh, 2014; Suryahadi, 2017; Sutjiyo & Maharjan, 2011, 2013).

The updating of data of poor people was conducted every three years through national enumeration. A only those meet the criteria are eligible for the programs, was applied. The method substantial efforts are still needed to improve the method. Up to now, the implementation of social protection programs is still dealing with two main issues, which are whether the people in the official list of beneficiaries receive the full benefits and whether all of the poor are officially listed.

This study aims to deal with these issues, foremost by measuring the accuracy and leakage of distribution and by identifying alternative criteria of poverty to improve the implementation of the programs. It is argued here that in a large and diverse country like Indonesia, applying nationally set criteria of poverty will be not suitable to the varieties of local context. Thus, in contrary to the government and most studies, this study will use local perspective in formulating alternative criteria of poverty.

B. METHODS

The study is conducted in Purbalingga District of Central Java Province, which is astronomically located at longitude of 7010' - 7029' South and latitude of 101011' - 109035' East. The district is purposively selected because it is the poorest district in the poor province. Eighteen villages within the district are selected based on geographical condition (Fig.1).

The population of this study consists of 100,281 poor households registered in the Database of 2011 Social Protection Program (Pendataan
Program Layanan Sosial, 2011). The data are accessed from the District Planning Agency. Totally 648 households in the district, or 36 households per village, are randomly selected to be the respondent. Data were collected in July to August 2015 by eighteen trained enumerators. The other key informants of this study include village heads, local authorities and prominent community members. Questionnaires, interview, observation and focused group discussion were applied.

Fig. 1 Map of Study Villages

<table>
<thead>
<tr>
<th>LIST OF STUDY VILLAGES</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Ds. Babakan Kec. Kalimanah;</td>
</tr>
<tr>
<td>3. Ds. Senon Kec. Kemangkon;</td>
</tr>
<tr>
<td>5. Ds. Langgar Kec. Kejobong;</td>
</tr>
<tr>
<td>6. Ds. Tumanggal Kec. Pengadegan;</td>
</tr>
<tr>
<td>7. Ds. Cilapar Kec. Kaligondang;</td>
</tr>
<tr>
<td>8. Ds. Sokawera Kec. Padamara;</td>
</tr>
<tr>
<td>11. Ds. Campakoah Kec. Mrebet;</td>
</tr>
<tr>
<td>12. Ds. Pakuncen Kec. Bobotsari;</td>
</tr>
<tr>
<td>15. Ds. Serang Kec. Karangreja;</td>
</tr>
<tr>
<td>16. Ds. Sanguwatang Kec. Karangjambu;</td>
</tr>
<tr>
<td>17. Ds. Pekiringan Kec. Karangmoncol;</td>
</tr>
<tr>
<td>18. Ds. Panusupan Kec. Rembang</td>
</tr>
</tbody>
</table>
C. RESULTS
1. Socioeconomic Condition Respondents
   The respondents of this study mostly had male household head (89%) with elementary level of education (52%), and working in agriculture (30%). The average member per households was 3.86. About 5% of households had members with physical defect, and 16% had members suffering from chronic illness. Further, 3% had pregnant, 25% had child under five years, and 51% had child in school age (6-18 years) (Table 1).

Table 1 Socio-Economic Condition of the Respondents

<table>
<thead>
<tr>
<th>No</th>
<th>Socio Economic Condition</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Gender of HH Head</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td> Male</td>
<td>577</td>
<td>89%</td>
</tr>
<tr>
<td></td>
<td> Female</td>
<td>71</td>
<td>11%</td>
</tr>
<tr>
<td>2</td>
<td>Education of HH Head</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td> Having no formal education</td>
<td>274</td>
<td>42%</td>
</tr>
<tr>
<td></td>
<td> Elementary school</td>
<td>335</td>
<td>52%</td>
</tr>
<tr>
<td></td>
<td> Junior High School</td>
<td>35</td>
<td>5%</td>
</tr>
<tr>
<td></td>
<td> Senior High School</td>
<td>4</td>
<td>1%</td>
</tr>
<tr>
<td>3</td>
<td>Occupation of HH Head</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td> Agriculture</td>
<td>250</td>
<td>39%</td>
</tr>
<tr>
<td></td>
<td> Labour</td>
<td>203</td>
<td>31%</td>
</tr>
<tr>
<td></td>
<td> Business</td>
<td>52</td>
<td>8%</td>
</tr>
<tr>
<td></td>
<td> Service</td>
<td>24</td>
<td>4%</td>
</tr>
<tr>
<td></td>
<td> Other</td>
<td>95</td>
<td>15%</td>
</tr>
<tr>
<td>4</td>
<td>Number of HH with physical disabilities</td>
<td>31</td>
<td>5%</td>
</tr>
<tr>
<td>5</td>
<td>Number of HH with chronic illness</td>
<td>102</td>
<td>16%</td>
</tr>
<tr>
<td>6</td>
<td>Number of HH with pregnant</td>
<td>18</td>
<td>3%</td>
</tr>
<tr>
<td>7</td>
<td>Number of HH with child under five</td>
<td>164</td>
<td>25%</td>
</tr>
<tr>
<td>8</td>
<td>Number of HH with child in school age (6-18 Years)</td>
<td>328</td>
<td>51%</td>
</tr>
</tbody>
</table>

HH: Household
The figures indicate that economic productivity of the respondents may be low due to the problem of human resources. The education level is quite low, and there were substantial physical problems like disabilities and chronic illness. A substantial portion of respondents has child under five and pupils, which presents the needs to expend the cost for childcare and education. These, in turn, create additional spending cost for the respondents.

2. Accuracy and Leakage of Distribution

In this study, accuracy is simply defined as a condition in which the people in the official beneficiary lists receive the program benefits full. Accuracy is calculated from the percentage of respondents benefitted from the programs divided by the total eligible respondents. The other issue analyzed in this study is leakage, or whether the kinds or cash being distributed by the programs is in the same amount as the stated regulation.

Comparatively, the accuracy of social protection programs was 97% in Subsidized Rice Program, 86% in Health Insurance Program, 75% in Unconditional Cash Transfer, and 51% in Conditional Cash Transfer. There was leakage in Subsidized Rice Program and Unconditional Cash Transfer. Subsidized Rice Program suffered from the biggest leakage, in which a half of the stated benefits was not received by the beneficiaries, while Unconditional Cash Transfer lost 7% of the stated benefits (Fig.2).
In Subsidized Rice Program, the central government periodically delivered the rice to village office, in which local authorities then distributed it to the beneficiaries. About 97% of respondents became the beneficiaries of the program. The rest 3% respondents did not receive the rice although they were enlisted in the beneficiaries list. In most cases, they intentionally rejected the program because feeling not poor thus morally having no rights for the rice. In all study villages, the actual number of beneficiaries was larger than the listed people because the rice was also distributed to the non-poor. As an implication, the amount of rice received by the respondents was far below the stated amount. Averagely the beneficiaries received 7 kg rice per month, or just a half of the stated 15 kg. Only 10% respondents received 15 kg, or in compliance with the stated amount.

In Health Insurance Program, the central government issued a card in which the name of beneficiaries was already printed. About 86% respondents became the beneficiaries of Health Insurance Program. Another 7% respondents received a health insurance sponsored by village
and local government, while the rest 7% respondents did not have any form of health insurance.

In Conditional Cash Transfer, the central government periodically distributed cash to the poor households having pregnant, child under five and pupils. The objective was to help them improve the health and education of the member. Within the whole respondents, 39% of them were having pregnant, child under five and pupils, therefore deserved the program. However, only 20% respondents became the beneficiaries of the program. The cash was directly disbursed from the central government to the bank account of the beneficiaries. There was almost no leakage in the distribution of the program.

In Unconditional Cash Transfer, the central government distributed cash during the economic shock in order to increase the purchasing power of the poor. The last time when the government implemented the program was in 2015, or after the withdrawal of fuel price subsidy. The cash was distributed to the beneficiaries through post office, in which ID cards and payments were screened by computer system. About 75% of respondents received the cash, leaving behind the rest 25% respondents who did not become the beneficiaries. In average, the beneficiaries received IDR 185,500 per month from the program. The amount was lower than the stated amount, IDR 200,000.00 per month. There were some cases in which the beneficiaries were asked to contribute some portion of the cash to the local authorities or to share the cash with the other community member.

Overall, the variability in accuracy of distribution was explainable by the type of kinds distributed. Cash and kinds transfers were very prone to leakage, while card to access service was properly distributed to the beneficiaries. Distribution through village offices like the Subsidized Rice Program was more prone to leakage than distribution through the post office like Unconditional Cash Transfer, and through bank account like Conditional Cash Transfer.
The inaccuracy and leakage were seen to be the implication of the bias in the process of beneficiary enlistment. In almost all study villages, local authorities said that they were totally excluded from the process of enlistment of the beneficiaries. There was clearly no answer for the question why a household perceived poor did not become the beneficiaries, while the perceived not poor being enlisted. The list of beneficiaries was issued by the central statistical agency, which was independent agency beyond the control of local government. When the list came to the hand of local authorities, most of them thought that the data were invalid. Being worried to the protest of community, social jealousness and conflict, the authorities unilaterally revised the list, equally distributed the programs to community, or reduced the amount of transferred benefits to be shared to the unlisted poor. Local authorities acknowledged that there was inaccuracy and leakage in distribution of the programs, but explaining that it was unavoidable and not an intentional manipulation for their economic interest.

3. **Alternative Criteria of Poverty**

Integrity and capacity of the enumerators were varies, which created substantial challenges in the enlistment of the beneficiaries. The used criteria themselves were criticized by the local authorities and communities. According to community-based method was tried to be applied. In Focused Group Discussions, 1. Type of floor, because there was usually clear differentiation, in which the poor had dirt floor while the non poor had tile; 2. Type of wall, because there was usually clear differentiation, in which the poor had bamboo or wood while the non poor had cemented brick; 3. Health condition of households member, because the poor usually had member with physical disabilities and chronic illness; 4. Ownership of car, because only the rich were able to buy car; 5. Size of landholding, because there was usually clear differentiation of landholding between the poor and the non-poor.
The proposed criteria were perceived easy to observe, meaning that they were difficult to hide from the neighbors and the government. They also covered three main symbols of wealth in the study villages, which were dwelling condition, landholding size, and vehicles. When the criteria were applied to rank households within community based on their relative welfare status, they resulted in a new list of poor people. The new list excluded some of the previously listed households in government database, as well as included some households previously excluded. Yet, the list was more accepted by local authorities and community, and perceived to be more valid and suitable with the local definition and perception of poverty. The proposed criteria were deemed to improve local satisfaction, thus minimize inaccuracy and leakage in the distribution of social protection programs.

E. DISCUSSION

It is commonly assumed that the poor have no ability to obtain sufficient standard of living from the market alone, thus social protection programs aim to protect the poor from common livelihood risks, to minimize economic inequality, and to create social justice. Only if the programs benefit the poor effectively, then the poor will have internal resilience, being able to obtain higher benefits from the others development programs, and gradually escape out of poverty. Accuracy and effectiveness of distribution of the programs are substantially important for the success of the country in alleviating poverty.

The existing method applied to distribute social protection programs may work, but not always accurate. As it is found in this study, there is inaccuracy of the distribution of the programs, which ranges from 3% in Subsidized Rice Program to 49% in Conditional Cash Transfer. In addition, findings of this study present that the respondents in the official list of beneficiaries do not always receive full benefits. Substantial portion of the benefits is still leaked to the non-poor.

Findings of this study also present that intentional manipulation is not always the main cause of inaccuracy and leakage. Rather, it was the
unsuitability of the used criteria to identify the poor and the illegitimacy of beneficiary list issued by the government that make local authorities have no option but to modify the distribution. Thus, improvement to the distribution of social protection programs should be implemented more than through monitoring and administrative capacity development of the agency, but more importantly through the involvement of local authorities and community in selecting the beneficiaries and through the application of more locally suitable criteria of poverty.

Substantial revision of criteria to select the beneficiaries is needed to ensure that the right people are listed in the program. There is a need to combine the standardized targeting methods like the current methods with community-driven methods. The proposed new alternative of poverty criteria like type of the house floor and wall, health condition, ownership of car and landholding size can be applied as far as it match with local context. In the other localities, there may be different criteria to be applied. The accommodation of local criteria in the identification of poor households, and involvement of local authorities and community in the selection of beneficiaries are seen important to improve the program implementation. These may take time and decrease the efficiency of implementation in the beginning stage, but the overall effectiveness of the program will increase. Only if the government takes substantial effort to revise the method of selection of the beneficiaries, then the negative consequences of social protection programs like social jealousness from the people not enlisted as well as potential of local conflict and open protest to the local authorities can be eliminated.

D. CONCLUSION AND POLICY IMPLICATION

Social protection programs in Indonesia are still suffering from inaccuracy of distribution. There is still no program with 100% of accuracy. The accuracy is 97% in Subsidized Rice Program, 86% in Health Insurance Program, 75% in Unconditional Cash Transfer, and 51% in in Conditional Cash Transfer. There is leakage in the Subsidized Rice Program at the
amount to 50% and Unconditional Cash Transfer at the amount to 7%. Some of the existing criteria to identify the poor are deemed unsuitable. It is proposed the alternative criteria of poverty to be used in the selection of beneficiaries, which include the house floor and wall, health condition of household member, ownership of car and landholding size. Different localities may imply to the needs of different criteria.

To improve the accuracy and minimizing the leakage as well as creating social and political sustainability of the programs, the distribution of social protection programs in Indonesia should allow the application of local criteria of poverty and involvement of local authorities and community in the selection of the program beneficiaries.

REFERENCES


THE INFLUENCE OF COMPETENCE ON JOB PERFORMANCE OF THE VILLAGE MASTERS IN MANAGING VILLAGE FINANCES IN THE DISTRICT OF TANAH DATAR

Syamsir
Senior Lecturer at Public Administration Department, Faculty of Social Science, Universitas Negeri Padang; Jl. Prof. Hamka, Air Tawar, Padang 25131; e-mail: syamsirsaili@yahoo.com; HP: 085263639233

ABSTRACT
This study aimed to analyze the influence of competence, which consists of knowledge, skills, and attitudes, on job performance of Village Masters in the management of village finances in the District of Tanah Datar, West Sumatra Province. This study uses quantitative methods. The study population was the whole Village Masters in District of Tanah Datar, West Sumatra, as many as 75 Village Masters. Sample was obtained through proportionate random sampling technique. Respondents in this study consisted of 68 village masters. Data in this study were collected through questionnaires. Data were analyzed with multiple linear regressions. The results of this study have shown that the three dimensions of competence of the village masters, namely knowledge, skills, and attitudes, simultaneously had a significant influence on the performance of village masters in village financial management in District of Tanah Datar, West Sumatra amounting to 94.9%. The level of significance in the results of linear regression is 0.000. These results imply that the competence of the masters of the village in the financial management is crucial to their success in rural development, particularly in the management of village finances.

Keywords: Competence, Job Performance, Village Masters, Village Finance

I. INTRODUCTION
Every government organization, both central and local government, is formed as it has a specific purpose. To achieve this purpose every government organization can not be separated from the condition and quality of its human resources. Human resources play a very important role
and strategic for the achievement of organizational goals, including within the government organization. In this case, human resources become planners, perpetrators, and determine the realization of these goals despite the infrastructure and other resources are sufficient. Therefore, in order that the implementation of the tasks of the organization within the government can run effectively, efficiently, and optimally, then we need the development of human resources in a planned and sustainable way that will get the human resources that are competent, professional, and have the high quality performance.

The village government is a lowest government organization which structurally existed under the district recognized in the government system of the Republic of Indonesia and has the duty to organize the administration and care of the interests of local communities in the governance system of the Republic of Indonesia. To achieve these tasks, the performance of the village master is one of the important factors that need to be noticed. This is in accordance with the provisions of Regulation No. 6 of 2014 on Village, article 25 of which states that the village government as referred to in Article 23 is the village master or called by other names, assisted by village apparatus or called by another name. Therefore, as the representation of the village administration, village master performance is an important factor to influence the realization of these objectives.

Besides, the demands of the importance of the village master performance is also associated with one of the basic tasks and functions of the village master who are mandated in Article 26 paragraph (2), point c of Regulation No. 6 of 2014 on Village, that is the management of the village finances and village assets. In this article it is stated that the village master was given more authority to manage the finances of the village. Some of them are the authority of the village master to mobilize the village funding sources, and determine the direction, goals, and targets of the use of the budget, so that the government's aim to accelerate the development and increase the prosperity in the village could be realized. Therefore, the
performance of the village master has a dominant role in order to realize these principle tasks.

The village master who has a good performance in managing the village finances can be seen from the way he used in managing the finance itself. One of the indicators is that the village master is always open, so that the rights of rural communities to be able to know the information that is truthful, correct and non-discriminatory on the implementation of the government could be met. Moreover village masters should be accountable for its obligations in terms of managing finances of the village, so that the implementation of policies that have been previously set could be believed by the public in order to achieve the goals set before, and always involve the community and village organizations to determine the direction and desired goals together. The village financial management should also refer to the rules and guidelines so that the orderly realization of budgetary discipline has been set. This is in accordance with the opinion of Yusuf (2016) which states that the financial management of the village does not just show their budget allocation to accommodate the basic needs of society, but also that the village government should prioritize the principles of financial governance of the village well according to regulations. Therefore, in the village financial management village government must always give priority to the principles of the management of village finances, namely: (1) transparent (2) accountable (3) participation, and (4) budget order and discipline.

Similar opinion was also expressed by Soleh (2015) which states that in order to achieve effectiveness and efficiency in the financial management of the village, the village masters should always be guided by the principles of village finances management, namely: (1) accountability (2) openness, (3) order and obedience, and (4) useful for society. Therefore, the village masters were expected to always perform their duties in the management of village finances based on the right principles for the performance of the
financial management in order that the village financial management can be realized as expected by society.

The District of Tanah Datar is one of the districts in the West Sumatera province that have 75 village masters, and divided into 14 sub-districts. Based on preliminary data, it is indicated that the performance of the majority of village masters in village financial management is still less than optimal. This is evidenced by the presence of village allocation fund has not been fully realized by the village administration. Data from the report shows that the distribution of the allocation of funds is not yet fully realized. This shows that there are still some village masters that are not optimal performance in terms of managing the village finances. The village masters as the holder of full power in managing finances village should have been fully allocated this village funds so that the government's plan to accelerate development and improve people's welfare can be realized as well.

The phenomenon of less optimal performance of some village masters in village financial management in the districts of Tanah Datar is certainly strongly influenced by various factors, one of which is the competence of the village masters. Competence is an important element that must be owned by the village masters so that the expected performance can be achieved. Competence is a very useful concept of explaining how well a person compares to others, and good competence will certainly improve a person's performance in executing the tasks he or she is responsible for.

This assumption may be reasonable because it is in line with the opinion of Sedarmayanti (2008), which revealed that the competence is a fundamental characteristic of a person that directly influence or can predict a very good performance. Therefore, the starting point of the above opinion is that the village masters should be supported by competencies that qualified as well as the knowledge, skills and attitude required in the work they carried out. This is because the tasks held by the village masters are so complex that their knowledge, skills, and attitude are needed to support
them in carrying out their tasks so that the expected performance can be achieved maximally.

Based on the phenomenon that has been described above, this study seeks to reveal more about the influence of competence on the performance of village masters in rural financial management in Tanah Datar district, West Sumatra. Variable of competence in this study was divided into three sub variables (aspects), namely knowledge, skills, and attitudes. Thus the research questions posed in this study are: 1) Is there any influence of knowledge aspects on the performance of village masters in rural financial management at Tanah Datar district? 2) Is there any influence of skills aspect on the performance of village masters in rural financial management in Tanah Datar district? 3) Is there any influence of attitude aspects on the performance of village masters in rural financial management at Tanah Datar district? 4) Are there are significant influences of knowledge, skills, and attitudes aspects simultaneously on the performance of village masters in rural financial management at Tanah Datar district?

B. RESEARCH OBJECTIVES

In general, this study aims to increase the capacity of the nagari government in the management of nagari (village) finance which will ultimately lead to improving the quality of public services among the nagari community which has been seemingly still low, even if the budget of the village development has been significantly improved by the government. Specifically, this study aims to find the right method to improve the capacity (competence) of the village masters in the management of the village finance so that the nagari funds that are allocated by the government to each nagari (village) in Tanah Datar regency could be realized effectively, efficiently, transparently, accountably, participative, and budgetary order and discipline.
In more detail, the objectives of this study were: 1) To find out the description on job performance of the village masters in the management of village finance in the district of Tanah Datar, West Sumatra Province; and 2) To know the contribution of competency influence on job performance of village masters in the management of village finance.

C. SIGNIFICANCE OF THE STUDY

The results of this study are expected to be useful theoretically and academically in the development of public administration theory, especially related to human resource management and public finance management. In addition, the results of this study are also expected to be useful as a practical information for all village masters and other competent parties in Tanah Datar District in improving the performance of village masters in village financial management.

This research on the influence of competence on job performance of the village masters in managing village finance in the district of Tanah Datar is very important to do in order to give thought contribution for related agencies, especially the government of Tanah Datar District, in relation to the guidance of village masters competence in order to find out the right method as an effective choice in the management of village finance as expected by Law No. 6 Year 2014 on Village and Home Affair Minister Regulation No. 113 Year 2014 on Village Financial Management. Information in the finding of this study is expected to be useful for related government officials in determining and establishing appropriate policies in improving the competence of village masters in village financial management, especially in Tanah Datar District.

The selection of the theme of this study as the focus of research is also very important because, based on preliminary data, there were not many studies that specifically examine the issue of capacity building of village masters in the management of village finance in West Sumatera,
especially in Tanah Datar district. In addition, research on the guidance of the village masters in the management of village finance all this time has not been able to offer an appropriate solution in improving the capacity (competence) of the village masters in the management of village finance as expected and mandated by the prevailing laws and regulations.

D. CONCEPTUAL FRAMEWORK

1. Job Performance and the Determinant Factors

Basically, performance has many meanings from the point of view of the experts. According to Ruky (2002) performance contains three meanings, namely: (1) Job performance (2) Performance (3) Implementation of tasks. This is in line with the opinion of Wibowo (2011) which states that performance is something that is related to doing the work and the results achieved from the work. While Rivai and Basri (2005) revealed that the performance or achievement of the work itself can be defined as achievements achieved by a person in performing their duties or jobs in accordance with the standards and criteria established for the job.

In addition, Wilson (2012) also explains that the job performance is the result of the work accomplished in person in employment based on job requirements. This is consistent with what is expressed by Suwanto (2011) that the performance is the outcome a person under the applicable size, within a certain time, with regard to work and behavior and actions. Based on the notions of performance expressed by the experts, it could be understood that the performance is a result of work accomplished or records of the results given by a person of the functions of a specific job to be done according to the size of the force as well as how to carry out their duties in accordance with the responsibilities given to him within a certain time.

Each performance appraisal must have a goal. Simamora (2006) revealed that the principal purpose of performance appraisal is to produce accurate and valid information about the behavior and the performance of
members of the organization. The more accurate and valid information generated by the performance appraisal system, the greater the potential and value for the organization. In addition Simamora (2006) also explains that the special purpose of performance appraisal can be classified into two major parts:

1) The purpose of evaluation; The purpose of the evaluation approach is to assess the past performance as a basis for the execution of personnel decisions. The focus of the evaluation approach is seen based on past reviews and ratings. According to Simamora (2006) evaluation approach can be assessed from performance, review of salary, performance appraisal, and promotion opportunity.

2) The purpose of development (Development); The purpose of development approach is to motivate and direct the individual performance and career development efforts. According Simamora (2006) the focus of this development approach is planning for future counseling and goal setting and review. The purpose of the development consisted of (a) establishment and sustainability of performance, (b) increase the performance (c) determining the progressive goals of career, and (d) determining the training needs.

Based on the purpose of the performance appraisal expressed by the expert, it could be understood that performance appraisal is basically a way to be able to determine the extent of implementation of the tasks have been done by someone in their work so that it can be useful to be used as an evaluation tool and efforts to improve its next performance.

In achieving the desired performance, there are many factors that can affect the performance. This is in accordance with the opinion expressed by Simanjuntak (2005) which explains that everyone's performance can be affected by many factors which essentially can be classified into three groups, namely: (1) Competence of individuals, (2) organization support, and (3) management support. Besides, Hasibuan (2009) also revealed that
the performance can be affected by several factors, among others: (1) the mental attitude; (2) education; (3) skills; (4) leadership management; (5) the level of income; (6) salaries and health; (7) health insurance; (8) work climate; (9) infrastructure; (10) technology, and; (11) the achievement opportunity.

Of the various expert opinions explaining the factors affecting the performance, we can conclude that the performance is essentially influenced by internal and external factors. Internal factors include the abilities (competencies), attitude, motivation, experience, etc. The external factors include the job design, organizational structure, compensation, work environment, and so on. Therefore, the factors that affect the performance as described above must be observed so that the expected performance can be realized.

2. Management of Village Financial and the Measurement

According to Soleh (2015) village finance can be defined as all the rights and obligations of the village which can be valued in money and everything in cash or in the form of goods that can be owned by the village in connection with the implementation of rights and obligations. Financial village is basically a subsystem of state finances as stipulated in Law No. 17 Year 2003 on State Finance.

General provisions of Home Affairs Minister Regulation No. 113 Year 2014 concerning the Management of Village Financial states that village financial management is the overall activities that include planning, implementation, administration, reporting, and financial accountability of a village. Meanwhile, according to Muhammad Arif (2007) village financial management is the overall financial management activities including planning, budgeting, administration, reporting, accountability, and oversight of a village financial. It can be concluded that management of village finances is an activity that includes planning, budgeting, administration, reporting, and accountability of a village masters and village apparatus in managing the finances of the village.
Also in Chapter III Section 3 of Home Affairs Minister Regulation No. 113 Year 2014 it is stated that as a head of a village government the village masters is the authority holder of financial management of the village and representing the government in the ownership of a separated village property, with the authority to: 1) Establish policies regarding the implementation of Village Budget (APBDesa); 2) Establish PTPKD (Technical Manager of Village Finances); 3) Establish the officer of village revenue collector; 4) To approve the issuance of the activities specified in Village Budget; and 5) Perform the action that resulted in expenditure load on the village budget.

The Home Affairs Minister Regulation No. 113 of 2014 also stated that management of village finances must be conducted on the principles of transparent, accountable, participatory, and budget orders and discipline. This is in line with Yusuf (2016) who stated that the indicators for measuring the performance of village masters in the financial management of the village could be seen from: 1) Transparence, meaning that the principle of openness that enable public to know and have access to information as widely as possible towards the APBDesa (Village Revenue and Expenditure Budget); 2) Accountable, that is the principle of one’s obligations to account for the management and control of resources and implementation of policies entrusted to him in order to achieve the intended purpose; 3) Participatory, which means that the management of village finances should give wide space to the community for actively involved in each stage of the village financial management; and 4) Budget order and discipline, which implies that APBDesa should be managed in a timely and appropriate, supported by administrative evidence that could be accounted for and are guided by regulations.

Meanwhile, according to Soleh (2015) performance measurement indicators of village masters in the village financial management can use following indicators or principles: 1) unity, 2) universility, 3) annual, 4) specialization, 5) accountability, 6) proportionality, 7) professionalism, 8)
openness, 9) financial audit by BPK freely and independently, 10) value for money, 11) honesty, 12) control, 13) order and obedience to legislation, 14) responsible, 15) justice, 16) propriety, and 17) benefit to society.

Measurement indicators of village masters job performance in the village financial management used in this study were indicators as suggested by Yusuf (2016), that is: (1) transparency (2) accountability, (3) participatory, (4) budget orders and discipline.

3. **Competence and the Measurement**

Competence in the public and private organizations is very important and is needed primarily to answer the demands of the organization and in order to deal with rapid change and development issues, and future uncertainties. Additionally competence can be useful to help organizations create a culture of high performance, more and more competencies considered in the process of human resource management, then it will further improve the work culture.

Etymologically, competence can be described as a dimension of excellence or expertise of someone who has a knowledge, attitudes, and skills at work. This is similar with Wibowo (2011) opinion which explains that competence is an ability to execute or perform a job or task that is based on the skills and knowledge as well as supported by work attitude demanded by the job. Sutrisno (2009) also revealed that the competence is an ability that is based on the skills and knowledge that are supported by the work attitude and their application in implementing the tasks and work that refers to the specified job requirements. While Rivai and Sagala (2009) explains that competence is the ability of a person that can be observed that includes knowledge, skills and attitude in completing a job. Based on some sense of competence expressed by some expert it is understood that
competence is a basic abilities of a person consists of several components, namely knowledge, skills, and attitudes that can support someone in his job.

Furthermore, Hutapea (2008) revealed that there are three main components to the formation of competence that can be used as an indicator to measure the competence, namely:

1) Knowledge, that is information possessed by an employee to carry out their duties and responsibilities in accordance with their work field.
2) Skills, that is an effort to carry out the duties and responsibilities well as given by the company/organization to an employee
3) Attitude, that is a behavior pattern of an employee in carrying out their duties and responsibilities in accordance with the rules of the organization.

4. The Influence of Competence on Job Performance

According Wibowo (2011) competence is the ability to execute or perform a job or task that is based on the skills and knowledge as well as supported by work attitude demanded by the job. Thus, a good competence will certainly be able to affect a person's performance to be better, because competence is a basic characteristic of a person who directly influence, or can predict a very good performance. This is also in line with the views expressed by Simanjuntak (2005) which states that performance is affected by many factors which can be classified in three groups: 1) the competence of individuals, 2) organizational support, and 3) management support. Of the three factors that affect performance, it is known that the competence is a major factor affecting performance in addition to the supports organization and management. From this explanation we can understand that the performance will be greatly influenced by competence. If someone has good competence then he/she will perform better in his/her job.
There are several related studies that have been conducted in relation to the effect of competence on the performance of village masters in the village financial management.

1) Walidun (2014) have studied the Influence of Leadership Competencies and Compensation on Performance of Village Masters (A Case Study in the District of Telaga, Gorontalo Regency). The finding of this study showed that the competence of the leadership competencies and compensation jointly affect the performance of the Village Masters in the village financial management.

2) Juneidy, Burhanuddin, and Jorrie (2015) have also studied the Influence of Competence on Village Government Performance (A Case Study in the District of Pineleng, Minahasa Regency). Based on the results of this study it was found that the job competencies such as formal education, training, and work experience have positive effect on the performance of village government.

Several related studies as mention above theoretically have multiple relationships and relevance to this study. Conceptually it can be used as a general reference theory for researchers in conducting their studies. So the related studies can be used as a support for this study.

E. HYPOTHESIS

Based on the theory and relevant studies as stated above, the hypothesis in this study could be formulated as follows:

1. As a part of the competency, knowledge has significantly influenced on the performance of village masters in village financial management in Tanah Datar District.

2. As a part of the competency, skills have significantly influenced on the performance of village masters in village financial management in Tanah Datar District.
3. As a part of the competency, attitude has also significantly influenced on the performance of village masters in village financial management in Tanah Datar District.

4. As a part of the competency, knowledge, skills, and attitude have simultaneously and significantly influenced on the job performance of village masters in village financial management in Tanah Datar District.

E. METHODOLOGY

Based on the research question and the purpose of this study, a quantitative method with multiple linear regression analysis were used in this study. This study was conducted in several villages in Tanah Datar district West Sumatera province. The population in this study was all village masters in Tanah Datar District totaling 75 people. The sampling technique used in this research is cluster sampling in two stages: Firstly, defining the area based on the distance area from the central district of Tanah Datar. In this case researcher chose only 6 subdistricts in Tanah Datar district with the range of near, medium, far from the district central. These six districts were selected with equal probability and the districts were considered to be representative of the total districts in Tanah Datar district to be observed. Secondly, determining the village masters in each subdistrict randomly and the sample selection is done with the same probability and the village masters have been deemed to have represented all village masters in these subdistricts.

Data in this study was collected through with questionnaires with Likert scale consisted of four alternative answers. Selection Likert scale in this study was based on the consideration that the things will be measured in this study were opinions and perceptions of people against the values of competence and performance in the village financial management by the village masters. To measure the degree of validity and reliability of the instruments, so in this study was conducted an instrument test (tryout) to
see the validity and reliability of the questionnaire. Finally data in this study were analysed with multiple linear regression technique, with some classical assumption made previously as a prerequisite for regression analysis.

F. RESULTS AND DISCUSSION

Since the data processing of this study used statistical testing with multiple linear regression technique, it is necessary to do the testing requirements analysis, so the results of this study could be used to draw good conclusions. In this study, the requirement tests may include the testing of normality, linearity, multicollinearity, heteroscedasticity, and then just continued with significance testing of multiple linear regression equation. Based on the classic assumption test as a requirement of regression analysis, the test results indicate that the research data is compliant normality and linearity, and free from multicollinearity, and heteroscedasticity, so it can continue to be tested with multiple linear regression.

Furthermore, in summary, the results of multiple linear regression tests of the influence of the three sub-variables of competence (knowledge, skills, and attitudes) on job performance variable could be seen in Table 1 below.

Table 1. Summary of multiple linear regression test of variables and sub-variables of Competence on Job Performance variable
Based on the multiple linear regression tests of the influence of subvariables knowledge (X1), skill (X2), and attitude (X3) on job performance variable of village masters in the village financial management (Y) as presented in Table 1 above, it could be seen that significance value of X1 regression equation on Y was equal to 0.000; it is smaller than $\alpha = 0.05$. Thus the first hypothesis was accepted. So it could be interpreted that the knowledge of village masters had a significant influence on their job performance in the management of village finances. Furthermore, the significance of the regression equation of X2 to Y was also equal to 0.000; it is smaller than $\alpha = 0.05$. Thus the hypothesis 2 was also accepted. So it could also be interpreted that the skills of village masters had a significant influence on their job performance in the management of village finances. In addition, the significance of the regression equation of X3 to Y is also equal to 0.000; this is smaller than $\alpha = 0.05$. Thus Hypothesis 3 was also acceptable. It might therefore be understood that the attitudes of the village masters had a significant influence on their job performance in the management of village finances. Finally, the significance of the regression
equation of X1, X2, and X3 simultaneously (together) on Y is equal to 0.000; this is also smaller than \( \alpha = 0.05 \). Thus Hypothesis 4 was accepted.

So it could be interpreted that the competence of the village masters, which includes knowledge, skills, and attitudes, have a significant influence on their job performance in the management of village finances. Moreover, it could be understood that the truth of this conclusion could be trusted to 100%, because the level of significance in this test is 0.000, both in the partially and simultaneously test results.

In addition, based on Table 1 above, it could also be understood that the contribution of competence subvariables both partial and overall on job performance variable of the village masters in the village financial management is quite large, even relatively very large. It could be seen that the influence of the sub-variables of knowledge amounted to 53.5%, skills 76.3%, and attitudes by 64.0% on job performance. Meanwhile the influence of these three sub-variables of competence on the job performance amounted to 94.9%.

Thus, based on the finding of the study, it seemed that the competence is very influential on the job performance of the village masters in their management of village finances. Thus it can be explained that competence may affect the job performance of village masters in village financial management in Tanah Datar district and the influence is very large (94.9%). In other words, the better the competencies possessed by the village masters in Tanah Datar district, the higher their job performance in the management of village finances, and vice versa, if the competence of the village masters is low, then their job performance in village financial management will also decline.

This opinion was also reinforced by Sedarmayanti (2008) which revealed that the competence is a basic characteristic of a person that directly influence, or can predict a job performance (good or bad). Meanwhile Wibowo (2011) also states that competence is the ability to
execute or perform a job or task that is based on the skills and knowledge as well as supported by work attitude demanded by the job. Thus, a good competence will certainly be able to affect a person's performance to be better, because competence is a basic characteristic of a person that directly influence or can predict a very good job performance.

A similar opinion was also expressed by Simanjuntak (2005) who stated that performance is affected by many factors which can be classified in three groups, namely the competence of the individual, organizational support, and management support. Of the three factors that affect the performance, then the competencies are the main factors that affect performance in addition to the organization and management supports. Furthermore, Spenser and Spenser (in Sutrisno 2009) also found that competency components include motives, personal character, and self-concept which can predict a behavior/certain capabilities that will eventually emerge as work performance. From the above explanation, it could be concluded that the job performance of village masters in managing village finances in Tanah Datar district will be heavily influenced by the factors of competence they have. If their competency were good, then their job performance in managing village finance would be good also.

G. CONCLUSION

Based on the research results and the hypothesis test of the influence of competence, which was composed of the aspects of knowledge, skills, and attitudes, toward the performance of village masters in the management of village finances in Tanah Datar District, West Sumatera, then a number of conclusions could be described as follows:

1. There was significant influence of knowledge aspects on the job performance of village masters in Tanah Datar district in village financial management, with the value contribution was 0.535 or 53.5% with a significance value of 0.000 or less than \( \alpha = 0.05 \). This means that
competence is very influential on the job performance of the village masters in Tanah Datar district and the competencies need to be improved in order to enhance the job performance of the village masters.

2. There was also significant influence of skills aspects on the job performance of village masters in village financial management in Tanah Datar district, with the value contribution was 0.763 or 76.3% with a significance value of 0.000 or less than $\alpha = 0.05$. This means that skills are also very influential on the job performance of the village masters in Tanah Datar district and these skills need to be improved also among the village masters in order to improve their performance.

3. There was also significant influence of attitudes aspects on the job performance of village masters in Tanah Datar district in village financial management, with the value contribution was 0.640 or 64.0% with a significance value of 0.000 or less than $\alpha = 0.05$. This means that skills are also very influential on the job performance of the village masters in Tanah Datar district and the attitudes aspects also need to be fostered to improve the performance of the village masters.

4. There were significant influence of the overall competence variables (knowledge, skills, and attitudes) simultaneously on the job performance of village masters in managing village finance in Tanah Datar district, with the value contribution was 0.949 or 94.9% and with significant value was 0,000 or smaller than $\alpha = 0.05$. This means that competence is very influential for the job performance of the village masters in managing village finance, especially in Tanah Datar district, and the truth of this conclusion could be trusted to 100%.

H. RECOMMENDATION

Based on the research results and conclusions in this study, the researchers gave some suggestions to the agencies concerned on this matter, among others:
1. To produce a good job performance of the village masters village in Tanah Datar district, especially in managing the village finance, then the Local Government of Tanah Datar District need to pay attention and to provide guidance on the competence of village masters, because theoretically and based on hypothesis test results, it was proved that the competence can influence the performance of village masters in the management of village finances.

2. For further researchers, it is advisable to conduct further study relating to and involving several variables or other factors that might be associated with and influence the need for improving the job performance of the village masters, particularly in Tanah Datar district and in other places, such as work motivation, leadership, level of education, work climate, work culture and so on.

REFERENCES


**Peraturan Perundang-undangan dan Sumber Media Online**

Law No. 6 Year 2014 on Village Government

Regulation of Internal Affairs Minister No. 113 Year 2014 on Village Financial Management
A. INTRODUCTION

Law No. 6 of 2014 concerning the Village, was enacted on January 15, 2014 and was officially implemented in 2015 in the whole villages. Regional Government of North East Timor Regency is one of the regencies in East Nusa Tenggara Province which has built a commitment to build the village with its programs. Based on Regional Regulation of North East Timor Regency No. 9 of 2008, Badan Pemberdayaan Masyarakat dan Pemerintahan Desa (BPMPD) becomes the leading sector of the embodiment of the tasks and functions of the government of North East Timor Regency in the management of the village.

BPMPD optimal capacity in fostering, supervising and empowering rural community, is reflected in village capacity building in an effort towards the independence of the village. Yet, in North East Timor Regency, there were many problems in the village, demanding BPMPD to immediately improve its capacity. First, the problem of the Village Fund Allocation (ADD) absorption, which in fiscal year of 2015 was only about 62% absorbed, per August 2016; Second, the issue of the Village Fund absorption from the State Budget (APBN), which since the disbursement, it has been delayed so that affected the next process. Third, the issue of revolving arrears fund on Desa Mandiri Cinta Petani (SARI TANI) program, which causes the program to a standstill; Fourth, a paradigm shift in village government that is not yet fully understood by BPMPD so that impacted the fostering patterns and empowerment to the village.
Referring to the Government Regulation No. 6 of 2008 on Guidance for Evaluation of Regional Government Implementation, Article 54, paragraph (2) the development of regional capacity can be done with the development of institutional capacity in regional institutions. Based on the description above, the formulation of the problem will be explored is how the institutional capacity of BPMPD of North East Timor Regency seen from the aspects of the work programs and procedures.

B. LITERATURE REVIEW

1. Organization Capacity

Jurie (2000: 271) defines capacity is related to the inherent capabilities in individuals and institutions used to achieve their respective goals. The same thing also expresses by Vincent-Lancrin, as quoted by Fanany, et al. (2009: 89) who defines capacity as the ability of individuals, institutions and communities to deal with all aspects related thereto. At the level of the institution, according to Armstrong, in Purwanto and Sulistyastuti (2012: 128), suggests the definition of the institutional capacity as follows:

At the level of the organization, according to Armstrong, in Purwanto and Sulistyastuti (2012: 128), suggests the following definition of organizational capacity:

“Organizational capacity is the capacity of an organization to function effectively. It is about its ability to guarantee high levels of performance, achieve its purpose (sustained competitive advantage in a commercial business), deliver result and, importantly, meet the needs of stakeholder.”

Widaningsrum (2013: 133) the institutional capacity is closely related to the ability of an agency or institution with a specific institutional structure, work processes, and work practices, including the analysis of management and resources system. The concept, not only see the capacity of the institution from the aspect of resources and management
process but also the values existed within the institution, which is reflected in the institutional culture.

2. Institutional Capacity Building

Brown et.al. (2001) in a report of GTZ - Support for Decentralization Measures Project (SfDM) (2005: 11), states that: The same thing as described in the UNDP report (1998) states that: From both reports, i.e. GTZ - SfDM and UNDP (1998), and important notes from Horton and Eaton (1986: 24) later explained that the capacity building occurred at the institutional level is influenced by several variables, which are described as follow:

1. Institutional Structure;
2. Work Programs;
3. Work Procedures;
4. Decision Making;
5. Management Information System.

C. RESEARCH METHODS

1. Type and Data Source of the Research

This study was used a qualitative research design, so called because it describes the facts, evolving and ongoing perspective, explores and understands the meaning of the data of the participants, by collecting the data directly in the field, interprets the meaning of the data, prepares the relationship among variables, analyzes, and ends with a conclusion based on the results of the data analysis (Creswell, 2014: 58).

This study moved from a general problem of a less optimal village managing in North East Timor Regency. The initial assumption was that by the enactment of Law No. 6 of 2014 concerning Village. It presented an opportunity for the village to develop. The institutional capacity in BPMPD of North East Timor Regency was the focus of study to be
searched in response to the initial assumption of a less optimal management of village in North East Timor Regency.

This research data can then be divided into primary data or data directly obtained through direct interaction with participants, and secondary data. The primary data in this study were obtained through in-depth interview with some respondents selected in purposive, related, and strategic to gain a comprehensive picture of the data sought. The interview was conducted by firstly making the design of the questions in the interview guides that was different for each respondent. The number of respondents was used the principle of data saturation, namely the saturation point obtained where there was no new information obtained or repetition of data was reached. In addition to the interview conducted, the data collection was also done through direct observation of the activities on BPMPD of North East Timor Regency. This observation was conducted on the activities of service to village personnel, the condition of infrastructure, utilization of facilities and infrastructure including technology in supporting the work and other activities of daily office administration. While the secondary data were collected from various sources and scientific publications related to the study. These data sources included reviews of the various legislations, scientific papers, books, and related studies.

2. Conceptual Definition

The capacity of BPMPD of North East Timor Regency is defined as the ability of institution to manage the work mechanism effectively and efficiently, by taking into consideration the available resources, to achieve the institutional goals. The focus of the study in seeing the capacity of BPMPD of North East Timor Regency consisted of two aspects, namely: preparation of work programs, and the preparation of work procedures. Both of these aspects illustrated the capacity concept
of BPMPD to improve the preparedness of the village in realizing the independence of the village in North East Timor Regency.

The first aspect, the work programs, i.e. activities plan chosen to realize the strategic targets of the institution. An appropriate program analysis indicated the achieved strategic target effectively. Using MacMillan matrix (in Mahmudi, 2015: 69-70) the program capacity of BPMPD of North East Timor Regency will be rated. MacMillan matrix analyzed the programs from four aspects, i.e.: fit, attractiveness, alternative coverage, and competitive position.

Next on the second aspect, namely the preparation of work procedures. It is defined as a series of stages of work made to make the work more efficiently and reduce the deviation of the personnel. The provisions of work procedures standardized is called Standard Operating Procedure (SOP). As BPMPD of North East Timor Regency is a government agency, the provisions of the preparation are based on the regulation governing, i.e. the Ministry Regulation of Administrative Reform and Bureaucratic Reform No. 35 of 2012 on Guidance for the Preparation of Standard Operating Procedure of Administration.

3. Operational Definition

This study was about the capacity of BPMPD of North East Timor Regency, with a focus on the capacity of the preparation of work programs and working procedures. To be able to measure variables capacity of BPMPD of North East Timor Regency on the two aspects mentioned, the following is the operational framework:

1. Work Programs

   a) Fit, i.e. measures the accuracy and appropriateness of the planned programs, based on the following indicators:

   - linkage programs with the targets of the institution;
- and suitability of the programs with the ability of personnel resources.

b) Attractiveness, i.e. the level of attractiveness of the programs in terms of budgeting. The indicators:
   - the programs are included in the document of *RPJMD*;
   - the programs are included in the focus criteria of non-governmental institutions funding;
   - the output and outcomes of the programs can be measured;
   - the programs used a preventive approach, not curative one;
   - the programs got a small risk if they failed to obtain funding;
   - the programs got a major concern from the community.

c) Alternative coverage: the programs running do not have the similarity or a bit of other institutions that have the same or similar programs.

d) Competitive position: the ability of the institution in implementing the programs compared to other institutions. The indicators:
   - the institution has the resources to implement the programs;
   - the programs gain widespread support from the community;
   - the programs obtained supporting funding sources;
   - the programs got an appropriate moment to be implemented.
   
2. Work Procedures

In the aspect of work procedures, it will be seen from the level of conformity of existing work procedures on *BPMPD* of North East Timor Regency with the Ministry Regulation of Administrative Reform and Bureaucratic Reform No. 35 of 2012,
with the following principles: 1) ease and clarity; 2) efficiency and effectiveness; 3) alignment; 4) measurability; 5) dynamic; 6) oriented to the users or whose who served; 7) legal compliance; 8) legal certainty.

D. RESULT AND DISCUSSION

1. Work Program

Programs preparation on BPMPD is not separated from the paradigm shift that comes from the changes of village regulatory. This paradigm affected the programs preparation in three main things, i.e.: issue, arena, and actor. The needs to display this paradigm shift are to assess BPMPD programs which are in accordance with the paradigm of the new legislation, or later became a reference for BPMPD, what kind of needs of the programs are appropriate. In general, the regulation governing villages is grouped into three eras, i.e. New Order era, the beginning of the reform era, and the post-Law 6 of 2014.

A growing issue in the preparation of the work programs in these three eras has influenced actor and role of BPMPD in fostering and empowering the village. Post-enactment of Law 6 of 2014, the role of the district government run by BPMPD was increasingly restricted. BPMPD only encouraged village government to be a subject to any construction activity in the village. This paradigm shift was then to be understood by BPMPD, which was then poured into the policy and work programs.

Next, an assessment of the programs of BPMPD of North East Timor Regency 2015 will be described, to determine the extent of the competitiveness programs. Using MacMillan matrix, the programs will be assessed based on four criteria: fit, attractiveness, alternative coverage, and competitive position. In 2015, BPMPD of North East Timor Regency undertook six work programs set out in twenty-six activities.

Briefly explained that, assessing phase was started from the assessment on any activity that was part of the programs. The
assessment was based on four criteria of MacMillan, which was done by firstly collecting the information to create a profile program. This program profile was used to address the indicators of the four criteria of MacMillan mentioned in the operational definition. The assessment results were then summarized to make an overall program assessment. The following is table of work programs results assessment of BPMPD Regency of 2015.

**Programs Ratings**

<table>
<thead>
<tr>
<th>Program</th>
<th>Fit</th>
<th>Attractiveness</th>
<th>Alternative coverage</th>
<th>Competitive position</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Good</td>
<td>Poor</td>
<td>High</td>
<td>Low</td>
</tr>
<tr>
<td>1. Personnel Resources Capacity Improvement</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Village Government Personnel Resources Capacity Improvement</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Rural Economic Institution Development</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>4. Rural Community Empowerment Improvement</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>5. Public Participation Improvement in Village Building</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>6. Role of Women Improvement in Rural Areas.</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
</tbody>
</table>
It can be explained that there were three programs that can be quite competitive because they have good ratings on four indicators. These programs were: 1) Personnel Resources Capacity Improvement; 2) Village Government Personnel Resources Capacity Improvement; 3) Public Participation Improvement in Village Building. While Rural Economic Institutions Development Program, has the attractiveness in the terms of budget, although it is still weak from the competitive position due to the competence of the personnel. However, this program can be sustained because it has connection with the development of Village-Owned Enterprises (BUMDes) mandated by Law 6 of 2014. While two other programs, namely: Rural Community Empowerment Improvement Program and Community Participation Improvement Program in Village Building, have a weak competitive position based on the assessment results of the four criteria of MacMillan.

2. Work Procedures

To identify the activities on BPMPD, it can be seen from the main tasks and functions, contained in the Regional Regulation No. 9 of 2008. In the institution and working procedures, tasks and functions of BPMPD of North East Timor Regency can be grouped into the functions of staff and line. Staff function performed by secretariat headed by the Secretary and in charge of three Heads of Section. While the line function is a depiction of the soul and main tasks of the institution. This function consists of four heads of division respectively assisted by two heads of section. Each function run activities, which will be identified from the aspect of working procedures.

On staff function, based on the data collection in the field, the standardized work procedures documents were not found, which are used for providing guidance for the implementation of any activity in the secretariat. The only activity that obeys SOP standardized by other institutions was financial affair, starting from the disbursement to the
periodic financial reporting. The implementation of other activities in the secretariat were done manually. Here are some of the activities outlined and how these activities were run on BPMPD secretariat of North East Timor Regency.

The activity of managing incoming and outgoing mail, is mentioned in Article 25, paragraph (2) (h). In BPMPD of North East Timor Regency, the handling of incoming mail was starting from the secretariat staff who received incoming mail and then registered in the Book of Incoming Mail, and made the letter carrier sheet delivered to the Secretary. Next, the Secretary made a disposition on incoming mail and delivered to the Head of Agency to be studied. The Head then followed up the disposition on the incoming mail according to its purpose. The letter was returned to the General Administrator to further distributed to the divisions in accordance with the written instructions of the Head of Agency. Head of Division received the letter then gave order the Head of Section to execute in detail based on the tasks and functions, respectively.

**Incoming Mail Handling in BPMPD**

![Diagram of incoming mail handling process]

From the description of the procedures for handling the incoming mail above, hierarchically, there was no problem found. Yet, from the above figures, there was no clarity of time listed concerning the duration of each phase was done. This happened because there was no detailed standard handling in the form of SOP of incoming mail handling. In detail, supposedly handling the incoming mail includes activities undertaken, implementer, completeness required, time, and the output of each stage. Work procedures implemented in every field, were almost identical to those done in the secretariat, that the implementation of each activity
undertaken still had not had a standard of procedure. In 2015, it can be seen that there were changes in the middle of the year, such as the addition of new programs or changes in budgeting. It was contributing to make the severity of work procedures in *BPMPD* of North East Timor Regency. One example was the implementation of the personnel capacity building program, which in 2015, there was a major change in budgeting. The magnitude of this activity evidently was done without clear procedures. The identification of the needs of personnel capacity building was not done with a comprehensive analysis because in doing this activity, there was no standard working procedures specified.

These activities generally required detail at every stage as involving cross-field implementers and a long time preparation. These activities included: 1) Training of government management and village financial management; 2) Facilitating the implementation of tiered development planning; 3) Monitoring, evaluation, and unified reporting; 4) Monitoring, evaluation, and reporting the utilization of the Special Allocation Fund of Village Fund (*ADD*). In addition to the above cross-field activities, the absence of working procedures also made the work not effectively implemented in the field. It can be concluded that *BPMPD* of North East Timor Regency only has policy and guidance not equipped with working procedures, work instructions, and recorded as evaluation materials, so that a work efficiency was not optimal.

E. CONCLUSION AND RECOMMENDATION

1. Conclusion

The findings by looking the aspects of the work programs and procedures on *BPMPD* of North East Timor Regency, pointing things out as follow:

a) Seen from the work programs aspect, *BPMPD* had not had enough competitive, so that the repairs were needed. The programs and activities carried out tended not in accordance with the tasks and
functions of the institution, so they had duplicated programs on other governments. As a result, the implementation of the programs and activities was not effective to address the tasks and functions of BPMPD of North East Timor Regency. In the aspect of working procedures of BPMPD of North East Timor Regency, it did not have standard SOP used in defining the policy and implementation of the institutional activities. The implementation of office activities was carried out manually without any clarity completion time, clear procedures, alignment among the fields, and who is responsible. As a result, the office activities were not run efficiently.

b) The problem of the institutional capacity was due to no clear understanding yet on BPMPD, related to the paradigm shift in Law 6 of 2014. This paradigm shift occurred at the issue, arena and actor that influenced BPMPD institutional. So if this cannot be understood, then BPMPD cannot formulate the required institutional design that is oriented to build the initiatives of the village as the subject of development.

c) Weak capacity of Badan Pemberdayaan Masyarakat dan Pemerintahan Desa (BPMPD) of North East Timor Regency was not separated from several factors, which in this study were identified as follow:

1. Conducive leadership, that is the leadership ability of BPMPD of North East Timor Regency to create and maintain institutional conditions that ensure personnel creativity without pressure and involvement of all components in the management activities of the institution. This aspect was associated with the guarantee of the leaders of BPMPD of North East Timor Regency, to all of the institutional components to receive ideas and suggestions without fear and resistance of the personnel, in the improvement of preparation of the programs and appropriate working procedures.
2. A shared commitment, that is the collective consciousness of all components of the institution on the values and goals of the institution, which became the main capital in the implementation of the tasks and functions respectively, in order to support the institutional goals.

3. Innovative culture, that is the institutional ability to build a value or a strong tradition in terms of creating new ideas, in preparing the work programs that are adaptive to the objective needs in the field. Besides, this innovative culture opens wide space to solve the problems, including improving the quality of work procedures that are efficient.

2. Recommendations

Based on the factors influences the capacity of BPMPD of North East Timor Regency, here are the following recommendations for repairs to be done:

a) Building the skills and knowledge of the personnel, through education and appropriate training

To increase the involvement of the personnel in the implementation of tasks and activities of the office, firstly, a common understanding of tasks and functions is needed to do. It can be called the reorientation of the entire personnel, which is conducted to support the shared commitment of capital that already exists. This activity is intended to align the understanding of institutional policy deployment through the work programs that had undergone a deviation of the main tasks of the institution itself, and particularly to determine the specific targets in the work unit. The training method can be done simply through mentoring and coaching from more experienced personnel by providing information, support and encouragement to carry out the work. Of course, before mentoring and coaching, the senior or
experienced personnel conduct reorientation at the management level above.

b) Performing preparation of work procedures involving all components of the institution whose have been previously reoriented

Based on the stages of the preparation of Standard Operating Procedure (SOP) in the Ministry Regulation of Administrative Reform and Bureaucratic Reform No. 35 of 2012 on Guidance for Preparation of Standard Operating Procedure of Administration, then the next step is to involve all components of the institution to prepare SOP attached to the tasks and functions, respectively. The active participation of all components will reflect the responsibility respectively of the work procedures made by themselves.

c) Building an effective institutional communication

Communications within the institution are described as formal and informal. Formal communication refers to the communication that takes place within the institutional work rules set out, while the informal communication is a communication that is not defined in the hierarchy structure of the institution (Robbins and Coulter, 2010-88). Formal communication occurs in any office activity and causes a large workload on the personnel, for which institutional needs to create an informal communication that can give balance and rejuvenate the personnel in prime condition to work.

An effective communication method can then combine those two types of communications above. This can be done by: 1) having an open office layout design, and relatively the same for everyone, to foster a culture of open, honest, and respect for others; 2) morning coffee to do once a week, with a relaxed atmosphere while a light discussing on the targets achievement of the institution; 3) the example of a leader in communicating politely, listen to the complaint of the subordinates
actively; 4) giving the personnel a space to talk in any evaluation meeting. By applying this informal communication, the barriers to communicate within the institution are expected to find the right media for all components to convey information effectively.

REFERENCES
Books:


Journals:


**Regulations:**
Undang-Undang Nomor 6 Tahun 2014 tentang Desa.


A. ABSTRACT
Ecological democracy is an implementation of environmental justice principles and the principles of democracy on environmental policy making. These principles are challenged by frequent mismanagement of the ecological framework which often lead to greater environmental devastation. Preventing that to happen, ecological democracy should be applied through deliberate conduct of environmental management through a firm and apparent standards of environment protection, limits in natural exploitation, and strict rules regarding the industrial waste mechanism. In addition to procedural, the increasing of public awareness also has a vital role in promoting ecological democracy in environmental policy making. The Government of Bandung is no exception to comply and implement the environmental justice principles. But in reality, some problems occur recently indicating that the Government of Bandung has neglected the basic ecological principle. The existing environmental problems in Bandung indicate that the implementation of ecological democracy and sustainable policy making, still far from being realized. The floods happened recently and swept the downtown areas is somehow unprecedented, the deteriorating of green spaces, and the low quality of waste management, are problems in sight. By using case study method and comparison of policy models, this research seeks to examine the extent of ecological democracy in the environmental policy-making in Bandung. Parallel with it, public participation also will be described conjointly since participation holds the key to sustainable development. Therefore, the concept of ecological democracy lies in how environmental problems solved between the existing networks of power (government and public) – by emphasizing citizen engagement in environmental policy-making process, participate in any ways, on providing feedback and solutions that will be used as inputs for the environmental policy making.

Keywords: decision making process, ecological democracy, public participation, sustainable development
A. INTRODUCTION

The growing population in big cities of Indonesia has a positive impact on economic growth, but this is often followed by negative impacts such as the emergence of social or environmental issues. The overpopulated urban area has increased the number of unemployment, and also bring environmental problems (Dardak, 2007: 1), such as poor condition of sanitation, lack of clean water, and also waste management issues. Bandung is one of the most populous cities in Indonesia with a number of environmental problems that come along with population growth and development in various sectors. One of the critical problems is the increasing of waste production. The problem of waste management has become a major concern after landslide disaster that occurred on Leuwi Gajah Landfill in 2006. To this today, various efforts to overcome waste management problems in Bandung continues to be sought. One of the solution offered by the government is to build a Waste Power Plant which in its process cause divided public opinion. The Waste Power Plant scheme has been neglected due to the public protest and deadlock between government and the private sectors. In 2017, the Government of Bandung initiated to build a new integrated landfill technology in Legok Nangka expected to operate in 2020 to overcome the garbage problem (Iqbal, 2017). Another problem faced by Bandung is widespread of housing area which implicates to the reduced water absorption capacity and increase the number of flood-affected areas in the rainy season.

With many environmental problems faced by the government of Bandung, a thorough evaluation should perform to find obstacle and difficulties in the implementation of environmental policy. It is expected that with the exertion of ecological democracy in policy making, there will be more space for private sectors and public participation to engage in finding
environmental solutions, therefore the government will find more inputs to solve the existing problems. Through this approach, there are two important outlined to be considered in the formulation of environmental policy, namely:

1. The Government responsibility toward environmental problems embedded in policy making
2. Grassroots movement and non-governmental organization awareness in maintaining environmental sustainability.

To illustrate how the two focuses of analysis interact, this research will adopt a case study on public participation in the construction plan of the Gedebage Waste Power Plant. By describing on how government and public interact in this polemic, the environmental policy making in Bandung can be extracted from the ecological democracy point of view.

B. RESEARCH OBJECTIVES

Through the case study of waste management in Bandung, this research expectantly can provide an overview and recommendation for the present government in dealing with environmental problems. The Government plays an important role to ensure the implementation of the environmental principles. But in the other hand, the grassroots movements also have a vital function in rebuilding a strong environment, either directly (policy input) or indirectly (public awareness of sustainable development).

C. SIGNIFICANCE OF THE STUDY

The rise of environmental awareness posed a challenge for the government to find the right solution to overcome environmental problems, because if the policies adopted were not compatible, there are increasingly threatening impact causing danger to environmental sustainability (Isomaki, 1991). To avoid mistakes in making and implementing environmental policy, the government needs to implicate various elements of society in policy
formulation. The implication aimed for getting various inputs to find the right solutions. Furthermore, community involvement is vital to environmental policy making because the community that will experience the impact firsthand, either it is positive or negative.

D. CONCEPTUAL FRAMEWORK

1. Ecological Democracy

Since the late of the 1960s, awareness of environmental risk and devastation are prominently increasing in the international agenda. Environmental issues such as the exploitation of marine products, damage to soil due to industrial waste and deforestation has become global problems that the impact is felt to a greater extent (Bayliss and Smith, 2001: 387). This global phenomena have coined a term “environmentalism" which nowadays refer to set of rules and mechanism of environmental protection. It derives from the etymology of the English language "environment", and the Latin word "ism" which means a distinctive practice or system of ideology. So that “environmentalism" can be interpreted as a notion that put forward on environmental issues. Hayness (2000: 164) state that environmentalism encourages two things:

1. An accessible political space that allows society to play a role in the political process in environmental issues, and
2. As an important element in the formation of civil society.

Both of these principles are the guidelines for Mitchel (2006) to describe the formation of an ecological democracy – wherein a government is ought to aware of existing environmental problems and open to the public participation in the process of environmental policy-making. This research is based on Mitchel's article entitled "Green Politics or Environmental..."
Blues? Analyzing Ecological Democracy” (2006), which contain a strong thesis on the relationship between environmental awareness and democracy. By taking Mexico as comparison to ecological democracy in Bandung, this research seeks applicable solutions to many environmental problems faced by both governments. By comparing the two models of ecological democracy, the linkage between environmentalism, democracy and sustainable development can be explained concurrently.

In his paper, Mitchel (2006) describes how environmentalism movement in Mexico seeks to create a structure of ecological democracy within the policy making process. By encouraging the society to participate, the policies made by the government are synergistic with the aspirations of society and environmental values embedded in their culture. To compare the management of environmental problems in communities that understand the value of ecological democracy and societies with lack understanding of ecological democracy, Mitchel takes two examples of environmental problems. The first example illustrates a form of ecological democracy that exists between government and society in the forest protection in Oaxaca. In his description, people living in the vicinity of the Oaxaca forest, opposed the installation of a paper mill located in their area by establishing a forest community that intended to protect the forest collectively. In this case, Mitchel assumes that ecological democracy can be achieved in Oaxaca because of the government support as well. The government is open to the aspirations conveyed by the people so that the forests in Oaxaca are successfully preserved.

The second example is selected to explain the danger of neglecting ecological democracy principles. It was the case of environmental pollution on the southern border of Mexico that caught Mitchel attention. This area is an industrial field that is proven to suffer severe environmental damage caused by hazardous waste which is not managed properly. There is no sufficient action taken toward these environmental problems since the
government does not concern to the environmental problems, while the local communities are not aware of the problems at hand. Environmental problems arising from waste pollution are left protracted resulting severe and harmful effects, not only for the environment, but also for the surrounding community such as lung disease and cancer (Mitchel, 2006: 12-14).

Another study of ecological democracy also described by Nga Dao in his article, Participation: a critical concept in development (2006) that explains the importance of community participation in environmental policy making. In his article, Nga Dao select a case study on the construction of dams and hydropower in Vietnam. According to Nga Dao, participation should be undertaken in the policy-making stage, but in the process of the construction, the Vietnamese government does not involve the community in its policy making process. By neglecting democratic principles, the result end in a prolonged impact. The land that government used for dam construction is productive land, so when people are displaced, there is a drastic decline of crops which lead to famine and starvation. So it can be seen, that the impact of this mismanagement is not only in terms of environment, but also socioeconomic.

The root of ecological democracy itself is based on the principles of environmental justice, environmental policy and democratic principles that involve community participation in environmental policy-making. These principles are faced with the fact that there are frequent errors in the policy-making framework that often neglect environmental sustainability in carrying out its development. The principles of ecological democracy are applied through environmental protection measures at the local, national or international levels. This principle is based on a strong will to protect environmental sustainability, increase human responsibility to consume and using nature resource to avoid exploitation, and to prevent adverse impact of industry on environment (Githinji, 2006: 6).
Dryzek (1997) argues that principles of increasing environmental awareness, encourage people to participate in environmental policy-making. Similarly, Shutkin (2000) points out that the development of green politic studies in public policy making which promote the emergence of "civic environmentalism" in which citizens have a strong engagement on environmental responsibility and proactive in finding solutions for the environmental problems that exist. These two principles are important point in ecological democracy, as Nga Dao (2006) explained that community participation is key in the effort to preserve the environment because the community is a lead actor in environmental conservation.

The need for the concept of democracy in dealing with environmental problems emerge when the existing power networks (i.e. government and company), often require people to accept environmental policies that are inconsistent with their will. Worse, societies are the most affected party impact as environmental devastation happens. Therefore, ecological democracy becomes the key to support community participation for sustainable development without neglecting the public interest (Isomaki, 1991). Ecological democracy is a result when citizens can freely engage in environmental policy-making processes, or have a strong will to participate by providing ideas and solutions to be used as inputs in the policy making process. Ecological democracy is an alternative model of democracy that focuses on the following:

1. Encourage government structures to give more attention to environmental policy, so that environmental problems can be addressed systematically,

2. Raise awareness and engaging the community in the making of environmental policy (Mitchel, 2006).

Both problems will be analyzed along with other relevant issues so the obstacle that prevent the awareness of environmental-based policy making, can be eliminated. Mitchel presents four potential conditions that
can illustrate the extent to which ecological democracy is applied as depicted in Figure 1. Ideal democracy will be categorized as "open" (democratic) or "closed" (authoritarian) for non-responsive government. Ecological principle will be categorized as "green" (sustainable) and "brown" (unsustainable), for the lack of environmental concern. In reality, there are many gray areas where one concept overlaps with other concepts, but this scenario can be an ideal model in comparing the ecological democracy of a country.

**Figure 1. Ecological Democracy Scenerio**

Source (Mithel, 2006)

Scenario A (optimistic), where there is a win-win scenario that combines open democracy with ecological ideology. Ecological democracy is most likely to be achieved under these conditions. Information is widely shared and participation in policy-making is highly appreciated so that environmental policies that benefit all parties can be achieved. Communities participate in the promotion of environmental awareness, for example community-based, a community-driven forest-protection operations aimed at preserving forests.
Scenario B (ecocrat), is a lose-win scenario that combines closed democracy with an ecological ideology. Environmental awareness is made through strict environmental policy making and often only benefits to a certain party. Policy-making and implementation, is centralized and hierarchic. For example, the policy of resettling people from "wild" areas to more rural area without compromising their interest, is contrary to the right of freedom of the local people.

Scenario C (democrat), is a win-lose relationship that combines open democracy with a lack of environmental awareness. Citizens have broad access to policy making, but for them environmental policy is not their major concern. For example, the decision of citizens to open a copper mine in a water absorption area is critical toward the local biological specimen and the sustainability of the nature.

Scenario D (status quo), is a lose-lose relationship that links to closed democratic conditions with a lack of environmental awareness. Policy making under these conditions is usually based on the fulfillment of market needs so as not to care about environmental sustainability (Mitchel, 2006).

In line with what Mitchel pointed out, the effectiveness of environmental conservation efforts, according to Haynes (2000) is very dependent on the existing political conditions. Efforts to preserve the environment will work well in a democratic country where civil society has been strongly established. Whereas in a democratic country with underdeveloped civil society, the efforts of environmental conservation will experience many obstacles (Haynes, 2000: 175)

Mitchel (2006) mentions various factors that cause ecological democracy failed to achieve as expected in scenario A, among others factors are:
1. The strength of the global capitalist economy that often undertakes development without regarding the environmental impact.
2. Closed democratic government system.
3. The absence of equality in rights and duties pertaining to the environment.
4. The technology built does not prioritize environmental sustainability.
5. The absence of mediation and communication between the public and the government.

While the factors that facilitate the formation of an ecological democracy include:

1. Strong sense responsibility to the environment by both government and society.
2. An open democratic model can be a channel for society to address environmental issues.
3. There is a perception of threats to the danger of environmental devastation.
4. The support of local culture towards the growth of ecological democratic principles.
5. The spread of local or global networks in promoting ecological democracy (Mitchel, 2006).

Concerning the study of the concept of ecological democracy, a description of green politics is needed to establish a clear framework of environmental awareness in policy making.

E. Green Politics

Green politics is the term that refers to political thought that places the focus on the importance of environmental issues. In achieving its goal, green politics relies on the involvement of grassroots movements and direct public participation in democracy. It began to be promoted as global agenda since the 1980s by supporters of the green movement which later formed
Thoughts and awareness concerning toward environmental problems have been part of social, economic and political agenda, especially in the last two decades. The influence of environmental ideologies promote and carry out various reforms in environmental regulations (Curran, 2001: 43). Entering the twenty-first century, there is an increased discussion of environmental issues in the policy-making process, and increasing awareness of the importance of environmental knowledge. Apparently, environmentalism principle has influenced the politics of public policy making.

There is great hope from the results of various environmental conferences which has resulted various environmental sustainability rules and norms. However, many countries, especially industrialized countries seem to continue to ignore these principles of environmental sustainability in theirs plan of development. This has become the biggest obstacle to the environmental regimes, when the states do not take concrete actions in environmental problem, the impact is not only felt by the country, but globally (Haynes, 2000: 168). According to Rawls, the most important thing in a policy-making is the idea of the public. Political institutions must have mechanisms to accommodate public notions in the making of their policies. Therefore, stagnation lead by a state’s reluctance to adopt environmental policy, can be diminished trough public pressure and opinion that articulated environmental awareness (Humprey, 2007: 115).

In Indonesia, all kinds of policies related to environmental management must be in line with the Basic Provisions of Environmental Management regulated by Law No. 23 of 1997 on the Management of the
Environment (UUPLH). Without any exception, all forms of environmental policy must take shelter under the Act (Erwin, 2008: 13). However, of all legislation regarding the environmental issues still contain several weaknesses. Firstly, the legislation does not provide specific reference to emergency measures to be taken for critical issues to be addressed, such as the Lapindo mud case or smoke haze in Sumatera. Second, the legislation has a great discretion (opportunity) to be somehow misinterpreted and can be applied without providing adequate access for the public to control the implementation of the policy. This lack of access allows certain groups to make environmental issues as a means of achieving their own interests (Erwin, 2008: 206).

However, a policy outcome must be resulted from the interaction of the government with the community. According to Easton (1979), a public policy is a political decision developed by a government agency or official, and functioned as an important process in the political system. Public policy seen from the perspective of the political system is described as the interaction between inputs derived from the environmental principles in the form of support and the demand that produces the output. Also, feedback is vital part in the policy-making process, it indicates whether the output can change the environment, whereas the policy output itself can generate new demand which then gives new output to the next policy, and so on. So it can be said that the policy-making process is a continuous process (Easton, 1979: 45).

F. METHODOLOGY

This research uses qualitative method. The selection of qualitative methods is based on in-depth research to collect data and understand the form of community participation in the construction plan of Gedebage waste power plant. The data will include a political study concerning values, attitudes, behavior in the form of social interaction, motivation and public
awareness. In the process, researchers make observations and interviews to be able to understand the polemic regarding ecological democracy, obtained either from the words or actions of informants. Researchers also collect and record data that have relevance to the problems studied. To understand the various responses and views of the community on the application of ecological democracy in the policy making process, researcher engages an interactive relationship with the parties involved through participatory observation.

In the process, the research includes the orientation sand exploration stage. The orientation stage includes approaches and introduce the purpose of the research to the related parties, including Chairman of Bapeda Bandung, Chairman of BPLH Bandung, Walhi, and the community near the chosen location. In the exploration stage, the researchers tried to dig the data from various information sources, and finding data through observation, interview and document study. Good communication between researchers and informers is needed for the elaboration of required data. In each stage of the research, the researcher performs triangulation of data, namely the effort to get the validity of the data obtained. Through triangulation of data, researchers conduct cross check by exploring data from different sources so that the data obtained is not biased. After the data collected, the researcher will compile the field report and make a summary. Problems that suddenly arise in the middle of the research process will be traced to the clarity so that if there is something to be corrected can be fixed since the time of data extraction took place.

G. CONCLUSION/IMPLICATION

Through the deep comprehension of concepts and phenomena related to ecological democracy, the polemic of pro and contra in the construction of the waste power plant in Gedebage can be described as follows:
Figure 2. Democracy Ecology in Environmental Policy

Public participation and the values of environmentalism in policy making, particularly in the construction plan of the waste power plant in Gedebage, Bandung are issues that need to be analyzed through ecological democracy perspective. By observing closely the policy making process, we can conclude which scenario of ecological democracy fit to the interaction between government and public in the case of waste power plant construction in Bandung.

Based on the results of data analysis, important conclusions can be drawn relating to the ecological democracy framework. Firstly, public participation in engaging ecological democracy can be undertaken by various elements of society, including environmental NGOs, environmental observers and communities. The means to articulate their ideas also varied, such as through demonstrations, court suits, discussion forums, organizational participation and professional participation by joining in political parties.

Secondly, public participation in environmental issues becomes the benchmark in the study of ecological democracy as reflected in the public awareness of environmental issues. Moreover, the ecological democratic model of open political system also provides space for the community to
channel its aspirations and to aware of environmental threats. There is also social and cultural support and local and global networks that contribute to the formation of ecological democracy among the people.

And lastly, from the perspective of ecological democracy model offered by Mitchel, the polemic of the waste power plant construction in Bandung, fit into the scenario of ecocrat (model B of ecological democracy). This model illustrates the conditions under which policy-making and implementation are done centralistic and hierarchical. The community is given space to channel its aspirations and transparency through mediation. But the government does not consider the various alternative solutions offered by the community and continue on their plan even though there are various communities will be harmed if the power plant is built.

F. RECOMMENDATION

From the conclusion above, there are some recommendations I would like to offer. First, as an approaches that examines two sides of the political coin (government and public), the adoption of ecological democracy principles applied best when involving both of the parties. Public participation is the main focus in an environmental policy making so that the policy made will not harm the community, but an open democratic government also plays important role in supporting and implementing the principles. Public involvement in policy making can be done by several ways:

1. Perform polls on environmental policies that will affect communities before taking any action
2. Public discussion between the government and the community to discuss the existing problems so as to achieve a joint solution that does not harm both parties.
3. Increasing public awareness. This can be done through environmental principle education so that the community has
sufficient knowledge in providing solutions to the existing environmental problems and actively participate in tackling the problem. The education can be implemented either by government, NGO or society independently.

The second recommendation related to social support which is very influential to the empowerment of people in dealing with environmental problems. As Githinji (2006) puts it in his paper “Dressing Political Democracy with Ethics”, that NGOs and the middle class play an important role in fostering environmental awareness. This suggests that people who have economic or middle-class income, support with high level of education are far more proactive towards engaging the environmental issues. In the other hand, collective cultural values is also has strong influence by constructing a cooperative relationship that binds communities. This value will greatly determine the mechanism of decision-making process, together by upholding the values of local tradition (Cohen and Mitchel, 2006).

And lastly, one of the main factors that construct ecological democracy mindset is the spread of local and global networks that promote environmental awareness. There are non-governmental organizations, both local and global, that participate in promoting the values of ecological democracy. These networks provide a powerful impetus in raising awareness and understanding of the environment I the community. With both local and global networks, the public gets extensive information on environmental issues. Through the transfer of information and knowledge, the community can become independent in the effort to conserve the environment and can provide input to the government on the solution of environmental problems that occur. With the support of an independent society and an open government, and ideal ecological democracy can be realized.
REFERENCES


WRITING OUR OWN NARRATIVE: LIVED REALITIES OF WOMEN IN MUSLIM MINDANAO

Yasmira P. Moner*

ABSTRACT

This study is an attempt to chronicle the lived realities of Muslim women in Mindanao through a case study focusing on Muslim women who are living in the conflict-zone of Muslim Mindanao. The study is an exploratory social research via the Pagdadala (Carrying the Burden) model developed by Decenteceo (1997, 2009) in focus group discussions and interviews with key respondents. The principal objectives of this study are the following: (1) to tell the story of Muslim women in Mindanao, particularly Muslim women in Lanao areas and the challenges they are facing in a multicultural community; (2) to ascertain the context and environment of their experiences as Muslim women; (3) to determine the coping mechanisms they use in order to survive in such situations; and (4) to propose policy recommendations to key government agencies that address the plight of Muslim women in the Philippines.

This study is primarily qualitative in nature, combining both focus group discussions (FGD) using the pagdadala model to identify core issues, coping styles and goals of Muslim women given their current context, and individual in-depth interviews with selected participants from the FGD to produce Muslim women’s narratives. To identify women’s burdens, coping mechanisms, sources of strength, and self-concept, actual data strands was taken from transcripts and coded to easily group similar concepts that surfaced. Data will be initially analyzed separately, before their output to be checked against each other. This is to ensure objectivity in the identification of emerging issues or themes.

Recommendations of this study is valuable in crafting public policies that would be gender-sensitive and culturally-sensitive in the context of Muslim women, who usually brunt the negative portrayals of women in a patriarchal society.

Key words: Gender, Pagdadala, ARMM, Muslim women, religiosity.

A. INTRODUCTION

Muslim women in the Philippines are diverse—coming from different cultural backgrounds, different regions and various strata of society. Their
plight is not limited geographically to the Autonomous Region of Muslim Mindanao (ARMM). Nor is it concentrated in one socio-cultural or socio-economic grouping. A contributing factor to the presence of Muslim women in non-Muslim urban areas is the on-going migration from the Southern Philippines due to various reasons, such as the lack of economic opportunities in the ARMM and the difficult conflict situation in parts of Mindanao. The National Statistical Coordination Board (as cited by Balisacan and Hill, 2007) reported in 2006 that poverty incidence in the ARMM has reached fifty five percent (55%), twice the national average. Metro Manila, the wealthiest region, has 12 times the per capita income of the nation’s poorest region, the ARMM.

Invariably, diaspora from Mindanao to various parts of the nation has increased in the past decades boosting the number of internal migrants to Muslim communities in Metro Manila, Cebu and Davao. However, along with migration, comes social and economic vulnerabilities—the most affected of which are Muslim women.

This study is an attempt to chronicle the lived realities of Muslim women in Muslim Mindanao utilizing the exploratory social research via the Pagdadala (Carrying the Burden) model developed by Decenteceo (1997, 2009) in focus group discussions.

B. OBJECTIVES
This paper seeks to attain the following objectives:

(1) to tell the story of Muslim women in Muslim Mindanao given the various issues and challenges they are facing;
(2) to ascertain the context and environment of their experiences as Muslim women and;
(3) to determine the coping mechanisms they use in order to survive in such situations; and
C. METHODOLOGY

This study is primarily qualitative in nature, combining both focus group discussions (FGD) using the *pagdadala* model to identify core issues, coping styles and goals of Muslim women given their current context, and individual in-depth interviews with selected participants from the FGD to produce Muslim women’s narratives.

1. **Pagdadala** Research Model.

Developed through Decenteceo’s work with Filipino paraprofessional counselors, the model which focuses on the experience of *pagdadala* or carrying a burden (as we journey in life) will allow researchers to explore Muslim Filipino women’s roles and challenges, coping mechanisms, environmental conditions or context, and goals or target destinations in life. Through the indigenous data gathering method of *pakikipagkwentuhan* (storytelling), which sets a light or informal mood found to be effective when working with Filipinos, respondents will be asked to share their journey in life. Purposively, the life of the Muslim Filipino woman was explored through the model’s following components:

*Ang dinadala* (Burden being carried). This refers to the Muslim woman’s roles, relationships or responsibilities, and will be explored through the question: *Anu-ano ang iyong dinadala sa iyong paglalakbay sa buhay?*

*Ang nagdadala* (Person carrying the burden). This refers to the Muslim woman herself. Respondents’ perceptions of who they are in relation to their roles and responsibilities will be explored through the question: *Ano ang tingin mo sa sarili mo base sa mga dinadala mo at mga nangyayari sa buhay mo?*

*Ang pagdadala* (Manner of carrying the burden). This refers to the manner in which the Muslim woman carries burdens or face challenges. Specifically, respondents’ coping mechanisms will be
explored by asking: *Paano mo dinadala ang mga problema? Sa tingin mo ba maayos mo pang nadadala ang mga ito?*

*Ang patutunguhan* (End destination). This refers to the target destinations or goals of the Muslim woman, which will be explored through the question: *Sa haba-haba ng iyong paglalakbay, saan mo ba gustong makarating? (o ano ba ang iyong gustong marating sa buhay?)*

*Ang pagdadaanan* (Path to destination). This refers to the path—plan or strategy—the Muslim woman has in mind to get to her target destination. Here, plans or strategies will be explored by asking: *Paano ka makakarating doon (sa gusto mong destinasyon/marating)? Ano sa tingin mo ang kailangan mong gawin?*

*Ang pinagdadaanan* (Day-to-day events). This refers to external factors or day-to-day events that affect the Muslim woman’s ability to carry out tasks easily or successfully. It could be lack of employment opportunities, discrimination against Muslims or women, and the like. Here, it will be explored by asking: *Anu-ano ang mga nangyayari sa paligid mo—sa pamilya o komunidad mo, o sa lipunan natin—na nakakaapekto sa iyong kakayahang dalhin nang maayos ang problema?*

Through the use of this model, the researchers were able to successfully portray the life of Muslim women and more importantly, came up with policy recommendations to government agencies that address issues and concerns of Muslim Filipino women in Muslim Mindanao. In addition, given that the *pagdadala* model has been originally designed for psychosocial processing sessions with Filipinos, the researchers hoped that through the data gathering process, participants was also be able to find a
break from their daily routine, learn from each other’s experiences, and see their own situations in a more positive light.

D. MUSLIM WOMEN NARRATIVES

1. Loss And Hope: A Widowed Mother’s Destiny

My name is Normina Ayub Undong from Cotabato City in Maguindanao Province. I was born in the Municipality of Datu Sinsuat in 1960. My father was a farmer and my mother was a plain housewife. I am the eldest among eight children.

As a farmer’s daughter, I usually helped my parents in the farm. My siblings and I would help plant rice and crops during weekends. Although we were not rich, my father was able to send all of us to school. I studied at the Galican Pilot Elementary School and finished high school at Cotabato Polytechnic High School in 1985. I was an average student and my ambition was simple: to go abroad and work in an office.

After graduating from high school, however, fate led me to a different path. I met a man named Datu Andamin Undong who would eventually become my husband. He had started courting me while I was still in high school though I didn’t like him at first. I felt intimidated by him because he was 10 years my senior and belonged to one of the royal clans in our town. But as time passed, I got to know him better. I accepted his marriage proposal in 1985 and got married at the age of 25.

However, it turned out that my husband had been previously married to another woman for 15 years. I agreed to become his second wife because his first wife was over 40 years old and was not able to give him any child. For the first few months of our marriage, we lived in the same house as his first wife. Naturally, the first wife got jealous of me, as I was the younger wife. After two months, we decided to move to another house.
My husband divided his time alternately between the both of us, and we lived close to his first wife’s house. I was not jealous because I knew my husband chose to remain with her out of loyalty. However, they frequently quarreled over her jealousy of me.

In 1989, my husband decided to divorce her because she wanted him to divorce me. So we decided to move to Manila to avoid further conflict. My husband had relatives in Barangay Culiat, Tandang Sora who graciously allowed us to stay with them. They helped my husband get a job at a recruitment agency that they owned and also helped me land a job as a domestic helper in Saudi Arabia. Initially, my husband did not allow me to work abroad, but I was able to convince him because I told him that I will go to Saudi not just to work but also to be able to perform Hajj, pilgrimage to Mecca which was one of the five pillars of Islam.

I left the country in 1990 and worked in Riyadh for two years as a domestic helper. My employers were an Arab couple who were very kind and devout Muslims. I was very fortunate because not only did they treat me well, but my female employer frequently brought me along to her trips to Mecca where she would perform umrah (minor hajj). As her companion, I was able to experience staying in nice hotels and performing umrah whenever she did.

In 1992, I got to perform Hajj together with some 200 Filipino Muslim domestic helpers. We were one of the largest groups and all of us were first-timers. It was indeed one of the most memorable and fulfilling experiences I had when I got to see the Holy Kaaba and visit the site of the Prophet Muhammad’s (peace be upon him) grave in Madinah.

After performing Hajj, my husband urged me to come home to the Philippines. Actually, I did not want to return home yet, but I had to oblige as he has always been calling me to come back.
Upon returning to the country in 1992, I was shocked to find out that while I was abroad, my husband had married two more wives. In my anger, I ran away and attempted to divorce him. However he managed to find me in my relatives' house and would not allow me to divorce him. I eventually relented because of the fact that both his new wives were abroad and did not bear any children with him. I immediately got pregnant after my return and my first child, a girl, was born in 1993. Two years after, I gave birth to my second child, a boy, in 1995. My third and last child was also a boy, born in 1997. Unfortunately, my uterus had to be removed after my third delivery due to possible complications should I give birth again.

My husband became one of the co-owners and managers of the recruitment agency which was located in Mabini, Manila. I sometimes helped out in the agency whenever there were many applicants seeking to work abroad. I took care of the applicants and some of them even stayed at our house for temporary shelter while waiting for their work permits.

It was in 2006, when my husband suddenly became ill. His throat was always painful and he started losing his voice. For some reason, the doctors couldn’t seem to diagnose his condition. For about one year, he frequently received dextrose treatments at the hospital. Unfortunately, he succumbed to his illness on November 2007. We had been married for 22 years when he passed away.

I have gone on to become the breadwinner for my children since then. The house my husband owned had been loaned off to pay for his hospitalization expenses, so I, along with my children, had to move in with my sister who lived nearby.

My main source of income is selling traditional snacks like pastil (a rice meal wrapped in banana leaf), boiled eggs and bananas. I have a small stall just outside my sister's sari-sari store. Sometimes I also sew dresses when my neighbors order from me. I earn around 300 pesos everyday but
unfortunately this is not enough to sustain my children’s needs who are all studying.

My eldest daughter, Saada, is now 20 years old and is currently a freshman college student taking up Information Technology. Fortunately since she is a studious and intelligent student, she got a college scholarship from the Quezon City Polytechnic University. My second child, Fahad, is currently out of school because I cannot afford to pay a college education for him. Although he finished high school, he did not get any scholarship from any college and was unable to enroll. He wants to take up a two-year course in Computer Science, which is why I really need to find scholarship assistance for him. My youngest child, Abdul Aziz is in highschool. Right now, his schooling is free but when he goes to college, he will need more financial support. I want all my children to finish schooling. That is why I’m trying to find more livelihood support.

Sometimes, my sister who is based in Kuwait sends financial support for my children and me. We all live in a small house with my parents who are now 75 years old and with my sister who is still unmarried. Some of our nieces and nephews also live with us.

Apart from wanting my children to finish their studies, my only dream now is to become a business owner of a computer shop or internet café since there are many students here who need computers and most of my children are good with computers. I hope I can put up a business someday so that I can provide a better life for my children.

It is a struggle to be a self-supporting mother of three but I have accepted this as my destiny. Though I am barely able to support my children, I am thankful that I am not as hard up as other women in my situation. I still have my parents, siblings and relatives who are willing to help us when they can. I also gain strength from constant prayers and from my children.
As a widow and a single mother, my simple advice to other women is to always remain steadfast in your prayers. Have perseverance, work hard and prioritize your education. Learn to become independent so that you can support yourself no matter what.

2. Balik Islam

I am Zoraida Hussein Molines, 39 years old, a wife and mother, Alhamdulillah (Praise be to God). If my life were to be compared to the history of Mindanao, I can say that they have a lot of similarities—started free, had small yet meaningful triumphs, faced challenges and continuously struggling, unaware of what the end will be yet full of hope.

I was born in Ganassi, Lanao del Sur, on June 23, 1973. I am the eldest of 11 children of an Arabic teacher and his second wife. It’s nice to recall that I felt the love of two mothers when I was still young—that of my own mother and that of my father’s first wife. My parents owned a small cafeteria where I frequently stayed. Life was simple then and often, I was allowed to take some of the rice sweets they sold at the cafeteria after I played or after my classes at the Ganassi Elementary School.

Our life slowly changed when the conflict between the Moros and the military under the Marcos administration broke out. I remember us riding a boat going to Madalum to evacuate because of the bombings in our area. Back then I did not understand what was happening—all I knew was I was happy because it was my first time to ride a boat. Although life in Ganassi became peaceful for some time, my parents decided that we move to Midsayap, North Cotabato, in Aleosan where my father owned a small coconut plantation.

Life was not easy in Aleosan, especially schooling for me and my siblings, but I can say that this is where my identity slowly developed. It took us more than 30 minutes to walk to the nearest school. And, during
heavy rains, we would take off our clothes and go through the floods while carrying on our heads our school materials and clothes wrapped in a plastic bag. I was already very happy just to have one of those fishnet bags from the market to use as my schoolbag. I also remember almost losing a finger in my desire to repair my wooden slippers. Because my father could not give us support for our daily needs on a regular basis as he was living with his first family in Kidapawan, I plowed the fields and helped harvest corn while my mother sold rice sweets in town and raised chicken. But, I didn't take problems seriously back then. What was important was we were able to go to school, Alhamdulillah.

I must admit, it was when I transferred to Kidapawan for my high school education that I started to feel bad about certain circumstances. I realized it actually was not easy to have a father who has two families. I usually took charge of household chores because I was living with his first family. After classes, I would usually rush home to finish chores immediately so I can study after. Because the allowance given by my father was not enough, I learned to secretly sell junk foods to my classmates using my own savings. What pained me most was to have my half-siblings envy me despite my struggles and efforts to get along with them. Even the occasional act of my father of sending half sack of rice and other goods to my mother and siblings was being questioned, with them insisting that this be further divided. I can’t forget when our grandmother—the mother of my father’s first wife—started telling others that I kept borrowing her grandchildren’s clothes and that I cut classes when in fact it was her grandchildren who had the habit of just taking my clothes from my luggage without permission and they were the ones who were not taking studies seriously. I tried my best to remain patient but when I could no longer take it, I finally tol my father the truth. Alhamdulillah things were cleared and my relationship with my father became even better.
I may not have been one of those who received awards in school, but Alhamdulillah, I was at least neither left behind nor one of those who had to repeat subjects. I believe no one is really mentally poor to study as long as you are interested. I qualified for a college scholarship in Davao to take up Nursing Aid but I still was not allowed to go there because my parents did not have money for my daily expenses. As a result, I temporarily took up a Secretarial course although I did not really want it. It was sad to recall that although I started wearing my hijab when I was in third year high school, I had to change how I dressed again because of our course uniform. It didn’t help as well that our instructor liked me though, considering his age, he was already like my father. It was a good thing that my brother, my father’s eldest son with his first wife, sent a telegram telling us that I should go to Manila.

My father just brought me to the place where my brother stayed in Quezon City and after that went back home to the province. I was 18 years old then. I really thought I would finally be able to study in Manila, but after a few days, my brother told me that instead of studying, I should go abroad to work. I had no choice but to obey. Alhamdulillah, I was able to go to Makkah, Saudi Arabia as a househelp for one wealthy family. There was once a fire incident in their home but because I was able to immediately report it to them despite the language barrier, it was swiftly contained and stopped without any loss of lives, Alhamdulillah. Because of this, my employers gave their full trust in me and Alhamdulillah even allowed me to perform Hajj with them—an unexpected blessing that truly made me happy.

When I finally finished my contract, I went back home to Kidapawan where my mother and younger siblings transferred because of the dangerous situation in Aleosan given the increase in the number of Ilonggos who not only took lands and burned houses but even worse took the lives of our fellowmen simply because we are Moro. My mother and siblings' life
in the province was not easy but because of our cooperation especially when I was still in Saudi, they were able to manage, Alhamdulillah.

I tried to work outside the country again to be able to help my family more. I worked for one year in Qatar but decided to come home even before finishing my contract because of my problem with my male employer. For three years, I tried working in Kidapawan until I finally found myself in Davao where I worked for a plywood distributor. My circumstances then would've been okay if I only thought of myself, but I really wanted to help my family. Hence, I decided to go back to Manila. I still remember when my father told me to try my best to guide my other siblings—his children with the first wife—to Islam even though we are in a different community. I was around 24 years old then.

When I went back to Quezon City where my brothers lived, I did not expect that one of my brothers was already involved in drug dealing. I was supposed to look for work abroad but this did not push through because of my misunderstanding with them. I remembered my father’s request so I tried to remind my brothers about what a Muslim should be doing. Because of this, one of them got so angry with me and aside from shouting at me, he started kicking me in the head. I could no longer hold patience because he did not stop even when I was already almost lying on the floor. When I was finally able to avoid one of his kicks and head to the kitchen, I got a knife to confront him. It was a good thing he was able to escape because I was no longer thinking clearly which was further fuelled by another brother who was telling me to kill our brother because the latter was the one who was also getting us in trouble with the Christians. Alhamdulillah we were able to reconcile; but, because there was no certainty if he would still change, one of our brothers told me that it would be best for me to leave. I initially lived with my half-sister in Marikina, but after some time I decided to live on my own.
It was not easy for a Muslim woman like me to look for a job back then. People didn’t easily trust us. I initially had to hide my real identity just to find a job. I worked as a gasoline girl in Marikina until I met the man who would eventually become my husband, who was a company security guard back then. He was not a Muslim and originally came from Masbate, but he treated me well. Never did it enter my mind back then that I would have a relationship with a Christian. While I did have crushes when I was still young, it never got to a point where I would have a boyfriend because this was not allowed in Islam—especially if the man is a non-Muslim. I realized you really can never tell what will happen in one’s life.

After some time, we finally decided to live under one roof although we were not yet married. The news reached my brothers. I was so afraid while hiding from them. My friends and co-employees who really knew me helped in preventing my brothers learn where my husband and I lived. I still remember seeing them in a jeepney as they looked for me. I believed then that once they get me inside the jeepney, they would kill me after all of the shame I brought to our family. It was during my second pregnancy that I finally found the courage to visit my brother, because I knew he would not be able to hurt me given my condition. Alhamdulillah, he understood us and even gave his small vacant lot in Culiat where we could build our own small house.

When my husband lost his job as a security guard, it was just about the same time that our small place in Culiat was done; hence, we were able to move. At present, he continues to study about Islam while helping me earn a living through our small store. I had a miscarriage once which I really thought would take my life away, but thankfully he got home from the market and immediately asked for help. I believe such incident was a challenge and taught me an important lesson because it happened when I borrowed money with interest—considering this is not allowed in Islam. Alhamdulillah, aside from two girls, we were blessed with a boy after a long time. Our
eldest is now in high school, the second is in seventh grade, while the youngest has just started in Nursery, \textit{Alhamdulillah} (Praise be to God).

I am learning a lot in life now that we have a family of our own. It is not easy to raise children, but Alhamdulillah I have my husband who gives me strength and helps me in disciplining the kids. He has made me appreciate even more the importance of trust as well as give and take in a relationship. I believe that with trust in ALLAH, we will be able to get our children through college, in shaa Allah, and we will also be able to enrol them in a madrasah so they will never forget that they are Muslims, in shaa Allah. While life may be difficult because of our financial needs, I thank ALLAH for continuously giving us blessings—not only with our daily needs but also with reliable friends, Alhamdulillah.

If there is something that I wish to achieve aside from getting our children to finish college with a strong faith in ALLAH, it is to be able to return to my old self and to be able to pray with my husband five times a day, in shaa ALLAH. I can consider myself as a Muslim revert—born and raised as a Muslim and was even able to perform Hajj, but because of my decisions and certain events beyond my control, I experienced life as a non-Muslim. I still find myself pausing when I remember these life changes, but Alhamdulillah, I am again here, trying to come back completely. Alhamdulillah. To my fellow Muslim women, I may not yet consider myself as the old Zoraida who had a strong faith in ALLAH, I just want to share with you the importance of studying and getting to know our Creator because whatever happens in life, we’ll always find that it’s different when we have Islamic knowledge because such knowledge will become a way for us to go back to HIM...and I am not losing hope that the day will come when I, my husband, and our children will all return to HIM, in shaa ALLAH.
3. Stand Alone For My Family

I am Baybon M. Manalukon, 34 years old, born in the town of Sultan Kudarat on July 30, 1979. When I was just 4 years old, my mother passed away, but my father had a second wife even when she was still alive. Despite this situation, I can say that our family relationships were fine back then.

I admit that education was something that I took for granted because of matters of the heart. I was only able to pursue up to second year high school in Cotabato City due to my decision to elope with my boyfriend. It didn’t take long, however, and we broke up because our parents were against our relationship. Since schooling was already disrupted, I decided to work as a cook in a restaurant to avoid boredom. I did not expect that this was where I would meet the man whom I would marry. He worked as a baker at one of the establishments beside my workplace and within the two weeks of knowing each other, there was instant attraction and we got married. Four months after, I got pregnant.

Selling in the market was our livelihood, but after giving birth, I decided to work abroad because of financial difficulties. I was starting to realize that it is hard to build a family when the head of the family lacks energy or initiative. What made matters worse was the fact that my husband managed to get a second wife while I was working abroad for our family. In response, I told him that it would be better for us to get a divorce because I do not like to share a husband with another woman. It was not a problem for me to live without a husband. I believed that I can live and work on my own. I did not force him, but he himself decided to divorce the woman.

From 1991, I was a househelp in Dammam in the Kingdom of Saudi Arabia, where I did all of the chores assigned to women like washing clothes, cooking, cleaning, and taking care of children. My boss was very strict. She would check if there was dirt left on the wall or tables. After Dammam, I also worked for two years in Kuwait. By 1996, I went back
home to Cotabato, and after some time, my husband and I went together to Manila to apply for work abroad. Unfortunately, I was the only one who got an offer to work in Saudi Arabia in 1999. I was able to leave the country; however, my employer sent me back to the Philippines when she learned that I was pregnant. Since then, my family and I have been living in Barangay Culiat in Tandang Sora, Quezon City.

At present, I make a living by selling fish, vegetables, and fruits in the market, while my husband had on and off stints in construction work. I chose to continue living with my husband with the hope that he will become industrious for our family. But, he seems not to persevere much in securing work. If only women can also do construction, I would. I keep telling him to work, but not to engage in illegal work.

Because of all my sacrifices, my children can’t help but worry about my situation and health. They would tell their father to seek work. “Father, work and do something because mother is already pitiful. She is so frail while you are in good condition,” my children would say. I have persevered for a long time. I feel like dying of being burdened with problems but I try to be strong for my children. I fear that they will be abandoned or left helpless if I unfortunately depart from this world. Although I am the only one earning, I just persevere for the sake of our children, Allahu Akbar (God is the Greatest). I must admit that at times, I think I am going crazy, but I cannot do anything. Maybe I am destined to have this kind of life. Then again, perhaps this is better than having my husband do something bad or illegal just to earn money.

Now, I find myself resigned to the idea that my husband will remain like that. But with our hardships, I do not want to add another to our already five children. What is important for me is the welfare of my children—that they are able to go to school and are able to eat. My problem is how to send my children to school and make it possible for them to finish their studies. Arabia, my second daughter, who is helping me sell, is in second
year high school. The other three—Almira, Hamud, and Allan—are still in elementary while the eldest lives with her aunt in Cotabato. While my children are still young, I teach them about retail business which has been our primary source of income. I get buckets of fish and then sell them, from which I am able to profit Php250 in a day. With that amount, we buy food and distribute allowance for my children.

Sometimes, I feel ashamed about my situation. But, I tell my neighbors to not mind my husband as we don’t have the same capacities. There was even a time when he quarreled with my friends. As someone who was looking for a job, my friends gave him advice. He got mad, thinking that they were interfering with our family affairs. I scolded him. The truth is, my friends want to help me. They support me in so many ways. Sometimes, they give me five kilos of rice for free.

Amidst the difficulties faced by our family, I hold on to my faith in Allah. I have been praying that He helps me and gives me strength. I must admit that at times, I question why this is my circumstance in life. I pray that I continue to live in this world especially while my children are still young. I keep my heart strong for them. My goal is for them to grow up properly, following the commandments of Allah. I hope they remember that in this world, parents are important. After God, we should respect our parents.

I used to be beautiful, even with good body figure, but now, I am so frail. I used to be beautiful in my old photos. But now, I am told that I look very different. Indeed, people have different fates. For other women, be thankful that you have a husband supporting you. My experience is indeed different from the ideal. In Islam, men should be the one working and leading the family towards a good future, a good life. A man should stand up and be a man; he should find ways and do something to fulfill his responsibilities in Islam. As for me, I have accepted my situation as a breadwinner. I fulfill the responsibilities and carry the burden both of a woman and man in the family. I do not care whether or not my husband will
act upon our situation, as long as he does not engage in bad activities. I will take care of them while I still can, while I am still alive. As long as one is alive, there is hope

4. STRENGTH OF HEART: The Journey Of A Young Moro Woman

I am Analiya Ismael, 21 years old and a third year college student at the Quezon City Polytechnic University (QCPU). My family resides in one of the largest Muslim community in Metro Manila—Salaam Compound, Barangay Culiat, Quezon City. And like most of the people here, I grew up in a province in Mindanao with my mother, father, older brother and two sisters, Emilyn and Raisa. But because of a criminal incident that implicated my older brother, our whole family had to leave town in fear of retribution.

We went to Manila around the 1990s. Up until that period, my mother has been working in Iraq but when war broke out across the Gulf she was forced to go back to the Philippines. She sent us money the moment she arrived so we could follow her to Manila. I was only seven years old then and we’ve been moving from place to place ever since. At first, we used to live in a nice house because my mother’s earnings from her work overseas were enough to pay for our living expenses. However, as time went by, life became harder for us, especially given unexpected family problems and the community we’re in.

Our father’s medical expenses have been a huge burden for our family. He recently had a stroke, which gave him a severe disability in his legs. During the early stages of his recovery, he had to be carried to our small shop everyday; but because of his determination and faith in Allah, he is now able to walk a little at a time.

When night falls, drug addicts and muggers often plague our streets. Whenever they conduct gunfights at the covered court beside our house, we are forced to go out because the bullets can go through the walls of our house. We usually seek shelter at the mosque across the street because
its walls and ceilings are made of concrete. Also, our village is often prone to police raids and illegal arrests. Last 2009, my parents were arrested and thrown in jail. Apparently, the people in the house we were renting were involved in drug trafficking. My mother and father were at home and were caught during a drug raid. The problem is, even though the police was not able to find any evidence against my parents they made us pay fifty thousand pesos in order to bail them out.

Up until that time we used to live in a nice house but because of what happened we were forced to sell all our belongings in order to come up with enough money to get my parents out of jail. Nothing was left afterwards. We barely eat three times a day and sometimes we only get to eat when someone offers food to us. When our parents arrived from jail we had nowhere to live. So our friends temporarily housed us in the madrasah in our village. We stayed there for quite some time until we moved to our new home which was formed through the help of our neighbors and friends. They pooled their money together and bought building materials for our house. Our house is almost as large as a room and it doesn’t have a toilet but it can fit our entire family. We usually pay in order to use the toilet in one of the houses in the village. However, during the night we have to keep it all in because the way towards the bathroom is long and perilous.

My schooling has been subsidized by a scholarship since my first year in college. But I also have to work part-time at the cityhall and sometimes sell various products in school such as pastil so I can help pay for my sisters’ school allowance and contribute to our day-to-day expenses at home. My younger sisters have always been keen to go to college. So I looked for openings at the cityhall and got them part time jobs so they could also sustain their studies—like me. I also contribute part of the monthly scholarship I get from the city hall and my sponsors to their college fund. Until now, my sisters and I continue to help each other in our pursuit to finish college.
As a young Muslim woman, I often encounter various acts of discrimination because I wear a hijab. When I first started wearing it, I often get strange looks from people on the streets. At my school, nobody wanted to come near me because my classmates were scared of how I looked. They told me that Muslims are violent people because they beat and kill people. Fortunately, some people in my class took the courage to get to know me and we were able to overcome our differences. During OJT, I was not allowed to wear hijab so each time I go to my training I was forced to take off my hijab despite my shame and discomfort. Commuting is also a problem for me because there are times when public utility drivers refused to take me in because of my hijab. Eventually, I learned how to get used to this (random acts of discrimination) because it happens all the time.

Whenever I feel low, the first thing that comes to my mind is Allah. Sometimes, in my frustration, I contemplate about harming myself but my fear of Allah stops me from persisting with these evil thoughts. I remind myself that I can’t give up because there are so many things to do and because my faith in Allah is not yet fully formed. Then, there is my family who has always been my source of strength. Whenever I see my family together I suddenly feel that I’m okay. Oftentimes, we don’t have food on our table but as long as we’re together, I am content. When we watch TV together or when we celebrate holidays together like New Year’s Eve, even though the food we usually prepare is meager, I am happy. My family pushes me to be a better person and they serve as the inspiration for all my endeavors.

For the longest time, friends and sponsors have been covering our schooling. They also help out with my father’s medical expenses every month. They give whatever they can to help us. Before, I used to believe that only family and close relatives would help you in times of trouble. But all the care and support we get from neighbors, friends, sponsors, social workers and many more have changed my outlook towards people.
I have been a member of the “Liga ng Kabataang Moro (LKM)” or League of Young Moros for a long time. We often join rallies and protests. At first, my purpose for joining this group is to look for Muslim friends. But eventually, I was able to deeply understand the main ideal that our group has been fighting for and because of this I have been with them for two years now. Since then, I continued to join various organizations such as Peacetech, United Youth for Peace and Development Inc. and Peacemakers’ Circle where we do various projects for peace and development. It feels great when I help others. I like being involved in relief operations where we distribute food and clothing to disaster victims. Before, I used to think that life has been especially tough for my family but when I began to participate in these types of activities, I discovered that a lot of people are also suffering—some even more so than us. This led me to conclude that even poor people contribute to the well being of others. Just by yourself...by using your own two hands you can already impart so much good to the world.

During our workshop with the Khadija sisters, I chose to encapsulate my life with the symbol of a house. For me, my values in life can be compared to a house. The roof represents my faith in Allah while the walls and pillars represent members of my family. The moment one section gets lost or gets broken the entire house becomes vulnerable and is easily destroyed. In reality, if I lose one portion of my life I feel that my world is at the end. That’s how much I value each and every component of my life.

I’ve always wanted to help young people who, like me, are also facing extreme difficulties in life. Because I know how it feels to be alone and with no one to turn to. I am very thankful and I greatly admire the people who have always cared for my family. That is why I feel that it’s my turn to pass on the help and care I received unto others. It feels good inside when I help others especially when not I’m expecting anything in return. Whatever the work I’ll do it as long as I can be of service to many people.
My advice for the Moro youth is to always keep a strong will. Like me, work hard and strive to focus on finding solutions to your problems. Always believe that Allah is there for you all the time and try to see that your struggles as His trials to help keep you strong.

As the narratives revealed, respondents’ burdens fall under two main types—economic and social. All participants, regardless of grouping, openly talked about their financial difficulties. It must be noted that such economic burden makes it hard for participants to support and/or continue schooling, and fulfill basic physiological needs (e.g., medication, daily needs, shelter needs). In the Philippines, most students drop out of school due to poverty. According to the 2011 report of the National Statistics Office, about 6.24 million of the estimated 39 million Filipinos aged six to 24 did not attend school. Poverty and high cost of education were some of the main reasons why students do not pursue their studies. Less fortunate children were expected to work at an early age and help in their family’s livelihood.

With regard to social burdens, analyses of data reveal they can be categorized into two types—(1) those affecting one’s reputation or image in society, and (2) those involving family relations. Given the interdependent nature of relationships and importance of community life in Islam (Hodge, 2000), the above-mentioned burdens carried by these respondents reflect the impact of other people’s perceptions and/or opinions on the life of these Muslim women. Socio-culturally, it may also be linked to the concept of maratabat (pride and honor) among Muslim ethnolinguistic groups in the Philippines. As for the second type, social burdens revolving around family relations include marital relations, parent-child relations, and family relationship of women who are in a polygamous marriage. Family life is of great importance in Islam, as evidenced in various chapters of the Noble Qur’an, particularly in Chapter Four, An-Nisa (Women), which gives specific instructions to Muslims in protecting, preserving and strengthening the
family. Aside from this, Filipinos in general have also been found to be collectivistic; as such, are family-centric (Jocano, 1999).

These religious and cultural considerations help explain why women in this study reported family issues as a burden they carry. It is interesting to note, however, that the widow group did not report any relationship challenge. Respect for the elderly, which is valued not only among Muslims but also among Filipinos in general, and the high status of women, especially mothers, in Islam can be possible reasons for this unique experience of the widow group compared to the other two groups of women.

5. Coping Mechanisms

Religiosity of respondents was evidenced in some of the ways they coped with life’s challenges. Acts of worship such as performance of salah (obligatory prayer) five times daily, supplicating and remembering Allah, and reading the Qur’an commonly surfaced during the discussions across all groups. Maintaining or increasing patience during difficult times was also expressed by most respondents while perseverance was reflected in women’s striving to continue to be productive despite the problems they are facing. These coping mechanisms are in line with what is expected of a Muslim especially during times of difficulties, as advised in the Noble Qur’an:

O you who believe! Seek help in patience and As-Salât (the prayer).
Truly! Allâh is with As-Sâbirin (the patient ones, etc.). [Al-Baqara: 153]

And certainly, We shall test you with something of fear, hunger, loss of wealth, lives and fruits, but give glad tidings to As-Sâbirin (the patient ones, etc.). [Al-Baqara: 155]
REFERENCES


A. INTRODUCTION

Filipinos have become active in entering organizations to seek alternative sources as an addition to their financial means, to gain more benefits and to feel secure for their future. One of the organizations they are involved with is the cooperative. According to the Cooperative Code of the Philippines, a cooperative is defined as a duly registered association of persons with a common bond of interest, who have voluntarily joined together to achieve a lawful common social or economic end, making equitable contribution to the capital required and accepting a fair share of the risks and benefits of the undertaking in accordance with universally accepted cooperative principle. One of the types of cooperatives is the **Multipurpose Cooperative**, which combines two (2) or more of the business activities of these different types of cooperatives.

In the Philippines, the registered cooperatives proliferate every year. As a matter of fact, in year 2011 there are 20,792 registered cooperatives and there are 24,652 newly registered cooperatives as of 2014, according to Cooperative Development Authority of the Philippines. In Region 6, there are 1,516 number of cooperatives in year 2014. Specifically, in Province of Iloilo Municipality of Cabatuan was proclaimed to have the most number of cooperatives in the province. This study features a strong, resilient, and
productive cooperative, the Cabatuan Local Government Unit (LGU) Employees Multi-purpose Cooperative.

The Cabatuan LGU Multi-purpose Cooperative is a people’s organization, a medium-type cooperative which started in May, 1995 with 74 operators who are regular employees of Cabatuan Local Government Unit and helps improve the quality of life of its members. According to Mr. Nilo Bastiero, one of the Board of Directors, the said cooperative started with a capital of 84,000 pesos with 25% or 19,000 pesos subscribed as paid-up capital.

Through the effect of Republic Act no. 9520 entitled: An Act Amending The Cooperative Code of the Philippines to be known as the “Philippine Development Code of the 2008”, the cooperative was able to amend a provision to change their name from “Cabatuan LGU Credit Cooperative” to “Cabatuan LGU Multi-Purpose Cooperative” and changing their scope from Institutional to Residential, where not only employees of the LGU were allowed but they have opened it to Barangay Officials and as long as they are residents in the Province of Iloilo.

Before, there was only one type of member which is regular but later on it was open to both regular and associates. Associates are those who are not entitled to vote and to be voted upon. Board of Directors was also increased from five to seven.

Today, Cabatuan LGU Multi-purpose Cooperative is a tangible reflection of growth and development, a productive cooperative operated by competent management staff and employees thoroughly supervised by dedicated board of directors with the active participation of the general assembly a heritage handed down from the very start of its conception.
A. REASONS OF ESTABLISHMENT

The reason behind the establishment of Cabatuan LGU Multi-purpose Cooperative is to improve the lives of the people specifically helping them in their financial needs. It has been said that before the establishment of this cooperative, some LGUs had been struggling in paying their debts and how to lend money to sustain their financial problems. There were cases which some private sectors particularly a bank tried to collect the payment of a loan of an employee and that said employee can’t pay it and need to find other lender to pay that debt. This situation was one of the scenarios and problem that had been faced which affects also the productivity of the employee on his designated work.

There are financial institutions that willingly give their help to the cooperative like the Land Bank of the Philippines which gave the cooperative the access to a 10 million credit line. Yet, the cooperative haven't used it only in case of the shortage of the money or when credit demands of the members of the cooperative increase.

The primary goal of the cooperative is to improve the quality of life of the members. They had highlighted some steps to attain this goal: the members of the cooperative should patronize their goods; should pay right payment for their loans; and exert cooperation with their activities which are affiliated also to the community. If this objective will be attained, there will be more investments and the cooperative can give the members a bigger amount to lend out and eventually the cooperative can avoid bankruptcy or shortage on investments.

B. PURPOSE OF THE STUDY

This paper aimed: (1) to discover the contributions of Cabatuan LGU Multi-purpose Cooperative in uplifting the standards of living in the Municipality of Cabatuan, Iloilo, Philippines; (2) to determine the problems encountered by the Cooperative as a growing service provider; (3) to
identify the strategies employed by the cooperative to overcome the problems encountered; (4) and to discover the actions done by the Municipality to help the Cooperative and vice versa.

C. METHODOLOGY

This is a case study which focused on the LGU-Cooperatives in Municipality of Cabatuan. Participants were the board of directors of the said cooperative. Regardless of their gender and educational attainment as long as they have met the requirements set forth by the researchers.

The analysis was based on the answers given by the participants. After summing up all the data gathered the researchers compared, analyzed, and started making conclusions.

The validity of this study was based on John W. Creswell validation strategy which frequently used by qualitative researchers.

D. SIGNIFICANCE OF THE STUDY

This study aimed to enlighten and provide information to students, Local Government Unit (LGU), Civil Society Organizations (CSOs), Cooperatives, constituents and future researchers.

The outcome of this study can further inform who may be inquisitive and interested about the collaboration of LGU and Cooperatives. This will encourage the LGUs to establish collaboration with CSOs as partners toward local development. Also, this study aimed to share knowledge and techniques to be used by Civil Society Organization leaders today in dealing with their constituents, managing their respective cooperatives, even inspiring future aspirants. Furthermore, this could also be used as a reference for future researchers who might conduct similar studies.
1. **Collaboration of LGU and Cooperative towards Development**

The LGUs bestow support through the following: *First*, it grants of funding to the cooperative and enable the latter to carry out activities especially during the initial stage of the operation. *Second*, provides moral support by endorsing the cooperative to the community in general, and to other agencies including lending institutions. *Third*, making an available convenient physical space and enabling a better and more strategic operation for the cooperative. *Fourth*, it promotes the spirit and principles of cooperatives among local constituents. *Fifth*, there is a practical involvement in specific development projects in the locality. *Sixth*, it grants contracts to cooperatives on specific economic and development undertakings. Seventh, the policy support through local ordinances and similar resolutions promulgating recognition and partnership with cooperatives and lastly, rehabilitation and emergency assistance to coops during times of crisis.

Thus, LGU support to cooperatives varies. LGU support is also extended to cooperatives in different ways, namely, through financial contributions as initial capitalization to coop projects, endorsement to the community, promoting awareness about the cooperatives, and in few cases, through the issuance of executive orders and board resolutions declaring support to cooperatives. Furthermore, the LGU affirms partnership with the cooperative by entering into contracts or by sub-contracting services and management of public utilities. An LGU can also assist a Cooperative by showing how closely the former identifies with the cause of the latter. When an LGU adopts the cause of the Cooperative as its own, the result can be a meaningful local government program whereby locally identified plans are institutionalized. Synergy between an LGU and a coop on a local development undertaking has a stronger impact upon the community.
In some cases, LGUs endorse coops to other institutions: lending institutions or corporations. This useful endorsement facilitates borrowings by a cooperative, enabling it to provide effective public services such as water, health, garbage collection, public market management, and communication facilities.

Cooperatives have also extended assistance to LGUs, especially in the accomplishment of governmental functions such as the delivery of basic services, ensuring human security through environmental and sustainable projects, and in developing a robust local economy. These projects are varied and creative. The spectrum ranges from categories such as follows. *First*, survival and basic needs water services, health, nutrition and sanitation, housing, transportation and telecommunication. *Second*, provides social equity on agrarian reform and opportunities. It helps for the additional income of members of the cooperative and the community. *Third*, the environmental awareness, sustainable ecological projects, promotion of peace and order were maintained and secured. *Lastly*, on democracy building to citizens and members’ involvement in economic associations such as the cooperatives themselves and in building the sense of civic duty among those involved in community service the factors that influence an LGU-cooperative.

The factors that influence an LGU-cooperative partnership and the lessons articulated by various experiences are pulled together in this study. The identification of the factors affecting the collaboration, whether as deterrent or facilitative factors, allows the reader a closer look at the present state of LGU-cooperative partnership. The lessons and insights on collaboration are examined. Many of these insights should be taken as challenges in the pursuit of an enhanced LGU-cooperative partnership. The dynamics of the collaboration and the mutuality of benefits arising from such partnership are discussed in great length.
2. **Benefits of Collaboration between LGU and the Cooperative**

Technically, they establish partnerships and linkages in Cabatuan in order to create stability allocation of fund and their relationship is mutual. It can robust the local economy of cooperatives in many instances steer the local economy by not only mobilizing savings from members but also by investing in economic and business ventures that accrue to the members and the community alike. Cooperatives have made significant contributions in generating livelihood projects, providing opportunities for employment, increasing levels of income, and energizing the local economy through diverse entrepreneurial and business initiatives. Cooperatives have also opened up opportunities for better and expanded market services that in turn, vitalize the local economy.

LGU and cooperative share the duty to deliver basic services to the community such as the provision of water, health and sanitation, housing, telecommunication, and postal services. Some cooperatives through their good will, have promoted the welfare of the communities through feeding programs and medical missions. An improved and sustained management of public utilities/services having granted the contracts by the LGUs, some cooperatives assumed the responsibility to manage and maintain public utilities and services on behalf of the local government. These responsibilities include managing traffic, public markets, and garbage collection, among others, free from the usual bureaucratic constraints that deter efficiency in service provision and management of utilities.

Promoting participation and citizenship-building cooperatives are certainly one mechanism for people’s participation. The principle of membership in the cooperative challenges the citizens to be responsible, to be conscious about putting in their assets albeit limited and often small sums, to further generate investments favorable to their needs. Such investments contribute not only to the development of the local economy but also to citizenship-building. Expanding the linkages and network for
greater opportunities the LGUs are enormously helpful to coops by endorsing the latter to other agencies or corporations which in turn are necessary for the cooperatives’ operation and expansion. The official character of the LGU is an advantage. LGU endorsement especially when the LGU enjoys credibility could be extremely beneficial for the coop. Loans, contracts and joint undertakings with agencies including financial institutions, are sometimes secured through the endorsement or assistance of the LGU.

Promoting accountability by working hand in hand, the LGU and cooperative check upon each other and ensure that there is compliance with proper ways of working. The institutionalization of coops’ participation in local development allows them to look at the plans and performance of the LGU. On the other hand, the coop is encouraged to achieve transparency in its operations and to ensure that contracts and bid-out services represent good value for money and are properly carried out according to specifications. On the whole, the partnership between the LGU and the cooperative works in favor of good governance, whereby the participation of sectors other than government is institutionalized; there is confidence among the constituents that leadership is accountable to them and that, there is legitimacy because the constituents support the leadership. Furthermore, the partnership contributes to the LGU by alleviating the burdens of governmental responsibility. The co-ops are an ally of the LGU in undertaking its governmental functions. On the other hand, the coop enjoys the value of further growth and expansion as a quasi-market, economic association, even as it contributes to the building of responsible citizenship.
3. Factors Contributing to LGU and Cooperative Partnership

a. Effective management of the cooperative

Effective management of the coop is crucial to its credibility and acceptability among the LGU and the community members. Internal governance of the cooperative is key to its legitimacy and acceptability by the LGU. The credibility of the coop has to do with the management of its reputation, which in turn is largely determined by the quality of its operational management. The ability of a cooperative to manage its operation, especially its financial assets, establishes the coop’s credibility and good reputation in the community, especially among local executives. Credibility is crucial to gain the trust and confidence of the LGU. Due to the coop’s trustworthiness, LGUs are confident to relate with the cooperatives.

b. Credibility of the cooperative

The credibility of the coop is necessary. A credible cooperative exhibits a penchant for technical details and competent management, skills in financial analysis, solid planning, regular monitoring, and well thought out decisions. The planning and technical details (for color synchronization, routes, schedules, etc.) put in by the cooperative in designing the transport scheme and the details of public market management require hard work. Marked attention to detail is not only essential to the coop’s successful undertaking, but also convinces the LGU that the cooperative lives up to its responsibilities.

c. Effective coop management resulting in membership expansion

Membership expands as a result of effective management and operations. For one, members are convinced to stay on; for another, non-members are enticed to join in as a result of the coops’ good performance and the benefits that accrue to the members and to the larger society. A good reputation is the coop’s own promoter among members and non-members alike. Membership expansion is connected to the accessibility of the coop to its potential members. The physical location of the cooperative
naturally advertises the coop and makes it visible to as many people as possible, thereby enjoying a strategic growth in its membership. While physical accessibility is not the only factor for membership growth, visibility and accessibility raise the profile of the cooperative.

d. The LGUs' understanding of the capacities, roles, and potentials of the cooperatives

An appreciation of the cooperative by the LGU facilitates the coop's involvement in local development and activities. LGU leaders who are either coop members or have been coop leaders themselves have a fair appreciation of the role and contributions of the coop into the local development activities. Therefore, these LGU leaders tend to easily innovate on LGU-coop collaboration and partnership. The cases reveal that these LGUs reasonably involve the coops in local development planning and implementation. Moreover, if the LGU is clear about what it wants to achieve in local development, it could reasonably engage the coop in the whole scheme of development planning. Sometimes, the failure to work supportively of each other stems from the ignorance about the potentials of coops and of how coops might be a useful player in local governance and local development.

e. Participation of the cooperative in the Municipality of Cabatuan Development Council

The participation of the coop through the MCDC mutually benefits the LGU and the coop because it opens the door to communication and worthwhile opportunities. Involvement spawns contacts for the cooperative. Membership in the development council generates contact with corporations, provincial cooperatives, lending institutions, and other members of civil society. Membership in the MCDC is social capital which, just like other forms of investments, could generate gains and positive outcomes by way of contacts, contracts or social gains.
4. **The “person” or “personality” factor**

The “personality” factor is a remarkable variable in forging an LGU cooperative collaboration. Relationship between LGU and cooperative is forged because the Mayor is a former coop officer or member, or perhaps, because the cooperative is a friend of the local government executive. The personal ties facilitate the partnership between LGU and cooperative. Informal links are a convenient way to establish collaboration and positive outcomes. The support by the LGU for the cooperative is based upon the local government executive’s personal knowledge, appreciation of and affiliation with the cooperative. The culture of personal relationship is a facilitating factor to collaboration. However, it is extremely important that the ties do not remain at the interpersonal level. Furthermore, it is crucial to institutionalize the links between the LGU and the coop, institutionalizing the relationship makes the partnership enduring.

5. **Struggles Encountered & Strategies**

The good news about cooperative is that many members coming together to form and operate a cooperative have more financial resources collectively than each would have alone. As a result, cooperatives allow members to reap returns on assets related to their personal operations that they could not otherwise reap. But challenges exist for cooperatives and their members in the financial arena (Peterson, 2011).

In a cooperative especially as a starting one, many problems will be encountered. According to Nilo Bastiero, the first problem they have encountered as a starting cooperative on their early years is shortage in budget. Capital is very indispensable to accommodate all of their members and inadequacy of capital will cause more serious problems. There is also a big amount of demand line of credits since most of their members on their starting years used to lend big amounts of money. The effect of this too much lending creates unproductivity of the employees because instead of
focusing in their jobs they are bothered on how to pay their debts. The number of members is not also enough to mobilize the cooperative effectively.

6. **Strategies Employed**

The cooperative has already encountered a considerable amount of problems. Most of the problems that occurs were about making policies. In order to overcome the problems regarding the assembly, board of directors, or the finance, a meeting is held immediately especially first thing of the week so that it can be finished or resolved before the week ends.

The attendance among the members must be minimal so that less questions will be entertained and the time to finish the problems are quick and efficient. Finding new members is not an easy task because they established a minimum standard and has the credibility to join the cooperative as a public institution. The association is open to all for as long as they meet the standards that they established.

And lastly, they established a partnership with the parochial schools and NATCCO and Land Bank. By the help of the Land Bank, they were able to support financially. The profit they gained from business, they use it in expansions of different projects to gain more income. It is important for them to determine a substantial budget for every projects and business in order to avoid mismanagement and conflict that could result to failure, deficiency and even bankruptcy.
Table 1. Struggles Encountered and Strategies Employed by the Cabatuan LGU Multi-Purpose Cooperative 1995-2016

<table>
<thead>
<tr>
<th>STRUGGLES</th>
<th>STRATEGIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Budget shortage</td>
<td>1. Immediate deliberation was conducted</td>
</tr>
<tr>
<td>2. Big amount of demand line of credits</td>
<td>2. Standards are established among members</td>
</tr>
<tr>
<td>3. Inadequacy of members to mobilize the cooperative effectively</td>
<td>3. Establishing partnerships on parochial schools, Land Bank of the Philippines, and the National Confederation of Cooperatives.</td>
</tr>
</tbody>
</table>

7. Partnerships and Linkages

Being a Cooperative, a lot of adversities are can be faced throughout the process of development. We cannot deny the fact that it is not easy to maintain or manage all the works as functioned by the organization’s primary objectives. Partnership and linkages of an organization are very important in the progress of the foresaid institution. It can help largely in terms of agreements and shares that can benefit both parties and resources of such organization becomes more sufficient as well as the security of each members.

Behind Cabatuan LGU Multi-purpose Cooperative success is its strong partnership with the Cabatuan LGU who is passionate in its advocacy in cooperative movement as its pathway out of life changing perspective and confidence in cooperative movement. Together with a federation of all cooperatives in Cabatuan was formed strengthening trading ties and complementation of activities. They also have partnerships public schools, Cabatuan Federation Cooperatives, Western Visayas Cooperatives Alliance where in West Visayas State University Multi-purpose Coop is also a member. Also, a member of Clims Life and General Insurance Corporations, affiliated with NATCCO linkage.
E. CONCLUSION

Cabatuan LGU Multi-purpose Cooperative have been proclaimed as Best Performing Cooperative in the Province of Iloilo, in year 2015, the contributions of Cabatuan LGU-Coop has become more sufficient in helping and improving the lives of its member and non-members. This has a positive effect on the municipality to uplift their standards of living. As far as Cabatuan LGU-Coop is concerned, the strategies of LGU-Coop have made it possible for some students to finish their studies and for the members to make an alternative for their living (especially an extra income). Through the strategies of LGU-Coop, they were able to manage and counter every threats and problems, make LGU-Coop more competitive and bring about the organizational transformation through integration. Strategies and contributions of Cabatuan LGU-Coop has made a great impact in the developments of the municipality. These developments provide more access (especially in money matters) to people. All in all, these contributions and strategies initiated by Cabatuan LGU-Coop help the community to be more competent and the development become more faster and has a good foundation towards development.

F. RECOMMENDATION

The following recommendations are offered by the Authors for the improvement of the study:

1. For a much clearer results on how effective a LGU and Cooperative collaboration, it is advised that the future researchers should gather information and insights from the members and beneficiaries;
2. Search for other types of Cooperatives that collaborates with the Government and determine their strategies and partnerships towards development.
3. Discover other types of collaboration such as Cooperative-Cooperative and Cooperative-NGO partnerships.
REFERENCES


IMPLEMENTATION OF REGIONAL REGULATIONS NUMBER 5 2016 IN BANTUL (Case Study: open selection system for village officer Desa Tirtonirmolo in Bantul District)

Dwian Hartomi A.P.E, Kurnia Rifqi Febrian, Sakir
Master of Government Affairs and Administration, Muhammadiyah University of Yogyakarta

Dwian_hartomi@yahoo.com

ABSTRACT

Bantul regional regulation number 5 of 2016 about village official has already explained the detail of recruitment mechanism of village servant in Bantul district. This regulation aims to become guidance for head of village that in recruiting village servant it is not directly appointed by village head anymore yet through open selection system by which public can participate. This research employs two methods; First, observation. Second, interview with selection committee of Tirtonurmolo village and the third party—academicians—who were directly involved in the selection. This research aims to explore how extend the local regulation has worked in each village in Bantul district. The selected village to be reviewed is Tirtonirmolo village that has just finished its village servant selection in 2016. Tirtonirmolo is one of villages in Bantul district that has openly conducted village servant selection in 2016. The selection aims to fill some positions; village secretary and head of governmental affair. The applicants were very enthusiastic in which the test was followed by both young man and woman and adult from various education backgrounds. Generally, the majority of the applicants were Tirtonirmolo resident yet there were several applicants from other village.

This open selection is a manifestation of Good Local Governance in which transparency and accountability is prefered in the process—start from the begin until the announcement of the result. During the selection, the committee involved third party—academician from university. By this selection last year, the position of village secretary and head of governmental affair is now filled by competent human resource in its field.

Keywords: implementation, local regulation, open selection
A. INTRODUCTION

Indonesia is democracy country in which one of its manifestation is direct and democratic appointment of state apparatus. In this term, state is giving an authority and freedom for its people to participate both in filling a post in bureaucracy structure and in decision making process either in central or local government (province, district, or village). By this order, those who are democratically elected can positively contribute for a good change through making policies for the common.

Regulation or policy is a provision that contains principles to direct planned working mechanism and consistent in achieving its goal (Suharto, 2010). From Suharto’s perspective, it can be defined that every rule or policy will give a guidance in a system and also result or impact to human resource quality. Bantul regional regulation number 5 of 2016 about village servant aims to be a guidance to fill state apparatus post—an alarm for head of village—that it is not head of village anymore who directly appoints people to fill bureaucracy post in village government yet through open selection that can be attended by anyone.

Village servant is a staff who assists head of village in formulating policy and coordination under village secretary, and assisting other jobs of village head in policy implementation under technical operator and regional unit. Its presence is highly important so the village bureaucracy can effectively work and when there is a vacancy then it is necessary to conduct a selection.

Tirtonirmolo is one of villages in Bantul district that has openly conducted village servant selection in 2016. The selection aims to fill some positions; village secretary and head of governmental affair. The applicants were very enthusiastic in which followed by both young man and woman and adult from various education backgrounds. Generally, the majority of the applicants were Tirtonirmolo resident yet there were several applicants from other village.
Based on above explanation, we are interesting to conduct a research with title “Implementation of Regional Regulation Number 5 of 2016: Open selection of village servant in Tirtonirmolo village, Bantul.”

B. LITERATURE REVIEW

1. Policy Implementation: George C. Edward III Model

Model of policy implementation that is developed by Edward III is renowned with Direct and Indirect Impact on Implementation. According to this model, there are four variables that is very significant for the success of implementation of a policy: 1. Communication 2. Resource 3. Disposition dan 4. Bureaucracy Structure (Agustino, 2008)

a. Communication Factor

Communication is human activity to tell what one’s think, feel, hope, and experience to others. Communication is considered as crucial factor due to every activity which involves human and resource will always deal with question of how interaction is managed.

There are three indicators that can be employed to measure the successful of communication variables, which are:

1) Transmission: Good communication delivery will generate good implementation too.

2) Clarity: Message that is received by policy implementer must be clear, accurate, and not ambiguous, so misconception of goal or target can be avoided.

3) Consistency: Order to implementer must be consistent and clear.

b. Resource Factor

Resource has significant role in policy implementation since no matter how clear and consistent the regulation is, if the actor
does not work effectively then the policy implementation would not be effective. Indicators that are used to review how far resource can effectively work are:

1) Staff: the main resource in policy implementation is staff. Policy implementation often fail due to its incapable and incompetent.

2) Information: In implementing policy, information has two forms. First, information that is related to the way policy is executed. In this term, implementer has to understand what he/she has to do when they are given an order to take an action. Second, information about the obliged of staff towards applied regulation.

3) Authority: In implementation, authority is legitimacy for implementer in executing the policy that is regulated politically.

4) Facility: Physical facility is important factor too in policy implementation. Implementer may have proper number of staff and they understand what they have to do, yet if they are not supported by proper infrastructure then the policy implementation would not success.

c. Disposition Factor (behaviour)

Disposition in this context is defined as behaviour of implementer in implementing policy. In implementing policy, according to Edward III, if one wants to efficiently and effectively successful, it is not only capacity and knowledge that is matter for implementer, will to work matters too. Several important things that need to be considered in disposition variable in accordance to Edward III are:
1) Designate a bureaucrat: choosing and designating operational personnel of policy must be done by people who have high dedication to the agreed policy.
2) Incentive: Edward III said one of techniques to deal with bureaucrat’s behaviour is with manipulating incentive insentif.

d. Bureaucracy Structure Factor
   Despite of the availability of necessary resources in implementing policy and the bureaucrat knows how it works and has a will to work, policy implementation still can be ineffective if the bureaucracy structure is inefficient. According to Edward III, there are two characteristics that can improve bureaucracy structure performance to the better direction, which is with applying Standard Operating Procedure (SOP) and make a Fragmentation.
   (a) Standard Operating Procedure (SOP) is a routine activity that enables staff exercises their job in accordance to applied standard.
   (b) Fragmentation is a way in distributing responsibility of activity to several units.

C. RESEARCH METHOD
   A type of research in this paper is descriptive research with qualitative approach. In this research, the chosen location is Tirtonirmolo village in Kasihan sub-district, Bantul. The case study of the research is village servant selection of Tirtonirmolo village. The data analysis employs Miles and Huberman techniques (Sugiyono, 2009), which are data reduction, data display, and conclusion or verification. Hence, the focus of this research based on formulated problem is:
1. How the implementation of regional regulation number 5 of 2016 of Bantul district about open selection of village servant in Tirtonirmolo village.

2. What are the obstacles in implementing the regional regulation number 5 of 2016 about open selection of village servant in Tirtonirmolo village

D. RESEARCH FINDINGS & DISCUSSION

1. Implementation of regional regulation number 5 of 2016 about open selection of village servant in Tirtonirmolo village, Bantul.

Since the enactment of this local regulation about village servant that regulates how to recruit servant to work in village bureaucracy in Bantul, every village must prepare itself to perform this new rule.

Tirtonirmolo is one of villages that has recruited its staff with new regulation—through open system of selection as regulated in second article of the law. After filtering the applicants, the head of village him/herself that will designate the candidate to be village servant.

2. The Incharge officer of Village Servant Selection in Tirtonirmolo

Actor or officer is a significance variable in policy implementation. The involved actor will highly determine the successful of executed policy. The successful execution of village servant selection in Tirtonirmolo was part of the contribution of several elements within Tirtonirmolo village: village government, village house of assembly (BPD), public figures, woman organization (PKK), and youth group (Karang Taruna).

Some society components in the village are appointed their representative and form a committee of nine people. As the rule regulates, the nine committee is consist of: one chief, one secretary, and seven
members. In the regional regulation number 5 of 2016, it regulates the composition of nine committee as follows:

<table>
<thead>
<tr>
<th>Numb</th>
<th>Society Component</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Village servant (Pamong Desa)</td>
<td>4 People</td>
</tr>
<tr>
<td>2</td>
<td>Village House of Assembly (BPD)</td>
<td>2 People</td>
</tr>
<tr>
<td>3</td>
<td>Social organization in village level and public figure</td>
<td>3 People</td>
</tr>
</tbody>
</table>

*Source: Regional Regulation number 5 of 2016 about village servant*

The committee of nine people is fully responsible in the selection. Below are the names of those nine people:

1. Tomi Kelasworo, A.Md
2. Drs. Aril Supriyadi
3. H. Djudiman
4. Daliman
5. Sutrisno
6. Nor Adin
7. Wiwid Suparyanti, A.M.KL
8. Khirma Wahyurin
9. Srohani, A.Md

The above actors are basically could not work the selection by themself thus the involvement of all society components is too crucial to ensure the successful of this open selection.
3. Communication among committee team

Intense, clear and good communication within all elements of society is necessary in executing this selection. Clear communication to candidates is also important so any miss communication can be avoided.

Intense communication among committee team is begun after the release of Decision Letter (Surat Keputusan) that states the legality of these nine people as a team to coordinate and execute the open selection of village servant in Tirtonirmolo. Committee of nine began its work through making a timeline of the selection.

<table>
<thead>
<tr>
<th>No</th>
<th>Date</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>11 - 13 October 2016</td>
<td>Penyusunan Jadwal</td>
</tr>
<tr>
<td>2</td>
<td>14 - 17 October 2016</td>
<td>Penyusunan Tata Tertib</td>
</tr>
<tr>
<td>3</td>
<td>18 - 20 October 2016</td>
<td>Penyusunan RAB</td>
</tr>
<tr>
<td>4</td>
<td>21 October 2016</td>
<td>Rakor Bersama</td>
</tr>
<tr>
<td>5</td>
<td>23 October 2016</td>
<td>Pembentukan Tim Sosialisasi</td>
</tr>
<tr>
<td>6</td>
<td>1 - 4 November 2016</td>
<td>Sosialisasi</td>
</tr>
<tr>
<td>7</td>
<td>15 - 16 November 2016</td>
<td>Persiapan Penjaringan</td>
</tr>
<tr>
<td>8</td>
<td>18. November 2016</td>
<td>Rakor Panitia</td>
</tr>
<tr>
<td>9</td>
<td>21 - 27 November 2016</td>
<td>Pendaftaran Calon Pamong Desa</td>
</tr>
<tr>
<td>10</td>
<td>27 November 2016</td>
<td>Rakor Panitia</td>
</tr>
<tr>
<td>11</td>
<td>28 November - 3 December 2016</td>
<td>Perpanjangan Waktu Pendaftaran</td>
</tr>
<tr>
<td>12</td>
<td>4 - 5 December 2016</td>
<td>Pencermatan Administrasi</td>
</tr>
<tr>
<td>13</td>
<td>9 December 2016</td>
<td>Rakor Panitia</td>
</tr>
<tr>
<td>14</td>
<td>13 December 2016</td>
<td>Penetapan yang Berhak Mengikuti Seleksi &amp; Pengumuman Hasil Penyaringan</td>
</tr>
<tr>
<td>15</td>
<td>15 December 2016</td>
<td>Pembekalan Calon Peserta</td>
</tr>
<tr>
<td>16</td>
<td></td>
<td>Pelaksanaan Ujian Seleksi</td>
</tr>
<tr>
<td>17</td>
<td>18 December 2016</td>
<td>Pengumuman Hasil Ujian Seleksi</td>
</tr>
<tr>
<td>18</td>
<td></td>
<td>Penyampaian Laporan kepada Lurah</td>
</tr>
</tbody>
</table>
The timeline was made in advance so it can be socialized to all components that will help make the selection success and reach its target. After coordinating with society component then the timeline will publicly announced so everyone can know the importance date and what position is offered in bureaucracy structure.

Several positions offered in this selection are:

<table>
<thead>
<tr>
<th>Numb</th>
<th>Offered positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Chief of general affairs</td>
</tr>
<tr>
<td>2</td>
<td>Head of sub-village (padukuhan) II Kersan</td>
</tr>
<tr>
<td>3</td>
<td>Dukuh in sub-village VIII Padokan Kidul</td>
</tr>
<tr>
<td>4</td>
<td>Dukuh in sub-village IX Jogonalan Kidul</td>
</tr>
</tbody>
</table>

There are several measures that were taken by committee of nine to socialize and disperse the information regarding to to the open selection of Tirtonirmolo village servant:

1. Being Active (*Jemput Bola*)

Being active or in Indonesia metaphor *jemput bola* is an illustration of how to work actively approaching the subject instad of waiting question or response from subject. In this context, being active means the committee
of nine actively socialize to people by direct visitation to resident house. Committee of nine, assisted by society, is divided into several teams to go to many sub-village in Tirtonirmolo and directly socialize to people. Since Tirtonirmolo has many sub territories thus they divide the team into three:

<table>
<thead>
<tr>
<th>ELEMENTS</th>
<th>Team I</th>
<th>Team II</th>
<th>Team III</th>
</tr>
</thead>
<tbody>
<tr>
<td>Committee</td>
<td>R. Tomi Kelasworo, A.Md</td>
<td>Drs. Aril Supriyadi</td>
<td>H. Djudiman</td>
</tr>
<tr>
<td>Committee</td>
<td>Daliman</td>
<td>Sutrisno</td>
<td>Nor Adin</td>
</tr>
<tr>
<td>Committee</td>
<td>Wiwid Suparyanti, A.M.KL</td>
<td>Khirma Wahyurin</td>
<td>Srohani, A.Md</td>
</tr>
<tr>
<td>BPD</td>
<td>Winaryo</td>
<td>Susanto</td>
<td>Drs. H. Suseno</td>
</tr>
<tr>
<td>PKK</td>
<td>Dra. Sri Sudariyanti</td>
<td>Sri Astuti</td>
<td>Kristina Widiyastuti</td>
</tr>
<tr>
<td>Village Servant</td>
<td>Sugita</td>
<td>Drs. H. Nursalim</td>
<td>H. Dalharwi</td>
</tr>
<tr>
<td>LPMD</td>
<td>Mugijana</td>
<td>Drs. Sukandar</td>
<td>Agus Suryanto</td>
</tr>
</tbody>
</table>

Source: Archive of Selection Committee of Tirtonirmolo Village, 2016

Socialization team held a meeting with people in each sub-village of Tirtonirmolo to inform them the detail schedule of village servant open selection so people who joined the meeting can inform others. This meeting, apart from its function to disperse the information, also can work as a mean to strengthen solidarity among people and class within society from various sub-village.

2. Pamphlet/Banner

Banner or pamphlet is more practical way in disseminating information to public. Each banner and pamphlet is placed in strategic place of sub-village. This way is seen to be more effective and efficient in delivering information to public and is quickly disseminated even to those who are non-Tirtonirmolo residents.
4. Resource In The Execution of Village Servant Selection program

Resource is highly crucial in implementing any program or policy. This is due to every implementer has to be able to face any risk and possibility that may appear during the process of policy implementation.

Human resource becomes decisive factor in implementing a policy given the human role to interpret and execute the policy. However, resource is not limited to human yet money, technology, infrastructure, and information are also included as a resource. Resource then is important to be considered due to its importance in supporting the successful of policy implementation.

The human resource within the committee of nine is considered as competent human resource in his/her own background and also involving all elements within society. Committee of nine was chosen and appointed by head of village with several considerations and competency was one of these considerations so there will be trusted team that can exercise the regional regulation number 5 of 2016 about village servant.

Furthermore, elements of society who participated in the process showed that many human resource are capable to carry responsibility in performing village servant recruitment mechanism in Tirtonirmolo. Those who involved also based on their competency who mostly possess enough knowledge and experience within Tirtonirmolo society.
Selection of village servant in Tirtonirmolo was also involving the third party. For the discreet and transparency, the committee of nine felt that it is important to cooperate with the third party—academician. Universitas Ahmad Dahlan became a partner in recruiting and selecting new village servant. Academician in the agreement is given a responsibility to produce the question for the exam and responsible during the exam on 18 December of 2016.

The exam took place at SMA N 1 Kasihan, Bantul. The exam was not held at Tirtonirmolo office due to its lack of infrastructure (there is no proper room to hold the exam). The exam is divided into several phases: (1) Writing test which includes general knowledge and academic potential test, (2) Interview test with partner (academician from university), and (3) Capacity in using Information and Technology test.

All phases were conducted at SMA N 1 Kasihan, Bantul given its proper infrastructure to hold the test. Nonetheless, with enough financial support, the test could be done with available facilities. Resource is crucially important to execute a policy as the standard assumes that successful policy is the one that is supported by sufficient resource. The importance of resource is not only human yet also financial, asset, and other influential aspects.

5. Disposition/Behaviour in The Execution Of Village Servant Selection Program

Disposition is defined as behaviour of staff or bureaucrat in implementing a policy. If one wants the policy to be effectively and efficiently successful then the staff not only has to know what they have to do and has the capacity to do it, yet they also have to have a will.

Head of Tirtonirmolo village has appointed committee of nine that will responsible in the execution of village servant selection in which the team
consists of all elements in society; village government, BPD, PKK, LPMD, and Karang Taruna. The composition of the team is already appropriate to existing regulation.

Committee of nine with support from some elements of society as implementer of regional regulation number 5 of 2016 has worked as regulated by the law. It can be seen from the composition of committee team that are coming from various elements in society and also the selection itself that involved the third party (university) as partner.

6. **Bureaucracy Structure Factor in The Execution Of Village Servant Selection Program**

Despite of the availability of necessary resources in implementing policy and the bureaucrat knows how it works and has a will to work, policy implementation still can be ineffective if the bureaucracy structure is inefficient.

The committee of nine that responsible in the execution of the selection is formed tentatively thus this team will be dissolved once the selection is done. Bureaucracy structure does not really matter in executing this regulation considering the essence of this regulation that does not require many participants to be involved.

To ease the burden of committee of nine, there is *Standard Operating Procedures* (SOP) available and the timeline that has has agreed so everyone can function their job and run their responsibility. The timeline becomes a guidance and target that must be achieved during the recruitment process. Therefore, the bureaucracy structure was not really influential in implementing regional regulation number 5 of 2016 about village servant.
7. Obstacles in The Execution Of Village Servant Selection Program

It is common as implementer that we are facing a problem or challenge when executing the policy or program. The obstacle can be on human resource, tool resource such as facility and infrastructure, and financial resource to support the operational of all activity.

During the process, committee of nine was dealing with several problems such as in socialization team that responsibles to disseminate information about the selection that employs “being active or jemput bola” strategy yet they have limited number of human resource to run this strategy.

Furthermore, another obstacle appeared was the lack of facility in Tirtonirmolo village. Tirtonirmolo has no proper infrastrucrure to conduct the test in its own office (do not have enough computer) so committee rented a room and its facility in SMA N 1 in Kasihan (Bantul) which approximately is located 3 km from Tirtonirmolo village office. The distance itself was causing a trouble when not all of candidates know the location of SMA N 1.

Every new regulation is commonly facing more problems, as happened in new regional regulation number 5 of 2016 about village servant that just recently implemented in Tirtonirmolo village. Nonetheless, implementer staff must be able to deal with any form of obstacle so the regulation can effectively work. This is as shown by committee of nine that who faced any obstable with figuring alternative like renting a place to hold the test even with minimum additional budget.

E. CONCLUSION

Based on the research result, researchers conclude that the implementation of regional regulation number 5 of 2016 in Tirtonirmolo has several interesting points, which are:
1. Selection of village servant in Tirtonirmolo village in 2016 was organized as regulated by regional regulation number 5 of 2016 about village servant. It can be seen start from the recruitment of committee members that follow the standard of nine people as mentioned in the article three and the second verse. The committee component consist of elements from various parties: Village government, BPD, LPMD, PKK, and Karangtaruna in Tirtonirmolo. The selection was also organized openly and was involving third party to keep the discreet and transparency during the test.

2. The main obstacle faced in the field was the lack of IT resource (computer) within Tirtonirmolo government to organize the IT test where candidate needs to perform their capacity in operating computer. As alternative, committee of nine rented SMAN N 1 to organize all phases of the test including the IT test. The following impact due to previous problem is the increase of budget to pay the building rent.
REFERENCES
Peraturan Daerah No. 5 Tahun 2016 tentang Pamong Desa.
Work Attitudes among Office Personnel at MSU-Iligan Institute of Technology, Iligan City Philippines

Katrina L. Codilla, RPm
Mindanao State University-Iligan Institute of Technology, Iligan City, Philippines

Jalil E. Quinal, RPm
Xavier University-Ateneo de Cagayan, Cagayan de Oro, Philippines

Abstract

The skills, competencies, and attitudes of employees determine the success or failure of any organization. The attainment of the objectives of an organization is determined in terms of profit or advancement of status. Thus, when employees do not perform well, the productivity of the organization suffers.

This is a correlation study which explores the work attitude of employees using the variables such as generation, length of service, academic achievement, and employment status. A work attitude questionnaire (α=0.856) composed of statements relating to the manifestation and consideration of attitudes, habits, and behaviors was utilized. A total of 147 respondents were determined using the convenient sampling procedure.

Major findings include females millennial as the foremost office personnel in the Institute. Majority is permanent employees with college degrees and has been working for more than ten years. The work attitude of the respondents was excellent for Generation X respondents, Master’s degree holder, employed as casuals, and those who have been working for more than five years. Next, significant relationships were also found between the respondents’ work attitude and the variables generation, academic achievement, length of service, and status of employment.

With these findings, it could be deduced that the work attitude of the employees is affected with their status of employment, generation, academic achievement, and length of service. Thus it is recommended that office personnel pursue higher education, as well as, for the management provide avenue for their scholastic development. It is also recommended that further studies explore work attitudes alongside the performance of the respondents such as punctuality and output.

Keywords: work attitude, status of employment, generation, educational achievement
A. INTRODUCTION

The skills, competencies, and attitudes of employees determine the success or failure of any organization (Angeles & Llanto, 2014). The attainment of the objectives of the organization is determined in terms of profit or advancement in status (Mayhew, n.d). Thus, when employees do not perform well, the productivity of the organization suffers. Julie Boehlke (2015) stated that good work attitude determines the productivity of the office. This is supported by Singh (2014) who found a relationship between work attitude and behavior across generations.

Work attitude, in terms of job satisfaction and organizational commitment, has been found to have a significant effect on employee outcomes – performance, tardiness, absenteeism, and turn-over, and working environment (Harrison et al, 2006; Garner and Hunter, 2011). Attitudes and values can vary depending on the environment and roles of an employee and may also be a result of age and length of tenure (Chiu, Chang, and Wei. 2016; Gibson & Klein, n.d.)

B. GENERATION IN THE WORK PLACE

There are three primary generations now in our workforce, possessing unique characteristics affecting work ethic and relationship (Glass, 2007). Several studies infer that those belonging to Generation X and ‘Millennials’ value leisure more, see work as less central to their lives and display a weaker work ethic compared to the older generations (Twenge & Psychol, 2010). This is along the lines of the findings of Cennamo and Gardner (2008) showing the younger generations place more importance on status and freedom as their work values compared to the older groups. However, the study of Wong et al (2008) does not uphold commonly attributed stereotypes among generations. The observed differences are attributing more with age rather than generation.
In the Philippines, Filipino workers in their mid-twenties and mid-fifties are found to be more alike than different. Both believe that work should provide personal growth, desire for development, contribution and cooperation. Younger workers however show marked preference for greater participation and empowerment in the workplace compared to older employees (Claudio-Pascua, 2005).

C. EMPLOYMENT STATUS AND TENURE

In the Philippines, there are several types of employment status in the government – job order, casual, temporary and permanent. Job order, or individual contract of services, refers to a type of employment where there is no employer-employee relationship between the individual and the government (Resolution No. 020790, 2002). Thus, the individual is paid on daily basis and do not enjoy benefits such as bonuses, Personal Economic Relief Allowance (PERA), Representation and Transportation Allowance (RATA), and leave benefits among others. Casual and permanent employments enjoy similar benefits except for security of tenure. Unlike permanent government employees, casual employees can be dismissed any time (Macaraya, n.d.).

Permanent employees have higher organizational commitment and job satisfaction than part time workers when they work a preferred schedule but lower than part time workers when working an un-preferred schedule. Results however only partially supported the hypothesis for full time workers, but fully support the hypothesis for part-time workers (Lee and Johnson, 1990).

Scholars are also concerned about the status of contingent employees. They hypothesized that temporary workers experience more adverse psychological job outcomes compared to permanent employees. Temporary employees report higher psychological well-being and life satisfaction after controlling for differences in satisfaction and security.
Contracts with definite duration can lower individual well-being because of heightened job insecurity. Job insecurity can lead to serious negative consequence to job attitudes, organizational attitude, health, and to a point, their behavioral relationship in their organization (Dawson et al, 2014 and Sverke et al, 2002). Longer tenure improves employee work contribution while short-tenured employees have high turnover intention and less work contribution (Bal, Cooman, & Mol, 2013).

Attitudes are the map of the employees that allow them to adjust, navigate, and behave appropriately to their environment and various situations (Angeles & Llanto, 2014). Studies exploring the effects of various variables towards employee behavior and attitude involved generation gap, marital status, and gender among others. There is limited study on the effect of status of appointment and educational attainment toward employee outcomes. Accordingly, one of the major issues in the Philippine industry is that most employees are hired as “permanent casuals” (Handbook for APL Activist, n.d.). Using Maslow’s Hierarchy of Needs, security, or in the case of employees, job security is an important factor for each person (Feist & Feist, 2009). Maslow further argued that employee concerns need to be studied for the management to create and implement policies which will satisfy the upper levels of Hierarchy of Needs (Ewen, 2010).

D. OBJECTIVES OF THE STUDY

This study aims to describe the work attitude among the office personnel of MSU-Iligan Institute of Technology, Iligan City. Specifically this is an attempt to find answers to the following research objectives:

(1) To determine the profile the respondents in terms of generation, educational attainment, status of appointment, and length of service; and

(2) To discern the level of work attitude of the respondent;
(3) To test the significant difference of the work attitude of the respondents in terms of generation, educational attainment, status of appointment, and length of service; and

(4) To test whether there is correlation of the variables such as generation, educational attainment, status of appointment, and length of service on the work attitude of the respondents.

E. SIGNIFICANCE OF THE STUDY

This study is significant to the following entities:

_The School._ As the training ground of the students for their employment. It is the role of the school to prepare the students to the life as employees and to increase their employability. The result of this study hopes to inform the schools on which part of emotional growth they should develop.

_To the office personnel._ This study hopes to enlighten the employees on what attitudes and personalities are to be best developed and practiced in order to perform well at work.

_To the Human Resource Management Office (HRMO)._ The result of this paper will guide the HRMO in developing and implementing appropriate programs for the holistic development of the organization’s constituents.
F. CONCEPTUAL FRAMEWORK

Figure 1. Schematic Diagram showing the relationship between the independent variables and the dependent variable

<table>
<thead>
<tr>
<th>Independent Variables</th>
<th>Dependent Variable</th>
</tr>
</thead>
<tbody>
<tr>
<td>Profile of Respondents</td>
<td>Work Attitude</td>
</tr>
<tr>
<td>• Generation</td>
<td></td>
</tr>
<tr>
<td>• Status of Appointment</td>
<td></td>
</tr>
<tr>
<td>• Length of Service</td>
<td></td>
</tr>
<tr>
<td>• Educational Attainment</td>
<td></td>
</tr>
</tbody>
</table>

Figure 1 shows the independent and dependent variables of the study. The profile of the respondents is the independent variable while work attitude is the dependent variable.

Abraham Maslow postulated that humans are driven by two motives – deficiency motive and growth motive. Deficiency motives (D-motives) are possessed by all and aim to reduce drives such as hunger, thirst, safety. This motive may be satisfied by people or objects. On the other hand, Growth motives (B-motives) are independent and unique to each person. The aim of this motive is to increase pleasurable drives. Therefore, D-motives drive self-preservation and B-motives pushes for a better level of functioning (Ewen, 2010).

Using these motives as basis, Maslow theorized that each person needs to satisfy various levels of needs in order to reach transcendence. These levels are physiological, safety, social, esteem, and self-actualization respectively. Each level of need has to be satisfied to a certain degree for a person to progress (Feist & Feist, 2009).

For this study, generation, status of appointment, length of service, and educational attainment have relationships with the work attitude of
employees. Each generation has their own set of beliefs and experiences which may cause distinctiveness of attitude towards work. Compensation and benefits, which includes educational progress, of employees can also affect the perception and behavior of employees towards their work and organization. The length of employment may also affect how employees respond to their organization and responsibilities.

G. LIMITATIONS OF THE STUDY

Some limitations of this study needs to be acknowledged. First, work attitude measured in this study refers to the subjective evaluation of respondents towards the different aspects related to work. The study also only explored the direct relationship of the variables generation, tenure, status of appointment, and academic achievement to work attitudes. Lastly, conclusions are limited to data gathered.

H. METHODOLOGY

This section of the paper presents the research design, participants, locale of the study, materials used and data analysis method.

1. Research Design

This paper is a quantitative research which utilized structured questionnaire in gathering the data.

2. Participants

There is a total of 147 participants of this research, of which 52 are males and 95 are females. They are MSU-Iligan Institute of Technology office personnel who are currently employed by the Institution. These personnel are stationed at the different administrative offices, colleges, and technical offices around the campus. In determining the sample, this study utilized purposive-convenient sampling. The following criteria were used in deciding who would be included in the sample: 1) an office employee of
MSU-IIT; 2) permanent or appointed as casual or job order; and 3) available during the time of data gathering.

3. **Locale of the Study**

This research was undertaken in Mindanao State University-Iligan Institute of Technology (MSU-IIT) which is an autonomous unit of the Mindanao State University (MSU) System located at Iligan City, Philippines. The Institute hosts 6 colleges and 3 schools with several departments and 51 offices. There are 116 lecturers, 490 faculty members, and 413 office personnel. Of these office personnel, 288 are permanent, 125 are casual, and 73 are job order (MSU-Iligan Institute of Technology, 2014).

4. **Materials**

This investigation utilized a structured questionnaire composed of two parts. Part 1 covers the profile of the respondents. Part 2 is the work attitude questionnaire (α=.856) which is composed of statements relating to the manifestation and consideration of attitudes, habits, and behaviors. The respondents were asked to rate their degree of feeling or evaluation with the statements presented in a scale of 1 to 10 where ten (10) is the highest and one (1) the lowest.

5. **Data Analysis**

Two statistical tools were used in this research. Descriptive statistics, like frequency count and percentage distribution were used in analyzing the data on the profile. Then in analyzing the data on work attitude, mean was used. In determining whether significant differences among the variables on work attitudes exist, Kruskal-Wallis H Test was used. Kruskal-Wallis H Test, or the one-way ANOVA on ranks, is a rank-based non-parametric test that is used to test for statistical difference between two or more groups of independent variables (Laerd Statistics, n.d.). Also, in testing for relationships, Kendall Rank Correlation (Kendall’s Tau-b) was used. It is a non-parametric test that measures the strength of dependence between variables (Statistics Solutions, 2017).
The following range is used to describe the level of work attitude of the respondents:

<table>
<thead>
<tr>
<th>Raw Points</th>
<th>Mean</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>73 – 80</td>
<td>9.01 – 10.00</td>
<td>Excellent</td>
</tr>
<tr>
<td>65 – 72</td>
<td>8.01 – 9.00</td>
<td>Good</td>
</tr>
<tr>
<td>49 – 64</td>
<td>6.01 – 8.00</td>
<td>Average</td>
</tr>
<tr>
<td>1 – 48</td>
<td>1.00 – 6.00</td>
<td>Poor</td>
</tr>
</tbody>
</table>

F. RESULTS AND DISCUSSIONS

1. Profile of the respondents.

   **Generation.** 50% of the respondents are millennial, 29% are Baby Boomer, are 22% are Generation X.

   **Educational Attainment.** Data revealed that 81% are college degree holder, 16% finished Master degrees, and 3% are vocational graduates.

   **Status of Appointment.** 47% of the respondents have a permanent job status, while 32% have casual status, and 21% are job order status.

   **Length of Service.** 41% of the respondents have been working in the Institute for more than 10 years followed by 36% of them who have been working for 1-5 years, and then followed by those working between 5-10 years. Lastly 10% of the participants have been working for less than a year.

2. Level of Work Attitude

   **Table 1. Level of Work Attitude**

<table>
<thead>
<tr>
<th>Variable</th>
<th>Category</th>
<th>WA Mean</th>
<th>Interpretation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Generation</td>
<td>Baby Boomer</td>
<td>8.91</td>
<td>Good</td>
</tr>
<tr>
<td></td>
<td>Generation X</td>
<td>9.30</td>
<td>Excellent</td>
</tr>
</tbody>
</table>
Table 1 presents the work attitude of the respondents in terms of generation, educational attainment, status of appointment, and length of service. In terms of generation, it is revealed that Generation X have “excellent” work attitudes (9.30) while Baby Boomers and Millenial only have “good” work attitude (8.91 & 8.87). Next, in terms of educational attainment, master’s degree holders have “excellent” work attitude (9.34) while college and vocational graduates only have “good” work attitudes (8.89 & 8.09).

In terms of status of appointment, casual respondents reported “excellent” work attitudes (9.10) while permanent and job order respondents reported “good” work attitude (8.98 & 8.67). Lastly, in terms of length of service, respondents who have been working for 5-10 or more than 10 years have “excellent” work attitudes (9.12 & 9.04) while respondents who have been working for less than 1 year to five years only have “good” work attitude (8.66 & 8.97).

This study supports the results of Singh (2014) and Park & Gursory (n.d.) where Gen X employees have higher attitude towards their work. The difference in work attitude could be attributed to dissimilarity in life experiences – environment, technology, and society – that each generation encountered (Schroer, n.d.). Identified qualities of Gen X are practical,
independent, successful, and hard workers (Mann, 2006). Comparably, Millennial office personnel may have lower work attitude because of their identified characteristics of being idealistic, having short attention span, values personal time more, highly selective, and segmented in terms of group cohesiveness (Halroyd, 2011; Schroer, n.d.; Mann, 2006).

3. Differences on Work Attitude

Table 2. Analysis of Variance

<table>
<thead>
<tr>
<th>Profile</th>
<th>Test Stat</th>
<th>df</th>
<th>h</th>
<th>h&gt;test stat</th>
<th>Interpretation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Generation Category</td>
<td>7.815</td>
<td>3</td>
<td>13.017</td>
<td>13.0167&gt;7.815</td>
<td>Significant</td>
</tr>
<tr>
<td>Educational Attainment</td>
<td>5.991</td>
<td>2</td>
<td>9.6416</td>
<td>9.6416&gt;5.991</td>
<td>Significant</td>
</tr>
<tr>
<td>Status of Appointment</td>
<td>5.991</td>
<td>2</td>
<td>11.797</td>
<td>11.7969&gt;5.991</td>
<td>Significant</td>
</tr>
</tbody>
</table>

Note: Sig. at 0.05

Table 2 shows the analysis of variance on work attitude among the categories of the variables which is significant at 0.05. The generation category has an h-value of 13.0167 tested against 7.815 which means that there is significant difference in work attitude among respondents who were born during 1945-1964 (Baby Boomers), 1961-1979 (Generation X), 1980-1995 (Millennial). Next, the length of service has an h-value of 11.5163 tested against 9.488 which means that there is significant difference among the respondents who have been working for less than a year, between 1-5 years, between 6-10 years, and more than 10 years.

Subsequently, educational attainment has an h-value of 9.6416 tested against 5.991 which means that there is significant difference among the
respondents who finished vocational courses, college, and masters. Lastly, status of appointment has an h-value of 11.7969 tested against 5.991 which means that there is significant difference among the respondents who are permanent, casual, and job order.

In summary, data reveal that generation, status of appointment, educational attainment, and length of service affect the work attitude of the office personnel of the Institute.

### 4. Relationship of the Profile and Work Attitude

<table>
<thead>
<tr>
<th>Profile of the Respondents</th>
<th>Work Attitude</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>Correlation Coefficient</td>
<td>Sig. (2-tailed)</td>
<td>Interpretation</td>
</tr>
<tr>
<td>Generation</td>
<td>135</td>
<td>-.157*</td>
<td>.023</td>
<td>Significant</td>
</tr>
<tr>
<td>Status of Appointment</td>
<td>145</td>
<td>.149*</td>
<td>.025</td>
<td>Significant</td>
</tr>
<tr>
<td>Educational Attainment</td>
<td>143</td>
<td>.197**</td>
<td>.005</td>
<td>Significant</td>
</tr>
<tr>
<td>Length of Service</td>
<td>110</td>
<td>.171*</td>
<td>.023</td>
<td>Significant</td>
</tr>
</tbody>
</table>

* Correlation is significant at the 0.05 level (2-tailed).

** Correlation is significant at the 0.01 level (2-tailed).

Table 3 presents the relationship of the variables which are generation, status of appointment, educational attainment, and length of service. Results show that educational attainment has the strongest positive significant relationship with work attitude (.197) test at 0.01 level of significance. This implies that higher level of education results to better work attitude. Next status of appointment and length of services have positive significant relationship with work attitude (.149 & .197) at 0.05 level of significance. This implies that better status of appointment and longer years of service results to better work attitude. Lastly, generation is shown to have a significant negative correlation with work attitude (-.157). This indicates that the younger respondents have lower work attitude.
The results highlight the importance of obtaining higher degree of education. This line of thinking coincides with the study of Liang et. al. (2013) in which they found that education and training have positive influence on the work attitude of employees (Liang, et. al., 2013). Accordingly, higher education allows better and in-depth knowledge of the field and allows development of skills such as problem-solving, critical reasoning, and innovation (Tzanakou, 2014).

The status of appointment of employees is shown to be a factor on how employees approach their work. It is interesting to note, however, that casual employees have the highest work attitude. While, permanent and job order employees rated their work attitude as good only. It was discussed in the previous chapters that job security plays a vital role in the job satisfaction of employees which subsequently affects work attitude and behavior (Dawson et al, 2014; Wilkin, 2012; Sverke et. al., 2002). The findings for this study only partially support this notion. Casual and permanent employees enjoy similar benefits except for the job security. Perhaps this security makes the permanent employees complacent on their work attitude. Accordingly several articles are researches have highlighted how secured tenure had made teachers and other professionals uncaring and unworried on evaluation which has been affecting their performance (Anthony Baghdady, 2015, March 9; Asbill et. Al., 2016; Guillebeau, n.d.)

Lastly, the comparison on the lengths of service shows that the longer an employee works for the organization, the better their work attitude. Office personnel working for five to ten years or more rated their work attitude as excellent. This result relates to the findings of Bal et. al. (2013) where employees who worked longer have reported to contribute more to their organization whereas employees who are relatively new gives less contribution and expresses higher possibility of leaving. However, for this study, it should be noted that office personnel working for five to ten years have the highest rating for their work attitude. Nevertheless, the result
coincides with Hur & Perry (2014) where they found that moderate tenure has the strongest work attitude while longer and shorter tenures yielded weak work attitudes. Similar conclusions were made by Wright & Bonett (2002).

G. CONCLUSION

The work attitude of MSU-IIT office personnel are affected by factors such as generation, educational attainment, length of service, and status of appointment. The importance of pursuing higher studies such as master’s degrees is beneficial to both the office personnel and organization as it increases the skills of the workers. With more knowledge and skills, employees are better equipped to do their tasks, assist others, and improve the efficiency in the workplace. Next, better compensation and benefits motivates office employees to perform however, when their tenure is secured, they become complacent.

H. RECOMMENDATIONS

Following the results and discussions, the proponents suggest the following:

For Office Personnel

(1) To attain higher education to improve and develop skills that can benefit their work attitude.

(2) Pursue postgraduate studies.

For the Management

(1) To provide avenue, such scholarships and grants, for office personnel to pursue higher education.

(2) To consider improving the status of appointment of job order personnel.
(3) Develop programs to reduce complacency and motivate permanent employees.

*For Further Studies*

(1) To explore work attitudes alongside the performance (e.g. productivity, absenteeism, tardiness) of the respondents in the office.
(2) To investigate the variables in qualitative terms to give in-depth understanding.

**REFERENCES**


THE EFFECT OF JOB SATISFACTION ON JOB PERFORMANCE OF VILLAGE MASTERS IN MANAGING VILLAGE FINANCES IN THE DISTRICT OF KERINCI

Ade Nurma Jaya Putra
Lecturer at College of Administrative Science, NUSA Sungai Penuh, Kerinci, Jambi, Indonesia. e-mail: adenurma_jayaputra@yahoo.com; HP: 082281067180

Syamsir
Senior Lecturer at Magister of Public Administration Department UNP Padang;
Jl. Prof. Hamka, Air Tawar, Padang 25131; e-mail: syamsirsaili@yahoo.com; HP: 085263639233

Erianjoni
Senior Lecturer at Sociology Education Department UNP Padang;
Jl. Prof. Hamka, Air Tawar, Padang 25131; e-mail: erian_joni@yahoo.co.id. HP: 08126768892

Abstract

This Study Aimed To Reveal The Effect Of Job Satisfaction On The Performance Of Village Masters In Managing Village Finances In Kerinci District, Jambi Province. This Study Uses Quantitative Method. The Study Population Was The Whole Of Village Masters In The District Of Kerinci, Jambi, As Many As 285 Village Masters. The Sample In This Study Consisted Of 48 Village Masters Obtained Through Cluster Sampling Technique. Data In This Study Were Collected Through Questionnaires. The Data Were Analyzed Through Multiple Linear Regression. The Finding Of This Study Indicated That All Six Sub-Variables Of Job Satisfaction, Namely The Work Itself, Salary, Promotion, Supervision, Co-Workers, And The Working Environment, Simultaneously Have A Significant Effect On The Performance Of Village Masters In The Financial Management Of The Village Amounting To 94.0%. The Level Of Significance In The Results Of Linear Regression Is 0.000. The Practical Implications Of This Study Among Other Things That Job Satisfaction The Village Masters Is Very Crucial In Their Work And For Their Success In Managing Village Finances.

Keywords: Job Satisfaction, Village Masters, Performance, Village Finances
A. INTRODUCTION

In every organization, including government organizations, human resources played a very important role in the execution of tasks and achievement of organizational goals. Therefore, it is necessary for an organization to develop human resources. It is also indispensable availability of human resources who are competent, dedicated, professional and able to create a high performance and quality in accordance with the demands of the organization and the needs of the community they served.

As a government organization which is structurally the lowest under the district and is recognized in the governance system of the Republic of Indonesia, the village government has the duty to govern and manage the interests of local communities in the governance system of the Republic of Indonesia. To achieve these tasks, the performance of a village master is one of the important factors that must be considered. This is in accordance with the mandate of Law No. 6 Year 2014 on Village Government, in the article 25, which states that the village government as meant in Article 23 is the village master or called by other names, assisted by village or called by another name; and therefore, as the personification and representation of the village administration, village master performance is an important factor to influence the realization of these objectives.

Besides the demands of the importance of the village master performance is also associated with one of their basic tasks and functions that are mandated in Article 26 paragraph (2), point c of Law No. 6 Year 2014, that is "managing the village finances the village assets". According to the statement of this article, a village master was given more authority to manage the finances of the village, one of which is the discretion authority of the village masters to mobilize funding sources of the villages, determine the direction, goals, and the targets of the budget, so that the government’s aim to accellarate the development and prosperity in the village could be
reached. Therefore, the performance of the village master has a dominant role in realizing these basic tasks.

The village masters who have a good performance in managing the village finances can be seen from the way they used in managing the finances of the village. One of the indicators is that the village masters are always open so that the rural communities to be able to know the information that is truthful, correct and non-discriminatory on the implementation of the government could be known by the villagers. Besides the village masters should be able to account for its obligations in terms of financial management of the village so that the implementation of predefined policies can be trusted by the community in order to achieve the goals of the village government. The village masters should also involve the community and village organizations to determine the direction and the desired goals together, and always refers to the rules and guidelines has been set before.

This is in accordance with Yusuf (2016) which states that the financial management of the village does not just show their budget allocation to accommodate the basic needs of society, but the village government should also prioritize the principles of financial governance of the village in accordance with regulation. Therefore, in the village financial management, a village master should always give priority to the good principles in the management of village finances, namely: (1) transparency (2) accountability (3) participation, and (4) budget order and discipline. It is also in line with the opinion of Soleh (2015) which states that in order to achieve effectiveness and efficiency in the village financial management, the village government should always be guided by the principles of village finances management, namely (1) accountability (2) openness, (3) order and obedience, and (4) useful for society.

Nevertheless, the ideal performance of village masters as describe above seemed inversely proportional to the realities, including at the district
of Kerinci in Jambi Province. In reality, it was found that most of the village masters had not been up to manage the village finances maximally based on the principles of financial management that had been predetermined, so that the expected performance targets in the management of village finances can not be achieved optimally. This is reinforced by the Head of Local Agency of BMPDPP-KB (The Agency of Community Empowerment, Village Government, Women Empowerment & Planning Family) Kerinci quoted by online news Tribunjambi.Com on 03 May 2016 (accessed on July 10, 2016) which stated that BPMPD and Inspectorate were of supervision and development team that received a lot of complaints. He said that there are about 21 village masters in the district of Kerinci reported by the citizens and local BPD (Village Representative Body). He also mentioned that that most of the complaints were about the problems of the use of village fund, physical development, and also a matter of administration. Bad performance of the majority of village masters in village financial management in Kerinci district would certainly be affected by many factors, one of which is the issue of job satisfaction of the village masters in doing their work.

Job satisfaction is an individual perception or emotional feeling towards his/her job, so that someone who had higher job satisfaction tended to have a high commitment to their job. Moreover a person who is satisfied in his/her work will reveal optimal performance in carrying out the task at hand. This is in line with the opinion of Robbins (2008) which revealed that individuals with high job satisfaction will certainly show a positive attitude towards the job. Instead, someone who is not satisfied with his work will have a negative impact on the job.

Based on preliminary observations it was indicated that job satisfaction of village masters at several villages in Kerinci district is still low. This is partly manifested in the less intensive of the village masters to be in their office and, on the other hands, they were still lacking commitment in
performing their job. Besides, the working atmosphere in the office tended to be less conducive.

Based on the phenomenon that described above, the researchers had conducted this study on the performance of village masters in village financial management in relation to their job satisfaction. Thus the research question posed in this study is: Is there a significant effect of job satisfaction on the performance of the Village Masters in village financial management in the district of Kerinci? Job satisfaction variables will be elaborated into six sub-variables, that is the satisfaction of: 1) the work itself, 2) salary, 3) co-workers, 4) supervision, 5) promotion/career development, and 6) workplace environment.

B. RESEARCH OBJECTIVES

The general objective of this study is to increase the management quality of village masters in managing village finance which will finally lead to improving the quality of public services among the village community in Kerinci District, Jambi Province. Specifically, this study aims to find the right model to improve management quality of village masters in managing village finance. In more detail, the objectives of this study were: 1) To know the description of job performance of the village masters in managing village finance in the district of Kerinci, Jambi Province; and 2) To find out the contribution of job satisfaction effect on job performance of village masters in the management of village finance.

C. SIGNIFICANCE OF THE STUDY

The findings of this study are expected to be useful for the development of the theory of public administration, especially with regard to human resource management and public financial management. In addition, the results of this study are also expected to be useful in practice
as an information to all village masters and the agencies that are competent in Kerinci district for improving the performance of village masters in the management of village finances, particularly in relation to the increase of job satisfaction of the village masters in doing their job as citizen servants.

This study on the effect of job satisfaction on job performance of the village masters in managing village finance in the District of Kerinci is very important to do in order to give recommendation for related agencies, especially the government of Kerinci District, in relation to job satisfaction and job performance of village masters in order to find out the right method in the management of village finance as expected by Law No. 6 Year 2014 on Village and Home Affair Minister Regulation No. 113 Year 2014 on Village Financial Management. Information in the finding of this study is expected to be useful for related government officials in determining and establishing appropriate policies in improving the job performance of village masters in village financial management, especially in Kerinci District.

D. CONCEPTUAL FRAMEWORK

1. Job Performance

The concept of performance basically has a lot of meaning. Ruky (2002) asserted that performance could be translated into three meanings: (1) Job performance (2) Performance (3) The implementation of the task. On the other hand Wibowo (2011) states that the performance is about doing the work and results of the work. While Rivai and Basri (2005) explains that the performance or achievement of work is an accomplishment achieved by a person in performing their duties or job in accordance with the standards and criteria set for the job. Besides, Wilson (2012) explains that the job performance is the result of the work accomplished by a person in his/her employment based on job requirements. Based on some definition of the performance it could be understood that the performance is a result of work
accomplished by a person according to the size of the force as well as how to carry out their duties in accordance with the responsibilities given to him within certain time.

There are several factors that can affect the performance. Hasibuan (2009) revealed that the performance can be affected by several factors, among others: (1) the mental attitude; (2) education; (3) skills; (4) leadership management; (5) the level of income; (6) salaries and health; (7) health insurance; (8) work climate; (9) infrastructure; (10) technology, and; (11) the opportunity to achieve. Likewise Mangkunagara (2004) stated that the factors that can affect a person's performance is the capability (ability) and motivational factors. Psychologically, the ability consists of the potential ability (IQ) and the reality ability (knowledge + skill).

Meanwhile, according to Donneli, Gibson and Invanccevich (in Rivai and Basri, 2005) individual performance can basically be influenced by several factors: 1) Expectations of reward, 2) Encouragement, 3) Capability, 4) The need for and nature, 5) Perceptions towards task, 6) Perceptions towards the level of remuneration, and 7) job satisfaction. Based on the opinion of the several experts it showed that job satisfaction with its various dimensions is one of the factors that will determine the quality of an individual's performance.

2. Job Satisfaction

Job satisfaction is essentially an individual thing. Everyone who works must expect to derive satisfaction from his/her work. Job satisfaction can affect a person's positive and negative behavior towards his job. This means that if satisfaction is obtained, then good things will come from job. Conversely, if less job satisfaction achieved in his work, something that is not expected to be found in his work. For that we need to understand what must be done to create job satisfaction.

According Sutrisno (2009) job satisfaction is an employee attitudes toward work related to the employment situation, cooperation between
employees, remuneration in the work, and all things related to physical and psychological factors. This is similar to Suwatno (2011) who asserted that job satisfaction is a psychological condition that is fun or feelings of employees that are highly subjective and dependent on the individual and their work environment. Job satisfaction is a multifaceted concept. Meanwhile, according to Keither and Kinicki (2005) job satisfaction is an effective or emotional response to various aspects of the job. This definition means that a person's job satisfaction can be relatively satisfied with some aspects of his work, and or not satisfied with one or more other aspects. Based on the expert opinion it could be understood that job satisfaction is an attitude that is shown by the individual either positive or negative attitude with regard to employment, the effect on the value system of the individual.

There are many factors that can affect an individual’s job satisfaction. According Hasibuan (2009), job satisfaction could be influenced by several factors including: 1) The fair and reasonable remuneration, 2) the appropriate placement according to expertise, 3) severity of work, 4) the work atmosphere and environment, 5) hardware supporting the implementation of the work, 6) the attitude of the leaders in the leadership, and 7) the work attitude. In line with this opinion, Sutrisno (2009) also explained that the factors that can influence job satisfaction are: 1) Psychological factors, that is factors related to mental health of employees, which includes interest, tranquility in work, attitude towards work, talents and skills; 2) Social factors, that is factors related to social interaction between employees or between employees with their boss; 3) Physical factors, that is factors related to the physical condition of the employee, including: type of work, timing and rests periods, work equipment, room condition, temperature, lighting, ventilation, employee health condition, age, and so on; 4) Financial factors, that is factors related to assurance and employee benefits, which include the system and the amount of salary, social security, various allowances, facilities, promotions, and so on. Based on the expert opinion it could be understood that in general the factors that
can influence job satisfaction are individual factors such as the capabilities it possesses, sense of justice, rewards, the situation and co-workers, a chance to advance or equipment supplied to support the work.

According Rival and Sagala (2009) there are several indicators that can be used to measure job satisfaction, namely: 1) The contents of the work, 2) Supervision, 3) organization and management, 4) opportunities for advance, 5) Salary and other financial advantages in fields such as incentives, 6) co-workers, and 7) Conditions of employment. Meanwhile, according to Luthans (2010) indicators to measure the job satisfaction include: 1) Salaries, 2) work itself, 3) Co-workers, 4) Supervision, 5) Promotions, and 6) work environment. In this study the researchers tried to use the indicators of job satisfaction as expressed by Luthan.

3. The Influence of Job Satisfaction on Job Performance

According to Robbins (2008) a person with high job satisfaction will show a positive attitude towards the job. Instead, someone who is not satisfied will show a negative attitude towards his job. Based on the opinion of Robbins's, it is understandable that job satisfaction can affect one's attitude in the work that will ultimately affect the performance itself. This is in line with Handoko (2011) which states that job satisfaction is one of the variables that affect job performance and employee productivity. Kreitner and Knicki (in Wibowo 2011) also revealed that job satisfaction affects the job performance create higher employment, while job performance also affects satisfaction.

Meanwhile Gibson (in Wibowo 2011) clearly illustrates the reciprocal relationship between job satisfaction and performance. The relationship by Gibson described as follows:
Figure 1. Relationship of Job Satisfaction and Job Performance

Based on the picture above it is understandable that job satisfaction affects job performance and instead job performance could also create job satisfaction.

4. The Management of Village Finance

Village finance could be defined as all the rights and obligations of the village which can be valued in money and everything in cash or in the form of goods that can be owned by the village in connection with the implementation of those rights and obligations (Soleh, 2015). Basically village finance is a subsystem of state finances as stipulated in Law No. 17 Year 2003 on State Finance.

In the general provisions of Regulation No. 113 of 2014 on the Management of Village Finance it is explained that the Village Financial Management is the overall activities that include planning, implementation, administration, reporting, and accountability of village finances. Meanwhile, according to Muhammad Arif (2007) village financial management is the overall activity including planning, budgeting, administration, reporting,
accountability, and financial controlling of the village. Therefore, it could be understood that the financial management of the village is an activity that includes planning, budgeting, administration, reporting, and accountability of village masters and their apparatus in managing the finances of the village.

Furthermore, in Chapter III Section 3 of Home Affairs Minister Regulation No. 113 Year 2014 it is stated that as a head of a village government the village masters is the authority holder of financial management of the village and representing the government in the ownership of a separated village property, with the authority to: 1) Establish policies regarding the implementation of Village Budget (APBDesa); 2) Establish PTPKD (Technical Manager of Village Finances); 3) Establish the officer of village revenue collector; 4) To approve the issuance of the activities specified in Village Budget; and 5) Perform the action that resulted in expenditure load on the village budget.

The Home Affairs Minister Regulation No. 113 of 2014 also stated that management of village finances must be conducted on the principles of transparent, accountable, participatory, and budget orders and discipline. This is in line with Yusuf (2016) who stated that the indicators for measuring the performance of village masters in the financial management of the village could be seen from: 1) Transparence, meaning that the principle of openness that enable public to know and have access to information as widely as possible towards the APBDesa (Village Revenue and Expenditure Budget); 2) Accountable, that is the principle of one’s obligations to account for the management and control of resources and implementation of policies entrusted to him in order to achieve the intended purpose; 3) Participatory, which means that the management of village finances should give wide space to the community for actively involved in each stage of the village financial management; and 4) Budget order and discipline, which implies that APBDesa should be managed in a timely and appropriate, supported by administrative evidence that could be accounted for and are guided by regulations.
On the other side, according to Soleh (2015) performance measurement indicators of village masters in the village financial management can use following indicators or principles: 1) unity, 2) universility, 3) annual, 4) specialization, 5) accountability, 6) proportionality, 7) professionalism, 8) openness, 9) financial audit by BPK freely and independently, 10) value for money, 11) honesty, 12) control, 13) order and obedience to legislation, 14) responsible, 15) justice, 16) propriety, and 17) benefit to society.

Performance measurement indicators of village masters in the village financial management used in this study were indicators as suggested by Yusuf (2016), namely: (1) transparent (2) accountability, (3) participatory, (4) budget orders and discipline. Researchers chose this opinion because it was felt capable and appropriately used because these indicators are in line with indicators Pemendagri No. 113 of 2014 on financial management of Village.

E. HYPOTHESIS

Based on the theory and relevant studies as stated above, the hypothesis in this study could be formulated as follows:

1. Partially, satisfaction with the work itself, as part of job satisfaction, as well as satisfactions with salary, co-workers, supervision, promotion/career development, and the work environment significantly affect the job performance of the village masters in the district of Kerinci.

2. As a whole, satisfactions with the work itself, salary, co-workers, supervision, promotion/career development, and work environment have simultaneously and significantly affected the job performance of village masters in village financial management in the district of Kerinci.
F. METHODOLOGY

Referring to the research question and objectives of this study, a quantitative method with multiple linear regression analysis were used in this study. This study was conducted in several villages in Kerinci district. The population in this study was all village masters in Kerinci district totaling 285 people. The sampling technique used in this research is cluster sampling in two stages: Firstly, defining the area based on the distance area from the central Kerinci district. In this study we chose only 5 subdistricts in Kerinci district with the range of near, medium, far from the district central. These vive districts were selected with equal probability and the districts were considered to be representative of the total districts in Kerinci district to be observed. Secondly, determining the village masters in each subdistrict randomly and the sample selection is done with the same probability and the village masters have been deemed to have represented all village masters in these subdistricts.

Data in this study was collected through with questionnaires with Likert scale consisted of four alternative answers. Selection Likert scale in this study was based on the consideration that the things will be measured in this study were opinions and perceptions of people against the values of competence and performance in the village financial management by the village masters. To measure the degree of validity and reliability of the instruments, so in this study was conducted an instrument test (tryout) to see the validity and reliability of the questionnaire. Finally data in this study were analysed with multiple linear regression technique, with some classical assumption made previously as a prerequisite for regression analysis.

G. FINDING AND ANALYSIS

Since the data processing of this study used statistical testing with multiple linear regression technique, it is necessary to do the testing requirements analysis, so the results of this study could be used to draw
good conclusions. In this study, the requirement tests may include the testing of normality, linearity, multicollinearity, heteroscedasticity, and then just continued with significance testing of multiple linear regression equation. Based on the classic assumption test as a requirement of regression analysis, the test results indicate that the research data is compliant normality and linearity, and free from multicollinearity, and heteroscedasticity, so it can continue to be tested with multiple linear regression.

Furthermore, in summary, the results of multiple linear regression tests of the influence of the six sub-variables of job satisfaction (the work itself, salary, co-workers, supervision, promotion/career development, and work environment) on job performance variable could be seen in Table 1 below.

<table>
<thead>
<tr>
<th>Description</th>
<th>R</th>
<th>R Squared</th>
<th>Adjusted R Squared</th>
<th>RSig.</th>
</tr>
</thead>
<tbody>
<tr>
<td>The work itself (in Partial) on Job Performance (X1 to Y)</td>
<td>.659&lt;sup&gt;a&lt;/sup&gt;</td>
<td>.434</td>
<td>.421</td>
<td>.000&lt;sup&gt;a&lt;/sup&gt;</td>
</tr>
<tr>
<td>Salary satisfaction (in Partial) on Job Performance (X2 to Y)</td>
<td>.459&lt;sup&gt;a&lt;/sup&gt;</td>
<td>.210</td>
<td>.193</td>
<td>.001&lt;sup&gt;a&lt;/sup&gt;</td>
</tr>
<tr>
<td>Co-workers (in Partial) on Job Performance (X3 to Y)</td>
<td>.520&lt;sup&gt;a&lt;/sup&gt;</td>
<td>.270</td>
<td>.254</td>
<td>.000&lt;sup&gt;a&lt;/sup&gt;</td>
</tr>
<tr>
<td>Supervision (in Partial) on Job Performance (X4 to Y)</td>
<td>.474&lt;sup&gt;a&lt;/sup&gt;</td>
<td>.225</td>
<td>.208</td>
<td>.001&lt;sup&gt;a&lt;/sup&gt;</td>
</tr>
<tr>
<td>Promotion/Career Development (in Partial) on Job Performance (X5 to Y)</td>
<td>.551&lt;sup&gt;a&lt;/sup&gt;</td>
<td>.303</td>
<td>.288</td>
<td>.000&lt;sup&gt;a&lt;/sup&gt;</td>
</tr>
<tr>
<td>Work Environment (in Partial) on Job Performance (X6 to Y)</td>
<td>.638&lt;sup&gt;a&lt;/sup&gt;</td>
<td>.407</td>
<td>.395</td>
<td>.000&lt;sup&gt;a&lt;/sup&gt;</td>
</tr>
</tbody>
</table>
Table 1 above illustrated that the effect of the sub-variables of job satisfaction with the work itself (X1), satisfaction with salary (X2), satisfaction with co-workers (X3), satisfaction with supervision (X4), satisfaction with the promotion/career development (X5), and satisfaction with the work environment (X6) to the variable of job performance of village masters in village financial management (Y) all of which are significant, both partially and simultaneously. In Table 1 above, it could be seen that the significance of the regression equation X1 to Y is equal to 0.000, it is smaller than $\alpha = 0.05$. Thus the first hypothesis is accepted. So it can be interpreted that the satisfaction with the work itself had a significant effect on the performance of village masters in the management of village finances. Furthermore, the significance of the regression equation X2 to Y is 0.001, this is also smaller than $\alpha = 0.05$. Thus Hypothesis 2 is also accepted. It may therefore be interpreted that satisfaction with the salary received by the village masters had a significant effect on their performance in the management of village finances.

In addition, the significance of the regression equation X3 to Y was equal to 0.000, smaller than $\alpha = 0.05$. Thus Hypothesis 3 was also acceptable. Therefore, it can be interpreted that the satisfaction of village masters against their co-workers significantly effect on their performance in the management of village finances. Then the significance of the regression equation X4 against Y was 0.001, smaller than $\alpha = 0.05$. Thus Hypothesis 4 was accepted. So it could be interpreted that the satisfaction of village masters towards supervision had a significant effect on the job performance of village masters in the management of village finances. Furthermore, the significance of the regression equation X5 to Y was equal to 0.000, also smaller than $\alpha = 0.05$. Thus Hypothesis 5 was also accepted. Therefore they can be interpreted that the village masters satisfaction to the promotion
or career development had a significant effect on their job performance in the management of village finances. In addition, the significance of the regression equation $X_6$ to $Y$ was 0.000, smaller than $\alpha = 0.05$. Thus Hypothesis 6 was also accepted. So, it could be said that satisfaction of village masters to the work environment also had a significant effect on their job performance in the management of village finances.

Finally, the significance of the regression equation $X_1$, $X_2$, $X_3$, $X_4$, $X_5$, and $X_6$, simultaneously (together) to $Y$ is equal to 0.000, smaller than $\alpha = 0.05$. Thus Hypothesis 7 was also accepted. So it could be interpreted that job satisfaction of village masters, which includes the satisfaction of the work itself, salary, co-workers, supervision, promotion or career development, and working environment, significantly influence their performance in the management of village finances. Moreover, it could be understood that the truth of this conclusion can be trusted to 100%, because the level of significance is 0.000 or 0.001, both in the partial and simultaneously test results.

In addition, based on Table 1 above, it could also be understood that the magnitude of the effect of the sub variable of job satisfaction partially and overall on job performance variable of village masters in the village financial management was quite large, even relatively very large. It could be seen that the effect of the sub-variables of job satisfaction on the work itself is by 42.1%, satisfaction with the salary by 19.3%, satisfaction with co-workers by 25.4%, satisfaction with supervision was 20.8%, satisfaction to the promotion or career development by 28.8%, and satisfaction with the working environment at 39.5% on job performance variable. Meanwhile simultaneously the effect of these six sub-variables of job satisfaction on the variable of job performance amounted to 94.0%.

Therefore, the results of this prove that the job satisfaction of village masters was very influential on their job performance in the management of village finances. Thus it could be explained that job satisfaction could affect
the job performance of village masters in village financial management in Kerinci district and was able to affect their job performance in the management of village finances significantly and its influence is very large, amounting to 94.0%. In other words, the higher the level of job satisfaction of village masters in Kerinci district it is expected that their job performance to be higher as well in the management of village finances and vice versa if the job satisfaction of the village masters was reduced, their job performance quality in the management of village finances will also decrease.

The results of this study are consistent with the opinion of Handoko (2011) which states that job satisfaction is one of the variables that affect job performance and employee productivity. In addition this study also supports the results of research conducted by Deddy (2016) which stated that job satisfaction significantly influence employee performance at Inspectorate of Southeast Minahasa District.

Based on the results of this study and the existing theoretical framework, it could be explained that job satisfaction could affect the job performance of the village masters in the village financial management in Kerinci district. This could be illustrated that if the job satisfaction, as the satisfaction with the work itself, salary, promotion or career development, supervision, co-workers, and the work environment was appropriate with the expectations of the village masters then theoretically it would be able to improve their job performance in the management of village finances, including in Kerinci District.

H. Conclusion

Based on the finding of this study about the influence of job satisfaction, which was composed of the satisfaction with the work itself, salary, promotion or career development, supervision, co-workers, and the
work environment toward the job performance of village masters in the management of village finances in Kerinci District, then it could be concluded that: there was a significant effect of job satisfaction, both partially and simultaneously, on the job performance of village masters in Kerinci district in village financial management, and the influence was very large, amounting to 94.0%. In other words, the higher the level of job satisfaction of village masters in Kerinci district it is expected that their job performance to be higher as well in the management of village finances and vice versa if the job satisfaction of the village masters was reduced, their job performance quality in the management of village finances will also decrease. In addition, it could be seen that the truth of this conclusion can be trusted to 100%, because the level of significance is 0.000 or 0.001, both in the partial and simultaneously test results.

I. RECOMMENDATION

Based on the conclusions of this study, it could be recommended as follows:

1. Related agency in Kerinci District, like BMPDPP-KB (The Agency of Community Empowerment, Village Government, Women Empowerment & Planning Family) and Local Government of Kerinci generally need to give priority to the realization of job satisfaction among the village masters in order to improve their job performance in the management of village finances, because theoretically the hypothesis test of this research proved that the variable of job satisfaction had very strong effect on the performance of village masters in the management of village finances.

2. In spite of the limitedness of the number of variables used in this study, then it is recommended for further research to involve several variables and other factors that may be associated with the need for improving the job performance of the village masters in Kerinci district or in other areas,
such as motivational variables, leadership, education level, work climate, work culture, and others.

REFERENCES

Books and Journals


**Regulations and Online Media Source**

Law No. 6 Year 2014 on Village Government

Regulation of Internal Affairs Minister No. 113 Year 2014 on Village Financial Management


Agro-industry development direction in Thailand.
Katawut Ponkhot;
Ph.D. Candidate in Public Administration Program, Faculty of Humanities and Social Sciences, Khon Kaen University, Thailand.
ktwjo2@gmail.com
Sekson Yongvanit
Khon Kaen University, Khon Kaen, Thailand.
Associate Professor, Ph.D. Faculty of Humanities and Social Sciences, Khon Kaen University, Thailand. Corresponding author.sekyon@kku.ac.th

ABSTRACT
Thailand has adopted the National Strategy 2560-2579 (Thailand 4.0) The National Social and Economic Development Plan No. 12 (2560-2564). To promote and maintain a strong economic base patent applied in agriculture and industry. As well as the Ministry of industry, the industrial policy 4.0 frame supporting the industry used in technology and innovation. And the original industry reform to further growth of the industrial sector in 5 industry. One of them was agro-industry. The province is a province located in the plan. By Nakhon Ratchasima is one which has an address in such plans. Nakhon Ratchasima province are agriculture with cassava production and export of the country, export. But the issues and factors The production volume decreased from a year ago. Therefore, it is necessary to conduct a study to analyze the factors that affect the development of agriculture by the cassava chain management key issues in the reviewed studies. Upstream manufacturers - manufacturers of water - downstream manufacturers. To find direction in the development, management, industry, agriculture, manufacturing and exporting cassava to be sustainable.

Keyword: agro-industrial, agro-industrial development, supply chain management.

A. INTRODUCTION
Since the country began to use the national economic and social development plan, the 1 1961-1966 makes the government policy to focus on the development of the manufacturing industry to replace imported from abroad. Thailand's manufacturing sector began to play an important role on the development more and more. Until the national economic and social development plan the 3 policy in the industry began to change from production to replace the promotion into production for export. The packing of industrial distribution to various regions thoroughly, in order to increase
the employment and income to the peoples. )Office of Industrial Economics. 1997: 4.)

Thailand has adopted the national strategic plan 20 year 2017-2036(Thailand 4.0) which are defined, embrace the Age Science City Economic Development And the area economy, to maintain the economic base, the strength of that? The development of industrial cluster. In both the national economic and social development plan edition. The master plan of the development of the main 12 Thailand. Approach to economic development in a manner appear to support agriculture and industry, the link between the upstream manufacturers - water - downstream. The national economic and social development plan, the 12 (2017-2020) and government policy under the vision. “Agriculture, advance technology and innovation. The production of farmers market life quality. Agricultural resources, balanced and sustainable”. Comprehensive development of agriculture in 5 aspects including building strengthening farmers Institute and farmers, to enhance the agricultural products throughout the supply chain management Increasing the competitiveness through technology and innovation. The management of agricultural resources and environment sustainable development. Development of management system of the government and the industrial development on the strength of the current industrial potential to upgrade to industrial use of advanced technology (National Economic and Social Development Plan 2017-2020: 87-91). From the national economic and social development plans, make the government has the industrial policy 4.0, which policy in driving economic growth. (S-curve) in 2 pattern is formed. First S-curve which is investment in existing domestic industry group consisting of modern automotive industry The electronics industry. The tourism industry the income and health tourism Agriculture and biotechnology industry food processing. To increase the efficiency of the factors produced by this type of investment will affect the economic growth in the short and medium term pattern. Second New S-curve, which is a form of investment in new industry. To change the style of
goods and technology, which consists of industrial robots. The aviation industry and logistics. The biofuel industry and chemical industry, biological digital medical industry. By these new industries will be the important mechanism for driving the economy (New Growth Engines) of the country (The Board of Investment of Thailand. 2017: 9)

Considering the gross domestic product (GDP) in 2016 GDP Thailand was 3.2 by gross domestic product, the highest. Agricultural production index increased. 7.1 which increased productivity, including paddy (63.0%) corn (39.6%) oil palm (7.0%) sugar cane (7.3%) output decreases. Include cassava (-0.2%) and agricultural product price index increased by increasing price of agricultural products 12.1 including raw rubber sheet 3 (104.9%) oil palm (10.6%) sugar cane (28.8%) and prices of agricultural products at a reduced price, including paddy (-7.8%), cassava (-16.8%) Office Of Agricultural Economics. 2560) from the above information found. Gross domestic product of the country agricultural group is high. But found that cassava yield index of product and price index decreased. Both the cassava is considered the important economic crops in Thailand.

Currently, the world’s largest exporter of agricultural products. The high market share of 65 for market ASEAN Thai is also ranked number 1 in export for longer than 10 year by cultivation of key 5 first. Is a Nigerian (55.06 million tons) (30.02 million tons), Indonesia (25.00 million tons) Brazilian (23.35 million tons) and Kong Ko (17.32 million tons). Production, respectively (Yearbook 2014) the exporter of export value of cassava products of the important world is a Thai value maximum, out 2 456.78 billion. And Vietnam are worth 960.18 million US dollars, the main market is China, Indonesia imports, Japan, Taiwan and Malaysia. Part of it and it pellets. The exporter is an important, Thailand, Vietnam and Indonesia by the importer is China, South Korea and the European Union. (International Trade Centre.2014)
By the entire country crop cassava using satellite data system Landsat-7 ETM + found in cassava plantations include, 2,561,030 Acre. Covers 48 province by northeast. Space in the area 19 province cassava were 1,956,720 Acre, profit 54.50% of cassava planting area, both countries have to growers more than 500,000 households. Or as a 8% of farmers throughout the country 5.7 million households, total output, 16,608,486 tons produced both in 3.41 tons on average receivables Is a source of cassava production the largest of the country. Office of Agricultural Economics.2017 (But the demand for cassava in country only year does not exceed 10 million tons. Excess of approximately 19-20 million tons per year. Can export the country income a lot by cassava products exports many forms such as cassava starch granules is recorded in the form of raw starch and starch processing. And so on.

In the northeast. Is another one region state priority. The developing potential in the province industry along with the development of enterprises, provincial regions, i.e., Nakhon Ratchasima province. And the group. Especially in Nakhon Ratchasima province is the manufacturing industry grows the most. The economic structure of Nakhon Ratchasima province is important industrial agriculture and wholesale trade retail ratio on structure GPP at price level 2007. 29.5% 17.0% 12.2% respectively. The Gross Provincial Product (GPP), as 245,248 million in order 1 of Northeast The 10 of country and province product per person (GPP per capita) was 97,963 baht, the 2 of northeast region. Rank and 37 of the country. National Statistical Office of Thailand. 2016: 6) One of important province.
The important crops of Nakhon Ratchasima table list

<table>
<thead>
<tr>
<th></th>
<th>Paddy rice</th>
<th>Second rice</th>
<th>Cassava</th>
<th>Sugar cane</th>
<th>Maize</th>
</tr>
</thead>
<tbody>
<tr>
<td>The area planted (Acre)</td>
<td>1,555,880</td>
<td>171,768</td>
<td>668,414</td>
<td>244,000</td>
<td>327,507</td>
</tr>
<tr>
<td>Production (tons)</td>
<td>1,431,024</td>
<td>263,758</td>
<td>6,420,910</td>
<td>6,000,000</td>
<td>630,217</td>
</tr>
<tr>
<td>The average yield (kg / Acre)</td>
<td>415</td>
<td>617</td>
<td>3,842</td>
<td>10,000</td>
<td>780</td>
</tr>
<tr>
<td>The average yield of the country (kg / Acre).</td>
<td>404</td>
<td>582</td>
<td>2,910</td>
<td>10,905</td>
<td>650</td>
</tr>
<tr>
<td>Percent of yield in the country.</td>
<td>3.87</td>
<td>122.87</td>
<td>22.95</td>
<td>7.52</td>
<td>10.75</td>
</tr>
<tr>
<td>The order of the country</td>
<td>5</td>
<td>12</td>
<td>1</td>
<td>4</td>
<td>2</td>
</tr>
</tbody>
</table>

Source: Province, development plan 2013-2017

From the above information, found that crop of Nakhon Ratchasima province is cassava, with production and export of the country by the 1 province. With an area of cassava, most 669,158 Acre, its yield, and 5,244,721 tons. Is the competition of agriculture and its genetic 50 genetic strategy, Rayong 5. (Office Of Agricultural Economics. 2017(. The farmers were cassava 71,356 household. The agro-industrial plants used in the processing of cassava starch as it lines in the area of the number of 92 capacity, 29,000 tons per day. The 1.5 million tons per year, the export 4 million tons per year, the production 22 million tons per year, the major export markets are China, Indonesia. Taiwan, Malaysia, Japan. (Province, development plan 2013-2017. 37-39)

The problems of information retrieval and the Thai agricultural research related articles found that the agricultural sector is 5 problem is the main problem) Pearmsak Makarabhiro. 2017) 1) the factors and the resource base production. On the issue of land many farmers without land as their own. To rent eat 2) reached production resources. Especially the
water, the sea, forest, including the problems of high production cost 3) problem of health use of chemicals in the crop and weed 4) problem of the market. Agricultural product price is unfair, uncertainty, up and down, the purchasing power of middleman and 5) problems coming from the policy of the government. The policy of agriculture policy of plant genetic policy of food security. The farmer didn't understand the purpose of the policy.

Overview of agricultural issues above. Considering the problems of the study on cassava found. That the little cassava decreased due to Most farmers are cultivated by experience is the lack of knowledge of new main in the little cassava. The lack of systematic and comprehensive planning of Lack of control and pest and plant diseases. The lack of irrigation water resources and more. The lack of use of machines in the harvest. Transport out of the ranch, some young inefficient. And in some areas the lack of attention to the quality of the starch also farmers also suffer from cost cultivation increased continuously. The plantations, production cost and labor. )Parthana Parthanadee. 2009. 3)

B. DEVELOPMENT OF AGRO-INDUSTRY

The concepts used in the direction of development of agriculture of the meaning of the agricultural industry, which means the property of agricultural production. Come through the process of production and processing to increase the value of the goods. Therefore, the process consists of 3 group, is a manufacturer of upstream and downstream manufacturer manufacturer in the water so the concepts used as the base of education isSupply Chain and Supply Chain Management

Handfield & Nicholas (2002) Supply chain management is to cooperate and collect the supply chain activities comply with the process and raw materials to consumers. By Upstream manufacturers - manufacturers of water - downstream manufacturers. Mentzer, et al. (2001) definition of supply chain by divided into 3 levels include Basic / Direct Supply Chain Extended Supply Chain Ultimate, and Supply. Chain are as follows.
The level 1 Basic / Direct Supply Chain is consists of raw material suppliers. Is a manufacturer and forwarded to the Focal Firm until the destination is the customer.

The level 2 Extended Supply Chain is to expand the supply chain wide and complicated by adding in the middle of the manufacturer and Luke trade. When the supply chain members is increasing. To make the management of supply chain is very difficult and complicated. Because it takes longer for the transmission or the flow of information from the customer (Tier1) to the manufacturer (Tier2) which might make some information's distortion from information received from the client directly.

The level 3 Ultimate Supply Chain is a group of related companies from the source. The transmission of products or services from suppliers of raw materials, the first (Initial Supplier) to the Ultimate customer in the 3 levels will be Focal Firm central character in that chain.

The Kenan Institute Asia is a Thailand-based 2006) Meaning of the supply chain is that every unit or every business activities related to the production of goods or services to a starting from raw material to the final point is the customer covers the business activities of the enterprises produced in each step involved in industry sodium. It generally consists of a comprehensive supply chain points important starting material supplier. Mean, who send the raw material to the manufacturer. Mean, who served in the modification of material received from the sender to the higher value the delivery or distributor. Mean, who served in the distribution of goods from factory to the consumer or customers, suppliers or wholesaler and retail. Mean shops who sell to consumers or customers. By the consumer or customer is the end or the end of the supply chain that does not have to add you trade for goods or services. Other goods or services that made out to the market will be through the various stages in the system of the supply chain, so the products or service quality. Must, with all the other units involved without depend only on any unit.
Prachuab Klomjit (2013 :16) Supply chain management is the process of integration. Coordination and control the movement of raw materials and finished goods inventory and. And related information in the process from raw material supplier through business to consumers. In order to meet the needs of the consumers.

From the concept of supply chain management. And the environmental changes in international and domestic trends adjustment production activities will focus on products with high additional value. Which shows the complexity of the process and procedures related to all throughout the chain. So the management in the supply chain and agricultural industry with high added value to meet the needs of our customers effectively. It can be seen that throughout the chain started from the manufacturer to gather output. Through intermediary to the distribution channel in overseas markets. Through to the exporter or the domestic market. Elements are involved quite a lot and functional responses to each other. And the transmission of information effectively. The other environmental factors that plays the most important role involved, such as the production system of credit infrastructure, transport and service. Which every part to coordinate work together effectively and rapidly. The system standard management and trust between each other. (K.M. Rich and C.A. Narrod.2006)

In summary, the supply chain is a management services activities. The relationship between Upstream manufacturers - manufacturers of water - downstream manufacturers.

C. ANALYSIS OF THE POTENTIAL DEVELOPMENT OF AGRO-INDUSTRY CASSAVA.

Cassava products in Nakhon Ratchasima Province consists of it. It pellets, cassava, both in the form of raw starch and modified starch. And ethanol, which can be used as raw materials, rubber products, these continued in other industries. For supply chain of cassava products, starting from the upstream is the farmers who grow cassava yield to the distribution,
processing plants. Middlemen. It is the fresh cassava processing the basic line to sell it to solve exporters cassava processing plant it pellet feed mill. Or other factories to use it for the processing of mobile. The article from the concept of supply chain management is the core in the analysis. Found throughout the process of agricultural industry group and issues as follows:

The production of the watershed is the farmers who grow cassava in the area, 71,356 household. The plantation area of about 1.9 million acres. Produce to market per year, including more than 8 million tons. Build income of farmers per year, 18 000 million. But the present area have to face the problem of plant nutrients in soil degradation and the subsoil several area. Yield not full performance. Need to have the development, improve the soil, and how to cultivate new. To cultivate more efficient to about 3-6 tons. On the farm, but in the improvement of plants. It can yield increased up to 7 tons per acre.

The production of intermediate water is agricultural cooperatives in the province. A collection of cassava from members. To create the bargaining power with the middleman by area in a cooperative that has cooperative members 12 livelihoods farming of Cassava The basic navigation potential of cassava production in 2 cooperative, whose members grow cassava is the main occupation is agriculture cooperative complete province. Co., Ltd. and agricultural cooperatives soeng sang limited. But there are still some problems including the trade and processing production (cooperative) has a problem of standard of produce processing fresh root is linear. And the lack of planning in collecting and processing production cooperatives, no registration of manufacturers to make acceptance from the alliance trade.

And the production of downstream in the supply chain of the business). There is a third target destination choice is feed industry. The manufacturing industry of renewable energy. Manufacturing other products. The information in the areas of industrial 23 starch factory (Association of Thai tapioca flour. 2560) but the factory featured to the operation of the
public sector in clusters to promote the development of agriculture cassava cassava based supply chain only 2 factory. Is the company reserves Wong Industry Co., Ltd. and the company TP K ethanol Co., Ltd.

From the study of the related research. Project master plan for the development of industrial agriculture sustainable economic office of industry, the Ministry of industry, the research study. The logistics system of cassava products from Thailand to China under the ASEAN - China free trade agreement study by Thitikan Chaipisit (2550) And research of Thailand Development Research Institute (TDRI) (2009) Point out problems and obstacles. The logistics system of cassava, it was found that through the process of supply chain. The problems and suggestions as follows:

1. In production, with the main problem is the quality of product standards, lack of labor force in the operational level of quality, both in terms of skills and knowledge. Lack of machines and modern technology makes the production process delay, waste material. The production of agricultural products, mainly relies on the season is always consistent continuity.

Solution in that the government must proceed in the following aspects: training and transfer of knowledge about agricultural industry / agriculture. And other knowledge related with the knowledge exchange between state / operators / farmers together. Support the integration of the proposed new technology, advanced to the operators. As well as to reduce the process of employment, especially migrant workers, promoting, and skill development. The motivation of workers' wages and welfare.

2. Marketing is the main problem is the market for agricultural products. Agricultural / processed agricultural products is / is not enough. The pricing of purchase and sale yield. There are no rules to accommodate and government role in the pricing of quite a few. A protectionist trade measures to make the goods processed items may not be into the global market. Including the purchase - sale of goods at present. Mainly for sale through middlemen make price fluctuation is not constant.
Solution in that the government should play a role in the management of more and more, that is, finding the market domestic product support agriculture increases. Promotion of agricultural products to the standard to enter into the world market. Including support / published information on prices, production costs, trends and directions in marketing to farmers and entrepreneurs continuously.

3. The investment, the main problem is the lack of resources, farmers or operators investment and financial liquidity. The cost of production rises. As well as the match of the law or regulations related fields, such as law & Law, factories.

The ways to solve the problems that the government should enhance the assistance was to seek funding sources. By the financial institutions that can be supported. Or set up a low interest loans. To promote and support the potential investment to the operators. Or setting up the group / organization farmers / operators to increase the bargaining power of things related to investment.

4. Knowledge and technology, there is a pressing issue is the lack of knowledge in modern new technology, according to the production process are lack of advanced technology, another powerful well the farmers or entrepreneurs still adhere to the traditional methods.

Ways to solve problems. The state's key role in leading the process should include to promote research on advanced manufacturing technology. Training transfer knowledge on modern technology for farmers and entrepreneurs.

5. Policy is a pressing issue is unclear and discrete state policy, make farmer / entrepreneur confused and panicked. The discontinuity of the government in the promotion and development of agro-Industry.

The suitable solution is the government should determine the direction the policy related agricultural industry management clearly / continuity. Without variation according to political change.
D. CONCLUSION.

The development direction of agriculture that is considered to be one of the major industrial countries have high output in the world. But it was found that there are production quantity decrease from factors. But if the government continues to maintain stability in agricultural industry. Need to have management based on the supply chain. By studying and analyzing the manufacturer upstream manufacturers and downstream manufacturers in the water, it was found that the guidelines in the development of agriculture there needs to be a standard of the products properly. Development of entrepreneur / manufacturer to contact the market and foreign trade directly. To promote a product classification is appropriate. Promote the development of the competitiveness of both domestic and foreign entrepreneurs / farmers. In the economy. Promote the production efficiency. With the knowledge or technology. As well as using the new technology. In the production process to reduce costs. And maintain the standard of time in production. To make agriculture cassava in Thailand continue to dominate the top of the world.

REFERENCES
Association of Thai tapioca flour. 2017. Information starch factory in the industry.

The plan for national economic and social development, over the years 2017-2020.


Food and Agriculture Organization of the United Nations Regional Office for Europe and Central Asia Budapest.


THE IMPORTANCE OF COMPETENCY ASSESSMENT TO IMPROVE THE SERVICE PERFORMANCE OF THE BUREAUCRACY

Dr. H. Zakariya, MS., MM
Prof. Dr. Agus Sukristyanto, MS
Faculty of Social Science and Political Science
University of 17 Agustus 1945, Surabaya, Indonesia

ABSTRACT

Bureaucracy in Indonesia have not been able to provide public service to the fullest. The are various factors that bureaucracy can’t provide maximal service. Including the ability to identify crucial issues and the ability to offer a concept capable solving the problem. Ability of management to manage the existing resources that include human resources and other supporting resources. Ability to build networking and the ability to perform change management to anticipate the rapid ecological changes. Whit the ability of officials who still low at the second echelon to four echelon caused unresponsive to the public needs. In addition to the formulation of policy made by the leadership tends to be less aspiritional. Formulation of the problem of this research is how the extent to which the activities of the Assessment Center is able to provide accurate information of candidate competency and to what extent the results assess capability and also how the results Assessment Center has direct correlation with officials recomended for the right position in an office. The purpose of this study is the extent to which the assessment activities capable of assessing the candidates precise competencies and the extent to which the recomended officials were able to run the duties according to the task and approach by conducting interviews to the organizers of Badan Pendidikan Diklat (Bandiklat) East Java Province. The results showed 95 percent of the Assessment Center activities digging candidate’s competency in district and city are very precisely. The results also showed that the official candidates who have been recomended having an ability to plan and better managerial skill so that public services can be done optimally. As for the recomendation of the study is the best candidate officials who will occupy a certain position competency testing should be performed by an auction approach position.

Keywords: Competency Assessment – Public Service Performance –Public Satisfaction
A. INTRODUCTION

There is considerable agreement that organization can benefit from using performance appraisal. Without understanding individual employee’s reactions to performance appraisal and it’s supportive organization context, it is less likely for performance appraisal to be used for original objective, which is performance improvement (Berman E.M., Bowman J., West J., Van Wart M.R. 2006). So far the appointment recruitment of civil servant at the four echelon to second echelon is determined by district leader (Bupati) or the Mayor. Recruitment considerations are more political aspect. This situation that cause they are not able to formulate strategic policy and less able to provide maximum service to the community. Failure to capture the strategic issues that is on community impact the policy implementation less the right. The policy implementation not answered on the issue of the real that is on the community. There is gab between the programs offered by government and the needs desired by the community. On the one hand with the existence of program that are not target, the service given to the public is not maximized this is because the apparatus is not able to solve problems that are sudden and casuistic. On the basis that the assessment of the leadership who will occupy the positions is very important thing so that the service to the public can be run optimally.

B. THEORY FRAMEWORK

The human resources are the main elements of the organization compared to other elements such as capital, technology and money because humans control the overall organizational resources. Therefore it is necessary to continually improve the competence of such resources in the form of training as it was done by Ilyoid A. Stanley in Irianto Yusuf (2001) who put forward:

- It is impossible to develop training objectives appropriate if training needs are not properly assessed.
- Not every problem will respond to a training situation. It is therefore necessary to separate those problem that will respond to training
solution form those which require other forms of intervention. This is facilitated by the proper assessment of training needs.

- The proper assessment of training needs allows for meaningful follow-up to take training activity, in term of providing for the application of new knowledge and skill in the job.

Every civil servant can have the ability to perform their duties professionally by the training, therefore the training materials should refer to the orientation of task and functions. The material given should be casuistic and problem solving whit more emphasis on approach group discussion for managerial and leadership value can be highlighted. In nature there are vacant position due to the presence of a retired leader, sickness, dismissal and other causes. This fact has lead to the need to fill vacant post. Assessment Center has an important role because he has direct correlation with officials recomended for the right position in an office.

The stages of the assessment process include interviews. While interview captured aspect thinking ability, managing self, managing task and managing relation. Thinking ability include analytical thinking, thinking flexibility, and innovative. Managing self includes oral communication skill and tenacity. Managing task includes decision making ability, organizing ability, ability to plan and ability to provide services. And managing relation includes capacity to build networking, change management and leadership. The process can be seen in the below.
C. RESEARCH METHOD

This research used qualitative method by interviewing 38 second echelon in the regency of East Java. Kabupaten Bangkalan, Kabupaten Banyuwangi, Kabupaten Blitar, Kabupaten Bojonegoro, Kabupaten Bondowoso, Kabupaten Gersik, Kabupaten Lamongan, Kabupaten Jember, Kabupaten Jombang, Kediri, Kabupaten Lumajang, Kabupaten...

1. **Analysis Unit**

   This research uses individual analysis units. It means that this research exposes the data before and after the second echelon. This research also captures the service performance of the leader of the assessment results in the city of Surabaya, especially the Micro Business, Small and Medium Enterprises and Cooperatives Department (Dinas UMKM dan Koperasi).

2. **Analysis Focus**

   The analysis focus research included:
   - Aspect thinking ability,
   - Aspect managing self,
   - Managing task
   - Aspect managing relation

3. **Key Informan**

   The source of data base on key informan 38 second echelon in the regency of East Java.

D. **The Result**

   From the result showed that 38 leaders of department (Kepala Dinas) that have been assessed by Assessment Center (Bandiklat East of Java) with recommendations qualified there are 36 have a good
performance. The leader of department indecalde Kabupaten Banyuwangi, Kabupaten Blitar, Kabupaten Bojonegoro, Kabupaten Bondowoso, Kabupaten Gersik, Kabupaten Lamongan, Kabupaten Jember, Kabupaten Jombang, Kediri, Kabupaten Lumajang, Kabupaten Madiun, Kabupaten Magetan, Kabupaten Malang, Kabupaten Mojokerto, Kabupaten Nganjuk, Kabupaten Ngawi, Kabupaten Pacitan, Kabupaten Pamekasan, Kabupaten Sumenep, Kabupaten Sidoarjo, Kabupaten Situbondo, Kabupaten Trenggalek, Kabupaten Tuban, Kabupaten Tulungagung, Kabupaten Malang, Kota Batu, Kota Blitar, Kota Kediri, Kota Malang, Kota Mojokerto, Kota Pasuruan, Kota Probolinggo and Surabaya. It means 95 percent of the Assessment Center activities diging candidate’s competency in district and city are very precisely, while the less successful 2 leaders of department are in Kabupaten Bangkalan and Kabupaten Sampang. The results also showed that the official candidates who have been recomended having an ability to plan and better managerial skill so that public services can be done optimally. For example in Surabaya city the Micro Business, Small and Medium Enterprises and Cooperatives Department doing synergic planning with the university. So the development of Micro Business, Small and Medium Enterprises and Cooperatives can be improved by utilizing science and technology program for the community (IbM). Among them is the empowerment of typical cake village in Penjaringansari Surabaya. Such empowerment includes aspects of production, finance, business plan and also marketing.

E. Recomendation

As for the recomendation of the study is the best candidate officials who will occupy a certain position competency testing should be performed by an auction approach position.

REFERENCES


YOUTH IN ARTS-BASED PEACEBUILDING AND ENVIRONMENTAL CONSERVATION: YOUTH EMPOWERMENT PROGRAMS OF TWO NON-PROFIT ORGANIZATIONS IN NORTHERN MINDANAO

PRIMITIVO CABANES RAGANDANG III

LIWAYWAY S. VILORIA, Ph.D.
Mindanao State University-Iligan Institute of Technology
Iligan City, 9200 The Philippines

ABSTRACT
Anchored on the strategic arts-based peacebuilding framework developed by Shank and Schirch (2008), environmental conservation framework by Krishnan, Sen, and Ramamurthi (2000), and Kumar’s (2017) framework of youth empowerment, this research endeavors to analyze the arts-based programs and projects of Move This World-Philippines, Inc. and Dire Husi Initiative, Inc., two youth-led non-profits with programs and projects implemented in Northern Mindanao.

It specifically examines the organizations’ programs and projects by categorizing such into three, namely: peacebuilding, youth empowerment, and environmental conservation. Peacebuilding programs are discussed with a brief overview of Mindanao problem, then discusses on programs relative to waging conflict nonviolently, reducing direct violence, transforming relationships, and building capacity. Programs and projects related to youth empowerment starts with a short description of Mindanaoan youth amidst century-old conflict. It then discusses on ways of helping youth identify, utilize and maximize their potentials, develop confidence and self-identity, and encouraging them to grow together in accountability, and imbibing in them the eagerness to create change. Programs and projects related to environmental conservation is last third part of this research. It looks into local, national, and international levels of environmental conservation programs of the organization. With case study design, this research employs a mix qualitative methods for gathering data, such as key informant interview, focus group discussion, observation, and archival. Using archival method, the secondary data are gathered from the archive section of both organizations. Youth empowerment programs and projects of both organizations helped the youth identify, utilize and maximize their potentials, develop their confidence and self-identity, and imbibing in them the eagerness to create a change, while environmental conservation projects of both organizations can be categorized into as micro and macro levels.

Keywords: arts-based approach, peacebuilding, youth empowerment
**A. INTRODUCTION**

One area within civil society based peacebuilding efforts, which has not received a significant amount of scholarly focus, is the role of arts-based activities in peacebuilding efforts (Zelizer, 2003; Brown, 2014). While it has not received a significant amount of scholarly focus, Pruitt (2011) stressed that arts-based methods can indeed be more culturally appropriate and far-reaching than other methods, especially in this era where multi-disciplinary approach to peacebuilding has paved the way for psycho-sociological perspectives now being included in the mainstream discourse on politics (Lessac, 2014). Especially in societies where conflicts are relentlessly experienced, the use of arts-based processes has become an essential component of peacebuilding work (Zelizer, 2003). In line with this, Lederach (2005) supported this point in stating that “imagination translated into creative acts is necessary for transcending violence.”

With music one of the many types of arts-based approach, Pruitt’s (2011) preliminary analysis from a case study conducted in Northern Ireland shown that there are three ways by which music can be used to engage youth in peacebuilding. First, music is an alternative way to engage in dialogue for building peace for the fact the music can bring youth together to share meaning. Secondly, music-making can help youth increase self-esteem and can adjust their view of others in a way that can help to weaken conflict identities. Thirdly, Pruitt argued that by taking part in musical programs, violence by, against, and between youth may be reduced or prevented by changing the way youth experience the spaces they inhabit and/or by providing alternative activities to rioting.

In another separate study, Pruitt (2011) noted that music has been a tool for the youth to engage in dialogue despite diversity. In this particular study, the respondents reported that they would not have been interested in a peacebuilding program that was not music-focused. However, many of
those same youth, after being drawn in by the musical aspect were inspired to continue working to build peace in some capacity.

With the advice and regular support from their adult advisers, organizations with arts-based approaches towards peacebuilding have always involved the youth. Although the role of youth has been recognized in peacebuilding discourse, there has been limited research on this area. This is as true as well on the impact that the youth may have on peacebuilding processes (Del Felice and Wisler, 2007). Many of these youth-led non-profit organizations exist in post-conflict communities with “speaker-participant” as one of the easily identified approach. As such, many studies were conducted on the process and effects of such approach, yet arts-based approach is so far an area of less research and review.

Anchored on the strategic arts-based peacebuilding framework developed by Shank and Schirch (2008), environmental conservation framework by Krishnan, Sen, and Ramamurthi (2000), and Kumar’s (2017) framework of youth empowerment, this paper endeavors to analyze the arts-based programs and projects of Move This World-Philippines, Inc. and Dire Husi Initiative, Inc., two youth-led non-profits with programs and projects implemented in Northern Mindanao, which are categorized into efforts related to peacebuilding, youth empowerment, and environmental conservation.

**B. RESEARCH OBJECTIVES**

This paper endeavors to analyze the arts-based programs and projects of Move This World-Philippines, Inc. and Dire Husi Initiative, Inc., two youth-led non-profits with programs and projects implemented in Northern Mindanao. In particular, the following objectives are sought to be achieved:

1. Peacebuilding Programs and Projects
a. Waging conflict nonviolently
b. Reducing direct violence
c. Transforming relationships
d. Building capacity

2. Youth Empowerment Programs and Projects
   a. Helping youth identify, utilize and maximize their potentials
   b. Helping the youth to develop confidence and self-identity
   c. Imbibing in youth, the eagerness to create a change

3. Environmental Conservation Programs and Projects
   a. Micro Level
   b. Macro Level

C. SIGNIFICANCE OF THE STUDY

While it is of great importance to codify best practices of non-profit organizations in post-conflict areas, it is far more important to specifically study their arts-based and youth-led programs and projects, along with their contribution to peacebuilding, youth empowerment, and environmental conservation. McEvoy-Levy (2006, as cited by Cardoso et al., 2015) stressed that it is one way of highlighting the need to study further how youth think and feel about peace, peacebuilding processes, conflict and conflict resolution, politics and violence, of themselves, and of the future.

Contributing to the body of knowledge in general, this study is especially significant in contributing to the arts-based peacebuilding theories, particularly Shank’s strategic arts-based peacebuilding theory. Also, the findings of this study can be a good input to the methods in arts-based peacebuilding studies and practice. The findings and recommendations of this paper can also be beneficial to policy makers in terms of policy review and in designing intervention programs vis-à-vis youth organizations and their peacebuilding programs.
Moreover, considered as another significant contribution of this study is the unique type of its approach and leadership: arts-based and are led by the youth. Common in the available studies is the focus on the high level types of peacebuilding and minimally considers the role of youth in the process, one being the next cohort of leaders, facilitators and stakeholders (McEvoy-Levy, 2001; Harland, 2011; Gambone and Arbreton, 1997). Further, the findings of this paper can also be of significant contribution to the academic literature of youth organizations, peacebuilding, and the use of arts as one of the many approaches in building resilient and peaceful communities.

**D. CONCEPTUAL FRAMEWORK**

Informed by the strategic arts-based peacebuilding framework developed by Shank and Schirch (2008), environmental conservation framework by Krishnan, Sen, and Ramamurthi (2000), and Kumar’s (2017) framework of youth empowerment, the conceptual framework below shows the programs and projects of Move This World-Philippines, Inc. and Dire Husi Initiative, Inc., two youth-led non-profits with programs and projects implemented in Northern Mindanao. Both organizations have arts-based peacebuilding programs and projects that are categorized into four, namely: waging conflict nonviolently, reducing direct violence, transforming relationships, and building capacity.

Ways of waging conflict nonviolently include direct actions, monitoring, and advocacies, while reducing direct violence are done through humanitarian assistance, creation of peace zones, and early warning programs. Programs related to trauma healing, conflict transformation, and policy making are ways for transforming relationships positively. Ways for building capacity include research, evaluation, training and education.
Youth empowerment programs and projects are categorized into three, namely: helping youth identify, utilize and maximize their potentials, develop confidence and self-identity, and imbibing in youth, the eagerness to create a change. Environmental conservation projects have two levels: micro and macro. With arts-based peacebuilding and environmental conservation projects, youth are empowered to identify, utilize and maximize their potentials, develop confidence and self-identity, and imbibing in youth, the eagerness to create a change.

Figure 1. Conceptual framework showing the programs and projects of Move This World-Philippines and Dire Husi Initiative
E. METHODOLOGY

The study uses the case study approach. Field visits were employed in this study wherein focused group discussions (FGD) and in-depth personal interview took place. Case study method, according to McNabb (2013), is often intensive studies of one or a few exemplary individual, event, programs, institutions, and organizations. Discussing the case method as one of the three qualitative approaches to research, Arenson (as cited by McNabb, 2013) considers it as an appropriate research method when a case involves some noteworthy success or failure.

As mentioned, a triangulation of data gathering methods was utilized in this study, consisting of key informant interview (KII), focus group discussion (FGD), and direct and participant observation. Firstly, a KII was conducted in the community using a semi-structured interview which, as Eriksson & Kovalainen (2008) pointed out, questions may vary in wording or sequence but is anchored in a few guiding predetermined questions and themes that also gave room for relevant topics or concerns.

Key informants include the organizations’ founders and its founding members. Hybels and Weaver (2001) defined interview as a series of questions and answers usually exchanged between two people which have the purpose of getting and understanding information about a particular subject or topic. In this research, interviews were conducted for five members of Dire Husi Initiative and five from Move This World-Philippines. It was conducted between February 20 and June 15, 2017. Early on the research process, a thoughtful choice was made to interview only five key informants in each organization, choosing those with most engagement with the group. The interviews were conducted both personally and through phone calls, while the span of each interviews ranged between 25 to 75 minutes.

Secondly, FGD was conducted with members from the partner communities and stakeholders. Hybels and Weaver (2001) defined FGD as
a forum where ideas are proposed and then modified in response to group feedback. It is a way for everyone to participate and be heard. Using an FGD guide, it was conducted in the area of partner communities and stakeholders. A voice recorder gadget was used to record the interviews that the researcher conducted among the respondents.

Direct and participant observation is the third method used in this study wherein fieldworks were conducted. Fetterman (1989) stressed that fieldwork is the key activity in all qualitative research designs which, as added by Bernard (1994), allows the researcher to get close to people, making them comfortable enough to permit the researcher to observe and record observations about their lives.

Upon completion of necessary research data gathering protocols, formal data gathering took place in the community. Key informant interview, focused group discussions, and participant observation was scheduled accordingly, mainly based on the convenient of informants.

Moreover, an archival and documentary method of research was also administered, as secondary data from organizational documents is deemed necessary for the study. This includes empirical data that consisted of minutes, the articles of association of the organization, the organization’s webpages, and the data that was available in the online platforms of its partner organizations. The Psychology Glossary (2016) defined archival research as a method of collecting data from sources that already exist. This method differs from empirical research in which a hypothesis and areas of interest are determined before data collection occurs.

The researcher, being a member of Move This World-Philippines, Inc. since 2012, also uses the reflective approach of qualitative research. This approach is about interpreting own suppositions (and practices), by differentiating one's own perspectives from those of others, and by subjecting own assumptions to critical review (Alvesson & Sköldberg,
"Reflection is difficult," as noted by Alvesson and Sköldberg (2000) because it requires pondering about premises of thoughts.

As a case study in design, qualitative content analysis and thematic approach were chosen for analyzing data of this paper. As cited by Inha (2015), Tuomi & Sarajärvi (2009) and Schreier (2014) defined qualitative content analysis as a systematic and flexible method of reducing data and analyzing it to create a succinct description, which in effect connects the topic to previous research results and a broader body of knowledge.

Secondly, since this study uses the case study design, a thematic approach is also used to analyze the data. Komori (2015) stressed that thematic approach of data analysis is especially used to make sense of seemingly unrelated material. It can be used to analyze qualitative information and to systematically gain knowledge and empathy about a person, an interaction, a group, a situation, an organization or a culture. As a thematic presentation of data deemed to answer the research problem, the data is transcribed, and later on presented in tabular and textual form.

Ethics was properly observed throughout the research process. McNabb (2013) stressed that the call for ethical standards in conducting research must be directed at every level of any research organization. The researcher properly observed the requirement for a Free, Prior, and Informed Consent (FPIC).

The participants were informed of the nature, objectives, and aimed results of the study. They were also given the opportunity to ask questions for clarifications and are assured of the confidentiality of their responses such that it would be solely used for the purposes of this study.
F. CONCLUSIONS/IMPLICATIONS

Anchored on the strategic arts-based peacebuilding framework developed by Shank and Schirch (2008), environmental conservation framework by Krishnan, Sen, and Ramamurthi (2000), and Kumar’s (2017) framework of youth empowerment, and based on the data gathered through key informant interview (KII), focus group discussion (FGD), and direct and participant observation, the following conclusions are gleaned in this study:

1. Move This World-Philippines and Dire Husi Initiative have arts-based peacebuilding programs and projects that are categorized into four, namely: waging conflict nonviolently, reducing direct violence, transforming relationships, and building capacity. Ways of waging conflict nonviolently are manifested in its curricular themes which are designed to be more preventive in approach. It is intended to actually prevent any cases of bullying and violence in schools and communities through arts-based programs that can increase the number of mirror neurons. Reducing direct violence is done through outreach humanitarian programs, and creation of peace zones in schools and communities. With such, the arts-based peacebuilding programs of both organizations correlates with the contention of Shank and Schirch (2008) that arts offer peace-builders unique tools that are currently unavailable within the peacebuilding field. Finding strategic ways of incorporating the arts into the work of peacebuilding and creating a space where people in conflict can express, heal, and reconcile themselves through the arts is a task for peacebuilding practitioners to explore. Relatively, the peacebuilding programs on trauma-healing correlates with the claim of Garrido, Baker, Davidson, Moore, and Wasserman (2015) that games, music and other arts-based therapies have been used in numerous settings with individuals suffering from post-traumatic stress disorder. Curricular conflict transformation exercises are done through drama therapy, statue making, and theatrical exercises.
2. Programs related to trauma healing, conflict transformation, and policy making are ways for transforming relationships positively. Trauma-healing related programs of both organizations are built in at times when there are victims of bullying, disasters and other undesirable events. Ways for building capacity include research, evaluation, training and education. Both organizations really make it sure that they are able to put into writing all of its activities and always continue doing research and publish it so other people will know. Building capacity through research is done through the partnership of its academic partners, student interns and other people who are active or interested in doing research-based programs.

3. Youth empowerment programs and projects of both organizations helped the youth identify, utilize and maximize their potentials, develop their confidence and self-identity, and imbibing in them the eagerness to create a change. It correlates with the contention of Kumar (2017) that empowering the young people involves helping them identify, utilize and maximize their potentials, develop their confidence and self-identity, encouraging them to grow together in accountability, and imbibing in them the eagerness to create a change. In effect, youth empowerment has the potential to reduce the level of ignorance and crime among young people. It also serves as an opportunity for the youth to develop their skills and talents, thereby making them a better person.

4. Environmental conservation projects of both organizations can be categorized into as micro and macro. Micro level include the observance of “paper-less office practice,” paper recycling, and utilizing somatic arts-based approach of community programming which resulted into using of less plastic and paper props, which are commonly used by many organizations in trainings and conferences. This affirms the theory of Krishnan, Sen, and Ramamurthi (2000), a ripple effect to the experiential lessons learned by the stakeholders is experienced, wherein many of these practices are also transferred to their family, schools, and
immediate community. As simple as the value of waste segregation, water conservation, and waste burning prohibition, young members of the organization are learning the value of starting environmental protection with small steps with their immediate community.

5. Aside from compliance to state-mandated policies on environmental protection, a macro level program of both organizations includes programs that are co-celebrated with other groups in the community, with the aim of building a movement of environmental peacebuilding advocates. This includes the observance of Earth Hour and the celebration of Mindanao Week of Peace, especially when dialogue with nature is the theme. From these findings, it implies that programs that the young stakeholders learn from their respective organizations are also transferred to their immediate family, schools, and community. Also, despite organizational challenges, it is evident that both organizations have tried its best to contribute to environmental conservation through their members. Relative to spiritual (or moral) dimension of sustainability, this correlates with the claim of Coblentz (2002) that for an organization with staff of high morale due to clear programs’ objectives, the general feeling is that problems are challenges is easy to overcome with unity of purpose and strength of commitment.

G. RECOMMENDATIONS

Based on the conclusions gleaned from this study, the following recommendations are suggested based on the following categories:

For Future Research Undertakings:

1. A similar study on the peacebuilding programs of non-profit organizations employing mix methods of qualitative and quantitative analysis but with larger samples.
2. A comparative organizational programs study between youth-led organizations in Southeast Asia and North Africa.
For Policy Intervention:

1. The National Youth Commission (NYC), National Commission on Culture and the Arts (NCCA), and Office of the Presidential Adviser on Peace Process (OPAPP) to submit a bill to Congress institutionalizing youth-led peacebuilding advocacy in the barangay level.

2. The Department of Education and Commission on High Education (CHED) to revisit the implementing rules and regulations (IRR) of the Executive Order 570, also known as the institutionalization of Peace Education program at all levels of education, and consider the arts-based approach of peacebuilding.

For Practical Utilization:

1. The Department of Education (DepEd), Commission on High Education (CHED), National Commission on Culture and the Arts (NCCA), and Office of the Presidential Adviser on Peace Process (OPAPP) to conduct a study on different grassroots peacebuilding initiatives to assess its impact in different regions.

2. Based on the impact study of different grassroots peacebuilding initiatives, the Department of Education (DepEd), Commission on High Education (CHED), National Commission on Culture and the Arts (NCCA), Office of the Presidential Adviser on Peace Process (OPAPP), and other government agencies to design a system that can parallelize peacebuilding-related programs of non-profits for a particular quarter or year, and eventually publishing them for information dissemination and best practice sharing.
REFERENCES


ABSTRACT

This study aims to describe the practice of political dynasties emerged along the carrying out of regional head election, describe the role of political parties in that process, and to explain the impacts on decentralization. The research used qualitative approach with primary data source documentation that purposively selected from Kompas newspaper. Data was collected, processed, and analyzed based on news or information related to political parties, direct regional head elections, and the phenomenon of the rise of political dynasties in some areas. The results shows that the practice of democracy in the local election has grown into a double-edged sword; on the one hand it gives the political rights to be elected to individual or group, and on the other hand depriving political rights to selected individuals or groups. This is a necessary condition for the growth and proliferation of the phenomenon of dynastic politics in Indonesia. Not surprisingly, the emergence of oligarchy both within political parties and local government without sufficient competence in governance at the local government. As a result, the practice of collusion, corruption and nepotism (KKN) spread in almost all regions in Indonesia.

Keywords: Democracy, Decentralization, Political dynasties, Political parties, Regional head election.

A. INTRODUCTION

The circulation of the elite, in the context of the turn of political leadership, is one of the conditions for the realization of a healthy democratic climate. The phenomenon of political kinship is considered potentially hampering the path of open and participative political circulation. Rivera (2015), in his research on political dynasties and the strength of political parties in Britain, said that corroborated the phenomenon which said that dynasty precluded political competition. Dal Bo, et al. (2009), a study among US congressmen also proves similarly, explaining that political
competition among legislators tends to reduce the development of political dynasties.

The phenomenon of many kinship relationships in political leadership, in this country, further strengthens the symptoms of political dynasties. This is particularly recorded in local direct election. Based on data released by the General Elections Commission, there are 765 eligible candidates in 261 regions that will hold direct local elections simultaneously on December 9, 2015. From the 765 candidate pairs, there were 644 couples registering through political party channels and 121 couples through individual channels (Kompas, August 25, 2015). Furthermore, there were 155 incumbent were among them (Kompas, August 6, 2015). One of the patterns, which the incumbent does to maintain power, is to work to build a political dynasty to defend his political stage. This pattern occurs when the incumbent can no longer advance in the elections due to having served for two periods. Data on political contestation at the local level shows that many relatives of successful incumbent officials won it (Kompas, March 18, 2013). These symptoms are considered quite alarming for the public. Although in terms of legislation is possible, the public assess the pattern of control of such political sources would plunge political conditions into unhealthy situation. In relation to the control of political resources by the political dynasty, Besley and Querol (2013) reported that political selection through the dynasty was interesting to observe. Based et al. (2013) further explain that the dynasty will end by itself when the economic performance (control of economic resources) of the dynastic leadership becomes worse. Based on this, it can be seen that residents will only accept dynastic leadership when their performance good. So, it is indirectly revealed the fact that the political dynasty did not always have a bad image in public.

Previously, an effort to prevent incumbent from building a political dynasty had been done, with the existence of a forward ban for the incumbent family as stated in Article 7 letter r of Constitution Number 8 Year 2015 on the election of governors, regents and mayors. However, the ban
was subsequently revoked by the Constitutional Court (MK) on July 8, 2015 (Kompas, September 1, 2015).

Decision of the Constitutional Court on case number 33 / PUU-XIII / 2015, stated that article 7 letter r of Constitution Number 8 Year 2015 on the election of governors, regents and mayors contradict with Article 28J Paragraph (2) of the 1945 Constitution, worried many due to considered increasingly fertile dynastic politics. People's concerns are well understood as the political dynasty spreads. There reason according to former Director General of Regional Autonomy Djohermansyah Djohan, there was 61 regional heads or 11 percent of all regional heads in Indonesia have political networks of kinship or political dynasty in 2013. In fact, the symptom of the strengthening of the political dynasty has trapped democracy towards dynastocracy has been raised in the editorial of The Jakarta Post August 21, 2008 edition (Kompas, December 5, 2014).

In the present perspective, the decision of the Constitutional Court is feared to make the dynastic politics more difficult to control. The holders of power become increasingly free in building the empire of political dynasties. This phenomenon seems to be in line with the findings of Dal Bo et al. (2009) that the longer the person is in power (becoming a congressman); the more likely one is to start or continue a political dynasty. This is due to the increasingly oligarchic party democracy practices and the process of political recruitment dominated by capital over the past one and a half decades. The competition of the political elite is no longer based on the quality of their commitment to public policy in favor of the people, but the transactions of power interests. This indicates weak management in political parties that similar with the findings of Rivera (2015) and Harjanto (2011).

Concerns about the widespread dynastic politics could also be felt in the Working Committee of Commission II meetings for drafting the Election Bill in mid-2013. Unfortunately, the momentum of the political council's concern and goodwill to control the pace of dynastic politics was not
accompanied by profound debate. Political dynasties are considered to be the cause of the destruction of democratic order. Thus, the formula for controlling the dynastic politics is that regional head candidates should not have a conflict of interest, which is associated with incumbent kinship relationships.

At this point, it can actually feel the absence of state legislation in preparing regulations. Learning from the drafting of regulation without political legislation and the elite of political elite manipulating the articles in regulation, the war against dynastic politics must be done by drafting or revising laws relating to state power. These include the Election Law (President, DPD, DPRD, and Political Party), comprehensively, using clear paradigms, as well as strict sanctions for violators.

Based on the above phenomenon, this study aims to illustrate why and how the practice of dynastic politics spread especially during the direct election of regional heads, how the role of political parties in the process, and what impacts on decentralization of governance in the region

B. METHODS

This study used a qualitative approach using the main data source documentation selected purposively from Kompas newspaper. News or information gathered was then processed, and analyzed descriptively including news related to political parties, direct regional head elections, and the phenomenon of political dynasties in some areas.

C. RESULTS AND DISCUSSIONS

1. Direct Regional Elections and the Phenomenon of Political Dynasty

At the beginning of its enactment, direct elections had been conducted in accordance with the provisions of the Law of the Republic of Indonesia (UURI) no. 32/2004, and then changed to UURI Number 12 Year 2008, especially Article 56 in areas in Indonesia with several purposes.
First, get leaders in areas that have public accountability at the local level. Because with direct elections, political parties at the national level can no longer appoint or send candidates to the regions. Second, so that the candidates for regional leaders are not only elected by some political party elites but by the local people directly. If the previous leaders in the regions were only elected by a handful of political elites through the Regional House of Representatives, then by direct elections, it is expected that the grass root level of public participation will increase in determining public officials. Third, the election is intended to develop leadership from below or called bottom up. Regional election is expected to restore the right of the people to directly determine their leaders. Fourth, with regional elections, it is expected that the people will participate more in political affairs at the local level so that the democratization process will grow in society.

Regional elections make people become educated indirectly for more responsible politics. With this, political stability in the region is expected to be achieved and money politics can be eliminated. Contrary, the ideal goal has been still difficult to achieve after the regional elections lasted for the past decade. First, the aspirations and the participation of the people in the determination of candidates remain marginalized and are defeated by political party elites who reduce the elections only as a hunt for power (see J. Kristiadi, 2009). This can be examined from the facts: (1) nominations in local elections are still determined by the central board of political parties; (2) democracy at the local level become subordinate to the capital owners at the center, thus the expected local public participation at the local level remains unrealized; (3) the people are only used as instruments to get votes through nomination of popular figures and artists without regard to quality (Kompas, April 6, 2010); and (4) local elections ended with violence among supporters in several areas. Second, the election of regional heads becomes more interesting, not solely because of the increasingly healthy local democracy as the impact of increasing the welfare of the people, but because of the opposite situation. Direct local
elections, which have passed through the third period since the first period began in 2005, have even more to show indications of the injury of democracy. The recruitment of candidates for regional heads, determined by transactional politics, has committed violations of the propriety principle. The regional leader, who has served two periods of office so that he has no chance to be nominated again, willing to go down as long as he remains in power. Another way is to use the wife, children, siblings, or other relatives to be encouraged to become candidates for regional head. This phenomenon is then known as the politics of kinship, which then becomes what is called the political dynasty (Kompas, July 21, 2015).

The political dynasty in Indonesia began to be seen in President Soekarno family, the first President of Indonesia. This is evident from the successor of Soekarno who continue his father's profession as a politician, such as Megawati, Sukmawati, Guruh Soekarno Putra, and moreover Puan Maharani who become next successor of Megawati.

The phenomenon of political dynasty was also seen in the family of former Indonesian President K.H. Abdurrahman Wahid. This is seen with the emergence of his siblings and also his biological children into the area of Indonesian politics.

The tendency of political dynasty is also shown by the current family of Indonesian President Susilo Bambang Yudhoyono. This is marked by the work of Susilo Bambang Yudhoyono's son Eddie Baskoro who successfully became a member of the House of Representatives for the period 2014-2019, along with several other relatives such as Hartanto Edhie Wibowo (Kompas, November 7, 2014), Agus Hermanto, Sartono Hutomo, Dwi Astuti Wulandari, and Agung Budi Santosa (Kompas, October 3, 2014).

Political dynasties not only occur at the National level, but also at the local level. This political style thrives in the era of regional autonomy. So, local democracy actually thrives on dynastic politics in the region. At the local political level, based on Indonesia Corruption Watch (ICW) study throughout 2010, there were 9 elected regional heads who were still close
relative to the previous head of region, specifically: (1) Kendal Regent, Widya Kandi Susansi, the wife of former Kendal Regent, Hendy Boedoro, who was dismissed for corruption case; (2) Kutai Kartanegara, Rita Widyasari, daughter of former Regent of Kutai Kartanegara who also stepped down due to proven corruption, Syaukani HR; (3) South Lampung Regent, Rycko Mendoza, son of Former Lampung Regent Sjachruddin ZP who has elected as Lampung Governor; (4) Pesawaran Regent where is still in Lampung, Aries Sandi Dharma, son of Tulang Bawang Regent; (5) Tabanan regent in Bali, Ni Putu Eka Wiryastuti, daughter of Previous Regent; (6) Kediri Regent, Haryanti Sutrisno, wife of previous regent; (7) Cilegon Mayor in Banten, Imam Aryadi, son of previous mayor; (8) Bantul Regent, Yogyakarta, Sri Suryawidati, wife of previous regent, Idham Samawi; and (9) Indramayu Regent, Anna Sophanah, wife of previous regent (Kompas, February 10, 2010).

According to Kompas newspaper (January 12, 2011) in Sulawesi there are also governors who built political dynasties, namely the Governor of South Sulawesi 2008-2012, Syahrul Yasin Limpo has sister with name Ikhsan Yasin Limpo (Gowa 2005-2010 Regent), Haris Yasin Limpo (Makassar City Council 2004-2009), Tenri Olle (Local Council South Sulawesi 2009-20014), nephew with name Adnan Purichta (Local Council South Sulawesi 2009-2014), and his son Indira Thita Chunda (members of the House of Representatives 2009-2014).

The most interesting phenomenon is what happened in Banten Province. From this province, there are recorded some family officials who successfully escaped to Senayan and regional parliament, which the most of legislative candidate from Ratu Atut Chosiyah’s Family like (Kompas, 12 January 2011): (1) Hikmat Tomet (husband, Central Parliament Council, Golkar), (2) Andika Hazrumy (son, Regional Representative Council), (3) Ade Rossi Khaerunisa (son-in-law, Serang City Regional Representative Council, Golkar), (4) Ratna Komalasari (stepmother, Serang City Regional Representative Council, Golkar), (5) Heryani (Stepmother, Pandeglang
Regional House of Representatives, Golkar), (6) Ratu Tatu Chasanah (sister, Banten Province Regional Representative Council, Golkar), (7) Aden Abdul Cholik (brother-in-law, Banten Province Regional Representative Council, Golkar).

The most recent news, Airin Rachmi Diany, sister-in-law of Banten, was elected Mayor of South Tangerang in pairs with Benyamin Davnie, through re-election (Kompas, March 13, 2010). In addition to the family of the Governor of Banten (Kompas, October 23, 2013),

There are also some family names of the regional heads of children in Banten, namely: (1) Tb Iman Aryadi (Cilegon Mayor's son, Central Parliament Council, Golkar); (2) Ahmed Zeki (son of Tangerang Regent, Central Parliament Council, Golkar); (3) Iti Octavia Jayabaya (Lebak Regent's daughter, Central Parliament Council, Democratic Party), (4) Diana Jayabaya (Lebak Bupati, Banten Province Regional Representative Council, PDI P), (5) Mulyanah (Lebak Regent's sister, Lebak Regional Representative Council, PDI P), (6) Agus R Wisas (Lebak Regent's sister, Banten Regional House of Representatives, PDI-P), and (7) Irna Narulita (wife of Pandeglang Regent, Central Parliament Council, PPP).

The most horrendous case is that happened to former Bangkalan Regent, Fuad Amin Imron. Fuad Amin as it is called (Kompas, December 5, 2014) is not an ordinary politician, but is called the "Godfather" of Bangkalan Madura Regency. Fuad started his political career as a PKB administrator. In the hands of Fuad, PKB had been always been the winner of the General Election until 2009. The political capital made him so smooth when he ran for Bangkalan district candidate in 2003. In the election by the local parliament, Fuad, who carried by PKB, won absolutely. Such a situation also occurred during the election of the Bangkalan district head through direct local elections in 2008. Without a significant opponent, he was elected as regent for the second time. Having no longer been able to run as regent, Fuad continued to grasp the power of his dynasty. Initially, he planned to nominate his wife, Nyai Siti Masnuri Fuad Amin. However,
Makmun Ibnu Fuad, his son, went as the candidate. Through direct local elections, the crown prince who advanced in pairs with Mondir Rofii defeated his rival, duet Nizar Zahro-Zulkofli.

The election results of Bangkalan regent also broke the record. This is due to reach 90 percent of votes and Ma'mun was recorded as the youngest regent, by the age of 26 years. Due to the massive conflict in PKB, Fuad Amin then chose to leave and become a member of Gerindra Party. In the hands of Fuad, Gerindra Party became the winner of the election in Bangkalan regency. Of the total 45 seats in the current Bangkalan parliament, the party gets 10 seats. As a result, Fuad strolled as chairman of the board. So, the executive and legislative in Bangkalan are controlled by Fuad. The son became the regent and the father became the head of the regional parliament. At least there are two aspects that became the capital of Fuad to build the dynasty of power to be so strong: (1) Fuad comes from the Bani Kholil, the great family of the legendary scholars of Madura, it makes him so respected; and (2) Fuad's ability to use important networks in Bangkalan, which is a major factor. There are three networks that are really controlled by the "king" of Bangkalan, namely: (1) the "klebun" network (village head); (2) the network of thugs; and (3) bureaucracy (Kompas, December 5, 2014).

The practice of this political dynasty seems potentially harmful to the implementation of good corporate governance of local government. This is according to Harjanto (2011: 138-139) caused by the many ugliness and weaknesses of the political order filled by kinship and certain political dynasties.

There are several reasons why kinship and certain political dynasties should be avoided. First, there is the difficulty of criticism, supervision, and the mechanism of checks and balances to be able to walk. Empirical facts show that political dynasties only prioritize kinship, and tend to adopt policies that benefit the family dynasty (Kompas, July 11, 2015). Secondly, with the growth of kinship politics, playing field will also become more
unbalanced because kinship politics have been able to accumulate influence, wealth, control of territory, and certain economic control will be more likely to win political contestation, compared to other candidates whose resources are still limited and just rely on the strength of hope. Third, stronger kinship politics is an indication of the worsening institutionalization of the party in general, and the weakening of the recruitment and regeneration capacity of political parties in particular (see also Prianto, 2011: 155-172). Fourth, in the midst of an increasingly individualistic contestation system, the role of political parties is diminishing, and the individual power of candidates becomes one of the determinants of victory in the struggle for political office.

Political kinship becomes an attractive option for political parties to win political positions in the region. Because of their obvious electoral advantages, such as popularity, the power of financial resources, and the ability to mobilize the masses through the influence of political leaders in office. Political parties seem to be more concerned with victory, and less concerned about the effectiveness of power in the medium-long term, so that the irregularities and absurdities of political support are often taken by large political parties for the sake of ensuring victory in local elections.

2. How is the Local Political Dynasty Built?

According to Scruton (2007: 195), the dynasty is "a class of sovereigns or rulers, whose succession is determined by blood relationship". Simply, the political dynasty can be interpreted as a political regime or political actor who has the power of government for generations, based on family or kinship. This political regime was formed because of the very high concern among family members towards politics. Generally, the orientation of this political dynasty is to gain power and keep it as long as possible.

In Indonesia, political dynasties are rarely discussed, whereas in practice political dynasties, whether consciously or unconsciously, have
been going on since the time of independence. Political dynasty is a living pattern both in modern Western society and in societies that mimic western styles. This can be seen in politics in America, the Philippines, and some other Asian countries.

Studies by Ernesto Dal Bo, Pedro Dal Bo, and Jason Snyder (2009) on the political dynasty at the US Congress since its inception in 1789 provide some notes. First, there is a correlation between political dynasties and political competition. The outbreak of dynastic politics is directly proportional to unhealthy political competition. The more unfair the rules happen of play in political contestation, the more fertile the dynastic politics. Second, the longer a person becomes a member of the congress, the more likely it is to encourage his family to become a member of the institution. The power that tends to produce power within itself in their expressions is called power begets power.

Following decentralization in the Philippines, political institutions of autonomy and local political practitioners have the privilege to involve local political elites and brokers in blocking democracy at local level. As a result, control and manipulation by local elites poses a serious threat to democracy. In this case, local democracy in the Philippines does not merely mean the involvement of the people in the election of certain officials, but more than that, the people must engage in higher participation activities (see De Gusman 2001: 2-3). In reality, the political dynasty does not only grow in a liberal-democratic society. In reality, the political dynasty does not only grow in a liberal-democratic society.

Elections held in the Philippines both locally and nationally have long been dominated by local politicians and political clans. They are known for not only political resilience but also economic excellence even with monopolistic positions in their respective regions, in city level, congress, provincial level, through land ownership, commercial networks, forestry concessions, mining, transportation companies, Illegal economic activity (Sidel, 2004: 75-76).
The development of the political world in Indonesia partly shows a similar trend as it did in the Philippines. Local elites have access (funds) to central institutions and rely on local constituencies raised through ethnic loyalty which is a network to strengthen and maintain patron-client relationships. According to Nordholt (2004: 67), the situation occurred because in addition to the funds from the local elite centers, also got a political heritage of violence and criminality originally found in the New Order era and strengthened by the privatization of state institutions in the region. Together with regional leadership, they take the form of "boss-ism" that operates in a regional shadow regime characterized by bureaucratic alliances, party bosses, businessmen, military and thugs.

In essence, the political dynasty grew in an autocratic society, as in the monarchical society. In monarchical system, power is continued by the crown prince, while in autocratic society, the agenda of dynastic politics is practiced by adjustments to all modern democratic procedures. Thus, they do not seem to give opportunity to other parties to do the regeneration.

Attempts to build dynastic politics are often done by adjusting according to the mechanisms and procedures of democracy, although in essence they are incompatible with the substance of democracy. Therefore, the phenomenon of the political dynasty can be said there is nothing wrong procedurally. However, if listened carefully, of course there is a very serious problem regarding the failure of political parties to do regeneration, namely in the process of recruiting candidates for regional head. This can be seen from the dominance of some incumbent involvement in local elections. With democracy in autonomous regions conducted through direct local elections and decentralization, it is intended that the division of powers and the avoidance of governmental power is not in the hands of one person, one family, or one dynasty. But how is about the reality? The incumbent regional heads are looking for opportunities and vying for power. The essence in the restriction clause, a person may only occupy the post of regional head up to twice consecutively. This is in accordance with Law no. 23 of 2014, in
which the regulation was made to avoid the absence of the head of the region for life or too long held the power of government. The long-standing power of a person tends to lead to the practice of abuse of power, which is typically an authoritarian and/or corrupt regime.

The strong influence of the incumbent in the local government, especially if the incumbent has been in power for ten years (serving for two terms), then the local government officials will inevitably have to give support to her career, economic and social resources so as not to be disturbed. Whether realized or not, a regional head is able to build a patrimonial character of bureaucracy in two terms of service. Such bureaucratic culture then creates patron-client relationships. This occurs either between the head of the region and his subordinate staff, as well as between the head of the region and the business, social and political elite in the territory under his authority. The situation is carried out by mobilizing the power, authority, and access to large funds it has to influence and mobilize the people, both through the appeal of participation and mobilization. Based on this, it is not unusual that in various local elections, the incumbent is able to maintain its power, and then win in various local elections. Therefore, it is not wrong to say that the two-time clause is actually the trigger for the development of embryonic political dynasty in the region (Hidayati 2010), but it is indeed valid procedurally (Fauzi, 2010: 81-82). As a result, almost no other figures from various political entities are able to rival the level of popularity of a region leader who has such power. This problem is inseparable from the bad political recruitment process conducted by political parties, both in the general election and in the election of regional head (Harjanto, 2011: 152; Prianto, 2011). Thus, in order to maintain its existence in the power circle, the incumbent seeks the 'crown prince' in the inner circle of the family for a period after ten years. Because in that position the incumbent still holds power and has a very strong power, but no longer eligible to run for a third time.
3. Impact on Decentralization

Smith (1985: 18-45) put forward his view of the theory of decentralization through three perspectives: (1) liberal democracy, (2) rational choice, and (3) Marxist interpretation. In essence, decentralization will bring benefits to local communities at the local level, from the perspective of liberal democracy, political equality, responsiveness, accountability, accessibility, and power dissemination. From the perspective of rational choice, decentralization is an important medium in improving personal welfare through public choice. From the Marxist perspective, local government is an extension of the central government, which results in the domination of capitalists against local government institutions. The three perspectives expressed by Smith will be used as a framework for analyzing the phenomenon of political dynasties that have recently become more prevalent in a number of local governments in Indonesia.

4. The perspective of democracy

In a democratic system, the voice of the people individually, or groups, is crucial to the fate of the nation. If the phenomenon of political dynasty is associated with democracy, then it is a natural and legitimate thing to do. Simply, political dynasties can indeed be interpreted as the use and realization of people's political rights in "choosing and chosen". It is permissible, because the subject of the political dynasty must be a citizen, or in other words one of the people who qualifies in the use of his political rights so that the right can be used. But the political dynasty here can also be seen as a double-edged knife in the exercise of rights, primarily on the right to be elected. The one side gives them the right, while the other side closes the right (opportunity) of others to be elected. First, with the development of political dynasties, this can be predicted to decrease people's participation in local government management (see also Bathoro, 2011: 123). Because the people will only be presented with choices against
the same political actors who may be from one family and often these actors possess and apply the same pattern of political behavior as coming from a common family. Second, the family power network and or kinship will eventually be able to form a political oligarchy and create an absolute regime whose power is difficult to control in the region (Batboro, 2011: 122). If the poles of power - in this case the local legislative body, which should apply the principle of checks and balances, is filled by people who have close kinship, it will be difficult to control the officials or rulers (governor, mayor, regent) . This is as exemplified by the Directorate General of Regional Autonomy above (see also Harjanto 2011: 140; Batboro, 2011: 121-122). On the other hand, the weakness of control is also caused by the weak bargaining position of political parties as a result of mistakes in the recruitment process conducted by political parties (Harjanto, 2011: 158; Prianto, 2011: 169).

Another problem that occurs when leadership succession, it is not based on professionalism and capability, but rather on blood relationships with related officials as a consequence of the patron-client relationship that has been established during the tenure of a regional head. Democracy like this describes a pseudo democracy, as if democracy is being implemented, whereas its implementation is no different from the patrimonial system of the royal era. Those who gain power are those who have access to that power. With the direct general election system with majority votes as adopted today, capital and influence issues are keys to power. Democracy, as a means to the welfare state, will be impasse, as it loses the spirit of fair and fair competition for every citizen.

The process of decentralization in Indonesia, of late, is often equated with the process of democratization and the growth of civil society. However, according to Nordholt (2004: 40-41), it actually consists of three different processes. It can be studied from the phenomenon of widespread political dynastic practices in some areas after post-reform. This phenomenon proves that the shift, from the centralization of government to
decentralization of government, is neither necessarily the transition from an authoritarian government to a democratic government, nor does it necessarily imply a shift from a powerful state to a strong civil society. In other words, the weakening of the central state does not automatically generate excess democracy at the local level. In contrast, decentralization under certain conditions can be accompanied by authoritarian governments.

5. The perspective of rational choice

In the patrimonial-authoritarian political dynasty regime, it seems that the people will have difficulty in making their rational choices in the goods. The dominance of public policy and also the absence of checks and balances from other power pillars outside the dynasty will close the opportunities of public choices. Those who will enjoy the rational choice of opportunities are the capitalists (in this case the investors), who with their capital capabilities are able to provide support and collaborate with their regional head and cronies, as is the case in the Philippines. Therefore, they can enjoy business concessions from upstream to downstream, so they are able to control the flow and distribution of public goods. Furthermore, the consequences of lack of professionalism and adequate oversight further exacerbate bureaucratic diseases.

The frequent occurrence happens for abuse of authority, corruption, deception and public fooling, and bureaucratic impartiality. For example, the situation is proven in the implementation of local elections in Kediri and South Tangerang City some time ago.

In Kediri Regency, bureaucracy is misused as a means of support for incumbent regent’s wife who runs for the next local election. A similar situation also occurred in South Tangerang city, local elections in the region followed by the younger brother of the Governor of Banten as a candidate for mayor. Many bureaucrats have been proven to be involved in practical
politics by directing civil servants to support the governor’s brother. Bureaucracy becomes weak and public service will be disturbed.

6. The perspective of Marxist

In a local election with a direct system, it is no secret that a candidate for regional head needs extraordinary amount of funding support. Thus, from the time of the nomination, the role of the capitalist can be traced in collaboration with a regional head and his cronies. The amount of support funds provided to candidate is significantly correlated with the value of project and the development program that will be obtained after supported candidates have been elected as regional heads. So no doubt, the proclaimed and realized development projects and programs are no longer a manifestation of the aspirations of local people, but they are more of a desire for the capitalists (see Kleden 2004: 125-130).

Impacts that occur such as: (1) open space garden as a water catchment area turned into a super luxury housing; (2) an educational complex, which is a protected forest area with a number of rare plants, is transformed into luxury housing and business areas; and (3) the sports area is overhauled into a business, hotel and apartment area.

In essence, as Smith (1985: 37-39) states based on a Marxian perspective, local governmental institutions will be dominated by the capitalists which practically often uses bureaucratic hands, political party elites, military or local thugs.

D. CONCLUSIONS

Theoretically, decentralization is both a manifestation and a consequence of democracy. In practice, however, democracy in the decentralization system is unhealthy. The oligarchic elite of political parties and the tendency of transactional politics, between the political party elite and the owners of the capital at the local level, have led to a process of competition in direct local elections running unfairly. This is a necessary
condition for the growth of the phenomenon of political dynasties in Indonesia. Not surprisingly, the oligarchy of power emerged without adequate competence in the governance of regional governments in the era of decentralization. As a result, the practice of collusion, corruption and nepotism spread throughout most local governments.

In the future, to avoid the growth and development of this political dynasty, there are at least three things that can be done optionally or together. First, political parties at the central and regional levels should be encouraged in addition to improving democratization in party management, as well as for intensive and sustainable caderization. With such a step, it is expected that on the one hand it will gradually erode the elite party oligarchy of political parties, and on the other hand there will be qualified and qualified cadres who will be ready to compete fairly and soundly for the seat of regional head. Secondly, the state needs to make regulations on the direct election of regional heads, which substantially does not merely adopt the principle of individualism inherent in Western democratic models, but also adapt them to the principle of collectivism that reflects the values of local wisdom. Third, equally important to regulate in election of regional head election, requirement about candidate competence is made tighter, concerning intellectual requirement, managerial skill, leadership, experience, and morality.

REFERENCES
Besley, Timothy dan Querol, Marta Reynal, 2013, Selection via Dynasties: Theory and Evidence, Manuscript in preparation, October 24
Dal Bo, Ernesto and Dal Bo, Pedro and Snyder, Jason, 2009, Political Dynasties (May 26). Available at SSRN: http://ssrn.com/abstract=909251 or http://dx.doi.org/10.2139/ssrn.909251


Smith, B.C., 1985, Decentralization, the Territorial Dimension of the State, London, George Allen & Unwin (Publisher) Ltd.

J. Kristiadi, 2009, *Domination of Political Parties in Local Elections Toward the Realization of the Cartel Party System?*, Opinion, Kompas, 5 Mei

Kompas, February 9, 2010
Kompas, February 10, 2010
Kompas, April 6, 2010
Kompas, January 12, 2011
Kompas, March 13, 2011
Compass, March 18, 2013
Compass, October 3, 2014
Compass, November 7, 2014
Compass, December 5, 2014
Compass, July 11, 2015
Compass, July 21, 2015
Compass, August 6, 2015
Kompas, August 25, 2015
Compass, September 1, 2015
ANALYSIS OF EFFECT OF LOCAL OWN SOURCE REVENUE AND GOVERNMENT SPENDING ON ECONOMIC DEVELOPMENT IN THE TEGAL REGENCY

Nur Anita¹, Rizky Ajie Aprilianto²
¹nuranita0403@gmail.com, ²rizkyajieea@gmail.com
Semarang State University

ABSTRACTS
This study aims to analyze the influence of Local Government Expenditure and Local Own Source Revenue to GDP Tegal Regency, with the variables of Government Investment per labor (proxied by government spending towards capital expenditure), Private Investment per Labor (proxied through the realization of domestic and foreign per Labor) and the realization of the PAD (Regional Original Revenue) per worker labor. This research is simulated by the amount of government spending and the fact that the GDP result of Tegal Regency. This study, using quantitative data analysis and the data used is secondary data because the data does not from the source directly, but through an intermediary or the media, for example in specific records or documents. This study uses time series data and using regression analysis, then will be processed by IBM SPSS Statistics 23 Software. The findings of this study indicate that the labor force, private investment (domestic and foreign) and local government spending made a positive or negative impact on the development of the GDP Tegal Regency. The hypothesis of this study is, first the Government Investment per labor (proxied by government spending towards capital expenditure) has a positive or negative impact on economic growth to economic growth Tegal Regency. Second, Private Investment per Labor (proxied through the realization of domestic and foreign per Labor) has a positive or negative impact on economic growth Tegal Regency. And the last realization of the PAD (Regional Original Revenue) per worker labor has a positive or negative impact on economic growth Tegal Regency. In an effort to increase the GDP, Tegal Regency policy is needed to encourage interest investment for investing in the area. Development efforts should be directed to activities that are labor intensive to be able to absorb the labor force as much as possible. As well as appropriate fiscal policies in order to improve revenue realization. In the end, the role of local government through government spending to stimulate increased investment and variable absorption of the labor force is expected to increase local economic activity in order to achieve economic growth and increase capita income of the people. Keywords: Economic, Development, Tegal Regency.
A. INTRODUCTION

Economic growth is the process of changing the condition of a country's economy continues towards a better State for a certain period. Economic growth can be defined as the process of increase in production capacity of an economy that is manifested in the form of increase in national income. The existence of economic growth is an indication of the success of economic development. Prof. Simon Kuznets (Jhinghan, 2000) define the economic growth that is a long-term increase in the ability of a country to provide a growing number of economic goods to its inhabitants. This ability to grow in accordance with technological advances, institutional adjustment, and ideology that it needs.

Sukirno (2013) explained that growth and economic development have different definitions, namely, economic growth is the increase in per-capita output process that continuously in the long term. The economic growth is one of the indicators of the success of the development. Thereby increasing economic growth usually also higher the welfare of society, although there are other indicators, namely the distribution of income. Whereas economic development is the per-capita income increase business with the way to cultivate potential economic power into an economic rill through capital investment, use of technology, increased knowledge, improved skills, increased the ability of the freedom of Association and management. There are four main components or factors in the growth of the economy of every nation that is 1) land and other natural resources (SDA), 2) capital goods and the level of technology that covers all new investment in physical equipment of land, with the advancement of technology, 3) the amount and the quality of the population and workforce through improved health, education and job skills, a growing population that eventually led to the growth of the labor force, 4) social systems and society determines to which economic growth can be achieved, such as the attitude of frugality that aims to make investments, the attitude of hard work etc. This is in line with the
neo classical economic theory which focuses on capital and labor as well as changes in technology as a new element.

In terms of economic development, which provided the guideline is as a process that caused per capita income of a society's population increase in the long term. Meanwhile, in the analysis of macroeconomic growth levels that are reached by a country is measured from the development of real national income achieved. There are 4 components of aggregate spending in the economy, namely: household consumption, government expenditure, capital formation other sector (investment), and net exports (exports minus imports).

Measurements in the economy in a country are a gross domestic product (GDP). GDP measures the flow of income and expenditure in the economy during the period. Economic growth related to the process of improving the production of goods and services in the economic activities of the community. To measure economic growth, the value of GDP based on constant prices (GDP Rill) so that the resulting growth is the growth of the rill that occurs due to the expansion of its production (Mankiw, 2007).

The value of the gross Regional domestic product (GDP) District bordering with the last five years shows a relatively good development. This success can be measured through the level of economic growth was reached. High low rate of economic growth of a region indicates the level of economic kesejahteraaan change people. High economic growth and stable from year to year mean economic prosperity is increasing, while a declining economy or economic growth with negative value means a decline in economic prosperity. On the other hand the economic growth rate is also used to evaluate right or whether the policies that have been taken with respect to the role of Government in the economy.

The development of the gross Regional domestic product (GDP) of Tegal Regency during the last five years that shows relatively good developments can be viewed from the value of the gross Regional domestic
product (GDP) by 2015 to reach 25,577.28 billion dollars with an average economic growth of the year 2011-2015 to reach 5.77 percent.

Table 1. The value of GDP, GDP per capita and the rate of economic growth, Tegal Regency 2011-2015

<table>
<thead>
<tr>
<th>Year</th>
<th>Value of GRDP (Million IDR)</th>
<th>Per Capita GDP (Million IDR)</th>
<th>Growth Rate (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>At Current Prices</td>
<td>On Constant Price</td>
<td></td>
</tr>
<tr>
<td>2011</td>
<td>17.194.572,02</td>
<td>16.071.820,41</td>
<td>12,25</td>
</tr>
<tr>
<td>2012</td>
<td>18.761.760,13</td>
<td>16.912.249,74</td>
<td>13,31</td>
</tr>
<tr>
<td>2013</td>
<td>20.767.110,98</td>
<td>18.050.291,97</td>
<td>14,68</td>
</tr>
<tr>
<td>2014</td>
<td>23.106.618,43</td>
<td>18.958.363,83</td>
<td>16,27</td>
</tr>
<tr>
<td>2015</td>
<td>25.577.284,21</td>
<td>19.990.819,93</td>
<td>17,95</td>
</tr>
</tbody>
</table>

(Source: Badan Pusat Statistik Kabupaten Tegal, 2016)

Description:
*) Provisional Figures
**) Figures Very Temporary

GDP growth as a measure of economic growth of an area is also inseparable from the role of government spending. Regional government expenditures are measured from total direct expenditure and indirect spending allocated in local budgets. Proportional government spending will boost economic growth. The relationship between economic growth and government spending is an important subject for analysis. In general, public expenditure figures, namely physical infrastructure or human capital, can enhance growth, but expenditure can also slow the economic growth of a region (Sodik, 2007).

In the modern economy, the Government as an economic actor has an important role in regulating, overseeing the economy, the government is also able to carry out economic activities that cannot be implemented by other economic actors both private and household (Hidayat, 2010). That is
why government intervention is needed in one economy and only for activities related to the livelihood of the people.

Sukirno (2013) explain Government Expenditure is a part of fiscal policy that is a government action to regulate the economy by determining the amount of revenues and government expenditure annually, which is reflected in the State Budget and Budget (APBN) Regional Expenditure (APBD) for the region or region. The objective of this fiscal policy is in order to stabilize prices, output levels, and employment opportunities and spur or encourage economic growth. In Keynes’s opinion that the role or the intervention of the government is still indispensable if the economy is fully regulated by the free market activity, not only does the economy, not always reach full employment levels but also the stability of economic activity cannot be realized. Expenditures of Tegal Regency Government can be seen in table 2 below.
Table 2. Actual Expenditures of Government of Tegal Regency by Kind of Expenditures 2014-2015

<table>
<thead>
<tr>
<th>Kind of Expenditures</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Indirect Expenditure</td>
<td>1.074.743.703.698,0</td>
<td>1.280.476.225.911,0</td>
</tr>
<tr>
<td>1.1 Personnel Expenditure</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>1.2 Retributions</td>
<td>973.001.153.163,00</td>
<td>1.044.662.759.749,0</td>
</tr>
<tr>
<td>1.3 Subsidies Expenditure</td>
<td>24.703.716,00</td>
<td>0</td>
</tr>
<tr>
<td>1.4 Grant</td>
<td>-</td>
<td>10.570.714,00</td>
</tr>
<tr>
<td>1.5 Social Expenditure</td>
<td>12.097.850.000,00</td>
<td>-</td>
</tr>
<tr>
<td>1.6 Fund Expenditure to Provincial/District/City and Village Government</td>
<td>16.178.667.000,00</td>
<td>6.330.991.077,00</td>
</tr>
<tr>
<td>1.7 Financial Assistance Expenditure to Provincial/District/City and Village Government</td>
<td>70.643.587.819,00</td>
<td>196.884.671.815,0</td>
</tr>
<tr>
<td>1.8 Unpredicted Expenditure</td>
<td>2.797.742.000,00</td>
<td></td>
</tr>
<tr>
<td>2. Direct Expenditure</td>
<td>640.143.702.525,00</td>
<td>653.820.889.747,0</td>
</tr>
<tr>
<td>2.1 Personnel Expenditure</td>
<td>60.549.799.191,00</td>
<td>0</td>
</tr>
<tr>
<td>2.2 Goods and Services Expenditure</td>
<td>353.506.254.415,00</td>
<td>74.666.921.480,00</td>
</tr>
<tr>
<td>2.3 Capital Expenditure</td>
<td>226.087.648.919,00</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>1.714.887.406.223,0</td>
<td>1.934.297.115.658,0</td>
</tr>
</tbody>
</table>

(Source: Badan Pusat Statistik Kabupaten Tegal, 2016)

Based on the table presented shows that government spending Tegal regency from 2014-2015 has increased. The highest total expenditure clearly occurred in 2015 amounting to 1,934,297,115,658,00 along with the increasing of expenditure of Regency of Tegal from year to year. Associated with the fiscal policy of the government that is regional autonomy, then both revenue and expenditure more can be optimized because each region can manage the existing resources. According to Permendagri 13 of 2006, local government expenditures are money that is out of the local treasury. Where is the Regional Public Cash is a place to keep the money area determined.
by the head of the region to accommodate all regional revenue and is used to pay all regional expenditures. The greater the productive local government spending the greater the economic level of a region.

Local government through efforts to fulfill the regional obligation one of the goals is to improve the economy that is expected to directly affect the quality of life of the community. In order to fulfill the objectives, the government is expected to have its own financial system, both in terms of revenue and expenditure, so that it does not depend on the central government. In table 3 will explain how the picture of realization of Original Revenue received by the government of Tegal Regency 2014-2015. Based on the table below it can be seen that there is an increase in realization of Original Revenue received by the government of Tegal Regency 2014-2015. The largest PAD value was obtained in 2015 of 2,097,095,623,983.00 which experienced a relatively significant increase compared to 2014.
## Table 3. Actual Revenues of Government of Tegal Regency by Source of Revenues 2014-2015

<table>
<thead>
<tr>
<th>Source of Revenues</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Original Local Government Revenue</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1 Local Taxes</td>
<td>52.489.614.287,00</td>
<td>64.737.082.699,00</td>
</tr>
<tr>
<td>1.2 Retributions</td>
<td>40.008.906.697,00</td>
<td>18.220.835.174,00</td>
</tr>
<tr>
<td>1.3 Income of Regional Government Corporate and Management of Separated Regional Government Wealth</td>
<td>7.817.034.818,00</td>
<td>9.236.793.181,00</td>
</tr>
<tr>
<td>1.4 Other Original Local Government Revenue</td>
<td>153.328.841.425,00</td>
<td>211.806.259.081,00</td>
</tr>
<tr>
<td><strong>2. Balanced Budget</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1 Tax Sharing</td>
<td>27.545.375.109,00</td>
<td>00</td>
</tr>
<tr>
<td>2.2 Natural Resources Sharing</td>
<td>7.019.427.328,00</td>
<td>31.353.191.350,00</td>
</tr>
<tr>
<td>2.3 General Allocation Funds</td>
<td>1.044.211.310.000,00</td>
<td>1.201.531.346,00</td>
</tr>
<tr>
<td>2.4 Special Allocation Funds</td>
<td>63.646.823.000,00</td>
<td>1.085.549.293.000,00</td>
</tr>
<tr>
<td><strong>3. Other Legal Revenue</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.1 Grants</td>
<td>14.136.077.660,00</td>
<td>6.026.800.725,00</td>
</tr>
<tr>
<td>3.2 Emergency Funds</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>3.3 Tax Sharing From Province and Other Local Governments</td>
<td>104.041.460.000,00</td>
<td>140.539.246.005,00</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>1.142.422.935.437,00</td>
<td>1.186.593.271.696,00</td>
</tr>
<tr>
<td><strong>3. Outonomic Region and Balancing Funds</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.4 Financial Assistance From Province and Other Local Governments</td>
<td>237.902.077.000,00</td>
<td>432.507.640.000,00</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>1.843.270.858.358,00</td>
<td>2.097.095623.983,00</td>
</tr>
</tbody>
</table>

(Source: Dinas Pendapatan, Pengelolaan Keuangan dan Aset Daerah/Revenue, Financial management and Regional Assets Service of Tegal Regency)
B. RESEARCH OBJECTIVES

Considering above backgrounds, research objectives of this paper are:

1. To analyze the effect of local own source revenue on economic development in the Tegal regency.
2. To analyze the effect of government spending on economic development in the Tegal regency.
3. To analyze the effect of local own source revenue and government spending on economic development in the Tegal regency.

C. SIGNIFICANCE OF THE STUDY

The significance of the study of this research is to understand that local own source revenue and government spending have a very important role in determining the direction of economic growth of a region. The next one of the results of this study is expected to provide empirical information that will be used as a basis by the local government of Tegal Regency as a material consideration in making policies in the framework of regional development and strengthen economic conditions.

D. CONCEPTUAL FRAMEWORK

The conceptual framework presents the relationship of the variables used in this study. First is the Original Revenue in Tegal Regency as an independent variable. Local Own Revenue based on Law Number 33 Year 2004 regarding Fiscal Balance Between Central and Regional Government Article 1 point 18 that “Original Revenue, hereinafter referred to as PAD is Revenue obtained by area which is levied according to the regional regulation in accordance with the legislation.” According Halim (2004) Local Own Revenue is all regional revenue derived from the source of indigenous economy. The Original Regional Revenue is separated into four types of income, namely local taxes, regional retributions, regional state-owned enterprises and the result of separated regional property management, other valid Local Original Revenue. The next independent variable is government expenditure, both physical and nonphysical, has been programmed in every sector or sub sector. The results of the above variable research will be used as a basis in determining the economic growth that occurred in Tegal regency or hereinafter referred to as the dependent variable.
E. METHODOLOGY

This study uses a quantitative approach because the data obtained in the form of numbers and processed and analyzed using IBM software SPSS Statistics 23.

1. Sample Determination Method

The sample is a partial or representative of the population under study (Prasetyo and Jannah, 2005: 119). Sampling technique in this research is Library Research.

Library Research sampling method is a data collection technique that is complemented by studying and analyzing the literature sourced from books and journals related to this research. This is done to get the foundation of theories and
concepts are arranged. Researchers do by reading, citing materials related to research.

2. Research variable

The variables in this study include independent variables consisting of local revenue (PAD) and Government Expenditure and the dependent variable consisting of Economic Growth.

3. Method of collecting data

Research data can be taken with several techniques according to the type of data available. In this study the method of documentation as a technique of data retrieval. This is because the data sourced not from the source data directly, but through intermediaries or media, such as archives, documents, or records on the amount of Original Regional Revenue, the amount of government spending, and Gross Regional Domestic Product (PDRB) in Tegal regency from several agencies Or related offices of Bappeda, Dispenda, Regional Secretariat of Finance, BPS Kabupaten Tegal, as well as books related to this research.

4. Data analysis method

1. Multiple Linear Regression

Multiple linear regression analysis is the development of simple linear regression where there is more than one independent variable. Multiple regression analysis is used to see the effect of independent variable (x) to the dependent variable (y) (Uyanto, 2009: 243).

\[ y = a + b_1x_1 + b_2x_2 + e \]

Y : Produk Domestik Regional Bruto (PDRB)
X1 : Local Own Revenue (PAD)
X2 : Government Spending

2. Descriptive Test

Descriptive test is function to describe or give description to the object under study, through sample data or population as it is without doing analysis and make conclusion that apply to public (Sugiyono, 2009: 29). The descriptive test also provides an overview of the data seen from the mean, standard deviation, variant, maximum, minimum, sum, range, kurtosis and skewness (Ghozali, 2009: 19)
3. Classic Assumption Test

Tests of classical assumption deviations are done first before testing of the research hypothesis. This test is intended to determine whether the model proposed in this study is declared free or escape from the deviation of classical assumptions. The classical assumption of deviation test is normality test, multicolinearity test, autocorrelation test, and heterokedastisity test.

4. Testing statistics
a) Statistical Test t

The statistical test t is performed to show the significance of the influence of independent variables on the dependent variable individually and to assume other independent variables are constant. The null hypothesis used:

\[ H_0 : b_i = 0 \] ................................(3.1)

This means whether the independent variable is not a significant explanatory variable to the dependent variable. The alternative hypothesis is:

\[ H_0 : b_i > 0 \] ...............................(3.2)

This means whether the independent variable is a significant explanatory variable to the dependent variable. The significance of the effect can be estimated by comparing the t value with the t table value. If the value of t arithmetic greater than the value of t table, then Ho is rejected and H1 accepted, which means independent variables individually affect the dependent variable. Conversely, If the value of t arithmetic smaller than the value of t table then Ho accepted and H1 rejected, which means independent variables individually do not affect the dependent variable.

b) Statistical Test F

The F statistic test is basically to show whether the independent variables included in the model simultaneously or simultaneously affect the dependent variable. The null hypothesis (Ho) to be tested whether all parameters in the model are zero. This means that all independent variables are not a significant explanation of the dependent variable.

\[ H_0 : \beta_1 = \beta_2 = 0 \] .............................(3.3)
Alternative Hypnithis (Ha) not all parameters simultaneously equal to zero. This means that all independent variables are simultaneously a significant explanation of the dependent variable.

\[ H_0: \beta_1 \neq \beta_2 \neq 0 \quad \text{........................(3.4)} \]

To test both of these hypotheses used statistic F. Statistical value F calculated with the formula as follows:

\[ F = \frac{\text{MSS dari ESS}}{\text{MSS dari RSS}} = \frac{R^2/k - 1}{(1 - R^2)/n - 1} \]

Following the F distribution with degrees of freedom k-1 and nk where \( n \) = number of observations, \( k \) = number of parameters (including intercepts), MSS = sum of squares described, ESS = sum of residual squares, RSS = average sum of squares, and R2 coefficients Determination.

c) Coefficient of Determination

The coefficient of determination (R2) basically measures how far the ability of a model in explaining the dependent variable. The formula to calculate the coefficient of determination is:

\[ R^2 = \frac{\text{ESS}}{\text{TSS}} = 1 - \frac{\sum e_i^2}{\sum y_i^2} \]

The equation shows the proportion of the total sum of squares (TSS) described by the independent variables in the model. While the rest is explained by other independent variables that have not been or are not included in the model.

E. CONCLUSION/IMPLICATION

After done data processing by using SPSS Statistics Software got result like display as follows:

<table>
<thead>
<tr>
<th>Model</th>
<th>R</th>
<th>R Squar e</th>
<th>Adjusted R Square</th>
<th>Std. Error of the Estimate</th>
<th>Change Statistics</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>.947a</td>
<td>.898</td>
<td>.872</td>
<td>917,59631</td>
<td>.898</td>
</tr>
</tbody>
</table>
Model Summary

<table>
<thead>
<tr>
<th>Model</th>
<th>Change Statistics</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>df1</td>
</tr>
<tr>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

a. Predictors: (Constant), Government_Spending, Local_Own_Revenue
b. Dependent Variable: Gross_Regional_Domestic_Product

Based on the results of data processing in Summary Model table above can be seen that the value of R or degree of relationship between Local Own Revenue and Government Spending to Gross Regional Domestic Product (GRDP) of 94.7%, meaning that research variables have a very strong relationship because Exceeds 50%. Also based on data processing in the table, the coefficient of determination of 89.8%. This means that variations of Local Own Revenue and Government Spending variables in explaining the Gross Regional Domestic Product (GRDP) is 89.8%. While the rest of 10.2% is explained by other variables not examined in this study. Then Adjusted R Square or R Square has been adjusted for 87.3%.

Coefficients

<table>
<thead>
<tr>
<th>Model</th>
<th>Unstandardized Coefficients</th>
<th>Standardized Coefficients</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>B</td>
<td>Std. Error</td>
</tr>
<tr>
<td>1 (Constant)</td>
<td>2920.218</td>
<td>2241.213</td>
</tr>
<tr>
<td>Local_Own_Revenue</td>
<td>-2.359</td>
<td>.971</td>
</tr>
<tr>
<td>Government_Spending</td>
<td>11.605</td>
<td>2.164</td>
</tr>
</tbody>
</table>
In addition, to find out the regression equation formula from analysis of the effect of the effect of local own source revenue and government spending on economic development in the Tegal regency can be seen in the above coefficients table. In the table the constant value of 2.920,218 while the coefficient value of local own revenue -2,359 and the value of coefficient of government spending of 11,605 so obtained a regression equation (in billions) \( Y = 2.920,218 - 2,359X_1 + 11,605X_2 \).

From the results of the above regression equation can be seen that if the Local Own Revenue and Government Spending amounted to 0 then the amount of Gross Regional Domestic Product of 2.920,218. Local Own Revenue coefficient value is negative at -2,359 while the Government Spending coefficient value is positive that is equal to 11,605. This shows that the amount of Gross Regional Domestic Product has a positive relationship with Government Spending. The existence of this positive influence is in line with previous research Suparta and Awaludin (2010). This is because government spending by the government can grow the economy in a better direction such as the opening of jobs due to the development and improvement of infrastructure for the improvement of the quality of public services.

Instead Gross Regional Domestic Product has a relationship that is negative with Local Own Revenue. This means that when local own revenue increases, economic growth or in this case the value of regional gross domestic product will decrease. This is because local own revenue is obtained from public participation in paying some obligations such as taxes and retribution so that when people make a payment then
in real terms the amount of money in him will experience a reduction which causes the level of economic growth of the community also decreased. This is in line with research conducted by Febrian in 2014 in his scientific journal The Influence of Local Original Income and Government Expenditure on Economic Growth in Regency of East Java which finds a negative relationship between Local Revenue and Economic Growth.

F. RECOMMENDATION

The government should be more careful in creating and determining the rate of local taxes and levies so that it does not burden the community so that economic growth can run to a better direction.

REFERENCES

Badan Pusat Statistik Kabupaten Tegal Tahun 2016.
Undang-Undang Nomor 33 Tahun 2004 tentang Perimbangan Keuangan Antara Pusat dan Daerah.
PEOPLE’S ECONOMY AS THE WAY OUT OF HIGH GINI RATIO IN SURABAYA

Satria Devi, S.STP
Staff of East Java Province
e-mail: satriadevi999@gmail.com

Abstract
By the end of Millennium Development Goals toward Sustainable Development Goals, it becomes a reference for government to formulating policy in order to support the development based on social justice in all fields, including the economic field. Data shows that economic inequality in urban areas is larger than in the rural. According to BPS survey result on Gini Index (GI), the National GI of Indonesia in 2015 was 0.43, GI of East Java Province was 0.41 and GI of Surabaya City was 0.42. GI of Surabaya City was the highest compared to all cities in East Java Province. A worrying number if we compare it to the standard of World Bank on Gini Ratio. If this inequality is not being solved immediately, it will cause social jealousy and criminal acts. Gini Ratio becomes a warning for the government to evaluate the economic policies that have been implemented. The main problem of high Gini Index in Surabaya is an unequal income distribution for the people. This study aims to find out a solution for those problems so that the level of economic inequality in Surabaya can be decreased. A qualitative descriptive method will be used to describe and to know the unequal income distribution. Do the result of income distribution improvement by holding the poverty alleviation programs in the form of incentives for the poor, developing the economic region and also some productive socioeconomic programs can improve the people income level, so the inequality could be reduced? Pancasila, which is the principle of the Republic of Indonesia ordered us to deliver social justice for all Indonesian people. By empowering the people through a massive economic activities will certainly be able to resolve economic inequality. By Gini Ratio aid as the econometric tool, the level of economic inequality can be solved through the people empowerment in economic activities based on kinship principle and Pancasila also the 1945 Constitution.

Keywords: Gini Index, Social Justice, People Economy

A. INTRODUCTION
To begin this research let us remember some of the words of Allah SWT, so that we learn is inseparable with religion. Because in this case we would like to put the science of economics in social sciences, not in exact science which tend to be math calculations only. Social sciences should be based on religious knowledge, in order to create prosperity for all. Beautified for those who disbelieve is the life of this world, and they ridicule those who believe. But those who fear Allah are above them on the Day of Resurrection. And Allah gives provision to whom He wills without account (Al Qur’an, Surat Al Baqarah : 212). Indeed, Allah orders justice and good conduct and
giving to relatives and forbids immorality and bad conduct and oppression. He admonishes you that perhaps you will be reminded. (Al Qur’an, Surat An Nahl : 90)

"Allah Ta’ala said to me, 'giving infaq, surely I will giving infaq (provide replacement).' And the Messenger of Allaah (peace and blessings be upon Him) said, "

The giving of God is always enough, and never diminishes even though it flows day and night. Does it occur to you, how much has God given the creation of the heavens and the earth? Verily, what is in the hand of God, never diminishes. (Hadits of Bukhari 4684 and Muslim 993).

a. The economy is structured as a joint effort based on the principle of kinship.
b. Production branches that are important for the state and which affect the livelihood of the people are controlled by the state.
c. Earth and water and natural resources contained therein are controlled by the state and used for the greatest prosperity of the people.
d. The national economy is organized on the basis of economic democracy with the principles of togetherness, fair efficiency, sustainability, environmental insight, independence, and by maintaining a balance of progress and national economic unity.
e. Further provisions concerning the implementation of this article shall be governed by law. (1945 Constitution, Chapter XIV : National Economy and Social Welfare Article 33)

When the founding fathers of Indonesia penned down principles of the national economic life in the constitution of the newly independent state, they chose not to adopt the American-style capitalistic model or the soviet-style etatist economic model. Their dream was a national economy capable of creating welfare for the people with equity and social justice, as officially stated in article 33 of the 1945 Constitution. Independence as a blessing from God after 3,5 centuries of colonialism opened the door to creating a justice and prosperous society based on Pancasila as the ideology. Independence was the starting point and the bridge to a sovereign Indonesia. It is the duty of Indonesia to shape its independence in order to achieve social justice for all Indonesian people, is final goal. The way to social justice is not an easy and simple path. Instead, it has complicated stages and should be pursued carefully and patiently. The first stage is the economic one, the improvement of material prosperity; the second stage is social welfare; and the third stage is social justice.
Oxfam recently released survey results on Gini Ratio, which is 1 (one) rich person in Indonesia wealth equivalent to 100 million poor people in Indonesia. In the other hand The global wealth report published by credit suisse shows in a number of countries, its wealth is dominated by only a few richest man. Indonesia is one of them. One percent of the richest people in Indonesia control nearly 50% of the country's wealth. (Tempo Magazine, 20-26 March 2017 edition)

The imbalance between the rich and the poor according to a survey by BPS and an independent survey agency suggests that in the past decade has increased more rapidly than other countries in southeast asia. Economic growth during that period, according to world bank reports, only enjoyed 20% of the richest population. Economic growth does not automatically reduce poverty, the achievement is not followed by improvements in the economy of lower class society. Their purchasing power is weakening, malnutrition in pregnant women, infants, and children under 5 years fertilizes poverty. In the middle of the situation, the growth of the upper class is greater than the lower classes.

Tempo.co, Jakarta : Oxfam in Indonesia (Oxfam) and the International NGO Forum on Indonesia Development or INFID published a report on inequality in Indonesia. The report, published today, Thursday, February 23, 2017, entitled "Towards a More Equal Indonesia" is aimed at contributing thoughts about the imbalances in Indonesia. According to Oxfam and INFID, Indonesia's economic growth rate is quite stable and the proportion of people living in extreme poverty has been reduced to around 8 percent. However, the high economic growth has not been matched by more equitable income”. (https://m.tempo.co/read/news/2017/02/23/090849439/survei-harta-4-orang-terkaya-setara-100-juta-orang-miskin)

In this paper we will know that “democracy economy” that sided with “ekonomi kerakyatan (people’s economy) or Economy Pancasila” which in 33 article of 1945 constitution is prohibited the practices of etatism, free fight liberalism, and monopoly. All of which act to the disadvantages of the population. We have to noted that economic democracy means, production is carry out by all, for the benefit of all, under the leadership or supervision of society members, based on the brotherhood. Shortly, production activity to achieve prosperity should involve and benefit to all people, not just individuals. It has become the basis of justifying and empowering ekonomi rakyat. (Revrisond Baswir,2009:53)
In 2016, the era of the ASEAN Economic Community (MEA) was implemented. Indonesia is freer to export goods and services to ASEAN member countries. In contrast, goods and services from ASEAN member countries are more free to enter Indonesia. The purpose of the establishment of the MEA is to improve the stability of the economy in the ASEAN region. MEA as an opportunity but also a challenge for Indonesia. The big question is whether the Indonesian people are ready to face the MEA? Not only MEA but also Globalization. We always heard that we have to accepted globalization, ready or not, like or not, agree or not we have to accept globalization because we are already in it. It make us worrying. Because in the market, whose is strong he will win the game. So how about with poor people? Our vision for the future is clear enough. We should not to hesitate to enter the globalization era but with healthy, strong ekonomi rakyat. In the other hand, it does’nt mean ignoring the big companies.

Both national economic forces, the big companies and ekonomi rakyat, should not go their own way nor compete with each other. Within the country the stability of the national economy can be sustained, if both sectors of the economy are in a partnership and support each other. It means that economic disparities and the social gap must be reduced, in order to avoid possible social unrest. We have to noted that our economy experience show that ekonomi kerakyatan is engine of national economic growth. It was continued to grow throughout the crisis and sucesfully recovered. In the other hand, big private enterprise or conglomerates in the national economic system are play a key role in economic growth throught the manufacturing industry and trade. Big companies should not be confronted with ekonomi rakyat and shouldn’t feel discriminated. Therefore development has succesfully increased the national income and the people’s prosperity in general although there are still economic disparities and a social gap that demands serious efforts to overcome the problem so it won’t continue and develop into social envy.

“Facing globalization process thats keeps getting stronger while crushing a nationalistic spirit keep deminishing, there is no other way than to increase our national economic resilience by strengthening ekonomi rakyat.”
(Mubyarto,2003:37)
If Indonesian believe in the strength and potential of ekonomi rakyat. The need for dependence on foreign capital would not be felt. An Indonesian economy that is more decentralized through regional autonomy will prove more capable of developing the economic potential of each region.

B. RESEARCH OBJECTIVES

This study aims to find out how to overcome the inequity in Surabaya so as not to get worse. Community approach in poor area to invite poor society to participate so that the gap is not too far away. Shortly, this study aims to:

1. Knowing the evaluation of poverty eradication program implementation
2. Knowing that the application of populist economy succeeded in improving the living standard of the community.

These observations might prompt researchers to formulate hypotheses which could be tested in another piece of research. So long as the aim of the research is exploratory, ie to describe what is, “ekonomi rakyat/People economy” Is one way of overcoming inequality that occurs, a socioeconomic programs that are productive can improve income levels, so as to reduce the inequality. Empowering the community through a massive economic activities will certainly be able to resolve economic imbalances. Where the government to provide facilitation to the public, the rich to help the poor.

Based from data by BPS 2016 (Statistic Center Office) of east java province, we can see that, the high gini ratio data in the dominant East Java Province, in urban area was 0.433 while rural inequality only 0.313 for it needs serious attention related to the equity of welfare. Gini ratio becomes an econometrik tool for the government to know the level of inequality of a region.

"Economic growth focuses on capital accumulation, but on the other hand these efforts are too easy to ignore the aspect of the equity. High economic growth above 7 percent is actually enjoyed only by upper society, capital owners and elites. Perhaps such is the logical consequence of the development paradigm that further highlight economic growth. The belief that economic growth will in itself produce economic justice is, in fact untrue. " (Mubyarto 2004:16).
C. SIGNIFICANT OF STUDY

1. Gini Index Concept

Based from BPS, Gini Index is a coefficient ranging from the numbers 0 to 1, explaining the level of evenness (distribution) of national income, the smaller (closer to 0) the coefficient, the better sign or even distribution. The gini ratio can be assessed visually directly from the Lorentz curve, ie the ratio of the area between the Lorentz curve and the diagonal to the width of the OBC triangle area, the more curved the Lorentz curve, the larger the divided area, the greater the gini ratio, implying the Income distribution that is unbalanced.

Ministry of Internal Affairs, Gini Ratio index is:

“Gini Index or Gini Coefficient is an indicator that shows the level of income inequality as a whole. Gini coefficient value ranges from 0 to 1. Gini coefficient has value 0 , indicates the presence of perfect equity of income distribution, or everyone has the average/same income. Whereas, the Gini coefficient of value 1 shows perfect inequality, or one person has everything while the others have nothing. In other words, the Gini Coefficient is attempted to approach 0 to indicate the equitable distribution of income between populations”.


2. System Concept

The system is the rule of play, which governs the reciprocal relationship between the parts of the whole, which if the rules of play are going well and integrated will produce something useful. (Mubyarto: 2004,14) Here we can take the meaning that, the System is part of sub-sub system that has their respective functions, work together to produce something useful.

3. Economics Concept In Religious Approach

Economics is the study of human endeavor to meet the necessities of life and the needs of human beings covering physical, social, and moral needs. (Mubyarto: 2004) This is very different from the notion of Western Neoclassical Economics which emphasizes only human needs on the material-only material. It is not taught how humans meet their spiritual or spiritual needs. In Indonesia, ideology pancasila and refers to the teachings of Allah SWT, emphasizing human needs include physical, social, and moral needs, so it is expected to realize social justice. In His Word it has been said that God will provide for unlimited human sustenance. This is in contrast to Western Neoclassical teachings that convey the means of fulfilling human needs is
limited and the needs of man himself is infinite. This indirectly also conveys that humans have a greedy nature. So that western Neoclassical doctrine is very inconsistent with the teachings of Allah SWT. Does it reflect the attitude and personality of Indonesian people who are religious and moral Pancasila? No. The problem is not because of the limited tools of satisfaction (goods and services) but the purchasing power of the people, so what is really called limited is the purchasing power of the people. Not a fulfillment tool.

4. **Pancasila economics system concept**

Pancasila economic system is the rule of play about economic relationships that govern economic relationships that regulate the coordination of relations between people with each other in the life of society in an effort to meet the needs - life needs, both material life, social, and moral (Mubyarto: 2004.14 ). Because our country embraces the ideology of Pancasila, it is certain that the fulfillment must be based on good and fair morals. There is a term “tuna sanak bathi sanak” relatives, which illustrates that in economic activities not merely pursuing profits, but also kinship. Loss is not what matters at the same time getting a new family. Such is the legacy of the Indonesian nation, a dignified nation. Pancasila economy is a fad, not a capitalist nor a communist, but an economy that is the result of the excavation of native ideas and worldviews of Indonesian society. All we need is to do, not just to be on lipped.

Based on Mubyarto, Koperasi and Pancasila Economy he said that we have considered Pancasila economic system is the most appropriate. An economic system that is not liberal, not overly controlled by the government, and does not lead to the nature of a monopolistic nature. In this case the competition is too free, should not be left. And there are two ways of protecting the weak (within a certain time limit) and limiting the strong so as not to lead to monopoly and etatism. Koperasi should start from the good people as producers or consumers. And their goal is not only to establish a new business, but the business must be related to the business life or the needs of its members, so that the Koperasi can run effectively and efficiently.

5. **Pancasila Economic Principles**

Actually, it is not difficult to find the principles of Pancasila economy because almost all branches of economic activity appear, either: in agriculture, fishery, industry, handicraft, or service. On the contrary if you still feel it is difficult to study the economy
of the people, even (you) think the people's economy is not there, or is considered an illegal economy, then your argument will always spin with reference to classical western / western Neoclassical theory, Suitable for Indonesia. Pancasila economy is Moralistic, Democratic, and Independent. (Mubyarto: 2004,9)

We need to remember that, before adam Smith published “Wealth of Nation” in 1776 he was Published “The Theory of Moral Sentiment”in 1759. In WN he said that: Human is Homo Economicus, while in TMS He said that: Human is Homo Socius. It is intresting to see two books of Smith. Each contain contradictory perspectives while at the same time revealing two aspects of human nature: egoism/Selfishness and Sympathy for other. Its mean, that Its not true if economy efectivity only discusses about problem how to be rich/ fulfill the need but also how to sympathy for others.

6. Institutional economics

Institutional economics is an economic approach that recognizes that the basis of economic behavior is not always mutually harmonious interests but rather the colliding interests. Institutional economics regards efficiency as a universal principle, because it solves the problem of scarcity through cooperation. (Mubyarto: 2004,11)

The attitude of life of the Indonesian people who has Pancasila Ideology is very concerned with social harmony as the goal of human life. Community needs are solved precisely through cooperation among economic actors, not through competition. So it is appropriate if the right economic science and should be developed in Indonesia is the economics of cooperatives, not competition economics. Elucidation of article 33 of the 1945 Constitution, the economy of the family is a democratic economy, where the prosperity of the community takes precedence over the prosperity of a person. And the way to implement such an economy is through a cooperative economic system, a cooperative economy, not an economy based on free competition.

Institutional economics studies and seeks to understand the institutional role of the broader system and economic organization or system. Institutions studied usually grow spontaneously over time or institutionally deliberately created by humans. Institutional roles are important and strategic because they exist and work in all areas of life. Thus, institutional economics then becomes part of a fairly important economic science role in the development of social science humanities, economics, culture and especially political economy. Institutional economics continues to grow deeper
because it is occupied by many economists and other social sciences. (Rachbini, 2002).

7. Wealth Concept

According to BPS, Welfare is a condition in which all the physical and spiritual needs of the household can be met according to the level of life. The dimensions of the welfare of the people are very broad and complex, so that a level of people’s welfare can only be seen through a certain aspect. Therefore, the welfare of the people can be observed from various specific aspects, namely:

a. Population
b. Health and nutrition
c. Education
d. Employment
e. Household consumption or expenditure
f. Housing and the environment
g. Social, and others

A socially just society is a social order in which the welfare of the most disadvantaged groups can continue to increase. (Mubyarto, 2004: 25)

8. Factors That Affect The Level Of Household Welfare

Several factors that influence the welfare level according to Iskandar (2007) and Sumarwan (2004), which is much influenced by internal factors include:

a. Revenue
b. Education
c. Work
d. Number of family members
e. Age of the head of the family.

9. Unemployment Concept

The danger of judging the employment situation in the third world by concept and measures of unemployment derived from the rich countries is increasingly recognized. Closely related to unemployment is the whole question of income distribution particularly the level of income of the poorest sections of the population.
The provision of jobs for the unemployed is a necessary but by no means sufficient condition for achieving a more satisfactory distribution of income in a country.

One major practical problem of measuring employment is that an important section of the unemployed labour force is unenumerated. This is generally true of employment in the informal sector. The mass of small scale, tailoring, shoe repair, house building, beer brewing, food preparation and trade. (Jolly et.al 1973:9 25-27).

The concept of unemployment in Indonesia is likened to the concept of unemployment in America, where unemployed people are considered a heavy burden of the country's economy, since the state must pay salaries to the unemployed, dole employment. The situation in Indonesia is not the same as it is, so unemployed undergraduates still have savings or their parents are still able to meet their needs. With a very simple explanation, that those who are unemployed are not always poor, while the poor always live in deprivation (Mubyarto, 2004: 16)

So the point is, this poverty can have a big impact if not overcome. Its like a time bomb, closely linked to the imbalance between the rich and the poor. Where in 1998 had once exploded when injustice culminated in the form of sharp economic and social imbalances.

Information :
The results of economic growth show only enjoyed by some upper class society. On the other hand poor society is not so enjoy it, therefore in order not to happen GAP is too deep, needed a movement to make KOPERASI within the scope of neighborhood Association. This cooperative was established to meet the daily basic needs of the population. On the other hand will also strengthen the regional economy, because the economic activities of people moving massively from below are expected to decrease the level of inequality. On the other hand, investors are encouraged by the government to set aside some of its CSR funds to strengthen this RT-level cooperative. In short, in a large business area is still running and the people's economic stretch also runs massively. In order to balance.
High Economy Growth

Mostly enjoyed by the **high class** society

Small part enjoyed by the **lower class** society

**Economy & Social Inequity**

**Economy Pancasila People Economy**

**Crime Act**

**Partisipatoris**
The rich help the poor

**Cooperation**
Based on Kinship

**Institutional economics Side Poor Society**

**Community Empowerment**

**D. CONCEPTUAL FRAMEWORK**

**KOPERASI**

Koperasi Production
- UMKM/Small Business

Koperasi Distribution
- Saving and Loans/Small Finance

Koperasi Consumption
- Grocery Store/Minimarket

**KOPERASI**
(Neighborhood Association Levels)

**KOPERASI**
(neighborhood association)

Standard of living society increased
Community Empowered
Equity increased
E. HYPOTHESIS

Based on the background of the problem and the purpose of the research, the hypothesis that can be raised as a basis in solving the problem is as follows: Suspected cause of high gini ratio in Surabaya caused by lack of equitable income of society. It is therefore necessary to strengthen inclusive economic growth by establishing a Koperasi massively at the Neighborhood Association level (RT)

F. METHODOLOGY

This research uses descriptive and analytical research designs, through a qualitative approach to describe and determine the unequal distribution of income. This study records, describes, classifies, and analyzes and describes data and information - information about the reality that occurred about the inequality that happened.

G. CONCLUSION/IMPLICATION

In general the picture of the Surabaya economy is as follows:

Tabel 1: General economy and finance Surabaya Region

<table>
<thead>
<tr>
<th>No</th>
<th>Klasifikasi</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Total population</td>
<td>2,833,924,00</td>
<td>2,848,583,00</td>
</tr>
<tr>
<td>2</td>
<td>HDI</td>
<td>78,87</td>
<td>79,47</td>
</tr>
<tr>
<td>3</td>
<td>AHH</td>
<td>73,85</td>
<td>73,85</td>
</tr>
<tr>
<td>4</td>
<td>Economic growth</td>
<td>6,96</td>
<td>5,97</td>
</tr>
<tr>
<td>5</td>
<td>Inflation</td>
<td>7,9</td>
<td>3,43</td>
</tr>
<tr>
<td>6</td>
<td>Poverty rate</td>
<td>5,79</td>
<td>No data</td>
</tr>
<tr>
<td>7</td>
<td>Poor people</td>
<td>164,360,00</td>
<td>No data</td>
</tr>
<tr>
<td>8</td>
<td>Region was a lot of poor people</td>
<td>Surabaya Utara</td>
<td>Surabaya Utara</td>
</tr>
<tr>
<td>9</td>
<td>Unemployment</td>
<td>5,82</td>
<td>No data</td>
</tr>
<tr>
<td>10</td>
<td>GRDP/Million Rp</td>
<td>365,354,831,10</td>
<td>406,196,760,30</td>
</tr>
<tr>
<td>11</td>
<td>GRDP per capita/Million</td>
<td>128,92</td>
<td>142,60</td>
</tr>
<tr>
<td>12</td>
<td>Spending per capita Food and Non Food</td>
<td>No data</td>
<td>2,266,007</td>
</tr>
<tr>
<td></td>
<td>Investation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>13</td>
<td>foreign investment</td>
<td>478,468,800,00</td>
<td>14,675,100,00</td>
</tr>
<tr>
<td>14</td>
<td>domestic investment</td>
<td>639,625,900,000,00</td>
<td>828,416,500,000,00</td>
</tr>
</tbody>
</table>
Banking Performance/Million Rp

<table>
<thead>
<tr>
<th>NO</th>
<th>Region</th>
<th>Incentive Recipient</th>
<th>NO</th>
<th>Region</th>
<th>Incentive Recipient</th>
<th>NO</th>
<th>Region</th>
<th>Incentive Recipient</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Asemro wo</td>
<td>1022</td>
<td>11</td>
<td>Karang Pilang</td>
<td>762</td>
<td>21</td>
<td>Semampir</td>
<td>11097</td>
</tr>
<tr>
<td>2</td>
<td>Benowo</td>
<td>746</td>
<td>12</td>
<td>Kenjera n</td>
<td>3429</td>
<td>22</td>
<td>Simoker to</td>
<td>5835</td>
</tr>
<tr>
<td>3</td>
<td>Bubutan</td>
<td>2786</td>
<td>13</td>
<td>Krembang an</td>
<td>2897</td>
<td>23</td>
<td>Sukolilo</td>
<td>2185</td>
</tr>
<tr>
<td>4</td>
<td>Bulak</td>
<td>561</td>
<td>14</td>
<td>Lakarsantri</td>
<td>1312</td>
<td>24</td>
<td>Sukomanunggal</td>
<td>1779</td>
</tr>
<tr>
<td>5</td>
<td>Dukuh Pakis</td>
<td>637</td>
<td>15</td>
<td>Mulyorejo</td>
<td>953</td>
<td>25</td>
<td>Tambaksari</td>
<td>5603</td>
</tr>
<tr>
<td>6</td>
<td>Gayungan</td>
<td>481</td>
<td>16</td>
<td>Pabeancantika n</td>
<td>2980</td>
<td>26</td>
<td>Tandes</td>
<td>1552</td>
</tr>
<tr>
<td>7</td>
<td>Gентengan</td>
<td>1098</td>
<td>17</td>
<td>Pakal</td>
<td>751</td>
<td>27</td>
<td>Tegalsari</td>
<td>2490</td>
</tr>
<tr>
<td>8</td>
<td>Gubeng</td>
<td>1803</td>
<td>18</td>
<td>Rungkut</td>
<td>1691</td>
<td>28</td>
<td>Tenggili s Mejoyo</td>
<td>607</td>
</tr>
<tr>
<td>9</td>
<td>Gunung Anyar</td>
<td>811</td>
<td>19</td>
<td>Sambikerep</td>
<td>796</td>
<td>29</td>
<td>Wiyung</td>
<td>848</td>
</tr>
<tr>
<td>10</td>
<td>Jambangan</td>
<td>1188</td>
<td>20</td>
<td>Sawahan</td>
<td>3521</td>
<td>30</td>
<td>Wonokromo</td>
<td>842</td>
</tr>
</tbody>
</table>

Source: BPS Surabaya, Economy Office East Java Province.

In accordance with the results of the study, the authors found the fact that, areas that many poor people have a high crime rate. This is due to the emergence of social jealousy to the upper class society.

The data obtained are as follows:
Table. 3 Criminal Report by Year in Surabaya Region

<table>
<thead>
<tr>
<th>No</th>
<th>Region</th>
<th>Crime Rate 2015</th>
<th>Crime Rate 2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Surabaya Center</td>
<td>410 report</td>
<td>858 report</td>
</tr>
<tr>
<td>2</td>
<td>North Surabaya</td>
<td>1508 report</td>
<td>1430 report</td>
</tr>
<tr>
<td>3</td>
<td>West Surabaya</td>
<td>386 report</td>
<td>555 report</td>
</tr>
<tr>
<td>4</td>
<td>South Surabaya</td>
<td>1622 report</td>
<td>1304 report</td>
</tr>
<tr>
<td>5</td>
<td>East Surabaya</td>
<td>631 report</td>
<td>1005 report</td>
</tr>
</tbody>
</table>

Source: Polrestabes Surabaya And KP3 (Surabaya Police Office)

Crimes revealed include, theft, murder, drugs, gambling, counterfeit money, human trafficking, etc. But the concern is the disclosure of drugs and theft of vehicles, according to data from Surabaya Police Department. The area with the highest crime rate is in the North Surabaya area, which in fact is also a region that many poor people, as shown below:

**Figure 1. The spread of drug cases in Surabaya is dominated by the area of many poor people.**

Many poor people are forced to justify any means to meet their diverse needs, due to lack of sufficient funds and socio-economic conditions that are problematic. Therefore, people are encouraged to commit various criminal acts such as selling drugs. (Mrs. Parti, Narcotics Agency Surabaya)
Based from the data, we can see that. Inequality will cause social envy/jealousy, whereas social jealousy will causing criminal acts. If we throwback in 1998 we have a big experience, chaos occurs almost all over Indonesia because of it. Previously we crave of high economic growth phenomenon. Eventhought, in the other hand the logical consequence of high economic growth based on capital accumulation, only lead to inequality of economic development. The rich get richer, the poorer the poorer.

1. Degree of exploitation

Our term is still not independent in the economic field has long been hearded. It is as if we are powerless to face it, tend to choose to surrender and join the tide rather than fight. Starting from waking, bathing, clothes, food, vehicles, stationery, etc. do we use products produced by our own people? Starting from our clothing and food supplies was imported. This is the result that the Indonesian economy is again colonized by foreign economy.

The development of history teaches us that the essence of colonization is the exploitation of one nation by another nation does not stop after independence arrives. The nature of colonialism continues to this day in a finer, more polite, but more powerful form of suction. And it's harder to take him on. The most common form of colonialism of this new model is the economic exploitation, such as through the grip of Multi National Corporation.

How to calculate the degree of exploitation is to compare the value of GRDP (per capita) with the value of per capita consumption expenditure, in this case there is no savings (saving). If the per capita GRDP value is much higher than the value of population consumption expenditure, it means that most of the GRDP is not enjoyed by the local people. In other words, the GRDP is delivered to the owner of the capital owners.

\[
\text{Degree of exploitation} = (1- \frac{\text{Consumption per capita}}{\text{GRDP per capita}})\times 100\%
\]

\[
= 1-(\frac{2.266.007}{142.600.000})\times 100\%
\]

\[
= 1-0.016\times 100\% = 98\%
\]
Gini Ratio index in Surabaya we can see from the table below:

**Table 4. Gini Ratio Based Per City and Year**

<table>
<thead>
<tr>
<th>City</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surabaya</td>
<td>0.40</td>
<td>0.37</td>
<td>0.39</td>
<td>0.42</td>
</tr>
<tr>
<td>East Java Prov.</td>
<td>0.36</td>
<td>0.36</td>
<td>0.37</td>
<td>0.42</td>
</tr>
</tbody>
</table>

Source: BPS, East Java Province 2016

Regional development in an area, especially the metropolis areas such as Jakarta and Surabaya always show the developed regions and the less. Both socially and economically. If we see the situation in the city of Surabaya, the invisible areas such as Citraland, Royal Resident, Pakuwon, Galaxy, Darmo, The Gayung Sari, Graha Family, Bukit Mas Tours. Looks very lame if we compare with areas such as Sidotopo, Pegirian, Wonokusumo, sawah pulo, Ujung etc. In addition to the slum arrangement turned out to be in the area of North Surabaya, is an area with a large number of poor people and has a high crime rate.

In the other hand, if we look in healthy side. Exspecially in BPJS Service in Surabaya Hospital, we can see in the table below:

**Table 5. Hospital participation in BPJS program**

<table>
<thead>
<tr>
<th>No</th>
<th>Region</th>
<th>Total Hospital</th>
<th>Join With BPJS</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Surabaya</td>
<td>59 Hospital</td>
<td>36 Hospital</td>
<td>61%</td>
</tr>
<tr>
<td>2</td>
<td>East Java Prov.</td>
<td>369 Hospital</td>
<td>249 Hospital</td>
<td>67%</td>
</tr>
</tbody>
</table>

Source: Public Health Office, East Java Province 2016

They are still 60% Hospital in Surabaya was joined in BPJS Program. BPJS is Public Legal Entity which is directly responsible to the President and has the duty to organize National Health Insurance for all Indonesian people. In education side, especially in Senior High School.
Table 6. Percentage of schools that meet the standards

<table>
<thead>
<tr>
<th>No</th>
<th>Type of School</th>
<th>Total</th>
<th>Meet the standards</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>SMA (public and private)</td>
<td>137</td>
<td>35 School</td>
<td>25 %</td>
</tr>
<tr>
<td>2</td>
<td>SMK (vocational School)</td>
<td>103</td>
<td>30 School</td>
<td>29 %</td>
</tr>
<tr>
<td>3</td>
<td>MA (Madrasah Aliyah)</td>
<td>17</td>
<td>9 School</td>
<td>52 %</td>
</tr>
</tbody>
</table>

Source: Public Education Office, East Java Province 2016

From the data seen only about 30 percent of the total number of high school level eligible schools.

There are approximately 10 schools in Surabaya that have international standards. Among them:

Table 7. Surabaya International School

<table>
<thead>
<tr>
<th>No</th>
<th>Name of School</th>
<th>Indonesian</th>
<th>Foreign</th>
<th>Curriculum</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Surabaya Intercultural School</td>
<td>34 student</td>
<td>26 student</td>
<td>AERO &amp; Community Core Learning</td>
</tr>
<tr>
<td>2</td>
<td>SMA Surabaya European School</td>
<td>-</td>
<td>-</td>
<td>CIC and IGCSE education</td>
</tr>
<tr>
<td>3</td>
<td>SMA Merlion School</td>
<td>-</td>
<td>-</td>
<td>Cambridge</td>
</tr>
<tr>
<td>4</td>
<td>SMA Ciputra</td>
<td>335 student</td>
<td>10 student</td>
<td>IB MYP, IB DP</td>
</tr>
<tr>
<td>5</td>
<td>SPINS</td>
<td>81 student</td>
<td>14 student</td>
<td>Cambridge</td>
</tr>
<tr>
<td>6</td>
<td>Surabaya Taipei School</td>
<td>2 student</td>
<td>16 student</td>
<td>Taiwan</td>
</tr>
<tr>
<td>7</td>
<td>SMA Cita Hati Christian School</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>8</td>
<td>SMA Kristen Intan Permata Hati</td>
<td>211 student</td>
<td>1 student</td>
<td>Cambridge</td>
</tr>
<tr>
<td>9</td>
<td>SMA Nation Star Academy</td>
<td>378 student</td>
<td>0</td>
<td>General Assessment Certificate</td>
</tr>
<tr>
<td>10</td>
<td>SMA Elyon Christian High School</td>
<td>40 student</td>
<td>-</td>
<td>Cambridge and GCA</td>
</tr>
</tbody>
</table>

Source: Public Education Office, East Java Province 2016

If the school has international standards, we do not need to judge its quality. Certainly very qualified, and certainly only the rich - people who can enjoy such education. Another phenomenon that we feel is, the proliferation of minimarket like Indomaret, Alfamaret, Superindo and so on. Where its presence also eroded the existence of populist economy. Grocery stores and traditional markets can not compete
against the presence of the minimarket, below the number of minimarket outlets spread all over Surabaya

### Table 8. Minimarket Franchise in Surabaya

<table>
<thead>
<tr>
<th>Store Name</th>
<th>Total Store</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alfamart</td>
<td>234 Store</td>
</tr>
<tr>
<td>Indomaret</td>
<td>293 Store</td>
</tr>
<tr>
<td>Alfa Xpress</td>
<td>3 Store</td>
</tr>
<tr>
<td>Rajawali Mart</td>
<td>9 Store</td>
</tr>
<tr>
<td>Superindo</td>
<td>7 Store</td>
</tr>
<tr>
<td>Alfamidi</td>
<td>42 Store</td>
</tr>
<tr>
<td>Circle K</td>
<td>15 Store</td>
</tr>
<tr>
<td>Others</td>
<td>64 Store</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>667 Store</strong></td>
</tr>
</tbody>
</table>


From 667 Minimarket, according to data from Surabaya Municipality there are 411 stores that do not have permit. Almost easy to find the existence of minimarket outlets. In addition to its location is very close to the traditional market, and also between fellow minimarket outlets

### 2. Evaluation of poverty alleviation programs

In order for the poor people to get out of poverty it takes effort and empowerment program to them. Many argue that people are poor because they do not have a high work ethic, no self-employed, low-educated personality. In other words is the low quality of human resources. This is a way of looking at the poor from the outside. What needs to be learned is how to recognize the problem of poverty from the perspective of the poor themselves. With this new approach is expected to formulate a better policy. It is necessary to look at the poor as objects, not as subjects. Poverty alleviation will be more targeted if the poor become the main actors in the fight against poverty. On the other hand, governments and communities capable of caring for them out of poverty need appropriate commitment, policies, organizations and programs.
The centralistic approach (Top Down) is not proven to empower the poor but inhibits the creativity of the community, where the community does not actively participate so that it only fosters the attitude of dependence on the government. Relief aid such as cash, food aid, relief goods is only temporary, there is no continuity thereafter. This approach is a project approach. Then the success of the program is measured only by the percentage of aid distributed and the number of beneficiaries. Government aid such as Raskin and non-cash food assistance is only temporary. After the aid is received then it is finished there is no continuation. Raskin distribution with data recipients is out of sync. There are some poor communities in one area receiving assistance, while others do not. (Arif, Section Chief Officer economics Field, semampir districts). There are a number of challenges to the Raskin program that are difficult to resolve, especially on 'inaccuracies' ranging from target or beneficiaries, the amount that should be received, the price redeem, the time delay, the quality of the rice, and other administrative issues people can not choose other food except rice. (Agus, Coordinator Social Program, Public Social Office in Surabaya)

3. Build Koperasi, Koperasi Build

The term was popularized by the father of the Indonesian Cooperative, who was the first Vice President of Indonesia. Learning from the proliferation of minimarket outlets in Surabaya, why we do not together base neighborhood shoulder to build a Koperasi of Basic Needs like that. We collect capital and we buy some of these day-to-day needs, affiliated with an already developed cooperative in Surabaya. The goods we produce together, we are distributed together and we consume together. Just like we shop at Indomaret/Alfamaret. The average of each Neighborhood Association in Surabaya is about 350 families. The amount is already sufficient if we build a Koperasi. Here are big 5 Koperasi that have been successful in Surabaya:
**Tabel 9. The Big 5 Koperasi in Surabaya**

<table>
<thead>
<tr>
<th>No</th>
<th>Koperasi Name</th>
<th>Members</th>
<th>Assests (Rp)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Setia Bakti Wanita</td>
<td>13,389 people</td>
<td>178,417,504,618</td>
</tr>
<tr>
<td>2</td>
<td>Koperasi Pegawai Pelabuhan Ind</td>
<td>2,898 People</td>
<td>255,202,588,000</td>
</tr>
<tr>
<td>3</td>
<td>PUSKUD</td>
<td>702 KUD</td>
<td>92,648,576,833</td>
</tr>
<tr>
<td>4</td>
<td>Gabungan Koperasi Pegawai R.I.</td>
<td>266,300 People</td>
<td>15,501,966,486</td>
</tr>
<tr>
<td>5</td>
<td>Citra Bekisar Telkom</td>
<td>477 People</td>
<td>28,207,825,000</td>
</tr>
</tbody>
</table>

Source: Public Koperasi and Small Busines of East Java Province 2016

Affiliated with existing and advanced Koperasi will facilitate the development of small Koperasi cooperatives at the Neighborhood Asosiation level. In every Community, in general there are a capable people and an uncapable people, with Koperasi they work together, to meet their daily needs. It also improves economic life and raises its standard of living.

**E. RECOMENDATION**

Based on the research that has been done, these are some recommendations:

1. The city government surabaya, invites people to establish Koperasi at RT (Neighborhood Asosiation) level. Because the RT is the smallest organization in the Community, which directly in contact with the community. With the existence of cooperative level RT at least we have addressed the basic needs for the community.

2. The high Gini Index of a region, not necessarily can easily be over with one instrument only. Required participation of the community as much as possible, mainly by establishing cooperative needs and small businesses. With so expected distribution of income can spread. On the other hand, the concept of fair is very difficult to measure, because fair is its dealings with the heart. Therefore, improving the living standard of the weak economic community that is getting better today, it is a sign of weak economic society is powerless. Learning to live without a government needs to be encouraged by the community to try to empower themselves in terms of economic improvement.
3. In order to prevent massive criminal acts because of these imbalances and jealousies, a priestly approach is needed. Therefore, the government needs to mobilize religious activities such as:
   a. Majlis Religious Science
   b. Majlis Sholawat
   c. Majlis Dzikir
   d. Other Majlises related to religious mental planting. With the approach of diversity, it is expected to be more effective in giving to the community.

REFERENCES

Books
1. The Holy Qur’an
3. UUD 1945


Magazine Articles


Website

1 https://m.tempo.co/read/news/2017/02/23/090849439/survei-harta-4-orang-terkaya-setara-100-juta-orang-miskin

2 http://www.lensaindonesia.com/2015/02/24/ratusan-minimarket-di-surabaya-ternyata-tak-berijin.html
CONNECTED: TRACING THE IMPACT OF SOCIAL MEDIA AS A NEW MEDIUM OF POLITICAL PARTICIPATION IN THE PHILIPPINES BEFORE AND DURING DUTERTE ADMINISTRATION

Aaron Joseph Henderin Castaño
(Head Author/Presenter)
Shaira Joy Fungot
Rica Jane Gardose
Jamil Lavaniah Delos Reyes
Tanya Maria Ciaden Sejane
Lea Jane Cabalfin
Christine Joy Viray
Leonard Francis Alcoran
Rejie Lyn Duya
Rasia Kristina Sorongon
(Co-Authors)

Senior Students, Bachelor of Arts in Political Science
West Visayas State University - La Paz, Iloilo City, Philippines
Email: ajcastano18@gmail.com

ABSTRACT

The widespread reach of online social media plays a vital role in the kind of political participation that we are having in my country ---- Philippines. That is why the relevance if dissecting its political aspect stands to be a crucial ground in analyzing the pulse of the masses in determining public opinion. The rapid evolution of technological advancement led to the evolution and innovation of the kind of interaction that we are having in the society.

In this regards, this qualitative research study using desk method research aimed to present and describe social media as the medium of political participation in the Philippines. The researchers made use of the data from records and documents to construct four cases where social media was used as a political participation or activism: No to Cybercrime Law Movement, Online Community on Anti-Epal Bill, Million People March against Pork Barrel Scam and the Online Campaigns for Presidential Elections from 2010 to 2016. To elaborate the in depth of the study two theories have been incorporated to this research: the Participatory Theory of Democracy as well as the Social Media integration Theory.

Data on these four cases were analyzed thematically and the results are the following: (1) Social media served as medium of voicing out the collective opinion of the public; (2) Socio-political activists and interests groups adapted the new kind of approach offered by social media; (3) There is no definite age qualification in terms of online participation; (4) Organizing movements is a lot faster compared to traditional political participation; and (5) Online movements have been effective as they were able to receive immediate response from the government.
The result of this study showed that the means of participating in political matters in the Philippines continue to grow and adapt to the availability of technology as an avenue to showcase opinions.

**Keywords:** Technology, Social Media, Political Participation

### A. INTRODUCTION

The undisputed widespread influence of online social media plays a vital role in the kind of political participation that we are having in our country - Philippines. That is why the relevance dissecting its political aspect stands to be a crucial ground in analyzing the pulse of the masses in determining public opinion.

The rapid evolution of technological advancement led to the evolution and innovation of the kind of interaction that we are having in the society. From a resource perspective of political participation it appears plausible that a positive relationship should exist between an individual’s exposure to and use of digital media on the one hand, and the extent of its political engagement on the other (Brady, Verba, et.al., 1995).

Platforms for social networking such as twitter, youtube, and facebook have exponentially multiplied the possibilities for the retrieval and dissemination of political information thus affording the internet user with a variety of supplemental access points to political information and activity that come at little cost in terms of time, money, and effort. As members of online social networks, for instance, users will be automatically updated about their friend’s political activities through their news feed. They can comment on these activities or they can join online discussion groups, thus actively engaging in political conversation from convenience of their homes and at any time of the day. They can be friend candidates or political organizations online and stay informed about their positions and activities without having to attend a meeting or a rally. In short digital media have considerably lowered the transactions cost hitherto related to political learning and action. As placed on the words of Blood, the internet has driven a step change in the way pressure groups influence public opinions, corporations and governments. The most visible gain is a low-cost and global medium for disseminating ideas. Never has it been so cheap or easy to publish articulate and credibly presented activist critiques, with the advantage that activists no longer have to satisfy the news values of news organizations to reach a potentially vast public. Nor do government, or corporations have any clear advantage despite greater wealth and
technical resources. An activist website can be just as convincingly presented as that of the billion-dollar corporations it is attacking. In other words, online social media opens the opportunity to be a medium for anyone, anywhere, to express one’s thoughts, feelings, or opinions.

B. METHODOLOGY

This desk method qualitative research aimed to present, describe and introspect the use of social media as the new medium of political participation by the virtual movements in the Philippines.

The researchers purpose in case study is not to study everything going on in the site but to focus on specific issues, problems or programs. As the means of communication continue to change and evolve, the means of the people in participating in governmental issues and change.

Gathering data begins when the background reading research, and planning begin. Everything read and discussed has influence on the researcher. In this study, the researchers identified five online virtual movements that used social media as a medium of political participation: Anti cybercrime law movement, Anti-epal movement, million people march, Halalan 2016 fair elections coverage, Duterte for President Campaign. Having identified five online virtual movements, the researchers made case studies. The data were gathered through various documents and records.

Finally, the researchers looked for patterns on the five cases and they employed thematic analysis to come up with the findings.

C. SIGNIFICANCE OF THE STUDY

1. Social Media: Impact of Technological Development in Philippine Civil Society

Throughout the history, social media, internet as one of the technological advancement of time, has been a key player in the lives of billions of people around the globe. According to Peters, online participation started in the 1990’s and has continued to grow (2011). It has taken the role of bringing to the public’s attention what personal action cannot do. To elaborate, the potential impact of internet on democratic participation depends heavily upon the type of activism under comparison. The online population is most pre-disposed to engage in cause-oriented forms of activism, characteristics of petitioning, demonstrating, and contacting the media over single
issue politics and civic-oriented activities such as belonging to voluntary associations and community organizations (Norris, 2006). The impact of internet on how users have used it in the past is revolutionized as it can now be used to rally a certain cause with purpose of delivering fatal blow to the authorities being addressed.

In the field of politics, Bennet (2003) elucidate the fact that the political impacts of emerging technologies reflect the changing social, psychological, and economic conditions experienced by citizens who used them. That is how deep the impact of technology in our society – manifested changes brought by social media virtual movements. Social media is the most effective way for politicians to engage with people and to show an interests in them, and there is little doubt that the entertainment industry has successfully harnessed the power of social media. Here, internet has driven a step change in way pressure groups influence public opinions, corporations and governments (Blood, 2000).

In the Philippines, one of the very notable events in the history involving technology is the time during the January 2001 uprising that forced President Joseph Estrada to step down from power. In the point of view of Celdran (2002), the fall of Estrada was the result of confluence of political and technological factors that began with the dramatic expose of president’s involvement in the country’s illegal numbers game. This, in turn, unleashed a series of media reports on Estrada’s lavish lifestyle, hidden wealth and alleged connections with the underworld. This together with an unprecedented live coverage of the subsequent investigations, set in motion a protest movement that would culminate in the urban uprising known as EDSA 2. In technological terms, the mass media particularly the electronic media hastened that process with live and comprehensive coverage of the congressional investigation, the impeachment trial and the assembling of the masses at EDSA. The power of text at that time is one of the proofs of how Filipinos ingeniously use technology to gain solid unity in their sentiments and advance the cause they are fighting for.

Now, as it is the internet that is dominating the scene, recent political endeavours arising from various political controversies have been evidently owed to the internet. There have been five notable events: First the Public’s grim opposition against the Cybercrime Prevention Act; second the Pa Epal Politicians; third, the million people march against pork barrel, fourth and fifth were the very recent, Halalan 2016 campaign for fair and peaceful elections and the Duterte for President online
campaign. Reiterating Celdran’s words, indeed there is truth when he said that a strong and healthy democracy is built on citizens being connected to each other in civic life. Moreover, communication technology, as proven in the political events of recent years, can enhance political communication in society and develop an informed and connected citizenry (2002).

2. Virtual Movements involved in Philippine Politics
   
   a. Online Community on “Anti-Epal Bill”

   It started in a simple observation many have had but never acted on: the posters and streamers bearing the names and faces of public servants who launch programs and projects for their constituents. Also, it has become almost a standard practice that politicians are pasting their names and faces on projects funded by taxpayers.

   “Epal” is slang for “mapapel,” a Filipino term for attention grabbers, scene stealers, or people who crave a role (papel) in affairs that are not necessarily theirs to handle or decide (Esguerra, 2011). Moreover, it can also be defined as a person acting or grandstanding in a politically tactless manner. For an instance, premature campaigning, when public officials or people aspiring for public office engage in election activities geared towards furthering their political ambitions, when this happens outside the official campaign period.

   To counter this self-praise and somewhat narcissistic complexity, Senator Miriam Defensor-Santiago filed a bill, now commonly referred to as “Anti-Epal Bill,” prohibiting public officials to affix their name or image to any signage on a proposed or ongoing public works project. This bill is being repeatedly filed by the aforementioned senator since 2004 but little progress is being made.

   In the explanatory note of Senate Bill No. 1967, formally known as the “Anti-Signage of Public Works Act,” Santiago said that appending the names of officials on public works projects either funded or facilitated through their office is “unnecessary and highly unethical” (Mendoza, 2011).

   As free riding politics in the Philippine context is rampant and is very tangible on common government infrastructures as well as to government-owned vehicles, this bill serves as a form of hindrance to the success of the politicians to maximize their popularity and resources to make their names even more visible on the eyes of the commoners.
Now, in order to wake the public on this kind of norm, Vince Lazatin, Executive Director of the Transparency and Accountability Network on Mornings at ANC, and other social activists initiated an anti-epal campaign primarily using the social media as a medium of protest.

The onset of the anti-epal campaign can be traced back to the time of the late DILG Secretary Jesse Robredo. Rampant manifestation of epal politicians can be seen almost anywhere. To counter this social dilemma, the late Sec. Robredo issued a memorandum circular on September 23, 2010 directed to all local chief executives to ensure that the policy is strictly observed. In the memo, Robredo said, “Pursuant to this Department’s thrust to uphold good local governance, the practice of putting up of billboards and signages and other information materials bearing the names, initials or pictures of government personalities (firetrucks, ambulances, vehicles, etc.) are hereby prohibited.” Moreover, the aforesaid memo is in line with President Benigno Aquino III’s directive on August 5, 2010, which instructed all Cabinet members to refrain from associating his personality and identity in programs and projects. In terms of legislations, Sen. Miriam Defensor-Santiago have been tirelessly pushing the passage of Senate Bill No. 1967, or the “Anti-Signage of Public Works Act,” since 2004 until the present.

The anti-epal movement aims to expose and shame politicians and public servants who, as is common practice at every level of Philippine politics, plaster their names and faces at every project and opportunity – even when the said projects and events are in fact paid for and demanded by public funds. Ultimately, the movement also has the objective of protecting the integrity of public service, and cleaning up political practices that diminish Philippine elections. The movement also exhibits a strong tie to questions of transparency, accountability, and then electoral reform and voter education (Aquino, 2012).

The facebook page (www.facebook.com/nomoreepal) made for the anti-epal campaign was created on May 20, 2012 by Kate Lim and Renee Juliene M. Karunungan currently is receiving a very overwhelming response from netizens from all parts of the country. This facebook page reflects the online movement by the netizens in an effort to fight the accumulating publicity of the epal politicians. Its posts have been swarmed by various photos on different parts of the country showing streamers of governmental projects with the faces and names of various politicians.
who must be shamed by their unprecedented attitudes and actions. Also, there are posts that present the beauty of the society in the absence of pal politicians.

### b. Pork Barrel Scam and the Million People March

One of the tools from which the use of discretion in the government has been maximized is the infamous priority development assistance fund also known as the Pork Barrel. It is a lump-sum appropriations in the annual General Appropriations Act to fund the priority development program and projects of the government.

In here is the scrutiny of how the people made use of social media and the internet as tools of expression towards their government with regards to various issues, particularly on pork barrel.

Wellman, Quan-hasse, Witte, and Hampton (2001) provided evidence that online interaction supplements interpersonal relations and results in increased voluntary association membership and increased political participation. Even Kraut has revisited his earlier study and claimed that the negative effects of internet use had dissipated. Instead, they found positive effects of using the internet on communication, social involvement, and well-being.

By the time the notion of pork barrel rolled into the Philippines, it was already 1922. That was when a public works act, separate from the general appropriations act, was first passed. However it did not take long before the Philippine version of the pork barrel acquired a sleazy sheen (Chua and Cruz), by the time of 1942, the war broke out and pork barrel as well as other governmental functions naturally stopped.

The unrest that occurred which lead to the million People march on the issue on Pork Barrel has been ignited by so called 10 billion pork barrel scam from which Janet Lim-Napoles is involved. Napoles has been alleged of having engineered a P10 Billion scam over the past decade by using the pork barrel funds of 5 senators and 23 congressmen for Ghost projects. She was even tagged as the mother of pork barrel scam, This political scandal was first exposed in Philippine Daily Inquirer on July 12, 2013 news issue.

Social media has been filled with outrage since news broke of Billion Peso Scam. Angry Filipinos have taken to sites like facebook and twitter to express their disgust, denouncing Napoles wealth, including her daughter Jeane’s lavish lifestyle.

The million people march came form call to action posts by various individuals on the internet that does not have political affiliations. To be more precise, all actions
regarding the Million People March stemmed from a Facebook status post of Ito Rapadas that states. “what we need is a million people march by struggling Filipino taxpayers- a day of protest by the silent majority that would demand all politicians and government officials to stop pocketing our taxes borne out from our hard work by means of these pork barrel scams and other creative criminal acts.

By the multiple networks of people in social media, the cause on scrapping pork barrel had spread like a wild fire. Since people also cannot always catch up to news on the specific time when it airs, Youtube has provided a great medium for those who seek to know more about the issue during their most convenient time. By this, people are always able to follow the recent updates over the issue. Philippines may not be physically attached due to its archipelago traits but people still can connect, communicate and unite on the internet by means of social media and other sites for one cause.

The social media activity was further boosted on August 17, 2013 a day after the Commission on Audit (COA) released a special report on the Priority Development Assistance Fund (PDAF) from 2007-2009. Go (2013) stated that by August 19, lawyer Ana Santos who uses the twitter handle, added interest by starting the PDAFkalampag movement – when she asked her social networks to flood a different a lawmaker or a government agency each day with calls and tweets. The movement was successful enough to get a tweet from senate President Franklin Drilon.

c. Anti-Cybercrime Law Movement

In the wake of what we call as the Information Age, every individuals gradually become independent to the increasing usefulness of internet. Communications become faster and more efficient as every lives are being connected from every corners of the globe. Behind is what drives the yearning of the people to communicate, and that is the inclination to socialize with others ---- sharing opinions, point of views, and beliefs. What is more beautiful behind this is the fact that they are free to express. This freedom enables them to show the true content of their hearts and minds. No suppression of thoughts nor feelings, everything is unbounded to express. In the case of curtailing this freedom, can we even imagine what it would yield?

When the world was introduce to internet, the ambit from which the law can encompass proved to be lacking since it does not incorporate cases that is internet-related. It is with the realization of the necessity to broaden the scope of the law that
endeavours to enact internet-related legislations started. The present issue involving the passage of Republic Act. No. 10175 or popularly known as the Cybercrime Prevention Act of 2012 last September 12, 2012 is what is being considered now as the E-Martial Law since the aforementioned legislation curtail the right of free expression of the Filipino “Netizens”.

The Cybercrime Prevention Act of 2012 as some may not thought has undergone several stages of maturity. It started year 2000 when Republic Act. No. 8792 or commonly known as the E-Commerce Law has passed. Republic Act 8792, was signed into law last June 14, 2000. It is a landmark legislation in the history of the Philippines since it made the country a legitimate player in the global marketplace. Also, in this law the Philippine Internet community played a major role in pushing for its passage. Several legislations then followed year after year as to cope with needs of time, however, this legislations cannot suffice the requirements of time. Every time a bill on Cybercrime Prevention is being filed, it turns out that a stronger and better law is needed to address additional cybercrimes. Last 2012, the infamous Cybercrime Prevention Act was ratified, and this happening let to numerous protest may it be parliament of the street or an internet activism. This event also paved the way for some movements and organizations to form, on which is identified as the Philippine Internet Freedom Alliance (PIFA). PIFA was formed last October 1, 2012. It started in a facebook page as broad coalition of individuals and organizations seeking to amend/remove the provisions which threaten Internet Freedom in Republic Act 10175 or the Cybercrime Prevention Act of 2012. In the long-term, it aims to be the bastion of this freedom. Their mission is to take it upon themselves as INTERNET FREEDOM FIGHTERS to Protect, Promote, and Advance Human Rights and Fundamental Freedom of citizens, both online and offline.

In addition, PIFA aims to accomplish the following: First, REPEAL the Cybercrime Prevention Act of 2012; Second, Push for the total repeal of RA 10175 and reject the introduction of piecemeal amendments to RA 10175, on grounds of:

a. It violates netizens’ human rights, as well as political and civil liberties protected under the Philippine Constitution.

b. It expands the government’s powers without affirming the state’s primary responsibility to protect and to recognize the democratic rights of its citizens on the internet.
c. RA 10175’s provision on “cybersex” is so vague that it will only result in 22 perpetuating violence against women instead of suppressing syndicated and 23 exploitative cybersex.

d. RA 10175 was drafted without meaningful public participation, thus it suppresses rather than empower citizens, and incriminate them rather that protect the lawful exercise of their civil and political rights.

e. ENSURE public participation in crafting policies that seek to govern or regulate the internet, in order to safeguard Internet Freedom.

f. ASSERT that private-corporations, i.e., “big business”, recognize and respect Human Rights.

g. Respect Human Rights by performing “human rights due to diligence”.

h. Access to Remedy, which includes grievance mechanisms.

d. Halalan 2016: Ipinalo ang Pamilyang Pilipino Campaign and Eleksyon 2016: Dapat Tama

During significant events in the history of the Philippines especially during elections, news coverage and public service campaigns of Giant networks such as ABS-CBN and GMA are on lead. The recently concluded 2016 elections once again proved the great influence of these networks as netizens greatly supported their social media campaign towards delivering a fair, peaceful, and successful elections. The hashtags #halalan2016 of ABS-CBN became the top trending topic worldwide accumulating thirty million tweets from May 8-10, 2016, dates before, during and after elections. Meanwhile, GMA’s #dapattamaelekyon2016 came second spot. These simply proved how online people took an active participation through expressing their opinions in social media.

The Pre-election campaigns of the two big networks were also supported by the majority of the Philippine civil society. Ipinalo ang Pamilyang Pilipino takbo para sa halalan were attended by 50 000 participants, the call started in the official page of ABS-CBN news. Responsible voting and sharing of news were also rampant through ABS-CBN’s Bayan Mo Ipatrol mo and GMA’s you scoop, encouraging netizens to share and post-election related situation.

The voluntary service of the Private sector had made great influence as it encourage the majority of individuals right there or right in on the online world to be
aware and be sensitive to one of the country’s most significant yet crucial times as they
will have to elect another leader to guide our whole nation (Retrieved from

e. Duterte for President Campaign

Despite his denial of running as the president of the Republic of the Philippines
at first, former Davao City Mayor and now the current president pursued presidency.
According to the Maria Ressa, head of Rappler, Online civil society clamour for him to run
was one of the great reason to make his decision change. Facebook pages such as
Duterte for President: Change is Coming became one of the most followed page
during elections pioneered of course by his supporters. Majority of pro-duterte netizens
have actually done their part, they have actually wage war to anti-duterte supporters.
Former TV personality Mocha Uson has also used the social media to invite everyone
to attend at the meeting de avance of Duterte, then people had also answered the call.
Accumulating more than 300,000 supporters who attend on the last campaign of the
current president. Even until now, duterte supporters still used the influence of social
media to call for national unity against duterte fight for change: war on drugs and many
more.

D. RESULTS AND DISCUSSION

The data gathered in this study were further analysed and interpreted using
thematic analysis. Based on the obtained data, these are the patterns and categories
that have transpired: Initiating action, Social Media, Plan of Action, Sectoral
Affiliations, Rights groups, Political Influence and Changes in the society.

Responsive Action

Digging on how these movements started forwarding their cause can be traced
back on the manner the internet-users or to become more particular, the netizens
reacted on a particular issue. The irregularities being experienced by the society as
reflected by the actions of those who are in the government, are being scrutinized by
the netizens and decided upon, whether they do agree or not. There is no question if
the netizens do agree, however, in cases where netizens opposed, they will post their
sentiments to be heard by the government, and this is where internet movements
comes into view.
Based on the gathered data, movements were formed in response to a certain issue that surfaced. In the case of the introduction of the Cybercrime Prevention Act, Anti-Epal Bill and Million People march campaign online, began to take proactive measures upon the realization that there are certain provisions that violates Human rights, confronting epal politicians and the constitutionality of Pork barrel.

Netizens have seen the necessity of bringing their opinions from an individual level into a group level so that the power of their opinion will be increased. The more netizens joining their cause, the more likely it will be noticed by the government or be recognized by the majority. Practically speaking, movements formed through internet can be likened to that of the parliament of the street, since it voices out a certain opinion or reaction to the government collectively, the only major difference is that the medium being used vary – while parliament of the street takes its cause in a personal way where a man to man interaction can be seen, in the movements via internet, a medium in the form of internet links is needed or required.

Now as it has been known that the movements are formed as a consequence of a collective response from the netizens, it could also be noted that they have been grouped without an advance planning. How netizens was able to initiate their plans depended on their shared sentiments at the moment a certain issue present itself.

a. Social Media

The social media has been an excellent medium for information dissemination. It made possible the fast spreading of certain news from one place going to another, regardless of how secluded the place where it came from. In the discussion of political decisions and issues, the government is able to communicate with th people easily, publicizing whatever actions it has made in response to its constituents needs, and making sure that they have a same manner however, social media made it easy for the public to transparently monitor the actions taken by their political leaders. With the help of social media, it made clandestine operations exposed and shamed.

The presented virtual movements primarily used social media as a tool of political participation. It opens a new dimension from which individuals can channel their sentiments, opinions and advocacies. The widely used social media is through the social networking sites such as twitter, facebook, blogs made it possible for exchanging of ideas to happen.
Social networking sites have been an ideal place for individuals to express their every opinion about a certain political issue. In the event of their exchanging ideas, a collective will of response is being developed and conveyed to the government. The government and the majority of the citizens in turn cannot dare to ignore the rising pressure or power coming from online movements since they themselves have a constant access to whatever is happening within the realm of internet.

b. Plan of Action

As the movements have been formed it was found out that they eventually did actions intended to shake the idleness of the government, and tremendously awaken the awareness of the public. From online emotions translated into actions, the movements that were formed provided political pressures that even the government cannot continue playing blind.

To make it visible to the rest of the world what they are fighting for, the said virtual movements did various activities. These activities are primarily inclined on their respective goals that as they take into action the activities that they have planned, the government will have little options but to respond and engage them in whatever means necessary.

In the case of the Anti-Cybercrime Prevention Law Movement, one major activity the Philippine Internet Alliance did online is the event they named as Black Tuesday on October 2, 2012 where netizens showed their support though posting memes and status showing their opposition to the Cybercrime Prevention Law. Moreover, a website Black out protest is rampant. Same thing with the Anti-Epal and Million People march where they have set a date to organize their demonstration collectively. Similarly, the halalan 2016 campaign and Duterte for president campaign, as they launch comprehensive campaigns and support.

With an overwhelmingly public opinion coming from the people, and were actualized through the activities they have made, we can say that their purpose is gradually advancing towards their triumphant attainment of their goals.

1. Rights Groups

The success of every activity of these movements will not be realized if not through the assistance of different rights groups. Together with the help being provided
by the rights groups, the efforts of the said movements are being doubled, and the government will have hard time ignoring the message that they are conveying.

The appeal to unite in an internet setting, set aside the rights groups identity, thus, the fact that one group is for the youths while the other is for women does not really matter.

2. Political Influence

The researchers cannot see the extent of their true effort if they don’t try. In the circumstance given by the three various cases, legislative actions have been made to cater whatever needs the public is conveying to government. It is given that within a political process, public opinion must be accommodated so that legislators would have a knowledge on the say of the people regarding a certain issue at hand. Before the formation of the movements, when a particular issue that concerns the whole nation comes into view, legislative measures in response or done without much consideration on the public opinion. However, with the present circumstance were movements are not only rampant through street protests but also through the medium of social media, the political process is more swayed to adhere the dictate of the people – a true display of democratic ideals. The legislators on their part, are pressured to provide decisions that would reflect the opinion of the people.

3. Sectoral Affiliations

Based on the gathered data, it was found out that all movements are Non-Governmental Organizations (NGOs). This may be because of the fact that all movements are a product of civic actions in response to an impending social dilemma.

These all described to have no preference as to what sector they really originated. Since some movements have been spearheaded or handled by a certain sector of the society, like for an example the women are the youth, the movements formed as a result of different political scandal of the society in general do not identify themselves as to what sector of the society they came from. Regardless whether they came from the women, youths, senior citizens, and the like, the movement is still unwavering in its tireless effort of campaigning for their respective voices to be heard by the government. Moreover, the fact that the three movements have no sectoral affiliation means that anyone from all walks of life can take part, after all, whether one
is young or old, a student or a professional, the cause being advanced encompasses all.

4. Changes in the society

In an effort to make a change, many things have to be done. The movements from different cases have initiated activities that aim to inform and persuade individuals about the cost they are fighting. The impact they are expecting happen are the following: as the movements continue to become aggressive in their respective endeavours, a slow, positive change began to manifest. In the case of the introduction of Cybercrime Prevention Law, the movement impacts the effectivity of the law. After the law’s approval on September 12, 2012, the movement opposing its effectivity was formed, and it prepared to halt the nationwide call imposing the implementation of the law was done not only through street protests, but most especially, through social media. A number of petition contradicting the provisions contained in the law, then followed, and because of this pressure, on October 9, 2012, the Supreme Court issued a Temporary Restraining Order (TRO). The voice of the people continued to pound the ears of the government, which eventually, the TRO was extended indefinitely. Moving on to the case of Proliferation of Epal Politicians, the movement made an impact by gradually reducing the epal postings of some municipalities. For an instance, in Davao City, after the persistent endeavour of the netizens in shaming the epal activities of the politicians in their locality, last July 2013, they declared their liberty from epal politicians.

E. CONCLUSION

Organizing movements is a lot faster compared to traditional political participation. Individuals and groups appeal to the public easily on the things that they are fighting for as social media is open to everyone. Thus making the engagement of groups to the people more convenient, vice versa. Mobilizing people and empowering them to a certain cause is more attainable in this kind of model of political participation.

Social media serve as a new dimension and avenue for political participation as it provides extension for the civil society to voice out their socio-political opinions and interest that guide the public, media and the government on the issues that are eminent and prevalent in the country. Filipinos channel their thoughts independently and as freely as they could be when their medium of political participation is the social
media. Individuals, groups and organizations make use of social media to affect change society as they deem it right to do so given all instrumentalities, faculties and access and the public pool of impressions, speculations, presupposition, and conception—the internet. Social gathering does not have to happen “face to face”. It can happen as long as communication is intact. All movements and campaigns initiated and demonstrated actually started online.

Laws are being affected as the pulse of public is being affected. The campaigns of a bill pushed forward as public clamour and social media demands it. Also the execution of temporary restraining in the decision making process of the legislators. The mere fact that the people engaged on this level of discussion online only prove that the Philippine civil society are getting more active when it comes to happening within the country. This also implies that the traditional political integration is slowly being transformed into a new concept of political engagement.

F. IMPLICATIONS

The result of this study showed that the means of participating on political matters in the Philippines continue to grow and adapt to the availability of technology and to the expansions of people’s avenue to showcase their opinions and thoughts regarding socio-political issues affecting the society.

It simply implies that the traditional political integration is slowly being transformed into a new concept of political engagement. From breath-taking demonstrations on the streets for the sole purpose of being heard, the new generation actually promotes an awareness with politics of convenience wherein you can still slouch on your usual comfortable seat as you type your posts, opinions, and remarks regarding social issues.

G. RECOMMENDATIONS

Based on the findings and conclusions, the following recommendations are advanced:

First, future researchers may create theory out of this case study research as this is a new medium in political participation.

Second, the Philippine government must maintain in liberal flow of ideas in the internet as it would create a more open-public government discourse.
Third, the people must be aware of this new means of political participation as it would grant them more access to governmental activities, and immediate response to the public opinion.

REFERENCES


ALTERNATIVE MODEL FOR MANAGING- LOCAL ADMINISTRATIVE ORGANIZATIONS
M. Irwan Tahir¹
Ani Martini²
Hasna Azmi Fadhliah³
(Institut Pemerintahan Dalam Negeri)

ABSTRACT
Decentralization policy that has been implemented in Indonesia for over a decade brings impact to the way central government share their authorities and the way local governments manage their administrative organizations. Despite these wider authorities, local governments in most regions Indonesia are still struggling to manage their subdivision. As a result, many administrative organizations are formed without looking at the basic needs of cities or municipalities. And even some of them are existed, but their functions do not fit properly with regional conditions. Using the management theory from Osborne and Gaebler (1992), we offer an alternative model to manage local administrative organizations. Differ to the current model which only follows the regulations without acknowledging local situations, our model shows all steps to form a local administrative organization from the start which accommodates both vision and mission of local governments. By doing so, managing local administrative organizations will not only be rule driven, but also mission driven.

Keywords: decentralization, local government, administrative organizations

A. INTRODUCTION
Decentralization policy is an important element to amend the governmental management. The centralized style of government who manages large areas with dense population from various backgrounds that practiced by Indonesian government in the past has been proved unsuccessful in improving public welfare. One solution has been offered is an authority sharing system. This aims to shorten the bureaucracy path that will bring public service delivery be more effective and cheaper.

To implement the authority sharing system, the Indonesian government has passed the decentralization bill into law. The efforts have been executed since 1999 to accommodate both public and governments’ interests. These powers redistribution bills also manage the governmental affairs: relationship between central and local governments; local governance administration; supervision; finance; and local democratic development. These aspects are considered important when dispersing functions and powers from central government to local government in order to make people more prosperous.

Among all factors that have been mentioned previously, there is one element that plays an important role in the decentralization policies. It is the organization
structure. The supporting argument for this is sharing authorities from central government cannot be executed without proper organization structure that linked to the local government. To function effectively, local administrative organizations should also be re-managed as it will be the activities centre of local autonomy. For Indonesian case, two significant institutions that need to be reformed in the local level are: the organizations for politicians, such as regional leaders and the people’s representative council in the local level; and the organizations for civil servants that consist of Regional Unit, District, and etc. These organizations have been the vocal points of local decentralization, thus the relationship between them often be ruled through local regulations that aims at maintaining harmonious connection.

In the local level, the reformation of bureaucratic organization has been focused on synchronizing the organization function with the local needs. The reasons behind this are the local organization has been the place for civil servants to fulfill their needs of self-actualisation. Furthermore, they also have been used as political tools to pursue the vision and mission of organizations. Looking at the complexity beyond the organization structure in the local level, it is argued that managing local administrative organizations should be carefully planned by considering rational options. And if it is implemented successfully, it will support the efforts of public administrative reformation. As it is known the classic model places the central government as a dominant actor in terms of public administration, however as the globalisation era starts, that situation has changed. Politics and other factors alter the way the public administrative organization acts. Therefore, some strategies are currently acted out to solve the problems that faced by the bureaucratic institutions, such as forming local administrative institution based on organizational substance. Ideally, local administrative organizations should support the purpose of local autonomy and help the regional leaders to implement their policies and programs. However, many local administrative organizations are formed based on the political interests and personal demands of civil servants. The bigger the local administrative organizations are, the wider the opportunities to get top positions at the organizations. As a result, the local budget has been wasted on employee operational expenditure rather than public affairs. Other than that, the current legislation on local public administration obliges all regions to have certain unit, this puts a lot pressure on the local regions which then worsen the public administrative management.
Consequently, there are some local institutions exist without clear functions and tasks, but only taking a high amount money from the local budget.

Looking up the guidance on local administrative organizations, the formation of an institution is related to the type of affairs that it handles. It means that an organization should be responsible to the tasks that it assigns for and would not interfere another organization that has different vision and mission. Yet it does not mean that all affairs should have one organization that manages everything that links on it. The problem that Indonesia faces is the formation of local administration does not employ the philosophical theories that should be the foundation of institution. As a result, these problems are arised: ineffeciency on the use of resource, expansion of controlling space and missing link among units, which cause conflict of interest between local administrative organizations that could worsen the quality of public service.

Other than that, the bills that rule out the local administrative organizations has not motivated the local governments to do more innovations on their organizational management that allows them expanding their authorities based on the vision and mission statements. With the lack of initiatives, the formation of local administrative organizations is often based on the scoring only without considering the regional characteristics, administrative factors, and political as well as economical aspects. In broader context, this results in the malfunction of government and the decline of regional development.

B. RULE-DRIVEN ORGANIZATION

Currently, the existence of local administrative organizations has not supported the implementation of local autonomy, though it has fulfilled the regulational points. In fact, it has been the burden of local budget which the money has been gone to fund the salary of the civil servants rather than to fund the public service. This problem surely affects the way of local government acts and the structure of administrative organizations themselves. Clearly, the wider the organizations will increase the proportion of organizational positions which means that they present only for accommodating the interest of public employees.

However, the recent regulations mention that the basic consideration to form an administrative organization is the specific affair that the regions have. In other words, each institution should be responsible on the function and tasks that the local
government assigned them for. And it includes the budget management and human resources. Additionally, section 217 on the Bills of local government Act No. 23, 2014 states that each organization should be responsible for each function and task that they assigned for. In other words, there will be no assignments left when every organizations have their own responsibilities.

While the new regulation expects the local government could manage their sub-organizations in more effective way, the facts show different picture: the gap between regional vision and organizational size is undeniably large. Further, the method of rule driven organization that local government employs is no longer fit with the decentralization system that Indonesia implements as it depends heavily on the order of central government. And because of this, it even delays the local development process. Therefore, the need to change the philosophical theory of organizational formation from rule driven organization to mission driven organization is currently urgent to be executed soon (Osborne and Gaebbler, 1993).

C. ALTERNATIVE MODEL FOR MANAGING LOCAL ADMINISTRATIVE ORGANIZATIONS

One important factor that should be considered in managing the local administrative organization is vision and mission statement that regions have. This statement consists of public hope and demands that they want to achieve in the future. In more general context, it could be defined as the finish line that they want to reach in their planning steps. When the regions could meet the criteria on their vision and mission statement, it means that they have been succeed in handling their development tasks. However, to achieve that results all parties should support every step in the process, including planning.

Planning itself has been divided according to the time span. The short one is created annually, while the others are arranged per 5 years and 20 years. In order to achieve the maximum results, the local leaders should create vision and mission statement based on the regional potential and then implement their campaign promises that is also supported by the human resources, policy platform, the existence of supporting administrative organizations, as well as sufficient budget. The current problem that is currently faced by most of local governments is misleading perception on the regulations that causes the organizational formation is only to meet
the civil servants’ personal interests. While, ideally, it should be created to help the local leaders to enhance the regional development process.

Looking at the problems mentioned above, we propose the new model of organizational management at the regional level which began with the identification of core business. This step is considered important as it will be the base for vision and mission. And to create a proper policy that fit with the regional development, the vision and mission should be translated into the main function of each administrative organizations that the local governments have. For instance, when an organization becomes the prime mover in the development process, they should be categorized into type A.

**Picture 1: Organizational Model Based on the Core Business and Regional Vision Mission**

![Organizational Model Diagram]

From the given picture, it clearly shows that the organizational formation should begin with creating “type A” organizations as prime mover that conduct core business at the local level. Then, it will be supported by “type B” and “type C” as core business supporter and indirect pillar. Aside from the last two institutional types, there
will be another type that is included in the circle which helps the implementation of non-basic public service policies. Differ to the other types that have been mentioned before, this typical institution can be jointly combined with another unit that has limited functional human resources. And if there is a case where a region has limited budget, one strategy that can be adopted is opting for amalgamation. It means that an organization can handle several governmental businesses. But, it may be employed for obligational non-basic public services (18 types) and optional non-core business. By applying this, the rank for the organization could be promoted to the upper level by one stage.

D. CONCLUSION

To implement public policies and enhance the quality of public service, the organizational reformation at the local level should start with managing administrative organizations. This strategy will not only fulfil the obligations from regulations, but also consider the characteristics of each region and the local needs. The aim is the administrative organizations are expected to be the central of regional autonomy. Besides it will be the bridge between local governments to execute the joint project that objects to public welfare, it will also encourage the local government to synchronize their business with the type of organization that they form. In the end the organizational formation will be based on both rule driven organization theory and mission driven organization (Osborne and Gaebler, 1992).

REFERENCES


Osborne, David dan Ted Gaebler, 1995, Mewirausahakan Birokrasi (Reinventing Government) – How The Entrepreneurial Spirit is Transforming the Public Sector. Jakarta: Pustaka Binaman Pressindo


The Bill for Civil Servants Act No. 5 of 2014

The Bill for Local Government Act No. 23 of 2014

The Regulation of National Government for Local Administrative Organizations Act No. 41 of 2007

The Regulation of National Government for Administrative Organizations Act No. 18 of 2016
THE SITUATION ON CITIZENS’ PARTNERSHIP PROCESS UNDER THAILAND’S MILITARY JUNTA ERA

Mr. Phao Nawakul
Lecturer in Politics and Government, Faculty of Public Administration,
Dhurakij Pundit University, Thailand,
nawakul_banrai@hotmail.com

ABSTRACT
The Military Junta overthrew democratic government in May 2014 and promised they would bring “Real Democracy” to all Thai people. For democratic society, the important way for achievement is participatory method that is one process for establishing this society. The Citizens’ Partnership, which is used in United State of America, European country, India and etc., is subset of participatory method for going to democratic destination. Consequently, if Military Junta aims making Thailand to this beautiful destination the citizens’ partnership process unavoidably needs to install at this land. From this reason lead to this article emphasizes to study the situation on citizens’ partnership process under Thailand’s Military Junta era over the past three years. The article uses interdisciplinary approach for studying and historical approach especially narrative for revealing.

Key words: Thailand’s Military Junta, the citizens’ partnership process, Democracy

A. INTRODUCTION
This article influenced from reading “Building a Citizens’ Partnership in Democratic Governance: the Delhi Bhagidari Process through Large-Group Dynamics.” it was written in 2013 by George Koreth and Kiron Wadhera. The important issue of the book is that for resolving the problem of community, all stakeholders must enter to the citizens' partnership process. All sector, government sector, private sector, and civil society sector have to integrate with resolving process unavoidably. Integrating process need for democratic society that having diversity of people, diversity of religious, diversity of nationality and so on. The strength of the state depends on managing about this diversity.

The Military Junta overthrew democratic government in May 2014 and promised they would bring “Real Democracy” to all Thai people. For democratic society, the important way for achievement is participatory method that is one process for establishing this society. The Citizens’ Partnership, which is used in United State of America, European country, India and etc., is subset of participatory method for going to democratic destination. Consequently, if Military Junta aims making Thailand to this beautiful destination the citizens’ partnership process unavoidably needs to install at this land. From this reason lead to this article emphasizes to study the
situation on citizens’ partnership process under Thailand’s Military Junta era over the past three years.

This article comprises fourth part. First, Introduction reveals objective and structure of the article. Second, Citizens’ Partnership Concepts express literature review in this concept and raise some illustrate case for understanding. Third, Analyzed situation of Citizens’ Partnership though Public Private Collaboration or Pra-Cha-Rat Project present the third case for analysis. Third cases compose with the Public-Private Collaboration or Pra-Cha-Rat project: the low-cost housing scheme, the primary education and the developing of leadership, and elimination of drug, to illustrate my argument for more understanding. And last section is Summarize of article.

B. CITIZENS’ PARTNERSHIP CONCEPTS

Participatory method is a heart of democratic society. If any society does not open public space for decision making of the people about political life and other issues, democratic society can’t establish anymore. Ordinary citizens would have a right to share in decision-making, proponents of community participation reveal the inspiration of democratic ideals. (Midgley, 1986: 15) After World War II, participation thinking was formalized with the publication of two major documents in the 1970s by United Nation and after that participation ideas extend to whole world especially Third World. (Midgley, 21-23)

In introduction section I originate with telling that this article influenced from reading “Building a Citizens' Partnership in Democratic Governance: the Delhi Bhagidari Process through Large-Group Dynamics.” The book emphasize in Citizens' Partnership process for resolving social problem and changing relation between government sector and civil society sector. Citizens’ Partnership with government deal with paradigm shift and change mindset among citizens and bureaucrats. They raise “group dynamic process” for participation building and all people are empowered in decision making. For Koreth and Wadhera reveal a case in Delhi Bhagidari for study.

In the pass of Delhi Bhagidari, bureaucrats were looked as controller. They liked to use regulation and rule citizens. This situation brought to resent and conflict between state and citizens. After that, Delhi Bhagidari tried to make partnership between two sectors. Then, in 2000 this partnership process was successful by making reliable process, scientific, dialog, collaboration, and partnership between
bureaucrats and citizens. The Delhi Bhagidari Process operated through large-group dynamics by bringing all stakeholders to participation. (Koreth and Wadhera, 2013: 18-19)

Not only in Delhi Bhagidari, in America have the same pattern with India. I will illustrate the case in California and North Carolina.

In Brea, California used “Visioning Process” for participation building and decision making. Citizens and all stakeholders collaborate for adjusting community problem. A visioning process was employed in the town Brea, where the opening of the largest mall had a negative impact on the city’s downtown district, located just a mile away. The city council decided to undertake a three-day workshop, called “Brea by Design,” consisted with professional advisors and Brea residents to develop a vision statement for the downtown development.

Brea by Design brought to such ideas as “we need the people on the street. Brea residents realized that walking through the town had provided them with a difference perspective than driving through the downtown. Recommendation from the workshop included such policies as establish a new identity; downtown should be a visual and symbolic focal point for the community, downtown should appeal to residents of all ages and all backgrounds, the views of the hills, which provide a dramatic backdrop to Brea, should be preserved and emphasized. The vision statement resulting from this process provided a basis for evaluating developer’ proposals. (Sanoff, 2000: 43-46)

“Charrette Process” expressed in the town of Salisbury, North Carolina. Charrette process maximizes participation over a three-to-five-day framework and have three defined mechanisms; requires a knowledge transfer among all effected parties, requires dialogic discourse, and problem solving provides recommendations and proposal as process outcomes. (Sanoff, 2000: 49-50) So, members of community came to participation in order for a charrette to become an effective mechanism for change.

In conclusion, Citizens’ Partnership is subset of Participatory method. The key concept begins with citizens or members of community or people coming to the meeting for identifies problem such as in Delhi Bhagidari and America. Citizens will present their desire to the meeting and their desire will move to proposal for social change. Members of community play important role in this process. So, in the next
part need to apply these patterns for analysis the situation on citizens’ partnership process under Thailand's military junta era.

C. ANALYZED SITUATION OF CITIZENS’ PARTNERSHIP THOUGH PUBLIC PRIVATE COLLABORATION OR PRA-CHA-RAT PROJECT

The Prayut Chan-o-cha Government created the Citizen Partnership on “Public-Private Collaboration” (in Thai “Pra-Cha-Rat”). Public Private Collaboration or Pra-Cha-Rat is an economic development plan. This project is participated by all stakeholders such as government sector, private sector and civil society sector. According to Thai government source, Thai society has several unresolved national problems. Then, the Thai government search for a way to find these solutions. The dictator government tries to make “the collaborative governance” for solving national problems or on the other hand, they will resolve the problem by “the horizontal administrative.” All sectors integrate to this project like cross boundary for achievement.

Picture 1: Logo of Public Private Collaboration or Pra-Cha-Rat

This focuses on the interdisciplinary network between government, private and civil society. The objective of Pra-Cha-Rat plan aims to encourage bottom-up concept for promoted democracy idea. It will support the power of general people as being civil society. On the other hand, I argue the Citizen Partnership in Thailand during the Prayut Chan-o-cha Government, which is not any innovation idea. It imitates the populism of the Thaksin government (the former prime minister was overthrown by military in 2006). I will give you all three examples, The Public-Private Collaboration or Pra-Cha-Rat: the low-cost housing scheme, the primary education and the developing...
of leadership, and elimination of drug, to illustrate my argument for more understanding.

D. THE PUBLIC-PRIVATE COLLABORATION OR PRA-CHA-RAT: THE LOW-COST HOUSING SCHEME

The cabinet approved the Pra-Cha-Rat initiative proposed by the Ministry of Finance, the low-cost housing scheme. The scheme is aimed to support people to own a first house with priced under 1.5 million baht. It targets general low-income earners, as well as civil servants, military, police officers and educational personnel. Government Housing Bank (GH Bank), the Government Savings Bank (GSB) and Krungthai Bank are tasked to provide post-financing loans for the scheme participants. The loans could be used for purchasing, building, or renovating housing units. The budget of 40,000 million baht is for post-financing loans with low interest rates with a two-year timeframe. Meanwhile, allocated 30,000 million baht is allocated to pre-financing loans for housing developers with the annual interest rate of 4% in the first two years.

This project does not reach the collaborative governance of the horizontal administrative. Because of this plan is stemmed from the government and financial partners only. It neglects the civil society, which betrays the Citizen Partnership. Thai government continues to embrace the Top-down policy. The condition of housing credit limits its right to certain occupation: civilian services, military, policemen, and permanent occupations. The clients need to show salary invoice to the creditor. However, some private occupations do not receive salary through state financial network or if they are freelance, they must reveal crash flow previous 6 month before. So, these groups will be denied applying for the housing credit because more of them do not have crash flow through book bank.
In addition, the Bangkok government set up the credit from 500,000 up to 1.5 million baht. It also shapes the style of habitats. These fit into the clients in the welfare or low income up to the middle lower classes. When quality of the house depend on the house price, although their application are approved but their house maybe low quality and some case do not have capacity for instalment. When you see picture 2, if they have 1.5 million baht for loan they will pay instalment 7,200 baht per month. 7,200 baht for some people may be almost half of their revenue per month. It is starting point some problem after.

E. THE PUBLIC-PRIVATE COLLABORATION OR PRA-CHA-RAT: THE PRIMARY EDUCATION AND THE DEVELOPING OF LEADERSHIP

The military government concerns on the sustainable development. So, Thai authority selects to develop the primary education project in the remote areas. Furthermore, the Bangkok government participates with 12 corporations/companies (you can see in Picture 3). Two partners make strategy, policies and operating process to develop the leadership program for sustainable education. It calls the “CONTEXT ED.” They chose remote school and train students to raise awareness on the 12 morality regulations and also the cosmopolitan citizenship spirit. These students would have become social developer for their hometown and global village. In contrast, this
program still originates from the elite class, not asking any word from the periphery community nor the subaltern.

**Picture 3: 12 companies partner to the primary education and the developing of leadership project**

In fact, CONTEXT ED emphasizes on the technology or ICT assistance. For instance, it supports high speed internet (fiber optic) in remote area more than 1,294 from 3,342 schools, TV-LED 43 for study through True Vision (True is one of the 12 corporation partner and they are leader of Cable TV in Thailand; see Picture 4), computer, LAN Network. This project is called as “distance education.” Primary content in this project consist with English subject, computer subject, moral and ethics, sufficiency economy. Chulalongkorn University Demonstration Secondary School (Chulalongkorn University is owner this school) is role model to other school that integrating the project. However, this pattern is similar to the Thaksin Shinawatra policy.
In old day, Shinawatra government made to improve the educational infrastructure have included policies to provide greater levels of access to computers to pupils in schools, provision of scholarships, including overseas scholarships and focusing on specific local knowledge within the curricula. Computer and internet skills demand a high level of competence in English language and here teachers need additional support. This is being attempted through constructing distributed - decentralized - knowledge and skill networks to join together schools throughout the Kingdom.

EduNet is one example of this initiative, which has suffered from problems of difficulty with access to the internet, cost and technical support for equipment. Thousands of schools have signed up for the SchoolNet project to provide low cost internet access and the government has also assisted by arranging for better licensing terms with Microsoft for using its programs. Contemporaneously, PM Thaksin’s Shin Corp group has led the way in aiming to provide high speed and broadband internet technologies across the country. Some comments have linked these developments to suggest that government policy is being driven by external commercial considerations, although the more important issue is surely one of a monopoly position in the Thai telecommunications market rather than suborning of government policy. (Walsh, 2004: 11)
F. THE PUBLIC-PRIVATE COLLABORATION OR PRA-CHA-RAT: ELIMINATION OF DRUG

Recently, the Thai junta government campaigns to destroy the drug dealer networks. It claims that Thai bureaucracy system support this black businesses. So, the military government classifies these bureaucrats into 2 groups. The first group is National Level Groups, who ignore to erase drug network. The accused will bring to trail by M. 44. Therefore, the second group is Local Level Groups. The junta staff will invite them to the military base in Bangkok or province. The military team will change their attitude. I posit that these actions are similar to the M44 to clean up the opposite political thinkers. The oppose government persons will receive an order from the Bangkok government on the consultant changing attitude appointment. The consultant centers are based on local barrack. But the radical one will send to the Bangkok center.

Picture 5: Logo of elimination of drug

Moreover, the Thai authority keep controlling these opposite political thinkers and these supporting drug dealer bureaucrat, whom follow up by the military spies. They will put on trails immediately by the military system, which bases on M.44. By this point, the Public-Private Collaboration is a propaganda for the Thai military to overthrown the Shinawatra policy. The former government accuses of being populalist, who please the poor to get vote. In other word, the junta government follows the old regime. But the Shinawatra team began to open the space to the bottom. However, this passage had become the history in Thai society. Now we are living in democracy dream and are waking up by the dictatorship rule.

If we analyze The Public-Private Collaboration or Pra-Cha-Rat by using Citizens’ Partnership which express that the Thai junta government have less process response to Citizens’ Partnership like some case that establish in Delhi and America.
The idea of military government still use “Top-Down” concept and try to employ “command and control” than “Bottom-Up” or horizontal governance. In America, Successful visioning project have ten-step process and the first is that “the initiating committee.” This step begin by representing of community participate in first for identifies problem. (Sanoff, 2000: 43-44) In Charrette Process, the typical charrette process maximizes participation over three to five day for open process of participation. (Ibid, 49-50) So, it difference from the Thai junta government that begin by participating among elite class or government or large private sector more than real civil society.

For long time, Thai society apply Top-Down model for develop country. At present day, even about choose leader of state Thai people still have not the right to erection. Elite classes desire the leader that they like than majority of people like. All policies are considered appropriation or not by government or Elite classes than the people. It can’t comparative with the case of Delhi because Thai country has nothing similar or like those. They neglect participatory method because it presents complication so the world will listen about M.44 to approve all of thing such as high speed train project, city tower project, traffic project (do not sit in pickup tray) etc.

My summary is that Citizens’ Partnership in Thailand’s Military Junta Era do not establish more than old day. Thai society has same way with the pass that emphasizes the Top-Down model. Elite class, Government and private sector are the leader of society and they think all policies on behalf all people. Reasonable depend on their opinion do not all or majority or community people’s opinion. This is ordinary Thai situation everything still from the pass until to the present and maybe the future. This is problem for democracy development. As long as Top-Down model still being I assume that democracy in Thailand live in darkness.

G. SUMMARIZE

Top-Down model still stays in ideas of Thailand’s Military Junta government. It seems like Thai society far more from beautiful destination, Democracy. Military Junta government hope to resolve problem following their thought more than people’s thought. Citizens’ Partnership like Delhi Bhagidari, In Brea, California, and the town of Salisbury, North Carolina can’t see in present situation in Thailand. For going to real democracy Thai government needs to change mindset and comes to concentrate this partnership process. Thai society will reach to destination if they walk in this way.
But in real situation, I don't think that Thai society will reach to destination because now Thailand’s Military Junta government still limit all of thing such as freedom of press, freedom of expression, freedom of erected government etc. these are barrier for democracy development and make the people fear to participation with government. In whole society, it has many of interest groups, who have different interest. So listening all of them are importance more than others. I assume that Citizens' Partnership process that emphasize in freedom of people expression for establish the way of their life is a heart of democratic society, Thai society waiting for this way.

REFERENCE
Books and Articles

Documents of the Public-Private Collaboration or Pra-Cha-Rat
Office of the Narcotics Control Board, Ministry of Justice. Pan Pra-Cha-Rat Ruam Jai Sang Moo Bann Choom Chon Mun Kong Plod Pai Ya Sep Tid, 2016-2017 (Office of the Narcotics Control Board Publication). Retrieved from
https://www.oncb.go.th/Home/PublishingImages/Pages/ProgramsandActivities/Pracharat_plan%202559-2560.pdf.

CRISIS AND COMMUNICATION MANAGEMENT IN NATIONAL POPULATION AND FAMILY PLANNING BOARD IN THE POST-REFORM ERA

Rizky Fauzia
Postgraduate Student in Communication Science Department, University of Indonesia

Firman Kurniawan Sujono
Lecturer in Communication Science Department, University of Indonesia

Abstract
Crisis can occur in all organizations and institutions both private and government. It can be caused by many factors, both internal and external, which one of which is the environmental changes that requires an institution to adapt. National Population and Family Planning Board (BKKBN) is a governmental institution that has succeeded in the socialization of Family Planning Program in the 1960s-1990s by reducing the rate of population growth. After post-reform era happened in Indonesia, Total Fertility Rate (TFR), children average number from childbearing age couples stagnant in 2.6. Environmental changes marked by Regional Autonomy Regulations (OTDA) arrangement in January 2004 where authority of the Central Government including FP Program is devolved to Local Governments. OTDA associated with political and economic policies impacts on institutional, budget, and personnel availability.

This article is using qualitative method, explaining BKKBN as a government institution in organization communication crisis after OTDA enactment. The FP Program that proven improved society welfare is no longer a priority. Communication was only one command from Central Government to Local Government, in post-reform era it hampered, as most District Heads are more concerned with short-term development because of their short tenure. The budget support even personnel for the socialization of FP Program is reduced and some have none at all. There are four important stages in the crisis by Steven Fink, prodromal stage, the acute stage, chronic stage, and resolution stage. There must be different communication strategies at each stage. BKKBN need to regain public trust to overcome the crisis. According to Hardjana, reputation is crisis antithesis and the crystallization of the image. Determining the right communication strategies is needed by BKKBN as a strategic institution in improving society welfare to regain their confidence to achieve institution’s goal, decrease TFR which impact the declining rate of population growth in Indonesia.

Keywords: Crisis, Communication Management, Reputation, Government

A. INTRODUCTION
Changes of the environment demand an organization or institution to adapt these changes. An organization must be able to survive in the uncertainty that might occur in the future. Environmental changes can be identified when the turmoil arose in internal and external companies, when something came out which is the emergence of something outside the organization's habits and it is considered extraneous by the
organization. The various changes that occur is the development of information and communication technology (ICT) that makes the members of the organization need to improve their capabilities in the use of ICT in support their performance. Beside that, social, economic, politic and culture changes can affect the sustainability and existence of an organization, such as transformation in the political system adopted in a country resulted in the change of government regulations in the implementation of the state that could affect various sectors within the country.

A dynamic environment is inevitable that can create a crisis for the organization if it does not manage the environment well. A crisis is perceived as the result of external threats, something that happens to the environment, attacks and affects the organization (Ihlen, et al., 2009: 12). Crisis can arise from both internal and external organizations. Even crises from a single source such as the economic crisis can spread to other sectors and involve stakeholders, even if the crisis ignored, it can claimed lives, properties, and reputation (Kasali, 2008: 221). Crisis anatomy that can occur in an organization are prodromal stage, acute stage, chronic stage, and resolution stage (Fink in Kasali, 2008). These stages can map the level of crisis experienced by an organization.

For example, the economic crisis that occurred in 1998 in Indonesia, impacted a lot on various sectors not only economic but also political, social and cultural sector. The crisis caused a lot of chaos happening in Indonesia that changed many things. It also ended “Orde Baru” era and the emergence of the reformation era. Reformation era has had a significant impact on governance and engendered Law No. 22 of 1999 about Regional Government which contains about the implementation of Regional Autonomy (OTDA). The law changed the previous centralized system of government into decentralization (handover of central government affairs to regional government affairs). A few years later the law was revised to Law No. 32 of 2004 on October 15th, 2004. The enactment of this law brings changes for various sectors, both government and private.

To face this crisis, an organization must be able to adapt, make changes in communication management that determines the strategic communication for the organization to stabilize and keep on the track according to its vision and mission so that they can survive well to get through the crisis. Grunig and Hunt equate communication management with Public Relations (Grunig, 1992: 4). Communication management is not just communication techniques. Public relations and
communications management described as the whole of planning, execution, and evaluation of the communication made by an organization on internal and external public. It can affect the ability of an organization in achieving its objectives.

For government institutions in Indonesia, communication management of crisis has been regulated in the Regulation of the State Minister of Administrative and Bureaucratic Reform (PAN RB) no. 29 year 2011 on General Guidelines for Communication Management of Crisis in the Government Institutions Environment. The regulation states that errors in crisis management may pose a negative risk, such as increased intensity of issues, public scrutiny, and disproportionate media coverage; decreased reputation and credibility; as well as the occurrence of disruption to the implementation of activities.

National Population and Family Planning Board (BKKBN) is one of the non-ministerial government institutions (LPNK) that is affected by the implementation of post-reform regional autonomy. BKKBN has a major role in the successful declined the rate of population growth (LPP) in Indonesia. In 1960-1970, LPP of 2,32% rose to 2,34% in 1970-1980, then fell in 1980-1990 to 1,7%. Centralistic system of government on that time prioritized the Family Planning Program (FP) as a national program characterized by the establishment of the National Family Planning Coordinating Board (BKKBN) under Presidential Decree no. 8 Year 1970 (bkkbn.go.id). During that period, the communication strategy was carried out by one command from the central government to the local government in order to decrease the Total Fertility Rate (TFR) that is the average number of children in one fertile-age couple that can have a big effect on the Population Growth Rate in Indonesia. LPP is very important for a country because it is closely related to the rate of economic growth. Family planning programs are massively echoed by various sectors, both ministries and government institutions, and become a measure of the success of a region, thus making KB not only a government program but also a 'movement'.

On that time, communications strategies that command from the central to the bottom line involve community participation and supported by budgets and human resources, FP extension agents (PKB) and FP field workers (PLKB) which the management is still under the central government (BKKBN). Nevertheless, in Law No. 32 Year 2004 which describes Regional Autonomy states that government affairs (from the central government) submitted to the local government accompanied by
funding sources, the transfer of facilities and infrastructure, and personnel in accordance with decentralized affairs.

BKKBN itself acknowledged that in the era of decentralization, the existence of family planning program and the institutional of BKKBN experienced a critical period. Regional autonomy associated with political and economic policies has an impact on the institution, budget, availability of personnel and others. Following the stipulation of the OTDA regulation, Presidential Decree Number 09 Year 2004 on Position, Task, Function, Authority, Organizational Structure and Working Procedure of Non-Departmental Government Institution states that some affairs in Family Planning are submitted to district and city governments. In the institutional aspect, budgetary and personnel elements of the FP extension agents (PKB) and FP field workers (PLKB), management authority is left entirely to the local government, both districts/municipalities. Whereas PKB/PLKB is the spearhead in socialization and counseling of Family Planning Program. The role of PLKB/PKB for the successful implementation of the Family Planning Program is very important because it is able to reach the bottom line community to the countryside to invite Indonesian people to join KB.

Since then, BKKBN has experienced communication and institutional crisis because the communication strategy that was previously implemented through a single command was disconnected because the FP program by most local governments was no longer being prioritized. Recognized by one of BKKBN's Public Relations prior to the enactment of OTDA, the identity of institutions such as tagline, jingle and logo are still printed in the minds of the people of Indonesia due to the incessant and massive socialization of Family Planning Program by PKB/PLKB. Nevertheless, since the declining performance of PKB/PLKB in the post-reform era, the identity of the institution has become sinking and has not become the brand image of BKKBN can be which result the lack of support and public participation on Family Planning Program. It seen from the achievement of contraceptive prevalence rate (CPR) is only 60.8% in BKKBN Performance Report 2016 (LAKIP) that did not reach the target of 65.4%. This has an impact on BKKBN's effort to reduce the stagnant TFR at 2.6. Even according to Indonesia Demographic Health Survey 2012 data, which is conducted by BPS every five years shows that TFR is still at 2.6. It can not be denied again in general this affect Indonesia's Population Growth Rate (LPP) in 1990-2000 that also experienced stagnation until the results of the Population Census Indonesia
released by the Central Bureau of Statistics (BPS) in 2010 which remained at 1.49%. With that population growth rate, population projection of Indonesia according to BPS will reach 305 million people in 2035.

Since OTDA, most local governments, both districts/cities, are no longer prioritizing FP programs because the Family Planning Program is a long term program where the result can not be seen in the short term, while a regional head tenure is only five years. Therefore some regional heads prefer short-term development programs such as physical development. The welfare of PKB/PLKB also depends on each region. This causes many PLKB/PKB choose to move positions in the organizational structure in the local government, such as a village head or other positions. Data from the Directorate of Field Line Development of BKKBN shows that the number of PKB/PLKB decreased drastically from 38 thousand people before the 2000s to 15 thousand by 2016. The decrease in the number of PKB/PLKB caused a crisis for Family Planning Program and BKKBN institution. This crisis decreased the level of awareness and public participation in the implementation of the Family Planning Program as seen from the achievement of contraceptive prevalence rate (CPR) was only 60.8% in 2016. Since the decline in the number of PKB/PLKB, their performance has decreased drastically and FP counseling is difficult to do because today, one PLKB average holds 5 villages and makes communication ineffective. Ideally, one PLKB holds one village or urban communities.

In the Orde Baru era, the success of Family Planning Program socialized by BKKBN was recognized internationally. Family Planning Program in Indonesia is defined as one of the "center of excellent" in the field of population and family planning. Many delegations from other countries came to Indonesia to learn the success of family planning at that time (Jurnal Keluarga first edition, 2016: 30). The reputation of BKKBN as a state institution that has succeeded in reducing the Growth Rate of Population in Indonesia is even acknowledged by the world and used as a model for other countries is now swept away by other information that is scattered due to the development of information and communication technology.

BKKBN continues to make revitalization efforts in facing the crisis. The current family planning program is not only about contraception, but also about the maturation of marriage age, family resilience and family development. The function of BKKBN is now the socialization board of Family Planning Program so BKKBN must prioritize communication management in it. Communication management in overcoming
communication crisis within BKKBN organization is needed in order to gain experience in developing communication policies and strategies that can provide the right solutions to the current crisis of BKKBN (see Hasan, 2005: 12). Many factors must be considered in managing communication to develop good communication strategy such as credibility of leadership, internal character of civil state apparatus in BKKBN along with communication character in it. Because of the policy or program of an organization or institution is the result of communication interaction of its members. A good and effective communication management on internal and external organizations will make the organization able to survive from the crisis that hit the organization.

This study will explain more about how the crisis faced by the BKKBN in the post-reform era and how the communication crisis management conducted by BKKBN to revitalize the FP program that considered now as a dead faint. Because BKKBN can not impose its environment to follow the organization but rather BKKBN who must adapt to the changes.

B. RESEARCH OBJECTIVES
Based on problem identification, the objectives of this research are:
1. Explaining about the crisis that occurred in BKKBN in post-reform era.
2. Explaining how communication management conducted by BKKBN Public Relations in the post-reform era in overcoming crisis and restoring its reputation.

C. SIGNIFICANCE OF THE STUDY
In the previous study, the focus of the research is the crisis that occurs in profitable companies. The rarity of the study about the crisis that occurs in government institutions because in private companies the crisis can be a domino effect that can affect all sectors within the company. While in the government, the crisis can cause loss of public confidence in the crisis institutions. Resulting in reduced support and community participation in the implementation of government programs. So the achievement of the program from the institution did not achieved and tended to stagnant.

In addition, cases described in previous studies in government institutions still focus on the crisis that occurred in the mass media. Not a case that occurs due to policy changes made by the government that can change the communication strategy
of government institutions such as BKKBN which uses more communication strategy in implementing its programs. Studies aimed at restoring public confidence are still being carried out until the institution image restoration, not to its reputation, that believed to be the crystallization of the image that has been established for many years.

A study by Putri Imbanagara was conducted to find out the crisis management carried out by the Transportation Department after the tragedy of Garuda Indonesia plane crashed in Yogyakarta in 2007. Explained that the Transportation Department (Ministry of Transportation) did the crisis management against the decline in the use of transportation aircraft as a whole after the accident. The results revealed that Public Relations of Transportation Department has done a good crisis management. Thereby increasing the public's trust by restoring the reputation of aircraft transportation. It seen from the increasing number of aircraft usage by Indonesian society.

While the study by Pandu Satria Jati explain about the communication crisis management conducted by Public Relations of ESDM Ministry after the news about corruption committed by employees in 2014. The news affects the internal state of employees in the Ministry, so that the ESDM Ministry's Public Relations should conduct communication crisis management. The results of the study revealed that Public Relations of ESDM Ministry has not done the dimensions that exist in the concept of communication management before the crisis, during the crisis, and after the crisis so it can cause a crisis can happen again.

This research is expected to provide an overview of the crisis that occurred in BKKBN in the post-reform era and explain efforts made by BKKBN Public Relations in that communication crisis management. So that BKKBN Public Relations can evaluate these efforts and BKKBN reputation can be restored as in the Orde Baru era. So far, the communication management program conducted by BKKBN Public Relations has never been evaluated and only uses media monitoring. This research is also expected to describe how crisis management efforts at institutions undergoing management transition.
D. CONCEPTUAL FRAMEWORK

1. Crisis

Crises are perceptions of unpredictable events that threaten stakeholders’ expectations and can seriously impact organizational performance and generate negative outcomes (Coombs, 2010: 19). It can be said that the changes in the environment around the organization can cause the crisis. In general, the crisis moved from the style of leadership, organizational design, the preoccupation of leadership in the field, the rules made by the company (bureaucracy), the speed of financial resources, and so forth (Kasali, 2008: 219). According Kasali, the crisis can swallow up victims in accordance with the intensity and problems either claimed lives, properties, and reputation. But a well-resolved crisis can bear big names, fragrances, and reputation. Crisis as a turning point for better or worse and a time that can determine an organization. If it fails, it will produce a victim, and if it is successfully overcome, it will result in victory.

Coombs says that the crisis is more of a reaction and could be a preventive measure and prepare it as well. To make it a preventive effort, it is necessary to do research on the crisis that occurs within an organization. Crisis can be examined through the stages. Steven Fink’s crisis stages in Kasali (2008) are as follows:

a. The prodromal stage.
   
   At this stage a company can still move agile but not yet aware of the occurrence of a crisis that began to emerge. This stage is often called warning stage and as a turning point. If managers fail to catch this signal then the crisis will shift at a more serious stage.

b. The acute stage
   
   The stage when it can be mentioned ‘there has been a crisis’. The vague symptoms at this stage have begun to look clearly. Acute crisis is called the point of no return which means it will not be able to go back to the previous stage if from the first stage of the crisis is ignored. This acute stage is the shortest stage among other stages, when it passes it will soon enter at a chronic stage.

c. The chronic stage
   
   This stage is called ‘the clean up phase’ or ‘the post mortem’ that is during cleaning. Inside the company for example marked by structural changes such as change of management and owners. At this stage the company must decide its survival. If the company wants to stay alive it must be healthy and have a good
reputation. Reliable leadership is required in overcoming the crisis at this stage in order for a resolution to occur.

d. **The resolution stage**

At this stage is the healing stage (recovered) but still must be careful because the crisis can not just stop and become a cycle that can bring to the first state (prodromal stage). The crisis will repeat itself when it can not hold back and recovery was still incomplete.

### 2. Communication Crisis Management

According to George R. Terry (in Ruslan, 2007: 1) the definition of management is a typical process in an organization and consists of planning, organizing, activation and supervision undertaken to determine and achieve predetermined targets through the utilization of human resources and other sources. Therefore a management action will never be separated from communication. Because communication in an organization is analogous with ‘the blood flow’ that makes all organs can perform its functions properly.

There are two elements of the role of communication in a management, those are ‘management communication’ and ‘organization communication’ (Ruslan, 2007: 3). Mentioned by Ruslan that Public Relations in the context of communication science as a method and communication techniques or institutions that have a role as supporting management and organizational activities. PR as a method and technique is conducted to achieve the goals of the organization. Even Grunig and Hunt equate communication management with Public Relations (Grunig, 1992: 4). Communication management is not just a communication technique. PR and communication management are described as the whole of the planning, execution, and evaluation of communications conducted by an organization to the internal and external public. It can affect the ability of an organization in achieving its objectives. It can be concluded that public relations activities have an important role in supporting the implementation of management functions.

Refers to the definition of PR according to Scott M. Cutlip and Allen H. Center (1982) that the activity of public relations is one of which is to carry out the functions of "communication management" in an organization and is bi-directional or reciprocal by assessing public attitudes, identifying wisdom and Organizational procedures for the benefit of the public, and plan an activity and communication program to gain
understanding and public support. All public relations activities are always in touch with public organizations both internal and external in order to achieve organizational goals contained in the vision and mission of the organization. To do so, a PR needs strategic communication planning so that all programs and organizational policies are well received by the public.

But as the environment around the organization changes, organizations need to adapt to those changes. If the organization can not overcome with the change, then the change could be a crisis for the organization. Crisis can threaten the organization but can also be an opportunity for organizations to regain their public confidence. It depends on communication management in a crisis carried out by the organization. PR as the executor of communication management in an organization is expected to overcome the crisis that occurred. Before the crisis, PR should be able to collect and evaluate potential crisis information. So the PR can overcome the crisis by doing 3 elements such as issue management, risk management, and relationship management (Coombs, 2001: 90).

While Kasali (2008: 231) divides the steps taken by a public relations in managing the crisis into 5 steps as follows:

1) **Crisis identification**: Do a quick research when a crisis arises within the organization. Conclusions should also be made as soon as possible, then a public relations practitioner should have the skills and sensitivity to collect data. To identify a crisis, an organization can use third parties such as researchers from consultants or academics.

2) **Crisis analysis**: PR must perform analysis of inputs obtained before communicating.

3) **Crisis isolation**: Crisis must be quarantined so as not to spread to other sectors because the crisis is like a contagious disease that easily affects other parts of the organization if not immediately in isolation.

4) **Strategy choice**: (a) **defensive strategy**: Non in action or low profile, and stone walling; (b) **adaptive strategy**: Policy changes, operational modifications, compromise and image alignment; (c) **dynamic strategy**: Mergers and acquisitions, new investments, selling shares, launching new products / attracting old product circulation, holding power, and throwing new issues to distract.

5) **Control program**: The implementation steps undertaken towards formulated generic strategies. Generic strategies can usually be formulated before the crisis
emerges as a guide for executives in the face of crisis. But generic strategies are different from control programs that are usually arranged in the field when a crisis occurs.

3. Reputation Restoration

Reputation is the crystallization of the image and built by the community based on experience – direct or indirect – and organizational performance (Hardjana, 2008: 9). If the organization identity can be inherent in its public minds, it means the organization has succeeded in building a positive image of the public about the organization. A positive image builds a positive public or public experience of the organization over and over again so that the inherent image forms a strong organizational reputation.

Hardjana (2008: 2) also mentions that reputation is the antithesis of crisis because basically reputation is the result of sanitary action to avoid crisis. In addition to casualties, property and property, the crisis was able to degrade the reputation (Kasali: 2008, 221). But a well-managed crisis can also be a turning point for organizations to rise up and build their reputation back even better than ever. Crisis can be an opportunity for organizations to conduct an in-depth evaluation both internal and external to form an organization's strategic communication plan in order to survive from the environmental changes that occur. Due to the dynamism of the organization caused by the crisis can trigger the organization trying to improve its credibility by making renewals both inside and outside the organization.

In an organization required a communication strategy to achieve the goals of the organization. To achieve it then the organization needs to assume the image, identity and reputation is very important to formed. Because communication for image management, identity, and reputation is a reality reflection of the organization itself through the images and words of the organization's creation (Hardjana, 2008: 8). Image is the whole representation and as a whole as a reality reflection of an organization in public view that can influence public's decision towards the organization. While the identity is a visual manifestation of the visible image of logos, products, services, building buildings, letterhead, uniforms, and all things related to the organization received by the public.

If the reality representation has shaped the same public perception, then the identity campaign program can be said to be successful. The image and identity that
has been formed publicly and strongly attached to the organization can form a *solid reputation* and increase public confidence towards the organization. But for a reputable organization that has been established for years it could be a crisis that could affect its reputation. Hence the importance of regaining that reputation by establishing appropriate communication strategies starting from the recovery of the image and the identity of the organization.

*Image Restoration Theory*

Image restoration theory was introduced by William Benoit in 1995. But the name of this theory continues to evolve, until in 2008 Benoit and Pang changed its name to the image repair theory (IRT). This theory emerged from the threat that hit an organization's or corporate reputation. IRT "is made to understand the communication options that can be used by either organizations or people who face threats to their reputation" (Benoit 2005: 407). IRT can then be applied to crisis communications because the crisis is also a threat to reputation (Coombs, 2010: 31). In theory it uses communication to maintain reputation, because a positive reputation in an organization is the goal of communication undertaken by the organization. There are three kinds of crisis response strategies in IRT (in Coombs, 2010: 32):

1. **Denial**
   - Simple Denial: did not do it
   - Shift the Blame: blame someone or thing other than the organization
2. **Evading responsibility**
   - Provocation: response to some one else's actions
   - Defeasibility: lack of information about or control over the situation
   - Accidental: did not mean for it to happen
   - Good intentions: actor meant well
3. **Reducing offensiveness**
   - Bolstering: remind of the actor’s positive qualities
   - Minimize offensiveness of the act: claim little damage from the crisis
   - Differentiation: compare act to similar ones
   - Transcendence: place act in a different context
   - Attack Accuser: challenge those who say there is a crisis
   - Compensation: offer money or goods
   - Corrective Action: restore situation to pre-act status and/or promise change and prevent a repeat of the act
• Mortification: ask for forgiveness; admit guilt and express regret

4. **Theoretical Assumptions**

Crisis can happen to anyone and anytime. Therefore, the crisis especially in an institution must be detected as early as possible in order to be localized and not spread to the stage of a more severe crisis. Moreover, by early detection, the crisis can be overcome and also be an opportunity for an institution to improve reputation, because the crisis is like two blades, it could destroy the institution’s reputation or upgrade it. In an institution that hit with crisis, it should be a communication crisis management that must be done according with the crisis stage experienced by the institution. Crisis communication management is conducted to restore the reputation of the institution. Reputation restoration can be conducted in various ways, those are denial, evading responsibility, or reducing offensiveness.

**E. METHODOLOGY**

This study uses qualitative research methods with case study research strategies. Qualitative research methods usually involve a case and context by examining social processes and cases in a social context, and studying interpretation or meaning in socio-cultural settings (Neuman, 2011: 174). According to Neuman, qualitative data is less than perfect but very meaningful. In this study, collecting data with primary data such as documenting ongoing activities, in-depth interviews, direct observation, and secondary data by examining various books and related documents. While case study is a study that examines in depth a number of extensive information about several units or cases in a period or takes place many times (Neuman, 2011: 42).

A purposive sampling technique used in this study. Purposeful sampling is a non-random sample used in a method to map out all possible very specific and difficult cases in reaching the population (Neuman, 2011: 267). The informants taken were the BKKBN PR as the key informant and other informants who supported. The first and second informants are Wulan, the Head of Mass Media Relations Sub Division, and Tyo, the Head of Analysis News and Public Opinio Sub Division in BKKBN Public Relations Division. While the third informant is Mr. Teguh, Director of Field Line Development of BKKBN who was also a FP field workers (PLKB) in the “Orde Baru”
era. This study uses data triangulation for validation, using a theoretical perspective not only from one side in the study or interpret the data.

F. CONCLUSION

The Family Planning Program crisis faced by the BKKBN decreased the level of community participation in the program, as indicated by the percentage of contraceptive prevalence rate (CPR) in the fertile couples is only 60.8% in 2016. So that BKKBN must keep doing renewals in implementing the Family Planning Program. The effort to revitalize the Family Planning Program is to establish ‘beyond family planning’ program that involves the human life cycle from birth to the elderly named the program of Population, Family Planning and Family Development (KKBPK). Strategic communication management should be planned in accordance with changes in institutional arrangements within BKKBN after Regional Autonomy. BKKBN changed its logo in 2009 that was aimed at rebuild the image of FP program in the post-reform era and rebrand its tagline back from "2 anak lebih baik" (2 kids are better) back to "2 anak cukup" (2 kids are enough). Some activities undertaken to support the Family Planning Program conducted by BKKBN still can not decrease the TFR. Awareness level of the community towards the institution also decreased because the public exposure of the Family Planning Program which was once aggressively carried out by PLKB also decreased.

Communication crisis that occurred in the BKKBN has passed the resolution stage, however, BKKBN’s responses to this crisis are not well established. Obstacles encountered such as conventional ways of thinking of human resources in BKKBN is not yet optimal in using information and communication technology, lack of concern from the leaders over the use of advances in information and communication technology, and other things that demand BKKBN to adapt with a dynamic environment changes. This made the crisis that occurred in the family planning program returned to the prodormal stage and caused the family planning program to be stagnant down to date. Whereas every stage of the crisis, BKKBN must be able to perform different communication management in accordance with the level of crisis that it faces.

Environmental changes marked by the enforcement of OTDA, should be a chance for BKKBN to improve its image and reputation that has been built for decades. However, this chance is not optimaly used. The reputation restoration effort that has
been carried out was only an accidental and could not resist the change, since it would inevitably have to follow the law of regional autonomy which was applied after the reformation. BKKBN Public relations as a part of communication management is also not being taken into account. Whereas public relations activities can be a strategic communication to reach the institution's goals. Likewise the role of public relations in the BKKBN reputation restoration is still underestimated. This can be seen from the position of public relations in BKKBN organizational structure that is not in top management. Public Relations in BKKBN is only at the level of echelon 3 (manager) so that it does not has strong power to take part in the planning of strategic policies of organizational communication. The role of public relations in BKKBN only as a supporter and spokesman associated with the mass media. Whereas ideally public relations should be in the order of echelon 2 (director level) to be able to make strategic policies in communication management in BKKBN institutions.

G. RECOMMENDATION
Below are some of the recommendations obtained based on study results:
1. In terms of human resources (PKB/PLKB and civil state apparatus in BKKBN), BKKBN should conduct competency training in which there are standard competency in the use of new technologies to optimize counseling and dissemination of FP program.
2. Advocacy and brain storming for BKKBN leaders to be more aware and concern to optimize the development of information and communication technology as an opportunity to disseminate BKKBN institutions and programs.
3. It required innovations and creativity from renewable programs or recycle from activities that were previously used by BKKBN, for example, a film about the importance of maturing marriage age (21 years for women and 25 years for men).
4. Internet optimization, especially social media. This is very important because the community itself is very gadgetable and the development of technology as well as information are very fast and dynamic.
5. Public relations position should be re-evaluated and placed at the echelon 2 level or director level in order to create a critical public relations role in organizational communication management.
REFERENCES
A. INTRODUCTION

Pangandaran Regency is decided as the centre of tourism development of Province West Java. It will develop if all supporting sectors handled maximally. The commitment of The Government of Province West Java to create Pangandaran Regency as the centre of tourism development absolutely should be supported by all stakeholders.

However, the government of Province West Java still have obstacles to be solved such as road, trash handling, street vendors, parking arrangement, etc. In order to create a good tourism, re-operating Banjar – Pangandaran – Cijulang train track idea should be consider optimally. At this time, the road conditions are still much damaged and the repairing process is still ongoing. The discourse to re-operate the tourist train should also be supported by all parties. It means that many things must be repaired to realize the plan.

The effort to create Pangandaran as tourism area should be supported by good public services. It is important for the improvement of the public service quality is a key to make Pangandaran as a tourism city in Jawa Barat realize.

Pangandaran should be designed to be a sustainable tourism area by giving consideration to environment sustainability. It will works if the authority involve the people to preserve it. Planting Mangrove in Bulak Setra is a part of Sustainable Tourism through Energy Efficiency with Adaptation and Mitigation Measures” (STREAM) program obtaining the grant from World Tourism Organization to revitalize Pangandaran after tsunami disaster. An accurate spatial is also an important thing in making Pangandaran as a sustainable tourism area. Therefore, the regulation on Spatial and Zona Arrangement Plan in Pangandaran for the comfort and beauty of the tourism area must be realize soon. They are location arrangement for street vendors, the improvement of infrastructures, etc. It means that the authority must consider the zone arrangement providing space for street vendors, fishing boats, tourism boats, restaurants, hotel, and other public services.
B. OBJECTIVES

The objectives of this study are as the following:

1. The development of Pangandaran Tourism Zone conducted by Tourism Agency of Pangandaran Regency;
2. The recent environment condition of coastal attraction of Pangandaran;
3. The economy growth of the people in Pangandaran Coastal in the last three years;
4. Dynamic system model of the development of coastal attraction of Pangandaran need to be applied by The government of Pangandaran Regency;

C. DEVELOPMENT OF GREEN TOURISM

Tourism is the need of all human being entire the world. Once the increase of the welfare and prosperity of a nation in economy, the man nature will appear to do travelling to avoid routinity for a while in order to obtain the balance, harmony and happiness of their life (Gamal Suwantoro, 1997). Oka A Youti (2010:37) argue that tourism is a journey for pleasure. While, Macintosh (1995 : 55) in Oka Yoeti (2010) said that tourism is a number of symptoms and relationships that arise, interaction among tourist, companies providing services for tourist, and the government and people as the host in attracting and servicing tourist process.

According to Ngafenan in Karyono (1997 : 27), tourism object is all kind of object which may the tourist visit to the attraction things such as beauty scenery, historical bulding, culture and other modern recreation centers. Gamal Suwantoro (1997: 3) argue that it is the process of temporary journey of an individual or group to other places. The impulse to go is caused by of all kind of their interests such as economy, social, culture, politic, religion, healthy or just for seeking experiences or learning.

Based on the definitions above, the government need to conduct tourism development that could increase public welfare as their commitment in creating a good quality public services. This can be done by conducting green tourism development. It should create multy positive effect such as providing tourism public services and increasing public welfare without damaging environment.

In order to create green developments in which tourism development is one of them, we need the plan in adjusting future tourism development. It will works if there is paradigm change from import substitution industry into resource based industry
strategy. However, we need policy instrument in completing the change to boost economy growth that can be made in development and resource-based industrialization strategy option, particularly in coastal and marine resource management. It is important especially in line people empowerment effort in order to support autonomy issues and overcome a prolonged national economy crisis. One of tourism object which can be developed in Provine West Java is Pangandaran particularly coastal resource as the national asset that is not arrange optimally yet.

The development of tourism is a sustainable process to do matching and adjustment between the available supply and demand of tourism to achieve the target (Nuryanti, 1994). Meanwhile, the development of tourism potency is the effort to enhance the resources of a tourism area by mean of build both physical and unphysical development of tourism system in order to improve productivity.

The development of tourism area is an alternative expected to be able to back up the economy potency and preserving effort. Ramli (2007) argued that the development of tourism area done by re-arrange the potensial and natural resources altogether. The next step, it is developed the arrangement model of green-oriented tourism area. Moreover, Ramli said that the development of good tourism area need the following requirements:

1. Selection toward Potensial is conducted to select and decide what and where the tourism area to be developed according to the budget amount;
2. The evaluation of ptensial location toward area, this job need the consideration of possible conflict among the respective administration areas;
3. The measurement of potensial distance is conducted to obtain information on distance among potensial which need map of tourism area potency.

The development of tourism should consider geographical and environmental approaches. According to Bintarto, geographical scope comprise of: a. physical scope that contain topological aspect (location, wideness, shape and boundary), physical aspects (land, climate, water), biotical aspects (human being, animal, plant); b. non-physical scope that comprise of social aspects (tradition, custom, group, community), economy aspects (trading, industry, plantation, transportation), cultural aspects (education, religion, culture).

Geographical approach according to Bintarto devided into : a. spatial approach, spatial approach is a method of atypical geographical approach. In the implementation, this approach should follow the valid geographical principals. Those
principals are deployment, interrelation and description principals. Geographical approach comprise of topic human activity and regional approaches, b. ecological approach, geography and ecology are two different science field. Geography discuss about the interrelation of human being life and the physical factor which make spatial system connecting a region with other regions. While ecology, particularly ecology and ecosystem. The concept of those science fields is different. However, in the implementation, the similarity of the discussed object, those science fields have correlation. Ecological approach is a methodology for approaching, studying and analyzing one symptom or one problem by applying the concept and the principal of ecology.

According to Gamal Suwantoro, (1997), the basic factor of tourism development is attraction potential owned by the tourism object referring to the success of the development that include of the following various feasibility: 1). Financial feasibility: this feasibility is about the commercial measurement of the tourism development. The estimation of profit and loss should be estimated from the beginning. 2). The feasibility of regional socio economy’ this feasibility conducted to know whether the investment to develop a tourism object will have socio economy impact regionally or not, able to create jobs or not, able to increase foreign exchange earning or not, able to increase revenue from other sector or not/. 3). The feasibility of environment, the analysis of environmental impact is able to be used as a reference of the development activity of tourism object.

D. CONCEPT OF REGIONAL ECOCOMY

Economy is a study about individu and community to make a choice wit or without money by using limited resourches but they are able to be used in ways to produce goods and services and distribute them for today and future consumption need to individuals and groups (Sukirno, 1994:9).

It can be concluded that local economy is an economic situation in a region by considering some indicators from the local economy. This will show description on the different of public welfare in one to another region. As Tarigan (2006:13) said that the objective of economy is build prosperity. While the development of local economy indicator is prosperity shown by income. Moreover, Tarigan (2006:13) argued that regional revenue is the level of the income of the community in the region or region of analysis. The income level can be measured from the total revenue of the region as

Factors effecting regional economy are regional potentials owned by the area. According to Piter Abdullah (2002) regional potensial is regional competitiveness shown by regional economy, financial system, infrastructures and nature resources, science and technology, human resources, institutionals, governance and governmental policy, management and micro economy.

E. CONCEPT OF DYNAMIC SYSTEM MODEL

Wirabhuana on Widodo (2010) said that dynamic system method is a methodology to understand various complex problems. This is learning problems by point of view system which is the elements of the system interact each other within feed back relationship in order to produce a certain behavior. The interactions in this structure are translated into mathematical models which are then simulated with computer help to obtain historical behavior. While Iphop Kumala Sriwarna (2005) argued that dinamic system is a method to strengthen leraning in complex system. Dinamic system model is often built and used to represent, analyze, and explain dinamica from complex system. Then she said that dynamica or system behavior can be described by its structure and its parts.
The main objective of dynamic system is to comprehend how this behavior produced by using qualitative and quantitative models. In this case, dynamic system analyze problem from system point of view in which those elements interact one to another within a feed back relationship in order to produce a certain behavior. Interaction in this structure translated into mathematical models afterward computerized simulated to obtain its historical behavior. Dynamic system structure is a close system. Environmental factor affect toward system is possible to occur and this external change is considered as exogen variabel. Iphov Kumala Sriwarna (2005) said that the following are basic concepts of dynamic system: 1. Closed scope, 2. Feed back loop as the basic component of system, 3. Level and rate, 4. Conditions to be achieved, real condition, and the different of the conditions to be achieved and the real conditions.

While Tasrip in Aminuddin (2014) argued that there are four basics in establishing dynamic system, information feed back theory, the process of making decision, experimental approach in system analysis and digital computer.

To simplify how to sistematically thinking, dynamic system structure is simplified into loop causal diagram. The logic is the process (rate) as the cause that produces the state/level as a result or vice versa. After forming the element of cause and effect, then it can be determined the type of effect caused by the cause that is when direction (+), opposite direction (-). Positive blame has acceleration or slowing behavior Negative negals have behavior toward the target or limit. There are two types of targets, the target to explicit (> 0) and the target to implicit (near zero).

1. Simulation System Modeling

Model defined as a description of a limited system. This limited system is a system that comprise of all concepts and variables which have correlation with certain dynamic problems. Model is an imitation and simple form of system representing characteristic of the real system. Model is used for simplify us in leraning real system behavior. Model developing by dynamic system have the following characteristic:
1. Describing causal relationship of the system;
2. Simple mathematical equation;
3. Synonim with industry, economy, social global nomenclature;
4. Be able to involve a various variables;
5. Be able to produce a sustainable changes if it is necessary.
This simulation system modeling made as a tool in solving real world including activity plan, and as operation research tool as well as system analysis for make complex decision and the unpredictable future possibility.

In general, model established to forecasting or policy drafting. Dynamic model emphasize on process. Different with static model, dynamic model approach is deduvtive and able to discard the weaknesses in assumptions made in order to obtain the agreements of the assumptions.

This model emphasize to the change process from one to other situation (Tasrif on Noor Saman and Wahid (1998). While Muhammad et al (2001) argued that there are three alternative can be used in establishing dynamic model as the following:
1. Verbal;
2. Visual;
3. Mathematically

F. METHODOLOGY

This study is conducted by applying dynamic system simulation to know the condition and characteristic the tourism area within the next 10 years as well as oriented to social, economy and environmental aspects.

This study analyze two interrelated variables, green tourism development and economy growth variables. According to Sumantoro (1997), dimensions and indicator of green tourism development variables are as the following: (1). Financial feasibility, (2). Sosio economy feasibility 3). The feasibility of environment. Financial feasibility shown by these indicators: a. commercial measurement of tourism development, b. profit and loos estimation; while socio economy shown by: a. investation, b. regionaly socio economy impact (able to provide job, foreign exchange revenue, other sector revenues); and environmental feasibility: environmental impact analysis (physical and non-physical).

Economy development indicator used in this study refer to Pieter Abdullah (2005), but only 10 indicators because of limited time and expense. The 10 indicators are as the following: (1). Economy growth rate, (2). GRDP per capita, (3). Domestic invetsation, (4).saving, (5). Household consumption expenditure per capita, (6). Governmental consumption expenditure, (7). Agriculture sector productivity, (8). Industrial sector productivity, (9). Sercive sector productivity, (10). Inflation rate.
The population is all stakeholders who get involved in green tourism development, Tourism Agency, Public Work Agency, Cleanliness and landscaping agency, Environment Agency, Agricultural Agency, Industry and commerce Agency, Education Agency, Public Health Agency, Transportation Agency, ICT Agency, community and tourists. While the sample of this study as the following:

1. The apparatus determined purposively, i.e from each agency, For the Local Plan Agency is the Head and all Head of Division Programs, for the Sub-district is Head of Sub-district and Head of Government Section;
2. Tourism proprietors are stratified randomly from: hotel, restaurant, communications, and souvenir owners;
3. Street vendors;
4. Community figures living in Pangandaran area determined randomly;
5. Foreign and domestic tourists who accidentally came to Pangandaran tourism area.

Questionnaires spreading, interview and reference study are used as data collecting technique.

The stages of dynamic system analysis: modeling and simulation using powersim program and validation test using Microsoft excel. While the outline of problem solving stages by using dynamic system approach in this study as the following: model formulation; simulation and model validation; policy analysis.

The dynamic system model of green tourism development in increasing economy growth in tourism area of Pangandaran shown in Figure 1.
G. RESULT

Based on data processing by using powersim program, dynamic system model of the development of Panganndaran Tourism area that is necessary to be applied by the Government of Pangandaran Regency is as shown by Figure 2.
Figure 2 shows the dynamic system model of the development of green tourism in Pantai Pananjung Pangandaran area as follows:

1. The success of the development of tourism area in Pantai Pananjung Pangandaran is affected by the following factors: a. financial feasibility for the development of ideal tourism area; b. the social economy of the community living around Pantai Pananjung Pangandaran; c. The economy growth of the community living around Pantai Pananjung Pangandaran; d. management of good environmental impact.

   It also shows that financial feasibility positively affected to the development of tourism area. It means that the development of an ideal tourism area should fully handled and good designed. If in one period the budget is not sufficient, the development should be designed for some periods until it accomplished, for instance it is designed for five year budgeting.

   Figure 2 describe that the influence of environmental impact on the development of tourism area is negative. It means that if the environment of the tourism area does not manage well, the development of tourism area does not work. Therefore, the design of environmental impact analysis should be made seriously by considering all aspects affecting the environment of tourism area.
The development of tourism area should be along with environmental development in each period. It needs change of mindset of the community realizing that any activities of their life in economy, culture and other developments need to have environmental awareness. They must take place to preserve the environment.

The development of social economy conducted by the government and community living in Pantai Pananjung Pangandaran should be able to attract tourists to visit to the tourism area. Figure 2 shows that the influence of social economy is positive toward the development of tourism area. The good social economy will support the development of tourism area. The increase of economy growth shown by investors in providing public services for tourists such as hotel, restaurant, communication facility, souvenir etc will provide employment. Therefore, the community living in tourism area are able to increase their income and they are able to pay their tax which is a source of income of the government and eventually the development of tourism area will run well. The more economy grow, the more positive of GRDP growth and the more tourism area developed.

2. Figure 2 shows that financial feasibility for developing tourism area affected by the following factors: a. regional revenue, b. cooperation between local and central government, c. cooperation with private sector, d. availability of employment.

Figure 2 describe regional income affect positively toward financial feasibility to develop tourism area of Pantai Pananjung Pangandaran. The higher regional income, the higher regional income allocation for the development budget of tourism area. The higher budget of tourism area development, the better development of tourism area. The limited budget of central and local government should be solved by private sector participation in providing public services to support the development of tourism area. One more important thing is the government coaching to continue to facilitate the community to increase employment that will greatly affect the implementation of the development of tourism area runs well.

3. Figure 2 shows that environmental impact for the continuity of tourism area development will affected by some factors such as: a. outdoor, b. soil pollution, c. air pollution, d. trash and environmental impact management.
Figure 2 shows that open space as human needs for oxygen demand for health, then the percentage of its availability must be fulfilled. Likewise, soil contamination, water and air pollution due to household and industry waste need to be overcome in such a way that it does not pollute to an unacceptable threshold. Garbage problem from upstream to downstream should be sought a more practical and useful innovation as well as to educate the community to be used to love of hygiene and their environment. Therefore, in every activity of their life, they always keep the environment clean and throw garbage in the right place. Besides, honesty culture and responsibility in work must be developed among the apparatus, so that the apparatus who has the task of examining every waste generator that can pollute the environment is firmly enforced. If there is an entrepreneur who break the rules must be responsible for his false by giving him sanction such as revoke his business license.

4. Figure 2 tells that the rate of economic growth can affect the successful development of tourism in Pantai Pananjung Pangandaran which is influenced by some factors: a. Local government and community revenue; b. Investment of entrepreneurs and communities; c. the increase in economic growth rate; d. the increase of GRDP; e. Agricultural productivity; c. Industry productivity; g. Service sector productivity; h. Decrease in inflation rate; i. the Increase of government needs and j. Fulfillment of community needs.

Figure 2 shows that if government revenue and community income increase, it will have a positive effect on economic growth. Similarly, increased investment of entrepreneurs and society will affect the growth of economic growth. In addition, the rate of economic growth also will affect economic growth. The rate of economic growth is also marked by an increase in GRDP that will affect economic growth. Economic growth is determined by potential growth in the region including the potential of agriculture, industry and services sector. Therefore, the sectors must be nurtured by the government and developed by the work units which has the main tasks and functions in those sectors. Furthermore, if economic growth increases, it will be able to suppress inflation rate. The development of human life will also affect the increase of government budgetary needs to run the wheels of government and implement other functions such as development, service and community empowerment so that society will more independent and able to meet their own needs.
5. Based on Figure 2, it can be explained that the socio-economic can affect the successful development of tourism around Pantai Pananjung Pangandaran which is influenced by the following factors: a. investment local/national budget; b. Third party investments; c. the increase of foreign exchange; d. employment and e. implementation of sustainability.

Figure 2 defined that the increasing of local and national budget will affect to the stability of social economy development. Moreover, the private sector investment will affect public social economy for it is able to provide employment. Therefore the availability of employment will reduce urbanization. The higher ability of the community, the more the source of regional income increas that eventually affect the blessing of foreign exchange and it will return to the community for the implementation of socio-economic development of the community.

H. CONCLUSION

The simulation of dynamic system model of green tourism area development is affected by social economy and environmental impact variables. Economy growth variable are be able to be applied as a model in the development of tourism area in Pantai Pananjung Pangandaran.

References
ABSTRACT

The number of poverty and unemployment in some cities in Indonesia has been rapidly increased. The government has several policies in economic aspect such as local generated revenue, investment and fiscal decentralization. The objectives of this research are to analyze: (1) the influence of economic empowering budget on urban poverty, either directly or indirectly, through economic growth, investment, local generated revenue (PAD), and unemployment; (2) the influence of fiscal decentralization fund on urban poverty, either directly or indirectly, through economic growth, investment, local generated revenue, and unemployment; (3) the influence of investment on poverty, either directly or indirectly through economic growth, investment, local generated revenue, and unemployment; (4) the influence of economic growth on urban poverty in Indonesia through economic growth, investment, local generated revenue, and unemployment; and (5) the influence of local generated revenue on urban poverty, either directly or indirectly, through economic growth, investment, and unemployment. In the regression estimation (SEM), the researcher used time series (5). The research were conducted in some cities in Indonesia: Palembang, Jakarta Selatan, Bandung, Surabaya, Makassar. The results reveal that: (1) social economic empowering budget does not have any influence on poverty; (2) investment has a significant negative influence on poverty; (3) fiscal decentralization fund does not have any influence on the poverty; (4) economic growth does not have any influence on the poverty; and (5) local generated revenue does not have significant influence on the poverty in urban areas.

Keywords: economic empowering budget, investment, fiscal decentralization, local generated revenue, poverty, unemployment.
H. INTRODUCTION

The poverty phenomenon has been lasted for long time, although there were some efforts have been done in dealing with it, but until nowadays there 1.2 billion of the world's population living on less than one dollar a day and more than 2.8 billion people in the world earning less than Two dollars a day which live below the minimum international real level. The line does not recognize borders between countries, independent of per-capita income levels in a country and also does not take into account the price-level differences between countries.

Indonesia, as a developing country, the poverty problem is an important and fundamental issue in development. Poverty is not a new problem, since the nation of Indonesia's independence, the ideas of the nation is the welfare of all the people, but the reality is poverty suffered most of the people of Indonesia. The leaders in Indonesia faced this reality, so poverty has become a phenomenal problem throughout Indonesia's history as a nation state.

Although the government has been drawn poverty alleviation efforts from year to year, but the number of poor has not suffered a significant decline. Indeed, the data in BPS shows that the declining trend in the number of poor, but qualitatively has not shown the impact of real change, even the poor condition is not getting better.

Since the beginning of independence there were several efforts have been conducted to improve the welfare of the Indonesian people, through various development programs. For example, in the education department proclaimed the eradication of illiteracy and not limited to formal schools, but also non-formal. There were also other empowerment programs such as coaching and increasing farmers skills Almost all departments have poverty reduction programs, and the government's budget for implementation of these programs has reached tens of trillions of rupiah. The question is how far these programs have enabling effects on the poor?

The central government has implemented various poverty reduction programs with a huge budgets, and it has not significantly affected poverty reduction, does the local / municipal government also do the same efforts? Conceptually, all local governments / cities are committed to actualize the communities welfare, and it is state in the Local Development Plan (RPJMD) that contains various programs and activities oriented
towards the achievement of vision and mission of welfare as the responsibility of government to the community, but in the implementation is very doubtful, factually, Indonesian people have not in the category of prosperity yet.

In regional autonomy area, the authority of decision making, governing and service responsibilities for community have been being given to the local / municipal governments and the legislatures including in regulating and managing the community interest as their own initiative based on community aspirations in accordance with the regulations and one of the responsibility to the poverty problem.

The main policy instrument for local government in carrying out development is the regional budget or budget and regional expenditure (APBD) which occupies a central position in the development of capability, efficiency, and effectiveness of local government, as for the budget must contain good performance in assessing internally as well as linkages in conducting economic growth further to reduces unemployment and poverty.

However, local / municipal budget is limited in number and development programs required are relatively large. In this case the local government is required to be proposed the preparation based on measurable criteria and gain to increase community participation in supporting the implementation of the development program.

The development budget spending is issued by the government and its benefits can be felt directly by the community because development expenditure is intended to improve public services. The community economic empowerment budget is one of the budget that should have correlation with economic growth, poverty, and unemployment.

The community economic empowerment budget in APBD is intended for community economic empowerment program and can be viewed as a bridge to the concepts of macro and micro development. Besides poverty, unemployment is another problem faced by cities in Indonesia. The fundamental problems in employment in Indonesia are low wage and high unemployment employment growth larger if compared to the availability of employment leads to high unemployment.

Changes in the unemployment rate are closely related to the rate of economic growth, because economic growth is the result of an increase in production capacity which is a derivative of increased investment. Thus, economic growth is closely linked to
increased use of labor, as well as investment with the assumption that investment is not capital-intensive.

Based on thought, it can be seen how the relation between economic growth rate in the form of curve. Using data between unemployment and the rate of economic growth in Indonesia as used in making the phillip curve the economic growth relationship with the unemployment rate.

In order to overcome the problems of poverty and unemployment, urban governance has been done through the economic empowerment program by allocating the budget for economic empowerment of the community in the city's APBD in recent years, but the effort have not given optimal results. The phenomenon is high economic growth, high investment, revenue and government spending is also high, but the level of public welfare is low, it could be seen from the poverty rate and unemployment remains high and Human Development Index is low.

The condition raises a question whether the available economic empowerment budget already large enough to reduce the number of poverty and unemployment, is the high level of economic growth sufficient to encourage the economic empowerment of the community ?, the questions have been spoken oftenly. Even some study have conducted of the problem, but until now can not be provide the right solution in handling the problem.

The problem formulations

1. Does the community's economic empowerment budget in the city's APBD affect poverty both directly and indirectly through economic growth, investment, local revenues and unemployment?

2. Does the fiscal decentralization fund affect the urban poverty either directly or indirectly through economic growth, investment, local income and unemployment?

3. Does investment affect urban poverty both directly and indirectly through economic growth, investment, local revenues and unemployment?

4. Does economic growth affect urban poverty both directly and indirectly through economic growth, investment, local revenues and unemployment?
I. LITERATURE REVIEW

1. Reviews about the importance of government budget in economy

Government expenditure is part of fiscal policy (sandono 2000), which is a government action to regulate the economy by determining the amount of government revenues and expenditure each year as reflected in the APBN documents for national and regional budgets. The objective of this fiscal policy to stabilize prices, output levels and employment opportunities and spur economic growth. Regional expenditures or regional budgets in the APBD have a very important role in the implementation of local government engagement. Effectiveness of expenditures will directly affect the effectiveness of public services, which will determine the success of regional development. The effectiveness of regional expenditures is influenced by internal and external factors of local government, including the process of preparation with the APBD before and after the fiscal year concerned, and synergies with government programs.

The process of composing APBD is not a simple, because it is related to planning mechanisms involving various parties with diverse interests. A good budgeting process will prioritize the public interest and be realized in an efficient budget, so that it will produce outputs and outcomes in accordance with the planning. Challenges in the process of budgeting is how to create a clear relationship between the input (budget in APBD) with output and outcome of the program activities.

Regional budgets (APBD) are the main policy instruments for local governments. Regional budgets occupy a central position in the development of capability, efficiency, and effectiveness of local governments. Regional budgets should be used as a tool in determining the amount of income, expenditure and financing, decision-making tools and development planning, future spending authority tools, standard measures for performance evaluation and coordination tools for all activities in various work units. Over seventy years ago, V.O. Key has indicated that budgeting has one of the most basic issues, it was resource constraints. Key (1940) asks the following question: “on what basis should it be decided to allocate x dollars to activity? A rather than activity B?” The limitations of its resources cause the allocation decision making process to be very dynamic, even more in conditions where there is Many parties with different interests and preferences (Ruth, 1993)
Macroeconomic theories, which are largely based on the role of markets in resource allocation, and with the presumption that the layers of society, in fact can not produce satisfactory answers to the problem of inequality. Unbalanced social forces, causing market failure to realize that expectation (Brown, 1995).

Therefore, appropriate interventions are needed, so that policies at the macro level support efforts to address the gaps that need to be done with micro-activities and directly aimed at the lower layers of society. Community empowerment can be seen as a bridge to the concepts of micro and macro development.

Development spending is issued by the government where the benefits can be felt directly by the community because development spending is intended to improve public services. One form of the development budget is the community economic empowerment budget.

The budget allocation for community economic empowerment sourced from APBN through PNPM (national community empowerment program) has been implemented since 2007 with the aim of increasing community independence and productivity, and is expected to be one of the solutions for reducing the number of poor and unemployed.

The budget for empowerment sourced from the APBN is limited in number and will not be able to fulfill the needs of the entire empowerment budget in the country so that the shortage of the empowerment budget is ideally allocated in the APBD of each region, and a component of the direct budget allocated in program budgets and SKPD each year. The budget for community economic empowerment is given to community groups in the form of stimulant funds or capital assistance and training fund for improvement.

Quality community human resources. The amount of economic empowerment budget is highly dependent on the local government's commitment to community empowerment efforts and how deeply the executive and legislative understand the importance of empowerment program in rangak improve the welfare of the community.

Correlation of local revenue with unemployment and poverty In research conducted by Ardi Hamzah (2009), on the relationship of local revenue (PAD), balance funds, and public spending on economic growth, poverty and unemployment. The
results of this study indicate that both directly and indirectly local revenue (PAD), balance funds and public spending have no significant effect on economic growth.

So far, there is no direct relationship between PAD to poverty and unemployment, but its relationship indirectly through economic growth or government budget. As research in some countries about the relationship between government revenue and expenditure (spending).

In the literature it is stated that there are three main hypotheses that can explain the relations between income and expenditure or government budget. First, the hypothesis about taxes and expenditures suggests a causal relationship between income and expenditure, the opinion pioneered by friedman (1978), which suggests that increased taxes will lead to an increase in government expenditure, further friedman (1978) explains that financial deficits can not be reduced by raising Taxes due to tax increases will lead to more spending, so that deficit reduction is done in accordance with the highest capabilities that can be accepted by the public.

Second is the expenditure hypothesis and taxes, which states that the increase in taxes and lending is due to an increase in government spending of Peacock and Wiseman (1979), caused the problem that the second stage of expenditure increases after the crisis. The main idea is the increase in taxes and the crisis will be the policy of future taxation in the future (Narayan, 2005). In empirical research this hypothesis signifies an indirect causality relationship between expenditure and income.

The third is the fiscal synchronization hypothesis, Barro's (1979) proposes the tax model of 'smoothing' ie tax decisions and expenditures performed alternately Meltzer and Richard (1981) from the empirical side of this hypothesis reveals the potential bidirectional causality.

Between expenditure and government revenues, Anderson et al. (1986) research, using traditional econometric techniques, found that government spending led to revenues in the US. Marlow and Manage (1986) examines the causal relationship between federal expenditure and receipts in order to prove that taxes will reduce deficits, the outcome is not directly and psicoically related to grant funds on spending.
2. The Relation of Economic Growth with Unemployment and Poverty

Poverty is the biggest problem faced in this modern period, internationally, reducing the poor has been used as the Millennium Development Goal, reducing the poor to half the 2000 by 2015 (Bage, 2001) Economic development is an important effort to reduce poverty.

The relationship between economic growth and poverty reduction has been discussed by many researchers before this. The World Bank's 2005 Global Monitoring Report explains that economic growth plays a central role in reducing poverty and achieving global development goals. Economic development will provide wider employment opportunities and employment opportunities to communities, including poor households.

In the 21st agenda, combating poverty (United Nation Conference on environment & development.1993) affirms that encouraging economic growth in developing countries is a direct form of reducing poverty through job creation and income-generating programs. Thiel (2005) more firmly suppresses that the reduction of the poor is impossible if the economy does not develop.

Economic growth is a key requirement in overcoming the problem of poverty. Economic growth and poverty are classical problems in economic development, there are some contradictory opinions about the interrelationships between the two concepts. Some experts argue that poverty can be reduced by creating high economic growth, but on the contrary some experts who conduct empirical studies have found that high economic growth actually adds to poverty. Some empirical studies, with time series approach (data in each country) and cross-sectional data between countries, some studies provide diverse conclusions.

Deininger and Squire (in podium: 2001) concluded there was a positive correlation between a country's economic growth with increasing poverty. But studies conducted by (World Bank, Fields and Jakobson and Ravallion 2001), show no correlation between economic growth and poverty levels.

The empirical study review above is essentially a test of the Kuznets hypothesis in which the relationship between poverty and economic growth shows a negative relationship, on the contrary the relationship of economic growth and the level of
economic inequality is a positive relationship. This relationship is well known for the inverted U curve of Kuznets.

Thus the two studies which have contradictory results, reinforce the hypothesis of Kuznets with an inverted U curve. But the very little benefits drip down to reach the poor and very poor. Schneider (2003) actually argued between efforts to reduce the poverty rate with the macroeconomic stability of a State. It mentioned that efforts to stabilize the inflation rate, reduce budget deficits and increase foreign exchange reserves, of course spending on social spending (basic health services, education, clean water and rural development) is reduced. So far, macroeconomic authorities tend to choose to stabilize these macroeconomic indicators in favor of macroeconomic management in favor of the poor

J.RESEARCH METHOD

This research is quantitative research, research design is observational by collecting data of economic empowerment budget and using Structural Equation Model (SEM)

The study was conducted 5 cities in Indonesia, the location determined was done purposively based on several aspects of the city

K.RESULTS AND FINDING

1. Analysis and implications of the impact of economic empowerment budgets in the APBD on poverty through economic growth, local revenues and urban unemployment

   Based on the results of the analysis of the effect between the variables, it is obtained the fact that the budget of community economic empowerment has no direct effect on poverty. The indirect effect through economic growth is also insignificant, while through significant negative investment, through PAD has no effect and through significant negative unemployment, which will be described as follows:

   1. Budget of economic empowerment of society and its effect on unemployment

      One program that is expected to reduce the high rate of unemployment in urban areas is the empowerment of the community's economy, but the empowerment budget allocated
in the city’s APBD does not indicate a direct influence on unemployment as well as its indirect influence through city PAD.

Several studies in line with this were done by Dritsakis, Nicolaos Adamopoulos, Antonis, Shenggen Fan, Peter Hazel Sukhadeo Thorat Neelsh Gounder Paresh Kumar Narayan Arti Prasad, who found that government expenditure did not affect unemployment.

The facts obtained in this study that the budget empowerment allocated in APBD big cities like Jakarta, Surabaya, Makassar have no effect on the reduction of urban unemployment, as well as indirect influence through city PAD does not affect the reduction of unemployment in urban areas.

Unless the city of Bandung which specifically allocate budget for economic empowerment of society in big enough amount since year 2007 through program "Bawaku Makmur". With the program seen a decrease in unemployment, but no research proves that the decline is mainly caused by this program, but through the program Bandung City government has opened up opportunities for businesses and employment opportunities for unemployment.

Thus the implication of this finding is that the budget for economic empowerment of the community and PAD has not been able to encourage the reduction of unemployment. This is partly due to the amount of budget for economic empowerment in APBD is still very limited and not enough to fulfill the needs of the community with various problems faced mainly to reduce the unemployment rate in urban areas which from year to year did not show significant decline.

In addition, there are still many unemployed in urban areas who are not yet aware and interested in accessing capital and information from the community economic empowerment program. In general, unemployment with a high level of education is still more interested in hunting job exchanges in the company or government and less interested to develop entrepreneurship by utilizing capital assistance from both economic empowerment program and from banking.
2. **The Influence of Economic Empowerment budget on Urban Poverty**

The budget for economic empowerment has no effect on urban poverty, thus increasing the economic empowerment budget of the community does not affect the poverty rate. Some studies that support, among others, Alesina and Rodrik, (1994); Dagdeviren et al. (2002); Agenor, (2004), growth can affect good or bad for poverty reduction, depending on how macroeconomic policies such as; Public spending, income generation and other policies are designed to create stability in economic growth, but where the policy negatively affects the poor, government budget spending should be increased (Squire 1993) or simplify and provide capital opportunities (birdsall and Londono 1997), As for macroeconomic policies such as public spending and development budgets will have different effects for each individual because each has opportunities and challenges.

At the micro level (Galor and Zeira, 1993), Datt and Ravallion (1998) and Palmer-Jones and Sen (2006) Carter and Barret (2006). The empirical facts in the field show that some cities with high poverty rates do not allocate substantial economic empowerment budgets in the city's APBD, indeed there is an increase in the budget but the value is not significant or very small. Similarly, cities with large economic empowerment budget scores, such as Bandung, Surabaya, Jakarta and Semarang have not been able to reduced significantly poverty rates.

The implication of the findings in this research is the budget for community economic empowerment has no effect on reducing urban poverty. This shows that the budget planning of community economic empowerment has not been properly established. Based on the explanation from several heads of economic planning of Bappeda city, it is found that during this time city administration generally set budget of economic empowerment only based on assumption of percentage increase of budget every year, average 5-10 percent from year and then connected with city poverty number.
L. CONCLUSION

Based on the results of the analysis, hypothesis testing, and discussion of research on the influence of the budget of economic empowerment of society to urban poverty through economic growth, PAD and unemployment can be drawn conclusion as follows:

1. The economic empowerment budget has no direct effect on urban poverty, this is because the city government in general has not set specific policy on community economic development planning related to the minimum amount of economic empowerment budget that should be allocated in APBD kota to meet the target of urban poverty reduction achievement. In addition, policies related to implementation mechanisms and monitoring of community economic empowerment programs have not been comprehensively and systematically designed that lead to program success.

2. Fiscal decentralization has no direct effect on urban poverty, indicating that the proportion of transfer funds from the government is still not large enough for productive public spending and can drive the economic activity of the small community.

3. Investment has a direct negative and significant effect on urban poverty, caused through increased investment will increase the income of the community through the expansion of employment opportunities and changes in urban economic structure, thereby reducing poverty and unemployment.

4. Economic growth has no direct effect on urban poverty, economic growth is not qualified and not pro-poverty, in addition there are other factors that also affect poverty.

REFERENCES
Adelman, I and Morris CT (1971) Economic Growth and Social Equity in Developing Countries, Stanford University Press
Aghion, P and P.Howitt (1994), Growth and Unemployment, Review of Economic Studies
Cashin, Tsangyao and Yuan Hong Ho (2010) Macroeconomic Policies and Poverty Reduction: Stylized Facts and an Overview of Research
Departemen Keuangan RI, Kebijakan Desentralisasi Fiskal dan Pengelolaan Keuangan Daerah
Dollar, D and A Krayy (2009) Growth is Good For The Poor, World Bank Washington
Edmund A, N. Aslanidis, F. Nixson, Economic Growth and Poverty Alleviation; A Reconsideration of Dollar Kraay, University of Mancester, 2010
Kuznets S (1955) Economic Growth and Income inequality, American Economic Review
Mankiw N (2000), Macroeconomic 4 edition, Worth Publisher, New York
Samuelson, Paul (2009), Ilmu Makro Ekonomi Media Global Edukasi
Shenggen F, Peter H, Sukhaedo T, Linkage Between Government Spending, Growth and Poverty in Rural India