ICONPO IX

PARALLEL 1

Room 1

Overall Program 2019

MAKING GENDER RESPONSIVE BUDGETING WORKS IN MAKASSAR CITY: A STUDY ON MAKASSAR HEALTH DEPARTMENT

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Abstract

The gap between gender equality policies and gender responsive budgeting still occurs in Indonesia's public finance. This gap has brought negative impacts to the society, in particular women, because the proportion of public expenditure for women's needs is still very low. Such condition requires the commitment of the government to realize gender equality by mainstreaming gender perspective on various mechanisms, policies and budgeting. This research aimed to analyze the integration of gender responsive budgeting in local government budget at Department of Health in Makassar Municipality of Indonesia in 2014. This research used qualitative method of which the primary data were collected through in-depth interview and documentations. The result indicated that the allocation of gender specific budgeting was 4% with 26 posts and allocation of gender equality budgeting was 3% with 3 posts. Meanwhile, general gender mainstreaming budgeting was unavailable or 0% of total direct expenditure at the Health Department. There were several obstacles in implementing gender responsive budgeting at the department including the obstacles on policies, structural and cultural. Therefore, this research strongly recommends the national and provincial governments to actively plan the budget in gender responsive budgeting, conducts socialization and campaign on the implementation. Finally, local government should integrate local budgeting and plan in responsive gender budgeting perspective.

Keywords: Gender Responsive Budgeting, Local Government Budget, integrating local budgeting and planning.

A. INTRODUCTION

Decentralization and regional autonomy are expected to create a better regional governance and to open a wider gender dimension in the development process. Nevertheless, the interest representation and society needs, especially women and the poor, are not well accommodated. To support women, government issued Presidential Instruction No. 9 (2000) on Gender Mainstreaming in National Development. This policy is to be

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applied to all government's work programs to achieve gender equity and equality in responding society needs.

Sopanah (2004) in his writing about public budget explains the gap between policy supporting gender equity in its implementation during budget allocation and usage by the government. This practice will harm the society especially women due to the minimum proportion allocated for women's interest is low that is less than 5% from the total budget. Furthermore, Mundayata *et al* (2006:2-3), in their research on the Study of Gender Equity Budget Advocacy Impacts, concludes that generally the government budget in Indonesia is designed with no gender perspective. Mostly, it is designed aggregately in which the human factor, which is both socially and culturally are different and even separated, is often neglected. This leads to bias policy. Consequently, it does not result in equal benefit for men and women. Therefore, the development has not yet aimed to improve the welfare and has not yet addressed the gender inequality in the society.

Gender mainstreaming is one development strategy implemented by integrating experience, aspiration, need, and interest of women and men into the planning, implementation, supervision, and evaluation from all programs, projects and activity policies in all aspects of life and development. Therefore, Government Regulation No. 8 (2008) on Stages of Preparation, Control and Evaluation of Regional Planning Implementation is issued. It is mentioned in the regulation that the provincial and municipal government should consider the analysis on poverty and gender equality in formulating the policies programs and development activities in their work plan.

The development achievement of Makassar in health sector is made by Health Department of Makassar which has achieved the target averagely 100.32%. Through the Health Department, Makassar has successfully implemented the Life Expectancy Improvement, reduce Malnutrition, and reduce Infant Mortality Rate. However, the Access to Public Health Service sector still needs improvement and Maternal Mortality Rate is still high. The data describing Life Expectancy, Malnutrition, Infant Mortality Rate and Maternal Mortality Rate in Makassar within past 5 (five) years can be seen in the following table:

Table 1
Life Expectancy, Malnutrition, Infant Mortality Rate and Maternal Mortality Rate in Makassar 2010-2015

No	Year	LE	IMR	Malnutrition	MMR
1	2010	73,58	10,9	14,5	11,6
2	2011	73,86	6,9	13,5	11,4
3	2012	73,86	6,78	11,5	8,32
4	2013	74,05	6,71	9,73	16,3
5	2014	74,38	2,60	8,35	20,33

Source: processed by researchers from Makassar Performance and Accountability Report on Government Agencies (LAKIP) 2014, Makassar Health Department**.**

Based on the aforementioned background, the researchers are interested to study the Integration of Gender Responsive Budgeting in Local Government Budget implemented in Makassar Health Department Fiscal Year

2014 with research question as follow: How the integration of Gender Responsive Budgeting in Local Government Budget at Makassar Health Department Fiscal Year 2014?

B. THEORETICAL REVIEW

Gender Responsive Budgeting

Some previous related research lead to varied conclusion according to the research study. A research by Azizatul (a thesis of Local Politic and Regional Autonomy Study Program, Social Politic Science UGM, 2006), entitled *Gender Responsive Budgeting in Case Study on Women Empowerment Budget Policy at Regional Secretariat of Bengkulu Province*, concluded that gender responsive budget in Regional Secretariat of Bengkulu Province had represented women but in terms of benefit it had not been gender responsive yet. Based on the specific gender targeting indicator, gender access and gender mainstreaming, the budget utilization was not maximum regardless the budget allocation to improve women life quality by the Bureau of Government Regulation and Community Welfare was only ± 100-200 million/year for gender budget. The budget for women life quality improvement was only 0.60% in 2004 and 0.44% in 2005 from overall Local Government Budget.

Another similar result is done by the Institute for Development and Economics Analysis entitled "Analysis on Local Government Budget Fiscal Year 2006 in Regency/City in Yogyakarta." Based on the analysis, DIY local budget tended to reflect the real problem dealt by the society. Problems on women, health, and education were seconded compared to problems on stadium development, football, hajj, and others. The budget allocation was not responsive and pro-society enough. More than 60% of the local budget was allocated for apparatus expenditure.

Hartono in a research report on Women Study Center UNS (2008) entitled *Evaluation on the Implementation of Presidential Instruction No. 9 (2000) on Gender Mainstreaming Policy by Surakarta Government* found out: (1) Human resources with gender sensitivity was not well distributed to each department and echelon. Most of them had no enough power to fight for gender equality in their work environment due to "structural and cultural" barrier. (2) The obstacles in implementing gender mainstreaming policy in Surakarta covered: first, juridical obstacle; two, cultural obstacle; three, organizational obstacle. Related to this research, there is a strong relation between gender mainstreaming with gender responsive budget in which gender responsive budget serves as gender mainstreaming strategy that is integrated to the budgeting process which is the application of gender analysis in formulating the budgeting policy and the assessment of budget policy.

The researchers also found out international journal discussing gender responsive budget written by PR. Sondani and Shilpi Sharma. *Gender Responsive Budgeting*. Journal of Health Management, August 2008. Vo.10 No.2 : 227-240. SAGE Publications Los Angeles, London. It was concluded in the discussion that gender responsive budget was not isolated from women but a resource allocation of budget needs with gender sensitivity within the policy commitment which was translated into gender specific.

It is similar to this research in that it aimed to study whether the allocation of local government budget expenditure had supported the marginalized society; had the budget allocation concerned on gender equality. On the other hand, there was a difference between this research and the two previous research. This research focused on analyzing the integration of Gender Responsive Budgeting in local

government budget especially in Health Department budget and analyzed what may become the obstacles in implementing gender responsive budgeting in Makassar local government budget.

Generally, the concept of gender responsive budgeting is a budget responsive to men and women needs and that produces equal impact to both men and women. Gender responsive budgeting is not budget isolating men and women, yet it is a strategy to integrate the issue of gender into the process of budgeting and translate government's commitment to realize gender equity in budget commitment. Based on Mastuti, gender responsive budgeting consists of a set of instrument of expenditure impact and government reception on gender (in *Jurnal Perempuan edition 46, 2006*).

Ratnawati (in Arifah, 2006:23) mentions that the concept of gender responsive budgeting emphasizes the equality in budget allocation. Gender responsive budget allocation is government expenditure that responds the gender needs so that it will give impact to gender equality and equity. Based on Budlender (2002:53-54), there are three categories to assess government expenditure:

1. *Gender specific expenditures: these are allocations to programmes that are specifically targeted to groups of women, men, boys or girl, such as programmes on men's health (e.g. prostate cancer) or violence against women.*
2. *Expenditure that promote gender equity within the public services. These are allocations to equal employment opportunities, such as programmes that promote equal representation of women in management and decision making across all occupational sectors, as well as equitab pay and conditions of service. This is distinct form programmes that promote the employment of equal numbers of women and men.*
3. *General or mainstream expenditures. These are allocation that are not covered in the two categories above (A&B). This analysis focuses on the differential impact of the sectoral allocations on women and men, boys and girl. Although the analysis is challenging due to the lack of gender disaggregated data in many instances, these expenditures are also the most critical because more than 99 percent government expenditure usually fails into this category.*

Therefore, based on Budlender (2002:43-54), there are three categories to assess the government expenditure:

1. Budget for gender specific expenditure
2. Budget allocation for job opportunity equality
3. General allocation of which impacts are analyzed based on gender perspective

Gender responsive budgeting is one advocacy to change and refine public policies according society demand or interest in general and gender group specifically. Therefore, it is important to comprehend what public policy is. One useful analysis framework to understand public policy is by seeing the policy as a system of law that consists of three aspects of law that are content of law, structure of law, an culture of law. Those aspects are related one to another so that ideally one conducted activity should cover the goal change in all three aspects. In fact, a change occurring in only one aspect does not necessarily change the other aspects (Topatimasang 2001:41).

Sundari (2004:2), mentions that budget performance principally emphasizes on 4 E that are economy, efficient, effectiveness and equity. Economy explains how efficient the budget is spent. Efficient means how input can be managed into output as maximum as

possible. Effectiveness discusses whether the expected quality meets the real quality. Equity means equality for all segments of society including men and women, all classes, ethnicity and religion. The principle of social justice is equal budget allocation for all society without discrimination. The principle of efficiency and effectiveness is the well utilization of the available budget to improve public service and public welfare maximally. Therefore to control the level of budget effectiveness, the clear objectives, targets, outcomes and benefits for society have to be formulated in each programmed project.

Local government budget is the primary policy instrument for the local government. This means that local budget is the center of local government's capability and effectiveness improvement (Mardiasmo, 2002:103). Therefore, the process of budget preparation and implementation needs to focus on the effort to support the programs that become the priority and preference of the respective region. There are three main functions of preparation and budgeting in order to prosper the society that are allocation function, distribution function, and stability function (Rostanty *et al*, 2005:9).

C. RESEARCH METHODOLOGY

This research used qualitative methodology. It was conducted in Makassar with the rationalization as elaborated in the background of the research. It was hypothesized that gender responsive allocation had been integrated in Health Department budget. It was seen from the improvement of Life Expectancy, reduction of Malnutrition, and Infant Mortality Rate. Yet, the Public Health Service Access needed improvement and that the number of Maternal Mortality Rate was improving.

The primary data of this research was interview result on Gender Responsive Budget implementation and obstacles in local government budget especially in the Makassar Health Department budget 2014. The data was obtained directly from the analysis unit which served as the research object. The stakeholders interviewed were the Secretary of Makassar Health Department, Staff of Kopel Advocacy Indonesia, Research Division of Makassar Regional Planning and Development Agency (BAPPEDA), and NGO PATTIRO. Meanwhile, the secondary data of this research were documents that would be contributory in the analysis of gender responsive budgeting integration to local government budget especially in Makassar Health Department 2014. The secondary data of this research were as follow:

Table
Research Secondary Data

Data	Source
Local Government Budget Makassar 2014	Makassar Regional Planning and Development Agency (BAPPEDA)
Makassar Performance and Accountability Report on Government Agencies (LAKIP) 2014	Makassar Health Department
Makassar Profile	Makassar Central Bureau of Statistics

The sample of this research was collected by using non-probability sampling technique (Sugiyono, 2014) with purposive sampling technique. This technique was used since in determining the source sample, the researcher had to consider the respondents who were well-informed and understand gender responsive budget as

well as those who were fully aware of the information and the data of Makassar budget planning. The data analysis technique was referred to Bogdan and Biklen (1992 in Moleong, 2012:248) who mentioned that qualitative data was analyzed by organizing and clustering the data in order to process and interpret it, to look for and find the pattern, to find important information and to decide what would be informed to the others.

D. DESCRIPTION OF RESEARCH AREA

Administratively, Makassar is the provincial capital of South Sulawesi Province that is located on the west of Sulawesi Island and is located 0-25 m above sea level. Geographically, Makassar is located $5^0$8, 6, 19 "latitude (S) and 119^0 24' 17' 38"longitude (E). The administrative borders of Makassar are:

a. North, adjacent to Pangkajene Island Regency
b. East, adjacent to Maros Regency
c. South, adjacent to Gowa
d. West, adjacent to Makassar Strait.

Administratively, Makassar is 175,77 km^2wide that covers 14 sub-districts divided into 143 villages, 971 wards and 4,789 neighborhoods. Biringkanaya Sub-district covers a very large area (48,22 km) which is 27.43% of the total region of Makassar; while the smallest sub-district is Mariso (1.82 km) or 1.04 percent of the total region of Makassar.

E. RESULT AND DISCUSSION

1. The Percentage of Budget Allocation Makassar Health Department

National Financial Law No. 17 (2003) mentions that Local Government Budget is essentially one of policy instruments used to improve public service and public welfare in a region. Local Government Budget reflects society needs by considering the potentials and sources of the region.

According to Permendagri (Regulation of Minister of Home Affairs) No. 13 (2006), expenditure seen from its category is categorized into Direct Expenditure and Indirect Expenditure. Regarding to this category, Makassar Health Department 2014 received Rp 180.020.338.000,-. budget allocation from the local government budget. This budget was then divided based on the category: direct expenditure and indirect expenditure.

The ideal ratio between direct expenditure and indirect expenditure of the local government budget structure has no regulation and standard formulation that could be used as reference for optimum, effective and efficient local budget preparation. Each area in Indonesia was even found difficult in providing the data describing the amount of local budget to be allocated for public expenditure considering the complexity of regional development, regional characteristics, also fiscal gap between fund capability and different development necessity in each region.

Referring to the study of Asian Development Bank (ADB) by Salam in Komunitas Magazine (January, 2009), however, public expenditure was ideally 70% to 80% from the local government budget. Therefore, the percentage of direct expenditure and indirect expenditure of Makassar Health Department 2014 was categorized not ideal since the percentage of direct expenditure was 63% or Rp. 112.639.604.000,- and the percentage of indirect expenditure was 37% or Rp.67.380.743.000,-.

Direct expenditure was used to finance honorarium expenditure in program implementation and local government activities; goods and services expenditure; and modal expenditure. Direct expenditure was to aid the Health Department to

achieve the strategic plans that are 17 programs consisting of 5 supporting programs and 12 main programs with 149 activity details.

Meanwhile, the indirect expenditure of Makassar Health Department 2014 was to fund officials expenditure that is the basic salary of the civil servant/representative money, allowances such as family allowance, position allowance, functional allowance, general allowance, rice allowance and income text/special allowance as well as salary rounding.

2. The Percentage of Actual Budgets in Makassar Health Department in fiscal year 2014

The result of this research shows that the absorption of budgets in Makassar Health Department is good, since the local government expenditure in the Health Department is able to actualize the budget as much as 91.82% or Rp 165.309.043.948,- from the total allocated budget of Rp. 180.020.338.000,-. The details are presented in the table 1 below:

Table 1
The Percentage of Actual Budgets in Makassar Health Department in 2014

Type of expenditure	Budget allocation	Actual budget	Percentage of Actual Budget
Direct expenditure	Rp. 112.639.604.000,-	Rp. 98.641.467.750,-	54,79 %
Indirect expenditure	Rp.67.380.743.000,-	Rp. 66.667.576.198,-	37,03 %
Total	Rp. 180.020.338.000,-	Rp. 165.309.043.948,-	91,82 %

Source: Data were processed by the writer and obtained from the Local Government Budget of Makassar in 2014

The performance of Makassar Health Department in 2014 in implementing its vision " Makassar is Healthy and Comfortable for All to become a World-class City" and in achieving 7 strategic targets through 12 Main Programs and 5 Supporting Programs with 138 detailed activities has reached 100.32% of success, which becomes the average achievement of strategic targets through activities funded by the Local Government Budget of Makassar as much as Rp. 112.639.604.000,-.

Local Government Budget is an important instrument in increasing the welfare of society, for both men or women. Therefore, The Regulation of Ministry of Home Affairs Number 67 Year 2011 instructs all government units under the coordination of Regional Development Planning Agency to integrate gender mainstreaming into planning and budgeting. According to the Regulation, policy making, program making, and development activity which are gender oriented are put into Regional Medium Term Development Plan, Strategic Plan of Regional Work Unit, and Work Plan of Regional Work Unit. It is to find out whether that regulation has been applied in Makassar Health Department or whether it will be discussed in the following chapters of this research. This research will focus on analyzing the integration of gender responsive budgeting in the Local Government Budget of Makassar in 2014 by conducting a study in Makassar Health Department.

3. The Analysis of Gender Responsive Budgeting in Makassar Health Department in 2014

In 2014, Health Department implemented its mission " Makassar is

Healthy and Comfortable for All to become a World-class City" and actualized the 7 strategic targets by conducting 12 Main Programs and 5 Supporting Programs with 138 detailed activities. The performance of Makassar Health Department in 2014 has reached 100.32% of success, which becomes the average achievement of strategic targets through activities funded by the Local Government Budget of Makassar as much as Rp. 112.639.604.000,-.

Gender responsive budgeting does not separate budgeting for men and women, but it is a strategy to integrate gender issue into budgeting process, and to interpret the government's commitment to achieve gender equality in budgeting commitment. Allocating the budget of Health Department shows the commitment of Makassar in improving health based on gender equality and equity. The budgeting which is analyzed is public expenditure budgeting in 2014 with total budget of Rp. 112.639.604.000,-.

The analysis of gender responsive budgeting in this research is limited because it does not use data of gender sorting, thus it cannot analyze mainstreaming (sorted benefit recipients). The allocation is seen from the title of activity, activity outpout and benefit recipients in general.

In analyzing gender responsive budgeting, three categories of gender responsive budgeting developed by Debbie Budlender (2002: 53-54) are adopted. The three categories of expenditure are as follows:

1. Gender specific expenditures
2. Expenditures that promote gender equality within the public services.
3. General or mainstream expenditures.

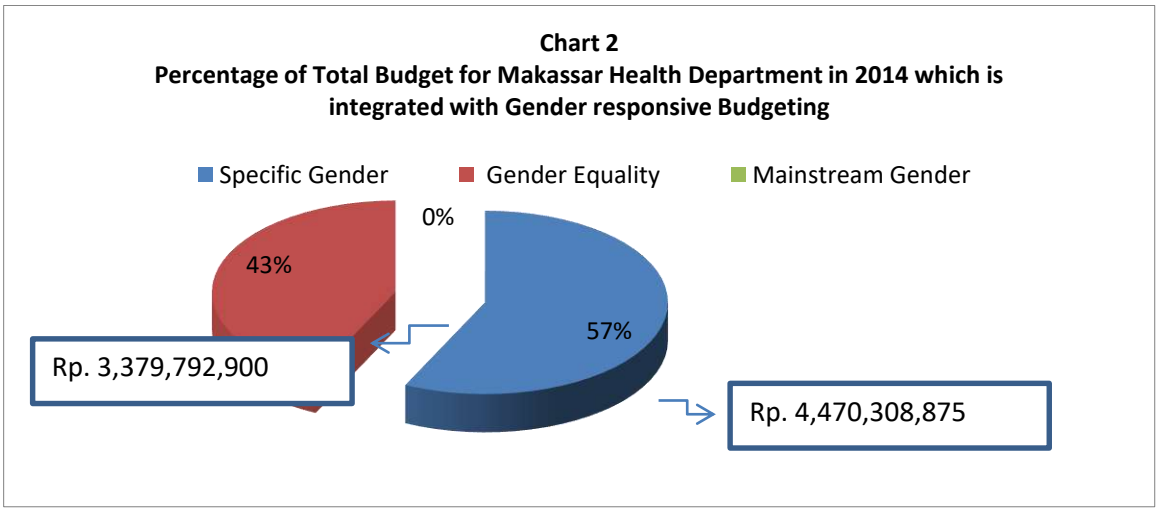
The categorization of the allocation for gender responsive budgeting in Makassar Health Department budgeting of 2014 can be clearly seen in the following table:

Table 2
The categorization of Allocation of Gender Responsive Budgeting in Makassar Health Department budgeting of 2014

Gender Responsive Budgeting Category	The amount of expense post (activities)	Amount of budget	The percentage of total direct expenditure post
Specific gender	26	Rp 4,470,308,875	4 %
Gender equality	3	Rp 3,379,792,900	3 %
Mainstream gender	0	Rp 0	0 %
Total	29	Rp. 7,850,101,775	7%

Source: Data were processed by the writer and obtained from Local Government Budget and Performance and Accountability Reports of Government Agencies in Makassar Health Department in 2014.

The percentage of the total budget of Makassar Health Department in 2014 which is integrated with gender responsive is presented in the following diagram 1.



Source: Data were processed by the writer and obtained from Local Government Budget and Performance and Accountability Reports of Government Agencies of Makassar Health Department 2014

a. *Gender Specific Expenditures (Specific Gender)*

In the 2014 budgeting of Makassar Health Department basically there is allocation of budget for specific gender. However, the data in table 9 shows that the percentage is very minimum, which is 4% of direct expenditure budget or 57% of the total allocation of gender responsive budgeting. It shows fact that the local government's commitment to respond the need of specific gender in Makassar Health Department is very low.

There are 26 posts of budgets (activities) in the allocation of budget for specific gender with the total budget Rp. 4,470,308,875,-.

b. *Expenditure that Promotes Gender Equality within the Public Services*

Expenditure which promotes gender equality in public service is the allocation of opportunity for cooperation such as program to improve equality of women representatives in management and policy makers in all job sectors, and equality in wage and service. This is a different program which promotes work with the same number of men and women. There are 3 posts of budgeting (activities) in the allocation of budget for specific gender with total budget as much as Rp. 3,379,792,900.,-.

c. *General or Mainstream Expenditures*

The allocation of general budgeting which is gender mainstreaming is the allocation of general budgeting which effect is analyzed based on gender perspective so it has tendency towards gender equality and equity. The indicator of this allocation is budget alllocation which sustains Gender Mainstreaming institution.

However, in the 2014 budgeting of Makassar Health Department, of 138 posts of budget there is no allocation for general budgeting which is gender mainstream. Total allocation of budgeting which does not allocate gender mainstream general budgeting cannot reach the expected output. It is expected that the output can increase gender equality and equity in Makassar.

Whereas, the allocation of general budgeting which is gender mainstreaming as Preparation of Guidelines for Gender Mainstreaming, Planning and Budgeting of Responsive Gender of Health Sector, Gender Mainstreaming Training for Echellon 2 officials and Training of Gender Mainstreaming of Health Sector, and the Making of Health Profile with the sorted data based on gender are highly needed. Those programs are held to see the commitment of the Local Government in implementing gender mainstreaming starting from the plans of those programs. In the 2014 budgeting of Makassar Health Department, there is budgeting post for the making of health profile, but the data are not made based on gender sorting.

4. Obstacles in Implementing Gender Responsive Budgeting in Makassar Health Department in 2014

a. Policy Obstacles

Policy obstacles are related to all written rules which bind and become the official legal basis that affects the failure of the implementation of a policy. The legal basis for the implementation of gender responsive budgeting in Indonesia is less strategic in the structure of Indonesian laws. Presidential Instruction Number 9 Year 2000 and the Regulation of Ministry of Home Affairs Number 15 Year 2008 are the policy products which are not powerful. It affects the implementation of gender responsive budgeting in regional area especially Makassar as the setting of of the research.

1) The legal power

The legal basis of gender responsive budgeting in Indonesia is not strategic in the structure of Indonesian laws. Presidential Instruction Number 9 Year 2000 and the Regulation of Ministry of Home Affairs Number 15 Year 2008 are the products of policy which are not powerful. It affects the implementation of gender responsive budgeting particularly in Surakarta as the setting of the research. One of the causes of the minimum budget for gender responsive budgeting in Makassar is the non-existence of regional regulations which support the implementation of the Regulation of Ministry of Home Affairs Number 15 Year 2008.

2) The commitment of the Local Government

Makassar does not have juridical basis or regulation of city mayor which asserts the need of Local Government Budget or budgets for the Regional Work Unit which is integrated with gender responsive budgeting. Therefore, national regulations such as Presidential Instruction and the Regulation of Ministry of Home Affairs are only an announcement or information that does not need action. This is based on the result of an interview with one of the advocacy staffs of NGO (Monitoring Commision of Legislative) whose concern is on Local Government Budget who stated:

> " Gender issue is no longer a new issue, moreover the Local Government Budget which needs responsive gender. Actually the regulations have existed such as Presidential Instruction Number 9 Year 2000 and the Regulation of the Ministry of Home Affairs Number 15 Year 2008, which instruct that Local Government Budget or posts of Regional Work Unit needs responsive gender. However, based on our monitoring, Makassar government especially the officials of Regional Work Unit are still half-heartedly in responding to gender problems." (Interview with the Kopel Advocacy Staff of

Sulawesi on June 15, 2015 at 2.20-2.45 PM).

From that explanation, it can be concluded that the legal power in gender responsive budgeting in Makassar is still weak. Although the rules are clear, the efforts to implement them are less apparent. The commitment of Minister of Health in integrating gender issue in health sector is not followed with the local government commitment in implementing gender mainstreaming for health budgeting. It makes the power of law in the implementation of gender responsive budgeting of every Regional Work Unit not so powerful and binding.

b. Structural obstacles

Structural obstacles are related to the implementation done by government towards the existing provision of legislation. Structural obstacles in implementing gender responsive budgeting in Surakarta can be known from the capacity of bureaucracy, structural domination, bureaucracy performance, and cooperation.

1) Bureaucracy capacity.

The allocation of gender responsive budgeting is still minimum because the committee of budgeting still does not comprehend the activity programs which refer to budgeting with gender perspective. Therefore, most of the budgeting is still neutral to gender.

In this research, the bureaucracy capacity becomes a very obvious problem. The committe of budgeting is still unable to analyze gender in budgeting. The team is unable to integrate gender issue in performance-based budgeting of Health Department by putting gender indicator in the Warrant Pay of Makassar Health Department in actualizing the program and putting gender issue in it. The Head of Sub-Section of Planning Evaluation of Reporting of Makassar Health Deaprtment stated:

> " When the budgeting is made by the budgeting team, there is no different budget for men and women. There is no budget intended for particular gender. However, for certain groups, there are certain programs such as health program for susceptible groups. In budgeting based on the indicator of Standard of Minimum Service, the achieved program is not included by sorting women and men. Yet, basically in all health services provided by the Department there is no discrimination between men and women." (Interview with the Head of The Sub-Section of Planning Evaluation of Reporting of Makassar Health Department, at 10.00 -10.30 AM).

Similarly, the incapability of Health Department to analyze gender is stated as follows:

> "Actually, why Health Department has not made gender responsive budgeting is because the officials have not comprehended the concept of gender responsive budgeting. Although a gender responsive program is made especially to meet the need of specific gender, it is basically the main duty and function of Health Department. Without being aware, the government has made a program which is responsive to gender." (Interview with Yasmib Director of Sulawesi, on July 2, 2015 at 3.00-3.25 PM).

Analyzing the interviews above, it can be concluded that what makes Health Department has not made gender responsive budgeting is due to the limited number of human resources who understand the concept of gender responsive budgeting. The capacity of Health department which is still taboo to understand gender responsive budgeting

becomes the obstacles in making gender responsive budgeting. Whereas, the result of this research indicates that the existence of gender responsive budgeting in Makassar Health Department is because basically it is the main duty and function of Health Department.

2) Structural Dominance

In general, society, executive and legislative are actors that must get involved in the process of budgeting. In its formal process, society is involved through development planning forum. This forum widely allows society's participation. Health Department highlights that in budgeting, it is not fully dominated by executive officials. However, society's participation is only a formality.

In budgeting, the Department has involved society through two mechanisms. It is stated by the Head of Sub Section of Planning of Reporting Evaluation of Makassar Health Department:

> " In budgeting, society must be involved because it is based on the central regulation. The meachanism in budgeting is through Focus Group Discussion with NGO of health and hospitals to accomodate the aspiration of society. After that, it is brought to development planning forum in which society is also involved." (Interview with The Head of Sub Section of Planning of Reporting Evaluation of Makassar Health Department on June 29, 2015 at 10.00 – 10.30 AM)

However, in reality the budgeting is inversely proportional with its ideal concept. Society should be involved actively, not only in development planning forum, but also in budgeting process. Generally the problem is the dominant role of executive and legislative in this process. The participation of society is limited only in city forum of planning development. The next process, budgeting, is dominated by executive and legislative institutions.

C. Cultural obstacles

Cultural obstacles are difficult to overcome because they are related to the daily norms and habits of society. Cultural obstacles consist of patriarchal values, gender perspective, gender responsive budgeting, response to decision, and political support towards the implementation of gender responsive budgeting, stakeholders, and degree of women's participation in decision making.

1) Patriarchal values

2) Gender perspective and Gender responsive budgeting

The actualization of gender equality and equity is heavily influenced by one of stakeholders' assumption in decision making. It becomes an obstacle or opportunity for the actualization of gender equality and equity. The research shows data about understanding gender responsive budgeting among legislative, executive, society members, and NGOs.

3) Degree of Women's Participation

Patriarchal culture which strongly exists among the society of Makassar affects the degree of women's participation in decision making. There is limitation and obstacle in regard with women's participation in public environment. In patriarchal culture, it is deliberately constructed that the main duty of women is to be responsible for home affairs. Consequently, it is hard to involve them in policy making whether in village level or city level. As a result, most policies do not accomodate women's needs.

In general, there is women's participation in budgeting process. However, their active role is still low. The policy of affirmative action about women's involvement which is at least 30% in budgeting process is unable to attract women to participate totally. One of the causes is the scheduling of development

planning forum which is not friendly to women.

4) Political support

In budgeting process, society is stakeholders who must be involved as well as executive and legislative. The three stakeholders should go hand in hand to guard and plan budgeting ideally. However, in the bugeting process, legislative and executive have a dominant role. The finding of this research shows minimum gender responsive budgeting. The political support from executive and legislative institutions allegedly becomes the main trigger, because gender issue is not considered to be an urgent problem that should be prioritized. In conclusion, the low gender responsive budgeting in Makassar Health Department is because there is no political support from the related parties such as legislative that supports the implementation of gender responsive budgeting in every instituiton or department in Makassar.

F. CONCLUSION

Based on the research result and discussion elaborated in Chapter V, it can be concluded that the integration of gender responsive budegting in Local Government Budget (A Case study in Makassar Health Department in the Fiscal Year of 2014):

1. Integration of gender responsive budgeting in Local Government Budget on the study of Health Department budgeting in 2014 can be concluded as follows:
   a. The allocation of specific budgeting is 4% with 26 budgeting posts and budgeting allocation for gender equality is 3% with 3 budgeting posts, while there is no allocation or 0% of general budgeting for gender mainstream, from the total direct expenditure of Makassar Health Department in 2014.
   b. In the implementation of gender responsive budgeting in Makassar Health Department, there are some obstacles – policy obstacles, structural obstacles, and cultural obstacles.

G. SUGGESTION

Based on the research result and discussion elaborated in Chapter V, there are some suggestions about the implementation of gender responsive budgeting in Makassar City :

1. Makassar Government should make sorted data of gender for all Regional Work Units, and make instruments to measure target and achievement in gender responsive budgeting based on the key criteria and indicators in each category of gender budgeting. Makassar Government could cooperate with experts in budget analysis, such as universities, centre for gender studies, or other parties that are capable of identifying gender gap and gender problems, so policy making or activity program can minimize or eliminate gap in gender.
2. It is necessary for the central and provincial governments to make a regulation about the importance of socialization through an intensive campaign about the implementation of gender responsive budgeting in planning, budgeting, implementing, monitoring, and evaluating as well as training for Head of Regency/City Mayor, Head of Regional Body for Planning and Development, and Head of Regional Work Unit.

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The Dialectics of Disasters and the Theory of Public Finance in the Digital Age

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Abstract

Disasters are caused by natural forces or by humans. Disasters are sudden and unplanned. It is difficult to predict when, where, how and to whom they are going to happen. This study investigated eight news stories about disasters that occurred in Thailand and in other countries in 2011. The data was then analyzed and synthesized using Hegel's Dialectics and the theory of public finance and public administration introduced by Richard Musgrave.

The findings reveal that the eight disaster news stories can be explained with reference to an externality approach. Some aspects of the news stories are related to other theories such as the public goods theory in the case of the government budget in infrastructure rebuilding and repair or the public choice theory for a multi-organisation collaboration in providing information for disaster preparedness. It is found that 75% of the news stories employed a positive/ predictive approach using empirical evidence such as numerical data to support the report. Interestingly, a normative approach, which seeks to provide a framework of "what ought to be", is rarely found in the analysis or suggestion section of the news story.

Seven of the news stories (87.5%) use fiscal theory in the analysis. It is evident that disaster management is proved to be a mammoth task which cannot be handled by the citizens, the private sector, and the voluntary sector alone. The government, both central and local, takes main responsibility for disaster preparedness, response and recovery. Government expenditure and spending policy is used to reconstruct or repair the community infrastructure. In addition, cutting-edge technology in the digital age has been introduced in disaster response. For example, in Australia a drone is used to save people from drowning. It is noted that disaster victims shall seek speedy recovery from the effects of the disaster with a strong focus and determination by adhering to self-reliance and community resilience to prepare for inevitable future disasters.

Keywords: disaster, dialectics, public finance, case study, digital age

Introduction

Disaster is caused by both natural and human. There are many types of disasters occurring in various forms around the world since the past to the present. It is possible to predict an increasing occurrence, because the environment is destroyed and deteriorated every day. Many parties regard it as a matter of human action. Disasters appear in the news in newspapers, radio, television and various media causing panic, due to the level of violence and damage over the past 2-3 years, such as Tsunami in Japan, Great Flood in Thailand, Great Flood in 50 Years in Australia, the earthquakes in New Zealand, the avalanches in Chile, and the earthquakes in Haiti, including drought and cold disasters in many areas, etc.

Today, many countries are interested in collaborating to prepare to cope with more disasters. They have considered not only a problem at the national level, but also a global problem that must be solved together and responsible for this world together. For

disasters occurring in ASEAN, in research on “Challenges of Disaster Management in ASEAN and Other Regions in the 21st Century” studied by Pratumtip Thongcharoen and Somboon Sirisanhiran (2013), reveal that disaster situations in ASEAN and other regions have become more intense. This could not accurately predict where it will happen, when, and how. This makes the more difficult management. Moreover, most people still lack awareness to prevent. Instead, they focus more on solving problems after the disaster has occurred. This is particularly the same regional cooperation, such as ASEAN, as well as other regions for the unclear disaster management cooperation. Therefore, it is the challenge of disaster management in the 21st century that every sector will collaborate to deal with disasters, by not considering as problem disasters of one particular country, or one region, and how it should be?

As the event of a catastrophe all over the world, it can be said that every country is at risk of being directly or indirectly affected by the disaster. These will affect the economy society, politics, and environment, etc. Especially, the economic and environmental aspects must be given special importance. Each disaster leads to enormous economic losses that are difficult to assess for damage. Therefore, it can be said that "disaster is a catastrophe that destroys the economy". It also affects other aspects as mentioned above. As a result, it is time for everyone to be aware of the importance of "disaster" which may occur anywhere, at any time, to find a way to prevent, and prepare to deal with this problem. In particular, the way to return to nature, or the traditional form is being watched by new generation of scholars, including people who truly desire happiness and a sustainable lifestyle. This research article applies the concept of public finance theory linked to the 8 selected news stories, by analyzing the concept of public finance theory in what policies, what methods of study, and analyzing through context of any theory as the important points.

Concepts and Theories for The Research

Disaster means fire, windstorm, flood, drought, and epidemic disease in humans, animal epidemics, plague, propagation of pests, as well as other threats which affects the people; whether caused by nature, or humans, accident, or any other reason. These cause harm to life, body of people or damage to the property of the people or the state, including air disaster and sabotage (Disaster Prevention and Mitigation Act, 2007).

Disasters mean dangers that occur to the people, such as fire, storms, floods, tsunamis and other threats whether caused by nature which causes harm to the life, body, or damage to the property of the people or the state (Civil Defense Disaster Act, 2009). Natural disasters are part of the disaster.

Pairat Trakansirinon (2 0 0 5 : 3) describes the actual meaning of "public finance", which is often unexplainable. Government-controlled policies have a significant impact on resource allocation. Sometimes, these policies require government spending or tax measures, in order to achieve the government's goals. Economists of public finance study and analyze the consequences of tax collection activities, and actual government spending activities, as well as the study of taxation activities, and the payments that the government deserves, regarding the economic function of the government. This is often influenced by the general attitude caused by the relationship between individuals to the government.

As the purpose of the public finance policy, Musgrave and Musgrave (1989: 3)

explain that "public finance is a subject related to the economic role of the government in various aspects, including 4 aspects; 1) the allocation function, 2) the distribution function, 3) the stabilization function, and 4) the coordination of budget function.

Panom Tinakorn Na Ayudhya (1989: 11) describes the public finance approach by dividing into 3 approaches: 1) the macro public finance study for the formulation of fiscal policies and plans, and relationships of various variables in the economic system and public finance, 2) the study of a micro administration related to the forms of activities, procedures, processes, practices and problems in the finance administration, 3) the study of public policy and politics related to the decision-making process and the impact of public finance policy on economy, society, politics, administration and international affairs.

Panom Tinakorn Na Ayudhya (1989:2-4) describes that the public finance approach can be studied in 2 approaches as follows;

Approach 1: The positive approach/predictive approach is a method of studying from the actual operation in the public finance system and economic systems by studying and analyzing the economic behavior of the people, such as the behavior of producers, consumers and related economic units. The knowledge and experience gained from the study can be analyzed to estimate or predict economic behavior of various economic units that may occur in the future.

Approach 2: The normative approach/optimal theory is a method of studying the “optimal theory” by establishing the theory to consider the most effective proper rules of public finance or economy to see what ought to be. Then, it needs to look at how the actual operations of economy should be. How should the government use economic policies or measures to help the economy work to the most effective point?

Theories used in the analysis of case studies are as follows:

1) Public Goods is an economic term of public finance used to call special characteristics products or services which are different from the general product or service called private goods. The difference is that public goods are products or services that have two important characteristics: first, there is no competition or non rival in consumption. The second point is non exclusion. Meanwhile, the quasi-public goods can perform the market mechanism, but it is inefficient. The market condition is completely competitive due to the inability to discriminate consumption and / or not compete for any consumption. This type of product requires governments to directly manage. Some cases allow the private sector to operate on their own. Then the government intervenes through various measures such as price controls or subsidies etc. For example, this type of product is television business, mobile phone (radio waves), etc. Pure public goods are the cases that the price mechanism cannot work. That is, if the government does not come into action by itself, production and consumption of this product will not occur, such as defense affairs (army), dam construction, the weather forecast. The important reason that the price mechanism cannot work is because of free riders problem without paying. The fact that consumers do not reveal true sincerity is difficult to determine the price and complexity of management.

2) Externality or spill over in economic field means the impact on a group of people who are not directly related to economic transactions. The impact in the beneficial way is called Positive Externality or External Benefit, such as installing fire extinguishing equipment have a positive impact on neighbours. As for the impact in the way that causes bad results, it is called

Negative Externality or External Cost, such as the impact on the community caused by pollution of the factory. The external cost is usually not calculated in the cost of goods and services, so the prices of products and services are often too high or too low. As a result, the current market mechanism does not reflect the impact on society or the overall environment. This makes the allocation function become the most ineffective. That may be produced more or less than the society needs which is the reason for the government to intervene in order to achieve the best level of productivity.

3) Public choice theory is interdisciplinary which needs knowledge from various sciences to apply and to improve for better public administration. Public choice theory finds the ways to make choices for people under the assumption that individuals are selfish and seek for maximum benefit. So, public choice theory offers the positive incentives. The more positive incentives, the more people will participate in state activities. The purpose is to make people to be comfortable with services from the state equally, saving the cost of the people, being fair, without discrimination, listening to the needs of people, good faith, transparency, participation, check, and accountability. The important point is that people are satisfied with the service from government agencies. Therefore, it can be said that public choice theory is to bring the strengths of various science to be used in various ways, and to become the perfect theory of public administration.

For the theoretical concepts used in data analysis and synthesis, the researcher selected Hegel's dialectical method which was proposed in the work of Supang Chantavanich (2014: 72) as follows;

Supang Chantavanich (2014: 7 2) concludes that Hegel's dialectical method is dialectic of reason which is called " consciousness in self-transformation". This offers the unity of things that are seen (truth) and those who look (ideas). The author considers the environment and disaster changes can be explained through Hegel's dialectical method. Composing of 3 main components, namely 1) Thesis, 2) Anti-thesis, and 3) Synthesis as shown in figure 1.

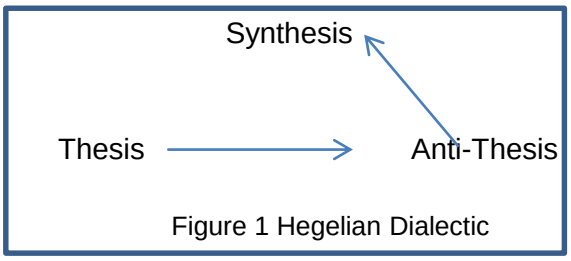

Figure 1 Hegelian Dialectic

Source: Supang Chantavanich (2014: 75)

Study Method

The researcher had surveyed over 50 disaster news from around the world by documentary research. The 5-year disaster period is 2007-2011. Then the researcher applies the purposive sampling to select the interesting news as the 8-news case studies for lesson learned by the content analysis. Then the researcher criticizes the public finance theory in accordance with the principles of 2 Western scholars; Musgrave & Musgrave (Musgrave, A. R., & Musgrave, B. P., 1 9 8 9) to discover a conclusion that is consistent with the content of public finance as an important sub-branch under the umbrella of the public administration.

Research Objectives

1. *To investigated eight news stories about disasters that occurred in Thailand and in other countries in 2011.*

2*. To analyzed and synthesized eight news stories about disasters by using Hegel's Dialectics and the theory of public finance and public administration introduced by Richard Musgrave.*

***Results* and Discussion**

Case study 1: Severe flood caused a rise in insurance rates next year
Source: Thai News Agency,
http://www.mcot.net/cfcustom/cache_page/309606.html

Bangkok, 23rd December - Chai Sophonpanich, a chairman and a chief executive officer at Bangkok Insurance PCL revealed that non-life insurance companies have a tendency to raise insurance rates between 50 -100 percent for insurance against losses from natural disasters in high flood risk areas in the coming year. For low flood risk areas, the insurance rates will be 10 -20 percent higher. This is due to the losses of more than 250,000-300,000 million baht that the insurance industry made, which is a record level ten times higher than the 2004 tsunami. Although the claim payouts do not affect the company financial position as they have insured with a larger international insurer, they will also have to pay a higher insurance rate in the coming year. The insurance industry is predicted to still grow at the rate of 5 percent a year reaching the capital value of £470,000 baht, which is correlated with the country's economic growth prediction at 4.8 – 5.0 percent.

Critical analysis of case study 1 and public finance theory

1) Approach: A positive/ predictive approach can be employed to analyse this news report. The report used numerical evidence to explain that there would be an increase in insurance rates between 50-100 percent in high flood risk areas and 10-20 percent in low flood risk areas. The report also compared the 2011 flood to the 2004 tsunami and emphasised that its scale of loses was ten times higher than the 2004 tsunami. A prediction of insurance industry growth and the country's economic growth was also added to the story where the words 'tendency' and 'predict' were used as keywords.

2) Policy: Monetary policy was used to analyse the insurer's business operations. As it was reported that the 2011 flood posed a higher risk than other disasters that occurred in Thailand in the past 10 years, insurance companies in Thailand had to take out insurance from an international insurer to cover the increased claim payouts. This insurance could be treated as a business investment. It was found that after the 2011 flood, insurance companies in Thailand received more than 250,000 - 300,0000 million baht payouts from international insurers. However, only 800 million baht was paid out to claimants. This difference created a large amount of monetary assets available in the insurance industry. The Bank of Thailand, which controls the monetary policy, needed to keep a close eye on the money supply in the insurance industry by using interest rates as a tool to stabilise national economy.

3) Theory: The insurance business activity related to the 2011 flood created a positive externality to the insurer whereby the company invested in an insurance policy with a larger international insurer to reduce the risk of a large amount of claim payouts from unexpected and uncontrollable natural disasters. Then, when the flood struck, a claim payout that the company received from the international insurer was much more than the payouts the company gave to the claimants. As a result, the unexpected profit on this occasion is considered an additional positive externality to the company.

Case study 2: Australian media praised Thais for their generosity to flood victims
Source, Kom Chad Luek
http://www.komchadluek.net/detail/20111015/111887/

The Sydney Morning Herald complimented a Thai beggar who

donated the money he received from begging to flood victims. After Thailand had long been divided over a bitter political conflict, the 2011 flood, which was the most severe flood in the past 50 years, has created a hope for reconciliation in the nation. There was no division of red shirts or yellow shirts in the flooded areas in Northern Bangkok. Some flood relief volunteers said that they offered to help because they faced the same experience in 1983. Thai politicians have put their conflicts behind and become united in their relief efforts. Yingluck Shinawatra, the Prime Minister, and Abhisit Vejjajiva, the leader of the opposition, were photographed together looking at a map during a visit to a flood relief centre. Meanwhile, Thaksin Shinawatra expressed his thanks to the Democrat Party for providing food and supplies for the flood victims. He also mentioned that it sent a positive signal to the country.

Critical analysis of case study 2 and public finance theory

1) Approach: A positive approach is used to analyse this report. The empirical evidence of the long-standing political conflict, the most severe flood in the past 50 years, and the experience of the volunteers in the 1983 flood which occurred nearly 30 years ago were used in the story.

2) Policy: By using public finance policy to analyse this news story, it is clear that when the country faced a critical situation such as a natural disaster, a discretionary policy was used as an ad hoc implementation. In particular, the use of emergency off-budget spending for disaster relief was introduced. Although the worst affected area was in the *Bangkok Metropolitan Administration, it was also considered the heart of the country's economics. Therefore, the central government, the private sector, and volunteers stepped in to provide* urgently-needed *assistance* for flood *victims.*

3) Theory: A positive externality occurred from this incident. The severe flood astonishingly had reduced political temperatures in Thailand whereby people from all political colours and parties put aside their differences to solve a national problem. This had brought unity to the nation in a way that it had not been successful before. Although the flood caused great losses and damages, a positive externality was considered a valuable gain for the nation. The nation once again became collaborative, understanding, and peaceful even for a short while.

Case study 3: New Zealand predicts economy downturn after the earthquake

Source: Thai News Agency

http://www.ethailand.com/th/news/-95604.html

Wellington, 6th March – The New Zealand Treasury said the earthquake caused an estimated NZ$ 15,000 million (340,000 million bath) in damage and the economic growth has decreased to 1.5%. The New Zealand Treasury reported that a 6.3-magnitude earthquake which occurred in Christchurch on 22nd February caused a severe damage to Christchurch in New Zealand's South Island. The economic growth will decrease from predicted 3% to 1.5% this year. However, it is predicted that next year the economy will recover as the construction of houses, business centres, and infrastructure will be put in place. Bill English, the Minister of Finance, revealed that the preliminary financial report suggests that it is essential to set right priority in the budget planning. More borrowing and budget virements may be needed to support the preliminary recovery plan.

Critical analysis of case study 3 and public finance theory

1) Approach: A positive/predictive approach can be used to analyse this news

report. The report use prediction and assessment how the earthquake affected the economic growth. Empirical evidence was given including estimated NZ$ 15,000 million (340,000 million bath) in damage and a 1.5% decrease of the economic growth from the 3% originally expected (in 2011). The word "predicted" was repeated in the story.

2) Policy: Public finance policy, in particular, a discretionary policy was introduced to respond to the emergency. In this case, crowding out occurred as the government spending increased to rebuild basic infrastructure being damaged by the earthquake. The government needed more borrowing and budget virements to support the earthquake recovery efforts.

3) Theory: This news story can be analysed from a public good perspective whereby the earthquake caused damages to all sectors of the society. As a result, the government has a duty to provide help and support by repairing and rebuilding public infrastructure and housing.

Case study 4: Japanese nuclear power plant exploded after earthquake
Source: Matichon Online
http://www.matichon.co.th/news_detail.php?newsid=1299823947&grpid=00&catid=06

12th March 2011 The Japanese government issued iodine tablets to protect against the harmful effects of radiation. It is believed that the number of deaths and disappearances has reached 1,700. The Japanese government issued iodine tablets to those in the surrounding area of Fukushima Daiichi Nuclear Power Plant after there was a massive explosion at the plant following an 8.9 magnitude earthquake. Potassium iodine can be used to protect against some of the harmful effects of radiation exposure. Kyodo News reported that more than 1,700 deaths and disappearances are believed to have occurred. The Japanese authority stated that they are still not able to contact 9,500 residents after the explosion.

Critical analysis of case study 3 and public finance theory

1) Approach: A positive approach isused in this news story where empirical evidence was given such as a number of deaths and disappearances of 1,700 after the 8.9 magnitude earthquake and a number of 9,500 residents that the authority was not able to contact.

2) Policy: Public finance policy can be applied to this analysis. The Japanese government used government expenditure/ spending to allocate some budget to issue iodine tablets to the residents in the surround area to protect against some of the harmful effects of radiation exposure.

3) Theory: Negative externalities were displayed in this news story. While the country was suffering from the damages of the earthquake and tsunami, it fought a desperate battle with nuclear power plant explosion imposing more costs to the public.

Case study 5: Tsunami to hit Thailand on 22 July is to be taken with a grain of salt
Source: Matichon Daily
http://hilight.kapook.com/view/39251

Dr Seree Supparatit, Director of Center for Natural Disaster Research, Rangsit University, who conducted a research study on Bangkok flood prediction, explained that with regards to tsunami, there have been seven earthquakes in this region in 1677, 1781, 1852, 1872, 1915, 1924, and 1934… "It is predicted that on the 22nd July the Philippine fault will have slipped about 40 metres. We don't know whether this is going to happen. We have done all the calculation of possible wave heights if a

tsunami hits. We need to warn the public. Although we are not able to predict (within less than a year period) when an earthquake is going to strike, we can predict whether it will cause a tsunami and we can give a tsunami warning to the public", he added. Dr Seree Supparatit concluded with a Japanese saying, "A disaster will strike when we forget about it". Hence, the public and agencies dealing with disaster preparedness and recovery need to learn, practise, and revise emergency response procedures so that they are ready to cope with a disaster such as a tsunami. This will increase life safety and property protection.

Critical analysis of case study 5 and public finance theory

1) Approach: This news story employed a positive/ predictive approach by using a list of years of historical earthquakes in this region in 1677, 1781, 1852, 1872, 1915, 1924, and 1934 to support the story. A use of graphs showing time series data over 257 years (1677-1934) could help the reader better visualise the trend of earthquakes, their intensity, and the tendency of an occurrence in 2011 because of the movement on the Philippine fault. The word "predict" is repeatedly used in this piece of news.

2) Policy: From a public finance perspective, the government needs to have an efficient integrated disaster management database. So far, the information from various agencies have not been shared. Hence, the information was not consistent. The government needs to allocate budget for this work urgently.

3) Theory: If we look at the public choice theory and analyse people's actions in collective decision making, we can see that on many occasions rumours have caused panic amongst the public. As a result, the government needs to have an integrated database to use as a theoretical framework and a response to disaster crises. The database will enable the government to provide trustworthy and reliable information to the public to cope with a disaster sensibly.

Case study 6: The government is urged to give authority to local administration organisations in dealing with forest fire smoke

Source: Daily News 12th March 2012 http://www.dailynews.co.th/thailand/16874

Today (12th March) Naris Khumnurak, Phatthalung MP from the Democrat Party and Chair of Land, Natural Resources and Environment Committee, the House of Representatives of Thailand said that forest fires in many Northern provinces have not been kept in control and will continue to pose a long-term problem to the country. The committee urged the government to review the fire management guidelines and propose four measures to tackle this problem. The measures are based on the Royal initiative of Her Majesty the Queen aiming to decentralise human resources capacities and budget allocation and provide more power to local administration organisations. At the moment, the problem has not been tackled appropriately and this is not because budget or human resources are scarce, but it is because the budget and staff have been allocated to only some departments. The Ministry of Natural Resources and Environment, for example, has 200 departments dealing with forest fires with several million baht budget including the budget for construction of fire breaks. If forest fire management is not restructured, the problem will be magnified.

Critical analysis of case study 6 and public finance theory

1) Approach: A normative approach can be applied to this news story. Instead of focusing on the empirical evidence to explain what the current situation is, the story provides a framework of what ought

to be done to alleviate the problem of forest fire smoke. Four measures based on the Royal initiative of Her Majesty the Queen were suggested for staff and budget decentralisation to local administrative organisations to optimise the disaster response and recovery operations. However, the government will decide whether the measures are to be adopted.

2) Policy: From a public finance perspective, an allocation of budget is needed for an efficient operation. Government spending is a useful economic policy tool to run a proposed project under the Royal initiative of Her Majesty the Queen both in respect of human resources and management structure. This is in accordance with The Constitution of the Kingdom of Thailand, Buddhist Era 2550 (2007), Chapter 14 Local Government. The news story suugested that local administration organisations are able to tackle the problem and respond to the crisis more efficiently than the central government.

3) Theory: It is found that the incident in the news presents double negative externalities. While the forest fire smoke had an impact on the lives of the residents in the area, it also created a conflict among government agencies both in terms of human resources, budget, and the bureaucratic *authority structure. It was claimed that* the Ministry of Natural Resources and Environment had 200 departments dealing with forest fires and it was clearly implied that it was disappointingly unable to handle the problem. As a result, Naris Khumnurak felt the need to pressure the government to deal with the issue.

Case study 7: Beware of buying flood-damaged cars

Source:

http://news.ninemsn.com.au/national/floods/8439135/beware-of-buying-flood-damaged-cars

NSW car buyers are being warned to beware of water-damaged cars set to hit the used car and auction markets after the recent floods. David Scognamiglio, head of consumer site carhistory.com.au, said some independent sellers might try to rip off unsuspecting buyers. "In many cases the salvageable cars are simply washed and offered for sale as they stand and can range from drivable to barely recognizable," Mr Scognamiglio said. "Flood-damaged vehicles present a huge risk for NSW used car buyers with their increased presence in the marketplace. "No one wants to buy a car to find out in the next few months that it's died, the warranty is void or is having issues due to flood damage you weren't aware of." Do all the checks and get a detailed report so you can make a sound decision." Cars are often sold in locations far from their origin, so buyers in all states and territories need to be aware of the issue.

Critical analysis of case study 7 and public finance theory

1) Approach: A normative approach can be applied to this news story, where David Scognamiglio, head of consumer site carhistory.com.au, gave a warning to the consumers that flood-damaged vehicles were present in the marketplace. He also advised that the buyers should do all the checks and get a detailed report before making a decision as cars are often old in locations far from their origin. The information was useful for the buyers and helped them to choose a good car.

2) Policy: A fiscal policy is used to analyse this incident. The flooding event in January – February 2012 caused a major damage to Australia's economy. The government increased government spending to provide immediate relief to the victims as well as measures related to property insurance after *flood damage.*

3) Theory: On this occasion, the flood in New South Wales created a negative externality to the buyers who may

be ripped off if buying a car without a proper check. If the buyers bought flood-damaged cars, they might need to buy new cars again in the next few months. This affected their lives and livelihoods.

Case study 8: Houses are given to flash flood victims in Nam Pat District, Uttaradit

Source: Krokruakao 3

http://www.krobkruakao.com/

> *26th December 2011 Friends in Need (of "PA") volunteers Foundation, Thai Red Cross, Uttaradit, officially handed over 35 houses in Friends in Need (of "PA") Thai Kindness Village to Ton Kanun villagers. Atcha Suwanpakpraek, Chair of Krokruakao 3 disaster victims' assistance fund said that more than 10 million baht donation was given to build 35 houses at 259,887 baht per house with a total cost of 9,096,045 baht. The committee also allocated 16,000 baht per household to buy bedding materials and other household commodities. Yothin Samutkhiri, Governor of Uttaradit, added that this recovery effort was provided to the first group of victims. 36 more houses are being built for villagers in Huay Dua, Huay Kom, and Huay Niam. As for a plan for flood preparedness and response, a flood warning system will be installed in the next financial year. The affected area is in a valley, where there is a lack of communication technology especially when heavy rain falls on the mountain top. In addition, a training programme is to be held to teach the villagers how to cope better with disasters.*

Critical analysis of case study 8 and public finance theory

1) Approach: A positive approach is used to analyse this report. Empirical evidence was given to support the story such as the cost of house building (259,887 baht per house) and the cost of bedding materials and other household commodities (16,000 baht per household) which made the total of more than 10 million baht. In addition, the news report also included a picture of the villagers being left homeless after the flood and a picture of houses being built to provide the flood victims with shelters.

2) Policy: A fiscal policy is used to analyse this report. The incident was considered crucial because shelters were essential to the lives of people. The provincial office had direct responsibility to provide flood relief assistance to the victims. However, because of budget constraints and complicated bureaucratic *procedures,*

Yothin Samutkhiri, Governor of Uttaradit, approached other agencies and the media, particularly Krokruakao, who played an important role in broadcasting the news related to the flood and in fundraising more than 10 million baht for the flood victims. In the long run, the provincial office has to provide strategic planning to cope with future disasters including policy and budget allocation. A consultation to find a more suitable housing location may also be needed.

3) Theory: A negative externality occurred to the lives of the flood victims. Their houses were washed away in the flash flood while they were trying to save their lives and their family. They were left with nothing. Their losses cannot be measured monetarily. Their homes might not be high-value assets, but they were full of memories and were of sentimental values. On the other hand, the new houses donated by their fellow citizens through Krokruakao 3 disaster victims' assistance fund can be seen as a positive externality. Although the houses are of low value (the cost of 260,000 baht to build), this is given from the generosity of unnamed donors who they have never met before. The generous donation was a truly selfless action. The unnamed donors did not expect to receive any recognition. Meanwhile, the flood victims did not expect help and support

from these people. This selfless action encouraged the affected villagers to carry on living their lives.

Conclusion and suggestion

In sum, the externality framework was applied in this study to analysis of eight disaster news stories. In addition, some aspects of the news stories were analysed using other theories such as the public goods theory in the case of the government budget in infrastructure rebuilding and repair, and the public choice theory for a multi-organisation collaboration in providing information for disaster preparedness. A systematic, reliable and practical database could provide the citizens with an alternative to access public information.

75% of the news stories employed a positive/ predictive approach using empirical evidence such as numerical data to support the report. Only two news stories employed a normative approach, which seeks to provide a framework of "what ought to be", in the analysis or suggestion section of the news story.

Seven of the news stories (87.5%) used fiscal theory in the analysis. Disaster management was proved to be extremely difficult to tackle. The citizens, the private sector, and the voluntary sector alone could not manage it on their own. The government, both central and local, worked as a leading agency for disaster preparedness, response and recovery. Government expenditure and spending policy was used to reconstruct or repair the community infrastructure. Additionally, physical, emotional, and monetary support from several agencies was able to assist the government efforts in providing the immediate relief. Finally, disaster victims shall seek speedy recovery from the effects of the disaster with a strong focus and determination by adhering to the timeless concept of self-reliance and community resilience to prepare for inevitable future disasters.

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Co-Production and Local Governance Development

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Abstract

Sustainable local community is the vital impact of local government administration. This one cannot be happened by local government. The impact have to be co-produced by people in community also. Local governance is the crucial approach for improving expected outcomes of local government. Local governance can be improved by positively contributing to co-production formation through community groups and organizations. That is, local governance cannot be positively established by lacking reinforcements of co-production. This study aims to find ways of improving co-production to enhance local governance. The study also considers academic concepts and experiences that propose possible approaches and tools to achieve the aim. Data collection and analysis was by qualitative methodology, content analysis and social research were applied. The research confirm that co-production can be 'the bridge' to strongly enhance the relationship between people and local government with the ultimate results. And the institution design is the productive approach for local governance development.

Key words: Co-production, Local Government, Local Governance, Local Development, Citizen Engagement, Community organization, Co-production, Area Based Administration, Community of Practice, Sustainable Development

INTRODUCTION

In order to establish local governance, there is a prominent supportive factor that is 'coproduction', which has been defined as strengthening the relationship between local government and the citizen. Establishing this is undertaken by consultation activities and by encouraging and supporting citizens to enter into dialogue (Spector 2015). Successful consultation has the potential to engage citizens regarding issues that are of concern to the individual and the community. This helps improve and strengthen the relationship between the citizens and the local authority by focusing on the concerns and requirements of the citizens and by informing them of developments. It is important that citizens are engaged in subjects that matter to them, which are both local and relevant (Hendriks 2017). Coproduction can develop a knowledge domain and inaugurate a shared sense of identity between the authorities and citizens. Local government should engage with the citizens so as to understand their requirements and meet their expectations.

Co-production can create 'Communities of Practice', an activity system in which participants share an understanding of what they are doing and how it effects on their lives and their community. It can help local government to provide the services required to meet public needs; there is no 'one-size fits all'

approach to service delivery. Citizens will be able to access services and know that their needs can be met quickly and effectively. Services have been departmentalized for too long, with traditional approaches to efficiency taking priority over the changing needs and demands of the citizen. Insufficient thought is given to considering the impact of new technology on members of the public, there is a need to understand how citizens articulate their needs (Ertio and Bhagwatwar 2017). Application of coproduction assists local government to understand how citizens want to engage with the council, their needs and their perceptions about the council, supporting local government in designing holistic and tailored services that address both individual and local community priorities. Emphasis must be on the notions of the citizens, community and neighborhood. An important issue is that of social inclusion, citizen's experiences and evaluations need to be fed back to the organization as part of the citizen engagement process. A useful starting point is when citizens are made aware of service delivery channels and options, indicating their preferences and evaluating the systems in place that purport to improve a specific area of service. It is, therefore, important to gain citizen involvement, both prior and subsequent to, local government implementation. A strategic focus of co-production regards the real needs of the citizen, together with some initial proactive action from the local government to establish links and connections with its citizenry. Citizen activity is driven by identified motivations and recognized goals that are based on the perceived needs, relevance and quality of the public sector services on offer (Johnson, Black et al. 2017).

Unfortunately, at this time local governance of Thailand is a minimal possibility, almost all processes are totally controlled by government and state offices, although there are laws and regulations indicating that people have a right to engagement. In reality, government often has not been concerned in strictly adhering to those laws and regulations, in general they might invite people to participate in giving information regarding their problems and demands. The state offices will then gather that information to consider, along with their data for making public policies. Therefore, there is little engagement with the people in this process, they can engage at the beginning of the process only, with no involvement at the later stage. There is hardly any citizen participation in processes such as policy decision making and formulation, implementation and evaluation. Occasionally, they may be invited to join a committee led by officers but they rarely have the authority to make joint decisions.

The result of this process is that all public policies are conducted for the objectives of government and state offices, rather than those of the people. All of these processes are centralized on the government side only. However, there have been at least three problems occurring when policies were made by the government without engaging with the people.

Firstly, there is the problem of limited information for decision making. Even though the government could collect large amounts of data and information, there would still not be enough for making decisions and formulating public policies because situations in the field constantly change. The information obtained would apply only to the period of making the policy and would not be representative of the true situation. This problem would lead policy makers to formulate and implement policies which did not correspond to the real situations.

Secondly, problems of inconsistency in policy. This problem would occur when policies were implemented by the state offices, since the policies were often conducted under strict working procedures. When implemented, they would generally experience problems of adjustment to fit the areas of implementation. Because the procedures were fixed, then the responsible state officers were unable to adjust them to fit the local areas. Therefore, when confronted with different situations in several areas of implementation they were unable to follow the procedures. However, engagement with the public in the policy implementation process would allow the state officers to receive advice in adjusting the procedures to be more appropriate to the local area. Ultimately, when public policies cannot be completely implemented as planned, they may not produce the expected results. This is another negative impact that may occur if the people are not consulted.

Thirdly, there was the problem of people's acceptance, if the people did not participate in the public policy process from the beginning, they may not be willing to accept the policies. When the policies were implemented, there could be protests from the people or stake holders in the area; therefore, when the policies could not be implemented due to the protests, they would not accomplish their expectations.

The problems outlined above can be resolved by increasing the role and authority of the people within the local public administration process. This study concerns the discovery of supportive approaches to increase the social trust between local government and the people in order to enhance the efficiency of local public administration and the effectiveness of outcomes in Thailand, in the future. This research investigates co-production and local governance in Thailand and ways to improve these activities, the critical point being to find a major factor in constructing the relationship between the citizens and local government. However, it has proven very difficult to develop such a relationship as, in the past, the Thai government has tried to apply many supportive measures but not all of them have provided the expected results.

The concept of 'Co-production' provides 'the bridge' to strongly enhance the relationship between the people, community organization, local government, and provincial offices which will ultimately lead to good local governance. The focus of this study is to find the most appropriate concepts and practices to develop co-production to become a reality (Volpi, Opromolla et al. 2016).

Therefore, the study would like to understand the situations of co-production applied in and the support for co-production in local governance development. Thus, all results of this study may be applied to enhancing the role of co-production in local governance which will have a crucial impact on the local, social, and economic development of Thailand in the long term.

LITERATURE REVIEW

The concept that co-production may have many definitions. Co-production has been theorized and considered in many respects, but the concept that co-production relates to resources within a community can only be harnessed by certain actions to achieve the desired outcomes (Vollan, Landmann et al. 2017). The state or government and the community have been allied in their participation in networking to prevent social isolation, providing the social and health benefits of social engagement, as well as better prospects for obtaining additional and compatible forms of assistance when needed (Badulescu, Badulescu et al. 2015).

For empirical in co-production research provides insights and important challenges for public management in providing public services. The public service should be impacts about “outcome” not only about “results” and able to measure to the most stakeholder’s involvements in public service. The first understanding of co-production was used to describe the process to participate in providing the public services. As theoretical concern, (Alford 2015) co-production as social dimension of social formalization. In short, (Verschuere, Brandsen and Victor 2012) defines the concept of co-production in public service sector, with focus on practitioners working with, public service and management. Elinor Ostrom (1996), defines co-production as “the mix activities that both public services actor and peoples contributes to the provision of public service”. The actors involved are as professional or regular producer, then the citizen as based on the voluntary effort by individual and groups to enhance the quality/quantity of public service. Through this definition, co-production concepts are becoming clear even might be several perspectives emerges from different background. Ostrom identified the principle of co-production are: a) defining boundaries of the resource itself (group co-production), b) adapting the rules with concerning the use and provisions to the local circumstances. c) co-producers might be involved in the decision making through participation. d) external authorities to involves and gives the right to community that can organize by themselves. e) developing social infrastructure for resolving conflicts between the actors involved.

Also, co-production puts the citizen involves in the production of public services that delivered through professional and managerial in public organization (Czischke 2015). Further, lines that traditional conception of service and management are for co-production as an integrating mechanism and for mobilization (Worboys 2015). The relationship between government and citizen as form for providing services, including public services are challenges the government for patter of production. The co-production is based on activities of citizen and the government or the consumer and professional provider of public services (Pestoff 2012). The relation of citizen and government sometimes attempt to provision of goods and services. It aims to motivated for improving the efficiency of public services, the effectiveness of public policies, or to promote other important social goals, such as citizen empowerment, participation, and democracy or government to citizen (Harrison and Waite 2015). The citizen involvement in the provision and governance of public service can be seen as the innovation in public service. The innovation in public services are not just about the planning, technique or methods, but also practices, to distinguishes between several different types of innovation in the public sector are needs such: (a) product, (b) Service, (c) processes, (d) positions, (e)strategy, (f) governance, (g) rhetoric. It used as the way and form of citizen engagement in public services (Alford 2009).

In co-production values creation, costumer become effectiveness for effective corporate. While, the government have to play role such enforcement, to strengthen of the government and civil society organization in developing strategies and jointly engage in monitoring public services (Fine 2014). One of the requirement in realizing coproduction both of government and citizen have complementary capacities, such as set the regulation, improve the standards, ability to adapt, specific information, use fines, and management. In addition, the regulator

should have the capability, both operationally and politically. To enforce the regulation, the state should be empowering societal groups by giving certain rights and privileges (Trinh, Kachitvichyanukul, and Khang 2015).

In the side of public organization, a value of co-production understanding as organizational and Inter-organizational system such as make standardization, task specialization, mass market and production facilities (Delbono and Lanzi 2012). In recent approach, co-production in government side, it attempts to policy maker that concerned in measuring services and citizen contribute to public services. Citizen co-productive or consumer production are the effort of individual or group to enhance the quality of services. Also, the benefits or co-production that achieved by individual, group, and collective (Raman, French, and Tulloch 2015).

The study begins with the analysis of the data of applying co-production in local governance development; four sources of co-production were studied to disclose how co-production can promote local governance. Then all data will be indicated how co-production can be the most significant factor for local governance development.

METHODOLOGY

The paper proposes that an index of co-production be created with regard to individual involvement in social activities. The underlying theoretical hypothesis is that the combination of sources generates a set of co-production. We will argue that co-production is best understood as a formation of the above resources, embedded in the social relations of the network.

Qualitative methodology will reinforce results. The purposive province which is the area of study is Amnat Charoen province in the Northeast of Thailand. The reason for this choice is because this province is one of the most successful areas for the implementation of local governance in Thailand.

There are three groups from each local administration organization purposively chosen to be key informants, firstly, executive officers, both politicians and bureaucrats, secondly, leaders of council community organizations, thirdly, local leaders such as religious leader, women's leader, leader of civil society community organization and youth etc.

There are three data collection types applied, firstly, Interview and focus groups used with key informants for local governance development, secondly, documentary research including a study of leaflets, policy agendas, notes of meetings, and photographs, finally, observation of activities in communities in Thailand regarding public policy making and the impact upon the community. Data analysis was by applying content and descriptive analysis.

RESULT

1. The uses of co-production

This section demonstrates the success of bringing co-production into practice, with results of the implementation of co-production following the various guidelines. The results of the study can be presented in two ways as follows.

This section presents ways of following the conceptual framework to present how co-

production can be applied to promote local governance in the area of study. The details are as follows.

1.1 Organization

The study found that co-production, regarding organization, was applied in the

study area through activities supporting the provincial administrative organization through council community organizations.

This type of activity was introduced by the administration of Amnat Charoen Provincial Administration organization. The idea encourages all council community organizations, throughout the province, by supplying budget support for use in the various activities of the organization. It is a project for which the provincial administration does not set a framework, it encourages the community organization councils to be innovative. The provincial administration organization supports the budget as a subsidy to be used to implement projects proposed by community enterprises. Consequently, the provincial administration gains a better understanding of the ways in which co-production works. The aim is to help the community organization councils to determine how to consider and develop their own development plan.

This is a process that helps to establish a relationship between the needs of the people and the ability of the state to provide real assistance. This will be an important part in encouraging people through mechanisms of collaboration between the government agencies, the people, and independent practitioners while the state agencies keep track of the support. This helps raise the public's ability to deal with problems as their needs increase, no need to wait or rely on the government to act, as in the past (Aldret 2017).

1.2 Collective action

The study found that social media was applied regarding collective action in the study area as a method of improving the management of the education system. Details are as follows.

In this case, co-production was used to decide the opening and closing dates for elementary schools in the area. The concept of co-production was introduced to provide teaching and learning in accordance with the way of life of people in the area. Students can be scheduled to be released from study during the farming season, which is the main occupation of the people in the area. The purpose being to give the students time to help their parents and are consistent with the practices of people in the area. Two ‘off’ periods are scheduled during the rice growing season, for planting and harvest. A one week break was announced for planting and two-weeks for harvest.

The breaks were reported to the Office of Basic Education (OBEC) and the office of the Ministry of Education, in the area for acknowledgement.

This implementation of co-production in the management of education in the area resulted in implementation without waiting for the supervising agency of the school. The school board used co-production as a framework for creating mutually agreed-upon decisions, such as opening and closing educational institutions in accordance with the local lifestyle and the needs of people in the area.

This case study shows that co-production can be used as one of the channels for people in the area to work with the educational institutions, in accordance with the provisions, and is reflected in the success of the implementation of co-production to promote self-government.

1.3 Network involvement

The study found that co-production had been applied, regarding network involvement in the area of study as an activity of the implementation of community welfare management. Details are as follows.

In this case, the introduction of co-production was used when it was stated that the area should be ready to be considered alcohol-free. There were several parishes used as a zoning district. The implementation started with introduction to local communities in all villages. In an effort to clarify the consequences of distribution of alcohol-related merit, for example, information was collected by the community welfare group and analyzed to show the increased costs of distributing alcohol compared to non-alcoholic work in order to create resolution in the people of the district not to distribute alcohol. In this case, community welfare was also implemented. Community support was introduced to support selfmanagement in this. If any house hosts merit, then they do not distribute liquor. The community welfare fund will contribute to the merit money, which could successfully be completed as a prototype in the area.

This result indicated another form of co-production used to promote the operation of community welfare. In addition to the work developed by local community organizations, this is a form of self-governing by the people of the area only, it does not involve collaboration with government agencies. By taking co-production as a framework for working together to solve a problem, they identified the cause of the problem and finally solved it. This is another example of the concrete application of co-production used to promote self-government and local governance (Kudo and Granier 2016).

1.4 Ownership

The study found that co-production had been applied regarding trust in the study area as an activity for the application of management of agricultural water resources. Details are as follows.

In this case, co-production was used to work with outside organizations in the design of water resources management by community organizations working on water management in the area, together with the Health Promotion Foundation Organization, a national non-profit organization, and the Water Resources Office 11, Ubon Ratchathani Province, a government agency. It was found that the community organization council in the area, together with the Health Care Policy Foundation, collected and analyzed data and then developed a draft plan for Amnat Charoen's water management. The plan was then presented to the Water Resources Department 11 in order to collaborate in a process to explore and map the area to be used for land consolidation of water management in the province. The next step was to take the plan and map to the people in the pilot area and to make an agreement for a plot of land in the district to provide access to the agricultural land covered. Those efforts were made to determine a method of land consolidation for that area that did not affect the landowners.

An alternative way of bringing co-production into the area that is a collaborative effort between many organizations. Out-of-area organization is another attempt to bring co-production into the self-governing of the local people. It was found that coproduction can be used to work with organizations outside the area, on issues related to the case, by getting support from other agencies. In addition, co-production can be used to create a community agreement for community land

management, which is a very complex issue, as it requires a lot of participation from the various landowners. It is possible to create a tangible agreement together, while the landowners continue to reign over their own land. This is another case of the success of adopting co-production to promote local governance.

This study can make conclusion shown about relationship among all results as above. This can indicate the consequences of co-production on local governance actions divided by the targets of using as above. Details can be displayedby table 1

Table 1 Display the use and action of co-production in the case studies

Targets of use	results	Local Governance's Action
Making Association	Create relationship	Co-resources
Making Collaborative action	Create channel	Co-committee
Making Network involvement	Create process	Co-design
Making Trust	Create agreement	Co-decision making

2. Co-production as the supportive factor for local governance development

According to studies, they were found that since the adoption of co-production, community organizations, and the people have had channels to coordinate and work with the government agencies, local administration, and other network organizations. These are the cases both within and outside the province, especially in the implementation of the development plan. There are four cases which can indicate that co-production has the potential to support the work among people and various agencies which can well reinforce local governance development. All the cases can be presented as follow.

Case1 Provincial Administration Organization

Regarding the Provincial Administration Organization, co-production has been used to create a new channel of collaboration between community organizations. There is a provincial development plan for use in providing opportunities for various projects. Community organizations can be brought into consideration by the provincial administration organization. It was defined as a guideline for the development of a three-year plan for the organization and it supports the implementation of effectively proposed community projects. The provincial administration organization also set aside a budget to support the development of community organizations, funded under the authority of the governor of the provincial administration organization. This facilitates collaboration among community organizations, which use this channel to provide direct funding support. They work together under guidelines set forth using co-production.

The operation of the provincial administration organization in this manner is a channel of co-production that has never been seen before. Generally, the development of a 3year plan by the provincial administration organization does not provide a framework for defining a specific development approach for use in supporting the operation of a community organization. This is a special case because in general, proposing a plan or project for a

community organization to receive support from the provincial administration would be

presented through the governor, the members of the provincial administrative organization or, in some cases, may be proposed by the community itself. All proposals would be put together as part of the three year provincial plan in accordance with the planning system. Budget allocation would be set based on that plan, following the normal budgeting process of the provincial administrative organization.

It can be concluded that, after the adoption of co-production, community organizations and people have more opportunities to work with the Amnat Charoen Provincial Administration Organization. This can be used to enhance the learning process of self-administration through the local development plan with projects supported by the Provincial Administration Organization. To sum up, it is one of the factors that make coproduction an important part of enhancing local governance.

Case 2 Provincial government

After co-production was utilized, provincial government changed its approach to working with the Amnat Charoen community organizations and the people, trying to open up opportunities for community organizations by offering more participation in the development of the province. It began to support the role of community organizations in contributing to the vision of the provincial development plan, in collaboration with the government agencies in the province. It has led to a new dimension of the provincial development vision that incorporates the needs of the people as part of that vision. Together with the vision of the development of government agencies in the province, it also began to turn that vision into action after all sectors set the vision together. All the plans were integrated into a development plan under a vision of collaboration. The people's plans and the development plan of the government agencies in the province are integrated under the concept of "1 Province 1 Plan" or OPOP. The next phase of the provincial development plan involved the participation of the people and government agencies in every dimension, including implementation, monitoring, and evaluation of the plan.

All of these operations are considered to be different from the normal operation of the provincial government. Generally, the provincial development plan and its implementation are normally the duty of the government. The guideline for the provincial development plan would usually be defined by the central agencies, the ministry, and the department. These are priorities because the provincial agencies have to work within a centrally allocated budget, provincial development planning must be linked to the central policies or plans. In this case, the needs and suggestions of the community organization and people in the province rarely matter. It is very difficult for their voice to be heard. When coproduction was used, it was possible to make the government agencies in the province start to change their working attitude in a way that promoted the \community organization to have greater participation in the development plan. It was no longer only the voice of the central agencies being heard, as in the past. The planning reflected the needs of the people in the area, and had to be approved by a meeting of both the bureaucrats and the representatives of the provincial community organization.

So the work process was changed in the manner mentioned above. As a result, people can play an increasingly important role in the process of preparing the provincial plan. That process now listens to public opinion more than ever before, with the voice of the people or public demand being a component of the development

plan. When co-production is used, it creates changes that allow the public voice to be heard and allows community organizations and the people to take an important part in the decision making process for the development of the province.

It can be concluded that when co-production has been employed, it has changed the role of the community organization, which had not been fully involved in the process of the provincial development plan. They work with the provincial offices in a partnership that plays a key role in the operation, which is to promote the people to become a part of the process of managing the province. This change is the result of the implementation of co-production in the self-governing of the people in the province and also locally. Case 3 Community organizations and civil society organizations

It was found that the application of co-production resulted in a strong integration of local communities and civil society organizations into community work, resulting in ‘cross the board’ development of cooperation in the workplace. Each organization sends its delegation to the other party's board in the form of an exchange of committee members.

Today, in Amnat Charoen province, the community organizations may be divided into several groups. They work on issues such as organic agriculture, health education, water and natural resources, and welfare in the community. All of them send their representatives to join the boards of other organizations. For example, a group of the provincial council organization community will consist of representatives from the Tambol council community organizations and the development-oriented civic society groups. Conversely, in other organizations, there will be representatives of the Tambol council community organizations on the committee.

This type of operation has had a great impact on the organizations. The overall development of the province development plan, according to the use of co-production, is that each organization can gain benefits from the variety of recommendations made from different perspectives. The result is effective local governance practices in response to better working conditions while, at the same time, representatives of the other organizations joining the board will be able to recognize the progress of those organizations. This helps each organization in learning new development ideas and allows them to apply them to enhance the efficiency of their own organizations.

This practical approach cannot occur if co-production is not be applied. Prior to the establishment of co-production, these organizations hardly had any related operations, each organization had its own objectives, goals, and operations and they did not focus on collaborative work. Occasionally they might join together, but only to share information between themselves, not to focus on cooperation or to support the various organizations. Their aims concerned only their own issues. A practical form of cross-boarding had not been formed in the manner described above.

After efforts to utilize co-production were put forward, these organizations began to change their ideas, they became concerned with raising the level of cooperation in the work. Therefore, the organizations came together to form a new committee as a central organization to drive their work to success.

Implementation of co-production can drive practices forward in order to

achieve the desired goals as mentioned above. Therefore, these organizations began to design ways to collaborate. The nature of 'cross-boarding' among members of the various organizations can create a learning process able to fulfill the objectives and goals of all the organizations that join together.

In order to join the board in such a manner, co-production is important for implementation at the provincial level. This means groups can collaborate in a systematic way with greater task co-ordination and all the organizations can exchange information in this way. This mechanism has been used to create synergy between organizations so the project is being implemented in collaboration with the Provincial Administrative Organization and government agencies. The change encourages the public to participate in the management of the province and their local area (Lee and Choi 2017).

In summary, the existence and use of co-production is an important factor in promoting this kind of work to become stronger. Corporate networking has become widely cooperative and there are more and more associations taking place. With this cooperation mechanism operating in the organization in this way, the process of successfully bringing coproduction into practice has promoted the people of Amnat Charoen province to become more involved in local governance.

Case 4 Local government organization and government agencies

The results of the study show that the implementation of co-production can change the operation of organizations considerably. This is because a strong central council will have a significant impact on the implementation of a co-production strategy to achieve a better outcome in the area. It can create a process of participation by the various organizations that can truly cooperate in the development of sub district planning and the implementation of plans. Furthermore, the Central Council is a space for addressing the problems of co-production implementation. It can be used as a common area for seeking solutions in the event that none can be implemented. For example, in the case of a local government organization, it is not possible to bring some proposed projects into the development plan.

The community organization committee can take the initiative to present to the central council in order to discuss support for the approach. This kind of operation is another process that will help to bring co-production in to practice in the area so as to increase the chances of success. It can be used to complement the working process of a community organization council to bring more co-production in to play (Sokhn, Evequoz et al. 2016).

Co-production can be used to promote local self-government, as it can be used to encourage people in the area to have more opportunities to learn, plan and implement the plan manually. This will be an important way to strengthen how the local people learn the most effective local governance method (O'Donnell, Fealy et al. 2016).

The presentation of all the results above provides an overview of how the factors of co-production can contribute to its implementation and the opportunity for organizations and people to work together with the four groups to reinforce productive local governance in the areas of study as shown in Table 2.

Table 1 the results of using co-production

Organizations	Results of the use	Level of local governance Actions			
		Co-Resource	Co-Committee	Co-Design	Co-Decision making
Provincial Administration Organization	New channel for coworking	ü		ü	
Regional Offices	More opportunities for civil societies participation in provincial development plan	ü		ü	
Civil Societies	Collaborative development in co-working as crosscommittee	ü	ü		
Local Administration Organizations and Local Offices	Local central council	ü	ü	ü	ü

DISCUSSION AND IMPLICATION

The impact of co-production on local governance may depend as much upon the process as upon the content of institutional design. Shaping the context of local governance may influence prospects for the formation of new groups and new stocks of co-production (Faith and Prieto-Martin 2016). By providing opportunities for participation, local agencies can influence the citizen's appetite for competence in civic activity. The term 'local governance' signals something that extends beyond the design and functioning of elected local authorities. Local authorities will deliver some services but their distinctive leadership role will be to weave and knit together the contribution of various local stakeholders (TengCalleja, M. et al. 2017).

Moreover, uneven distribution of co-production and different actors have differential access to the co-production resource. In short, with the different locations in which coproduction is created, is it possible to judge its impact on governance. In some dynamic aspects, suggest that different interventions are needed for different combinations of governance and for bridging co-production in a group, community or society (Jordan, Yusuf et al. 2016). In local communities with good governance and high levels of bridging coproduction, the links between state and society are complimentary; economic prosperity and social order (Schlappa 2017). But when a society's co-production inheres mainly in primary social groups that are disconnected from one another, the more powerful groups dominate the state, to the exclusion of other groups. Such societies are characterized by conflict (Hendriks 2016).

Co-production and civic engagement will increase when virtual communities develop around physically based communities and when these virtual communities foster additional community interest. To be an effective mechanism for building local co-production, local nets and other internet based interventions need to act as bridges between the local and the global. A successful development must promote ongoing interaction, members must be able to identify with each other, establish clear

group boundaries, and must be able to develop group norms (Balag'kutu 2017).

Finally, many of the phenomena and outcomes related to human capital, practically to understand the complex relationships that are driving the organizations or institutional, develop a framework for analyzing co-production in the context of local governance which includes individual relations and organizational or institutional involvement. The prospects for co-production may depend as much up on the process as upon the content of the institutional design (Capaccioli, A. et al. 2016).

The local governance is affected by co-production, but is itself an influence on the coproduction in building civic engagement and good governance. Co-production refers to features of social organization such as networks, norms, and social trust that facilitate coordination and co-operation for mutual benefit (Hankivsky, O. et al. 2017). Co-production is influenced by public institutions and policies assume that institutions and public policies can influence its formation of co-production, shown by various comparative measures on social trust of civic engagement. Successful local governance is dependent on effective engagement among parties which co-production would be the most crucial factor that can generate that (Scolobig, A. et al. 2016).

CONCLUSION

This research analyzed the impact of co-production to local governance, in the context of local governance concerned with a functioning local government in developing coproduction. As part of how the local governance shapes the creation and mobilization of coproduction. A community based approach to policy making and implementation have been adopted in democracies, governments have tried new ways of addressing the complexity of their task.

The impact of co-production on governance may depend as much upon the process as upon the content of the institutional design. Shaping the context of local governance may influence the prospects for the formation of new groups and new stocks of co-production. By providing opportunities for participation, local agencies can influence the citizen's appetite for competence in civic activity. Co-production is an important arena for practical 'citizen education'. The terms of co-production extend beyond the design and functioning of elected local authorities. Local authorities will deliver some services but their distinctive leadership role will not be able to weave and knit together the contributions of various local stakeholders.

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MASTERY OF PRINCIPAL ENTREPRENEURSHIP COMPETENCIES IN SENIOR HIGH SCHOOLS IN SINJAI REGENCY INDONESIA

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Abstract

The urgency of research on entrepreneurship competence of high school principals based on creativity and innovation is based on the results of preliminary observations in the implementation of the main tasks and functions of actors who are not yet entrepreneurial, as expected in Minister of National Education Regulation No. 13 of 2007 concerning Standard Principals. This study aims to explain the mastery of entrepreneurship competency of the principal. The research method used is descriptive-qualitative. Data was collected using observation techniques, questionnaires, interviews, focus group discussions and documentation. Data is processed and analyzed descriptively to be presented through a "bar chart". The result is the level of mastery of principals' entrepreneurial competency based on creativity and innovation of actors in high schools in Sinjai Regency is "high" seen from five aspects. High school/madrasah headmaster or principal ...: 1) Able to create innovations that are useful for the development of led organizations; 2) Work hard to achieve the success of Schools / Madrasas as effective learning organizations; 3) Having a strong motivation for success in carrying out their duties as School leaders; 4) Unyielding or always looking for the best solutions to the obstacles faced by Schools; 5) Having entrepreneurial instincts in managing school production/service activities as learning resources for students.

Keywords: Principal competency, entrepreneurship, creativity and innovation.

INTRODUCTION

Mastery of headmaster or principals' entrepreneurial competencies (Akib, 2008; Dharma & Akib, 2009; Jufri, Akib, Ridjal, Sahabuddin, & Said, 2018; Rengifurwarin, Akib, Jasruddin, & Salam, 2018; Sudrajat, 2008; Syam, Akib, Patonangi, & Guntur, 2018) is the essence and orientation of capacity building programs in educational institutions/organizations. The essence and orientation of development were inspired by the ideas of Osborne & Gaebler (1992) and Osborne & Plastrik (1997) in his book Reinventing Government and a guidebook entitled Banishing Bureaucracy. These two works introduce ideas of change and organizational development in general and inspire school organization transformation programs in Indonesia to date.

One of the ideas offered in the context (process) of education organization (institution) or narrowly schooling is the need to involve the components of governance outside the country, especially the business world (private) and the industrial world and the community. The direction and goals of governance are crystallized in the principle of

"Community Based Schools" (Saade, 2011; G. A. Smith & Sobel, 2014; N. R. Smith & Miner, 1983; Warren, Hong, Rubin, & Uy, 2009) and in the pillars of "School Based Management" (Cheng, 2013; Dimmock, 2013; Murphy & Beck, 1995).

The need for mastery of principals' entrepreneurial competencies (Dahlan, Iriawan, & Hamdan, 2017; Dharma & Akib, 2009; Fatmawada, 2016; Jufri et al., 2018; Sudrajat, 2008; Syam et al., 2018) in the governance of education units related to negative impacts caused by the dominance of vertical agencies and local government. Therefore, there is a need for institutional building program approaches (Karnaeni & Akib, 2014; Pacheco, York, Dean, & Sarasvathy, 2010; Rowan, 1982; M. S. Saggaf, Akib, Salam, Baharuddin, & Kasmita, 2018; M. S. Saggaf, Salam, & Rifka, 2017; S. Saggaf, Salam, Kahar, & Akib, 2014) and capacity building (Mac Ruairc, 2013) in the spirit of school organization governance transformation (Akib, 2011; Akib & Gana, 2002). The institutional building is carried out through the application of good school governance (GSG) principles and school organization norms or rules (Syam et al., 2018) whereas capacity building is carried out by opening opportunities and access for stakeholders or "school residents" (parents of students, school committees, teachers, principals, supervisors, students, alumni) to be involved or play an active role in the administration of education and schooling. The article results of this study aim to analyze and explain the application of principals' entrepreneurial competencies in State High Schools (SMA) based on the creativity and innovation of their actors in realizing good school governance in Sinjai Regency.

LITERATURE REVIEW

Now is the era of competence (Shermon, 2005). To prove his statement, Shermon understands competence as a characteristic of a person that allows the person to show the best performance in a particular job, role or situation. These characteristics are referred to as "attribute sets" which include the domain of knowledge, expertise, talent, social role, self image and motives. The collection of attributes according to Shermon is competence at the individual level. Meanwhile, competence at the organizational level or organizational competence according to Weinstein & Azoulay (1999) is the ability of the organization to do or learn certain things. Organizational competency refers to the efficiency of problem solving procedures applied in certain fields; the ability to apply knowledge and master technology, in the form of production and management methods, organizational intelligence and customer demand.

PrincipalCompetence: Entrepreneurship Competence. Normatively, the competency of school principals is regulated in Minister of National Education Regulation Number 13 of 2007 concerning Standard Principals / Madrasas which includes personality competencies, managerial competencies, entrepreneurial competencies, supervisory competencies and social competencies (Minister of National Education, 2007). Based on the explanation from the authors and researchers (Dharma & Akib, 2009; Oktavia, 2014; Sudrajat, 2008; Yogaswara, Fattah, & Sa'ud, 2010) regarding the five competencies of principals, the indicators of entrepreneurial competency specifically can be described as follows:

Entrepreneurship competencies include: creating innovations that are useful for school development; work hard to achieve school success as an effective learning organization; have a strong motivation for success in carrying out their main tasks and functions as school leaders; never give up and always find the best solution in facing the obstacles faced by the school; have an entrepreneurial instinct in managing school production or service activities as a learning resource for students. In addition to the dimensions and indicators of entrepreneurial competency above, (Syam et al., 2018) states, principals' entrepreneurial competencies based on creativity and innovation in the context of learning organizations need to be actualized within the framework of good school governance.

The principal's entrepreneurial competency is understood as a reference in applying the principle of entrepreneurship. The basic competencies in question include efforts: creating innovations that are useful for developing schools (creative thinking, acting innovatively), working hard to achieve school success as an effective learning organization, having strong motivation to succeed in carrying out basic tasks and functions (TUPOKSI) as the leader of the education unit, never giving up and always looking for the best solutions to the obstacles faced by the school, and having an entrepreneurial instinct in managing the productive activities of the school as a source of learning (Regulation of the Minister of National Education Number 13 of 2007). Similarly, the principal's entrepreneurial principle concerns matters when the principal ... .:

- realize that, not just intelligence but the attitude of the principal who lifts his life;
- Honest because the words are by reality;
- There is no way/instant and sure way to achieve a valuable life except through experience and practice at the appropriate locus;
- Satisfaction lies in the effort, not in achievement;
- Realizing creativity in the form of valuable innovation. The reason, creative without the courage to go through is no more than wishful thinking, on the contrary full of initiative without creativity and innovation that is worth only following what others do;
- If the principal places teachers and education staff who are not good in the wrong schooling system, they will get poor results;
- If the principal is right, there is no need to be angry and if wrong, you should not be angry.

The principle of entrepreneurship of principals, as stated above, is only part of several generic principles that are understood and applied by principals in general. Of course, the principle of patience, steadfastness, trustworthiness, sincerity in the main tasks and functions as the principal in the "3T area" (*terluar*/outermost, *terpencil*/remote, *terbelakang*/backward) is the basic principle that underlies loyalty and success in applying the principles of entrepreneurship above.

RESEARCH METHODS

The type of research used is descriptive-qualitative (Cassell & Symon, 2004; Taylor, Bogdan, & DeVault, 2015) interpretive (Lambert & Lambert, 2012) with a focus on principals' entrepreneurial competencies (Akib, 2008; Jufri et al., 2018; Menteri Pendidikan Nasional Republik, 2007; Sudrajat, 2008; Syam et al., 2018) based on creativity and innovation of actors at the locus of Senior High Schools (SMA) as learning organizations (Gilley & Maycunich, 2000; Kuehn, 2008; Marquardt & Revans, 1999) in Sinjai Regency, Indonesia.

Entrepreneurship competence is understood as a variety of capabilities or abilities possessed by the principal in carrying out the main tasks and functions (TUPOKSI) "EMAS-LIME", as Educator, Motivator, Administrators, Supervisors, Leaders, Innovators, Managers, insight into Entrepreurship. Creativity and innovation are understood as the abilities possessed by the principal in thinking, acting and acting creatively to give birth to something (ideas, modes/models, products, processes, and press/environment) that are valuable, or something new, unique, different, and or useful. The principals' entrepreneurial competencies studied were a commitment, learner, systemic, communicative, collaborative, exemplary, cultured, implementing strategies, cutting bureaucracy, empowering and motivating staff, expanding learning, sharing knowledge and experience, applying information and communication technology, motivators, adaptive.

The collection of primary and secondary data of this study was carried out using the data collection techniques as follows. *Observation techniques*, used by researchers by observing, identifying and recording the accuracy (quality, quantity) and suitability of quantitative data regarding all items in the entrepreneurial competency of principals in implementing good school governance. Through this observation technique can be obtained the results of confirmation of data and information regarding the existing conditions and ideal conditions of mastery of entrepreneurship competency of the principal at the Senior High School (SMA) in Sinjai Regency. *Questionnaire technique*, used to collect primary data in the form of statements and written questions submitted to respondents (research subjects). Data collected through this technique is subject data that states the opinions, attitudes, experiences or characteristics of the research subject (school citizens) individually or in groups. Also, important aspects were asked regarding the mastery of entrepreneurship competencies of the principal. Through this survey approach with the questionnaire technique, information is obtained about the perceptions of stakeholders and school citizens on the three variables (focus) studied, namely the level of mastery of the entrepreneurship competency of the principal. *Documentation Technique*. This technique is used to trace important documents related to all aspects studied: 1) mastery of the entrepreneurship competency of the principal in applying the principles of good school governance. Interview technique, used by researchers to obtain factual information from stakeholders and school residents regarding the level of mastery of entrepreneurship competency of the principal. Interviews were conducted by researchers on several key key informants and informants in general to obtain complete data to be analyzed and interpreted. *The Focus Group Discussion (Focused Group Discussion / FGD) technique* is carried out by

making discussion guides that contain important themes discussed the focus of the research. This technique is carried out in a contestual manner with reliable data sources, both representing elements of the Regional Work Unit / Regional Organization (SKPD / OPD) in the field of education *(Dinas Pendidikan),* the Education Quality Assurance Agency (LPMP), the private sector that contributes to business development and mass local media, as well as elements representing elements of educational figures.

Analysis of the results of the research data was carried out using descriptive statistical analysis techniques. Descriptive statistical analysis techniques are used to answer research objectives by following the steps of interactive models (Allen & Seaman, 2007; Miles, Huberman, & Saldana, 2014; Oja, 1983). The stages of analysis are carried out simultaneously along with the activities of collecting data, condensing data, presenting data and drawing conclusions/verification.

RESULT AND DISCUSSION

In general, the results of the study show that the level of mastery of principals' entrepreneurial competencies based on creativity and innovation in high schools in Sinjai Regency is "high" seen from five aspects, as described as follows:

Principals create innovations that are useful for the development of Schools / Madrasas. In this context the principal's innovation is understood as all forms of ideas, processes, press (environment) behavior that is considered new, unique, different or useful that is introduced in the school environment. The headmaster at the High School level in Sinjai Regency shows the ability to create high innovation (good/G). This innovation can be seen from the way the headmaster says by his "style or locus." The principal is directly involved in activities with school residents (teachers, students, staff employees, parents) both in formal activities and informal activities. The principal can create a pleasant internal and external school environment, both for teachers and students as well as for parents and students who come / visit schools.

Some of the innovative attitudes and behaviors of the head of the High School in Sinjai Regency were involved, because previously they were not clearly seen before in their schools, such as when the school principal arrived early and invited teachers and staff to stand at the school gate to welcome students his students, so that each of his students shook hands and kissed the hands of the principal, teachers and staff staff at the school. The new behavior that is practiced is not unique and different from the behavior played in other schools in the same area or other regions, but also the behavior of the principal with the teacher and staff staff benefits the formation of students' character in their school. The results of data processing on respondents' answers regarding the ability of principals create innovations that are useful for school development (see diagram 1).

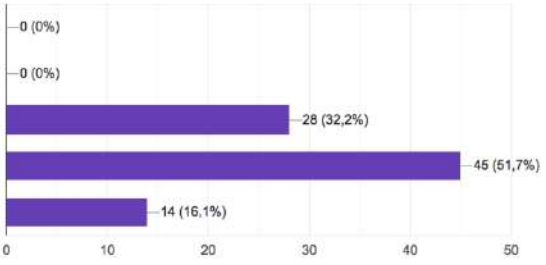

Diagram 1

The ability of Principals in Sinjai Regency to create innovation

Based on diagram 1, it can be seen that half of the respondents (51 percent) responded positively to the ability of principals/madrasas in Sinjai Regency to create innovative innovations for the development of school-led. This is by the conclusions of the results of observations and interviews with informants that there are several good ways that are created, introduced and applied by the principal in carrying out the main tasks, functions and roles. There are innovations that are academic, because they involve their function as educators.

Similarly, principals motivate teachers to actively teach and guide, motivate employees and staff to perform, motivate students to diligently study and obey their teachers and parents. The headmaster or principal shows dexterity in doing administrative work, while providing a good example to his teacher. The principal also carries out the duties of supervision, both academic supervision of the teacher and managerial supervision of the educational staff working in his school.

Principals work hard to achieve the success of Schools / Madrasas as effective learning organizations. Hard work is understood as a form of activity directed by the principal who works, both through "muscle work" (psychomotor domain/taxonomy) and "work brain" (the domain of knowledge and attitude). Each headmaster in a high school in Sinjai Regency shows very high activity (very good/VG) in carrying out the principal duties and functions of the school principal to make his school an effective learning organization. The principal in Indonesia is understood as a teacher who is given an additional assignment as headmaster, so that his role as an educator is seen in all joint activities at school. The principal always gives motivation to the teacher, students and employees to always work harder, discipline and "remind" them that the work done in the school is also a "form of service" or "social worship" that must be fulfilled for everyone. Complete information about the respondent's answers regarding the hard work shown by the principal in directing his school as a learning organization can be seen in diagram 2.

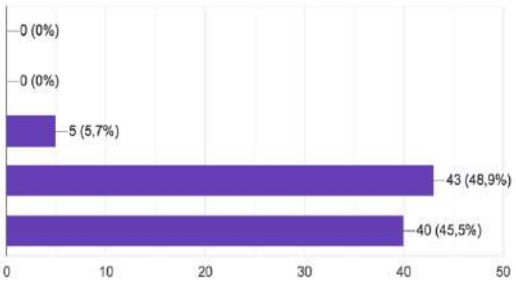

Diagram 2

The principal makes the school a learning organization

The results of observations and interviews (2019) of several school principals prove that managing a school as a sustainable learning organization is based on the similarity of the school's vision and mission and goals by the school community (teachers, staff, parents of students or members of the school committee). The mission and objectives of the school are exemplified or shared with teachers and education staff in carrying out their duties. The understanding of the vision and mission and objectives of the school is carried out in the form of team learning in their respective institutions, namely teachers who are gathered in the forum of Deliberation of Subject Teachers *(Musyawarah Guru Mata Pelajaran/MGMP)* and school administrative

staff incorporated in their respective professions, such as laboratory staff, technicians and librarian. All of that, done by the principal to support the success of the school. There is a public understanding so far that "school success is the success of the principal" and vice versa school failure is the failure of the principal.

The principal has a strong motivation for success in carrying out his main duties and functions as a School / Madrasah leader. Motivation is understood as encouragement from within each to act/behave. The principal in a high school in Sinjai Regency shows very good behavior because it is based on very high work motivation (very good/VG) too. The principal worked because in addition to understanding the main tasks and functions commonly abbreviated as EMASLIME (educators, motivators, administrators, supervisors, leaders, innovators, managers, ENTREPRENEUR), principals were also motivated by the desire to achieve high school performance (good). In other words, principals in high schools in Sinjai Regency showed high achievement motivation. The accumulation of respondents' answers regarding the motivation of the principal to be successful in carrying out their main tasks and functions can be seen in diagram 3.

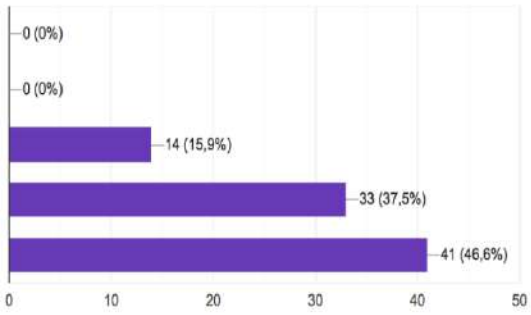

Diagram 3

The principal has a strong motivation for success

School principals never give up or always look for the best solutions to the obstacles faced by Schools / Madrasas. Unyielding attitudes and behavior are understood as the character of individuals who are persistent and deft in dealing with problems in school, both concerning teachers and employees, as well as the problems of students and parents related to the formal and informal implementation of the principal's tasks and functions, directly and indirect at school. One of the principals' understandings, especially in high schools in Sinjai Regency, is in the way it works that follow the meaning of the Indonesian "Pawnshop Office" *(Kantor Pegadaian)* slogan, which is "solving problems without problems." in the learning process namely teaching problems and management problems. The visualization of the respondent's answers regarding the character of the principal who never gave up and his creativity in finding solutions to problems faced at school can be seen in diagram 4.

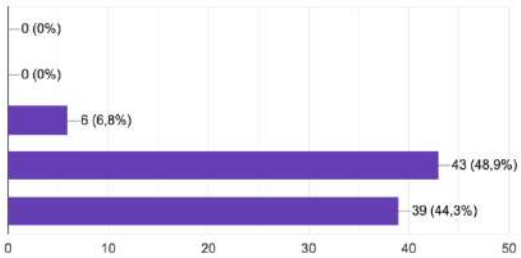

Diagram 4

The creative headmaster looks for solutions to the problems faced

In reality, there are so many problems or problems faced by the principal, both

academic and non-academic problems for the teacher and students, as well as psychological, social and cultural problems for each school citizen. All problems faced by residents of the school are part of the principal tasks and functions of the principal who must be properly resolved. The summary of the results of interviews with informants were principals in Sinjai Regency who showed attitudes and behaviors that "never gave up" in facing school problems. As well as. The principal looks dexterous in solving the problem at hand, because principally the principal is that all problems have a solution, especially when discussed and decided fairly and wisely. "The principal's attitude and fair behavior are indeed seen in daily activities in the office, at home and in the community (Observation results, 2019).

Regarding the behavior phenomena of principals in Sinjai Regency who are dexterous, in fact a similar phenomenon is also seen in any school in Sinjai, where each headmaster at all levels and types of education feels proud of his title, the principal is proud of his status, the principal is proud as people who are "elder" at school and in the community. The position of the headmaster is indeed not so easily obtained for teachers because they have to compete academically and non-academically. Academically, prospective headmasters must meet certain requirements for rank, class and period of work (minimum ten years of teaching). After all these requirements are met, the prospective headmaster must take a written selection and pass the "competency test."

According to informants (Results of interviews and observations, 2018-2019) a prospective headmaster must be able to show achievement as the "best teacher" in his school. This is also based on the understanding that the requirements of a principal are the best teachers. Likewise, the requirement for a school supervisor is the best principal. It was even stated by the informant that, ideally, the right figure to occupy the position of Head of the Education Service in an area should be experienced and had been the best supervisor.

The principal has an entrepreneurial instinct in managing the production activities, services or services of the School / Madrasah as a learning resource (students) of students. The principal's entrepreneurial instinct is understood as the actualization of the attitude and behavior of the principal in spreading the main tasks and functions. Principals as managers actively plan and evaluate the implementation of school work programs in productive activities in cooperatives or school business units. Principals lead and guide teachers, employees and students in providing academic services and student services, both as service providers and as service recipients. Thus, all activities carried out by principals in Sinjai Regency based on the entrepreneurial spirit that they have been devoted as a form of real learning or learning resources for students with a high level (good/G). Visualization of the intensity of entrepreneurial values of principals according to respondents' perceptions can be seen in diagram 5.

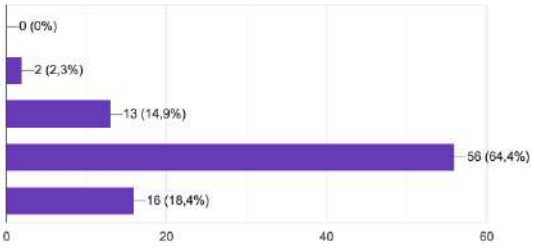

Diagram 5

The principal has an entrepreneurial instinct in managing activities

In fact, the realization of the entrepreneurial instincts of principals in high schools in Sinjai Regency is seen through its innovative creative behavior in utilizing the potential of school resources, both human resources (teachers, education staff, students, parents of students as members of school committees), as well as potential environmental physical and social environment of the school. Principals always emphasize to teachers to apply the "contextual learning" approach, utilizing the school environment as "the complete laboratory", transforming the potential of school resources into competencies that are valued for continuous learning for students. This is in line with the statement of the informant that most school principals in high schools in Sinjai Regency manage their schools skillfully. The principal has "entrepreneurial talents based on creativity and innovation that are valuable." Thus, in accordance with expert opinion that the character of entrepreneurship is not only understood as a form of creativity and innovation, but also creativity and innovation are the basis of entrepreneurship (Akib, 2008; Dharma & Akib, 2009; Drucker, 2014; Syam et al., 2018; Windrum & Koch, 2008).

Based on the results of the above research, it can be seen that the average level of mastery of entrepreneurship competencies of high school principals in Sinjai Regency is "high" seen from five indicators. The results of this analysis are consistent with the level of achievement of the index of good school governance (GSG), as well as the quality of the processes and learning outcomes and the level of community participation. The high level of mastery of competencies reinforces Shermon (2005)'s opinion that competence is a characteristic of a person that enables him to be able to show the best performance in a particular job, role or situation, which is called competence at the individual level. Entrepreneurship competency based on creativity and innovation to create value for individual principals and for institutions or high schools led by this reinforces the views of the experts regarding the importance of mastering entrepreneurial competencies for organizational leaders (Dharma & Akib, 2009; Oktavia, 2014; N. R. Smith & Miner, 1983; Sudrajat, 2008; Syam et al., 2018; Yogaswara et al., 2010).

The actualization of entrepreneurial competency mastery by principals in high schools in Sinjai Regency is generally in line with the normative foundation (Regulation of the Minister of National Education of the Republic of Indonesia Number 13 of 2007 concerning Principals / Madrasah Competencies) and dimensions of entrepreneurial competence namely innovation, hard work, motivation by the awareness of individuals, capable of working and showing creative solutions to the problems faced by schools, as well as the entrepreneurial instincts inherent in coconut schools. Likewise, the competency shown by the principal is in accordance with the expert's view that requires the principal to have a strong character of entrepreneurship and high achievement motivation in order to successfully make the school a vehicle for learning for school residents (Cheng, 2013; Dimmock, 2013; Gilley & Maycunich, 2000; Jufri et al., 2018). A special feature of mastery of entrepreneurship competency of principals in high schools in Sinjai Regency is its work ethic which is motivated by religious beliefs that the implementation of the principal's tasks and functions is "social

worship" and in accordance with the customs of the local community who "value the working people", especially has the position of headmaster. The formal role as headmaster is consistent with the social-community role that is carried out as "master teacher". It is also understood by the school community that the requirement to be the principal is from the best teacher. Principals are often "older" even though their age is often younger.

CONCLUSION

There are five indicators of the mastery of entrepreneurship competencies of senior high school (SMA) heads in Sinjai Regency with results that show a level of mastery "high". High school/madrasah headmaster/principal ...: Able to create a process, product and press (environment) innovations that are useful for the development of school-led. The principal makes his school an effective learning organization. The success achieved in strengthening the understanding of "school success is the success of the principal." The motivation of the principal to succeed is to carry out the main tasks and functions as "social worship." The principal has a firm (persistent) character and deftness in overcoming his school problems. All these characters are based on the actualization of the entrepreneurial spirit that is deeply in him. Therefore, for schools to succeed, it is necessary to be directed by principals who are entrepreneurial and have strong motivational motivations.

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ESTABLISHING A SUSTAINABLE COMMUNITY-BASED ENTERPRISE: THE CASE OF LUGAIT MAMINGKAHAY ASSOCIATION IN LUGAIT, MISAMIS ORIENTAL

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Abstract

The Lugait Mamingkahay Association is known for its delicious and tasty freshly baked rice cake "bibingka". It is located in Barangay Poblacion Lugait, Misamis Oriental, Philippines. The association was organized by a group of women in year 2007 with the initiatives of the Local Government Unit (LGU) particularly the Municipal Economic Development Office (MEDO). In 2008, the Department of Labor and Employment (DOLE) extended its financial assistance for the initial capitalization of the association for the procurement of raw materials and equipment for the production. It was fully established as microenterprise in year 2011 and was being supported by both public and private sectors. The Department of Trade and Industry (DTI) supported a Shared Service Facilities such as coconut grater, miller and milk extractor which are valuable in the production. Currently, the association has fifteen (15) members and has an organizational structure spearheaded by a president. Each of the members hires laborers who will assist the chain of activities in Bibingka production. Thus, this study aims to document and formulate process standards for bibingka production towards establishing a sustainable community-based enterprise. Key informant interview (KII) and facilitated focus group discussion (FGD) were used to gather necessary information. The study found out that there is a need to improve the manufacturing practices of the association especially in the production and sanitation. The firm's infrastructure, operational activities and services were seen the bottleneck of the microenterprise. Application of Good Manufacturing Practices especially in production is highly recommended. It was also found out that the desiccated coconut meat or sapal (as the waste in the production) can be an additional source of income for the association. Hence, adding an economic value to the desiccated coconut than putting into waste can expand their livelihood. The association can convert the desiccated coconut into flour and utilize it as a raw material for another product. These recommendations may lead the association in becoming a sustainable community-based enterprise.

Keywords: *Sustainable community-based enterprise; Economic value; Value chain*

INTRODUCTION

Background of the Study

Lugait Mamingkahay Association is known for their delicious “Bibingka” or rice cake. The association is a group of women organized in 2007 by the initiatives of Municipal Economic Development Officer and former Mayor Lim. Initially it was composed of ten (10) members. Currently, it has already fifteen (15) members. This association is located in Brgy. Poblacion, Municipality of Lugait Misamis Oriental. In 2008, the Department of Labor and Employment (DOLE) supported the association with a financial assistance amounted one-hundred eight thousands pesos (P108, 000.00) for initial capitalization in procuring raw materials and utensils for the production. Also, the current processing area of the association was sponsored by the following: barangay local government unit, Department of Trade and Industry (DTI) and HOLCIM – a private company.

The Mamingkahay sa Luga-it Association is an example of a community-based entrepreneurship. Peredo & Chrisman (2006) define the community-based entrepreneurship as ‘a community acting corporately as both entrepreneur and enterprise in pursuit of the common good’. It is recognized by governments for its ability to transform society (Ratten and Welpe, 2011).

All members in the association are required to patronize the association’s equipment like coconut grater, coconut milk extractor and rice grinder in the production of bibingka and they will required also to pay for it as this is the income of their association. Payment for the electric bill and water bill will be getting from the income collected by the association. Members of the association sell their finished products individually. They sell their products in the Quarantinas and along the highway. Area Roatation is being used as a strategy to give equal opportunities of market to the members. Also, the association established their own organizational structure as shown in Figure 1 spearheaded by the President.

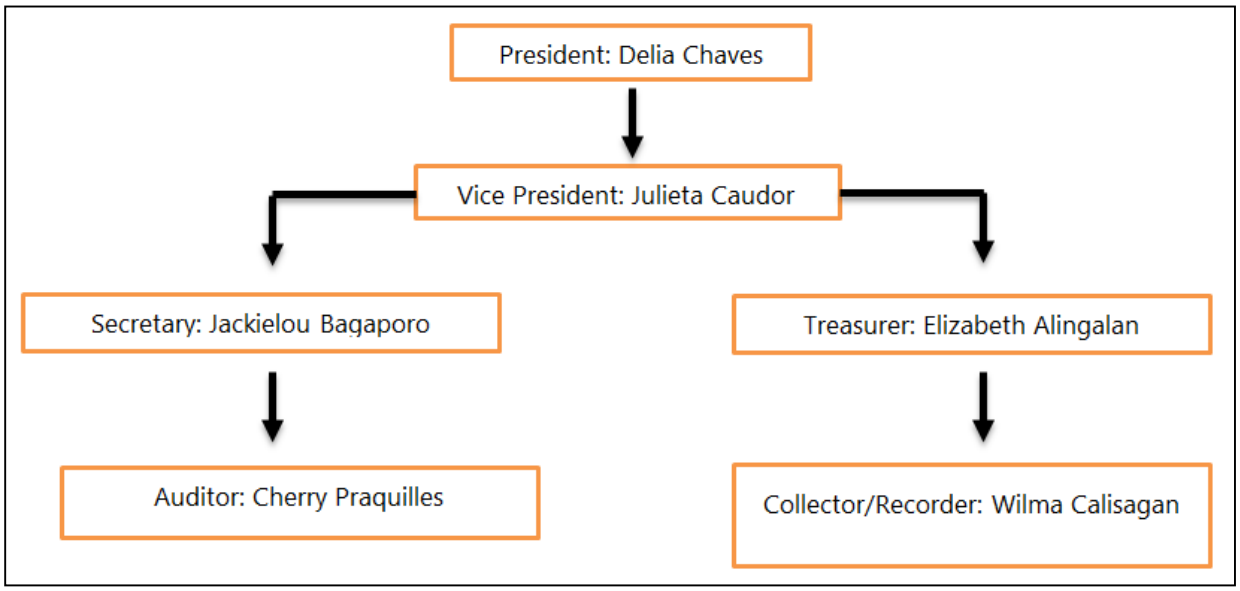

Figure 1. Organizational Structure of Lugait Mamingkahay Association

Moreover, the association encounters external and internal problems such as the cleanliness of the area and sanitation on their operational activities, limited space area for production and irresponsible members of the association. The firm also encounters unexpected events such as unavailability of supply from the suppliers in the local community. With this, the firm has to purchase the materials outside the community. Also, the association encounters problem on the maintenance of the shared service facilities in which any disruption of these facilities could hinder the operational activities of the industry. Packaging design is also the problem of the industry as they continue to use plastics on their packaging which can contribute a negative impact to the environment. Wastes such as coco shells and desiccated coconut "sapal" are also the problems on the industry. Thus, an innovation on adding value of these wastes is necessary for that problem and also it gives association an additional income from these wastes.

Thus, this study aimed to assess the production and hygiene practices of the association, and proposed potential downstream industry in the bibingka production. Specifically, this study sought answers to following:

1. To document and formulate process standards for bibingka production, in terms of:
   a. quality and quantity of facilities, equipment and instruments used
   b. quality and quantity of raw material inputs (rice, coconut milk, sugar, water, tuba)
   c. compliance on the Current Good Manufacturing Practices
2. To conduct a value chain analysis on bibingka industry
3. To prepare a proposal on potential downstream industry such as coconut flour.

METHODOLOGY

Research Design

This study employed the qualitative research and utilized the focus group discussion (FGD) approach, interview and observation method. Qualitative research implies an emphasis on the qualities on entities and on processes and meanings that are not experimentally examined or measured in terms of quantity, amount, intensity, or frequency. Qualitative researches stress the socially constructed nature of reality, the intimate relationship between the researcher and what is studied, and the situational constraints that shape inquiry (Denzin, Norman K. and Yvonna S. Lincoln: 2005).

Research Locale

The study was conducted in the Municipality of Lugait, Misamis Oriental wherein the Mamingkahay sa Luga-it Association associated. The researchers selected this association because it was apparent that the group exhibited huge potential for entrepreneurial development.

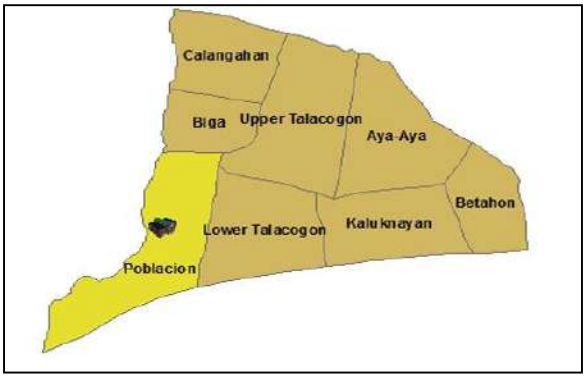

Figure 2. Map *of Municipality of Lugait, Misamis Oriental*

Participants of the Study

The participants of this study composed of the following: members of the Mamingkahay sa Lugait Association and one of them is the President; Barangay Captain of Poblacion, Municipality of Lugait; municipal health officer; representatives from Municipal Economic Development Officer (MEDO); and representative from the Tourism Office. These participants were chosen because of their significant role in the association to ensure its quality in delivering the products – the "bibingka" (rice cake).

Sampling Technique

Purposive sampling was used in identifying the participants of this study. Purposive sampling is a non-probability sample that is selected based on characteristics of a population and the objective of the study. This type of sampling can be very useful in situations when you need to reach a targeted sample quickly, and where sampling for proportionality is not the main concern.

Data Gathering Tools and Procedure

To this study, interview was utilized. The researchers interviewed the President of the association using an interview guide. Questions were asked orally and taking down of notes was also done to get all the answers that informants provide from the questions given by the researchers. Interview was done in person. The questions were typically asked in a systematic and consistent order, from this data gathering technique, researches would not only ask questions but it involved also documenting and recording the responses capturing the information and facts needed.

Focus Group Discussion (FGD) was also used to gather data. FGD is a good way to gather together people from similar backgrounds or experiences to discuss a specific topic of interest. It allows the participants to agree or disagree with each other so that it provides an insight into how a group thinks about an issue, about the range of opinion and ideas, and the inconsistencies and variation that exists in a particular community in terms of beliefs and their experiences and practices.

To facilitate the FGD process, researchers used the structured interview guide led by the moderator. The moderator asked questions to elicit responses and generate discussion among the participants.

During the interview with the President of the association, researchers asked first if she has time and willing to be interviewed. Once the consent was achieved, the researchers proceed immediately to the interview process. During

the FGD, the researchers asked the consent first of the Mayor by presenting a letter what the study all about. Once the consent approved, the researchers consult the participants for their free time and set the date of when is the FGD schedule happened. Researchers took down notes on the responses given by the participants and transcribing was also done to capture all the responses.

Observation was done as well to this paper. It is basic tool of information gathering to recognize and note some fact or occurrence. Researchers simply write down what they observed that will support the study.

Data Analysis Technique

The data are thus drawn from the informants' ideas, opinions, and experiences and based on facts information documented. Interview method and focus group discussion was used for generating primary data. Transcription of responses was done and it was organized and analyzed based on the structured interview guide that the researchers used.

RESULTS AND DISCUSSION

Process Standards For Bibingka Production

The following listed on the table are the facilities, equipment and instruments used in Lugait Mamingkahay Association for the bibingka production.

Table 1. Production Equipment, facilities and materials

Type of Equipment	Unit	Specifications (Year purchased/Cost/ lifespan/depreciation)	Capacity
Coconut grater	2	2014 P400k bulk Shared Service Facilities of Department of Trade and Industry (DTI)	1am-8am 9am-2pm
Presser/Squeezer/ Coconut Milk Extractor	1	2014 Shared Service Facilities of DTI	1batch/15 mins
Clay pots (*lutoan)*	10 clay kolon/member	3 meters length each	
Rice Miller	1	2014 Shared Service Facilities of DTI	

The Lugait Mamingkahay Association has Shared Service Facilities (SSF) from DTI including coconut grater, presser and rice miller that are useful for the operational activities of the industry. Along with are the clay pots provided by each of the members. It was noted that each members has a maximum of 10 clay pots with 3 meters length each.

Quality and quantity of raw materials

In terms of quality and quantity of raw materials, the following shows the lists of raw materials needed by batch of bibingka production.

Table 2. Quality And Quantity Of Raw Materials

Description	Cost per Unit	Qty.	Total Cost
Raw Materials Coconut	PHP 10.00/unit	12 unit/batch	PHP 120.00
Rice	50.00/kilo	4 kilos/batch	200.00
White Sugar	65.00/kilo	2 kilos/batch	130.00
Yeast	10.00/unit	1 pack//batch	10.00
Banana Leaf	50.00/bundle	1	50.00
Coconut Husks	60.00/100pcs	100pcs/batch	60.00
TOTAL COSTS FOR RAW MATERIALS PER BATCH:			**PHP 570.00**

A batch of bibingka-making consists of raw materials such as 12 units of coconut, 4 kilos of rice, 2 kilos of white sugar, 1 pack of yeast. Other materials such as a bundle of banana leaf and 100 pcs coconut husks will be used as materials needed during the cooking process. The total costs for raw materials per batch will be PHP 570.00. A batch of these raw materials can produce an estimate of 150 pieces of finished products.

Compliance on the Current Good Manufacturing Practices (CGMP)

This sanitation guideline is given to the food handlers for the physical and processing operations in a food processing/manufacturing plant. The goal is to ensure ideal working environment for clean, safe, and high quality food products for consumers. Below are the CGMP requirements should be observed and the compliance factors of the Mamingkahay Association[4]:

Table 3. Plant and Grounds

Good Manufacturing Standards	Compliance Factors
Adequate drainage provided to avoid contamination for facilities and products.	Drainage connected to the canal.
Floors, walls, and roof in good state of conservation, with a smooth and adequate state of cleanliness.	The roof is made up of plastic floor mat and dirty marks in the floor and sink are visible.
Food processing areas effectively separated from other operations which may cause contamination of food being processed.	Absence of door covering between the processing area and baking area which may cause the smoke, insects, pests and rodents to get into the area.

[4] Food and Drug Administration, "Food and Drug Administration Philippines."

Adequate ventilation to prevent contamination of dust and/or airborne substances	Occurrence of dust in the processing area. Not screened
Doors tightly fitted, smooth, non-absorbent surfaces and where appropriate be self-closing. Windows and other openings designed and constructed to avoid accumulation of dirt and fitted with insect-proof screens to prevent entry of insects, rodents and other pests.	No windows and doors covering that enable the insects, rodents and other pests to penetrate inside the processing area. Not Screened.
Dressing and locker rooms provided with adequate cabinets and shelves, hangers, adequately lighted and kept clean. Presence of GMP posters.	Absence of dressing rooms and lockers in the area.
Finished product/dry warehouse, kept clean, products placed in pallets, defects/damaged products removed lots isolated and identified.	Usage of ice box instead of storage area for finished products.

As shown in the Table 3, production environment of the facility is dusty since it is located at the back of the Bus Stop Station and beside public C.R. The facility is not enclosed which may lead the dust particles, smoke, insects, rodents and pests to penetrate the area and be able to accumulate dirt. The ceiling is made up of plastic floor mats and dirty marks in the floor and sink is visible. This means that the product is being produced in an inadequate location.

Table 4. Equipment and Utensils

Requirements	Compliance Factors
Equipment designed and used in a manner that preludes contamination with lubricants, contaminated water, metal fragments, etc.	Equipments are used appropriately
Equipment installed and maintained so as to facilitate the cleaning of equipment and adjacent areas.	Equipments are well maintained
Space provided between equipment and the ceilings, walls, floor and other equipment (appx. 100cm)	Space provided between equipment and the ceilings, walls, floor and other equipment is sufficient.
Equipment/utensils are properly washed and disinfected at end of work shift	Some of the utensils are not properly cleaned during the inspection.
Equipment regularly calibrated	Equipment are calibrated regularly

The Table 4 shows compliance of the association in management of their equipment and utensils. The data shows that the equipment's are functioning well and properly maintained by the operators from time to time. However, unclean utensils were

found in the sink during the inspection. Space provided between equipment and the ceilings, walls, floor and other equipment is sufficient.

Table 5. Sanitary Facilities and Controls

Requirements	Compliance Factors
Source of Water Supply: a) MWSS b) Deepwell: with Potability Test	Deep well and mineral water
Water must be provided in all areas where required for processing.	Sufficient water supply is provided.
Records of potability test are maintained and chlorine level monitored.	Conducted the potability test for the deep well once. This should be done regularly.
The elevated tanks must be kept clean and properly covered and of approved construction.	Water tank is maintained.
The water supply must be adequate in quality and quantity for its intended use.	Water supply is adequate/sufficient in supply.
The sewage disposal must be adequate.	Place the biodegradable waste in a compost pit and the plastics will be collected by the garbage trucks.
Waste disposal system must be efficient and regular.	Proper waste disposal is practiced.
Toilet room must be provided with tight fitting and self-closing door, equipped with hand washing facility, kept clean and in good repair	Absence of toilet room in the processing area
Adequate hand washing and sanitizing facilities (liquid soap, hand sanitizing dip, paper, towels or hand drying fan) must be appropriately provided.	Each member will provide their own hand-washing facilities during their production. However, no basins and hand-washing soap provided during the inspection.
All refuse must be properly stored where necessary from insects, rodents, and other pests and disposed of in an adequate manner.	Segregation of waste materials is being practiced.
The facility must be kept clean and in good physical repair	The floor is clean except for the dusty ceiling and stained sink. Floor mat is dilapidated. Flooring should be improved to have smooth surfaces.
Cleaning of facilities and equipment conducted in such a manner as to avoid contamination of food products	Equipment's are properly cleaned before used.
Cleaning compounds and hazardous materials and (insecticides and rodenticides)	Cleaning materials have not been stored in the processing facility. They did not use any insecticides or rodenticides.

kept in labeled containers, stored separate from food products to prevent contamination	
The processing areas maintained free of insects, rodents and other pests	The processing facility is not enclosed. The insects, rodents and other pests can enter anytime.

The non-compliance factors found in table above were the absence of hand-washing facilities such as basins and soap during the inspection and not vermin-proof which are crucial to ensure sanitation practices of food handlers. However, each member will provide their own hand-washing facilities during their production. Thus, the processing area may negatively impact food safety.

Table 6. Personnel

Requirements	Compliance Factors
Personnel provided with valid health certificates or fit to wok certificate	No certificate required
Personnel with sores, infections, etc., restricted from handling food products	A personnel shall not be permitted to work if suffering from sickness or illness
Employee wear clean outer garments, use adequate hair restraints and remove jewelry when handling food	Policy implemented to wear proper uniform in the processing area, but they cannot assure if the members producing the product at homes were doing the same.
Employee thoroughly wash and sanitize hands as necessary	Members shall bring their own hand-washing soap.
Employee refrain from eating, drinking, and smoking and observe good food handling techniques in processing areas	No eating, drinking or smoking during production is strictly observed.
Employee undergo food handling trainings/seminars	Members already undergone trainings on food handling.
Responsibility for overall plant sanitation specifically assigned to an individual Name: Position:	Municipal Health Officer

Another important criterion is the personal hygiene of the personnel. The association is strict in implementing the wearing of complete uniform during cooking. However, it is beyond their control the production happening at the household level. The Municipal Health Officer is the one who will inspect the production at the processing area.

Table 7. Process and Controls

Requirements	Compliance Factors
Raw/packaging materials and ingredients adequately inspected, processed as necessary and stored properly to ensure that only clean, wholesome materials are used	Raw materials are properly inspected and processed.
Weighing and measuring practices adequate to ensure the declared quantity of contents	Some of the members are not following the accurate size of the bibingka.
Food processing conducted in a manner to prevent contamination and harmful microbial growth	Food processing area is not free from any microbial growth due to its location.
Only approved food color and/or additives used	Food additives used are safe.
Prepackaged products provided with consume before date on labels as per AO 16 s. 1979 "Date marking of prepackaged foods"	Absence of label referring to the expiry date of the product.
Finished products stored and shipped under conditions which will avoid contamination and deterioration	Bibingka are made and sold within the day. They used ice box as storage container.

The table above shows the process and controls of the production. The association had already specified their raw materials and standard measurement as well. Process flow has been established and consistently applied to daily operation. They used cellophane in their daily packaging that have no label except for special order, where they usually packed in box or in paper bag (bolsita) designed by LGU. They use ice box as their storage container provided by each member. To avoid unsold product they usually sell it at a lowest price or give it to the community for free.

Value Chain Analysis of Bibingka Industry

This section presents the whole value chain analysis of Bibingka Industry in Lugait Mamingkahay Association. The value chain of the association's bibingka industry involves five (5) chain primary activities which are supported by supporting activities. There were four (4) key players in the industry: suppliers, firm, distributors/ sellers and the customers. The industry is supported by enablers. Figure 4 shows the value chain of bibingka industry in Lugait Mamingkahay Association.

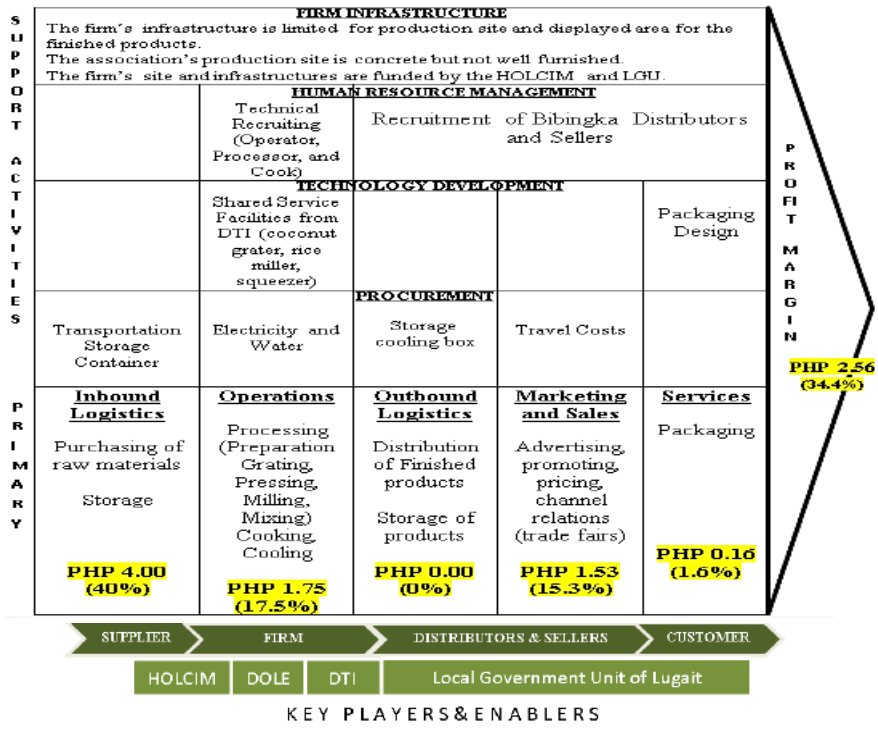

Figure 4. Value Chain Map of Bibingka Industry

The Key Players and Enablers

There are four (4) key players in bibingka industry which are the suppliers, firm, distributors and sellers, and the customers. These key players were supported by enablers from different agencies particularly the Holcim, Department of Labor and Employment (DOLE), Department of Trade and Industry (DTI) and the Local Government Units (LGUs) in the Municipality of Lugait.

Primary Activities

The primary activities of bibingka industry involved five chains of activities which are the inbound logistics, operations, outbound logistics, marketing & sales and services.

- **Inbound Logistics**

  At the beginning of the value chain, the raw materials of bibingka such as coconut and husks were locally purchased. Other ingredients such rice, sugar, flavoring (for flavored products- peanuts, pineapple, buko pandan) were purchased at Iligan City or Naawan every weekend. These raw materials were transported from suppliers to the firm. Since the firm purchased materials once a week, some of the unused raw materials were stored in a storage container.The value cost for this primary activity comprises 40% of the value chain which is PHP 4.00 per bibingka.

- **Operations**

  The operation of bibingka-making in the firm functions 8-10 hours daily (2am-2pm with 1-2 break hours). The operational activities involve preparation of raw materials, processing (coconut grating and pressing, rice milling and mixing), cooking and cooling of the finished product. The value cost for this activity comprises 17.5% of the value

chain which is PHP 1.75 per bibingka.

- **Outbound Logistics**

  The finished products were distributed to the customers. The firm displayed the products on the respective area. Mostly, the customers will directly pick up the bibingka. However, some of those products were stored in a storage cooling box.

- **Marketing and Sales**

  The firm involves advertising, product promotion, pricing and channel relations. The firm also participates on trade fairs conducted by the Local Government Unit of Lugait and Cagayan de Oro. The firm's value cost of this activity comprises 15.3% of the value chain which is PHP 1.53 per bibingka. This includes travel cost and pay for the sellers.

- **Services**

  The firm gives packaging services to the customer. A paper bag printed with the logo, name and tagline of Lugait Mamingkahay Association is the industry's packaging design. But most of the times, the firm uses plastic bags to package the product as it lessen the cost and hassle in packaging the product. However, the firm offers box packaging services for bundle orders of bibingka. The value cost for this activity comprises 1.6% of the value chain which is PHP 0.16 per bibingka.

Support activities

The Bibingka industry involves various supporting activities such as firm infrastructure, human resource management, technology development and procurement.

- **Firm Infrastructure**

  Lugait Mamingkahay Association has its organizational structure spearheaded by an association's president. The firm's infrastructure is limited only for the production site where the operation of bibingka-making occurs abd displayed area for the finished products. The infrastructure is concrete but not well furnished and there is a need for its development. The firm has no office that is useful for the association's meeting and other related activities. Also, the firm has no storage room in which the unused materials can be stored here. Moreover, the firm's site and infrastructures are funded by the HOLCIM and LGU of Lugait.

- **Human Resource Management**

  The whole association hires an operator to operate and maintain the shared service facilities (coconut grater, rice miller, and presser). During the operation stage of the industry, each member of the association will pay for the service provided by the operator specifically in shredding the coconut meat, milling, and squeezing the coconut milk. Each member of the association recruits processors, cook and sellers to support the primary activities of the firm.

- **Technology Development**

  In terms of technology development, the firm has its shared

service facilities from the Department of Trade and Industry (DTI) to support the operational activities of the enterprise.

- **Procurement**

  In first stage of value chain, the raw materials from the suppliers were transported to the firm. The firm purchased the raw materials every weekend, thus some of the unused materials were stored in a storage container. The use of electricity and water were necessary for the operational activities of the firm. However, finished products were stored in a storage cooling box. Occasionally, some of the finished products were transported during trade fairs, thus there is an additional travel costs.

Utilization of Dessicated Coconut Meat or Sapal into Coconut Flour

One of the downstream waste of the bibingka production of Lugait Maningkahay Association is the coconut meal or sapal. Coconut meat, locally known as sapal is produced after the grated coconut meat is extracted of coconut milk. According to the members of the association, the coconut meal are either thrown, or given for free to neighbors who utilizes it feed their animals, i.e. pigs and ducks.

However, the coconut meal can still provide additional income to the community through value adding. According to the Philippine Coconut Authority, coconut meal can be processed in to coconut flour. The technology on coconut flour production from coconut residue was developed by PCA and the inventors – Dina Masa and Divina Bawalan which bagged Second Prize, Creative Research Category during the National Inventors Week in 1998. SODACO Agricultural Corporation commercialized the technology through a technology transfer agreement (non-exclusive) with PCA. Coconut flour refers to the screened food-grade product obtained after drying, expelling and/or extracting most of the oil or milk from sound coconut meat. The meat is either pared or unpared. It is sub-classified according to its fat content (low, medium and high), protein content (high protein) and fiber content (high fiber).There are 5 types of Coconut flour which are as follows:

1. ***Whole Full Fat Coconut Flour*** is prepared from unpared, dehydrated and edible coconut kernels by pre-pressing and solvent extraction.
2. ***Defatted Coconut Flour/Food-Grade Copra Meal*** is obtained from food grade copra that has been defatted by solvent/mechanical extraction. The resulting flour is brownish in color because the kernel is not pared. Sub classified into: low fat (10- 15%); medium fat (16-25%); high fat (25-48%).
3. ***Low Fat, High Fiber Coconut Flour*** is coconut flour made from finely ground coconut residue with a fat content of 10-15%.
4. ***High Protein, Low Fiber Coconut Flour*** is enzyme-translated coconut flour made from finely ground residue.
5. ***Paring Flour*** is prepared from the paring of the coconut.

In the case of Lugait Maningkahay, only Defatted Coconut Flour or Low Fat, High Fiber Coconut Flour can be produced from their by-product. Coconut flour has a cream color and is less whiter than all-purpose flour. It has a slightly nutty color and has less coconut flavor (almost bland taste) due to

reduced fat content. Compared to the unprocessed coconut meal which can be spoiled after a few hours, coconut flour has a shelf-life of 26 months at 20°C; 14 months at 30°C; and 9 months at 40°C using appropriate packaging materials. In able 10, it shows the proximate composition of coconut flour.

Table 10. Proximate Composition of Coconut Flour

Chemical Composition	Value (%)
Moisture	50.0
Ash	4.0-6.0
Protein	10.0-19.0
Fat	10.0-12.0
Total Dietary Fiber	40.0-60.0
Carbohydrates	50.0-70.0

Coconut flour have several uses and benefits. High-protein coconut flour can be used as substitute for wheat flour in breads and cakes; can also be used in nutrition feeding programs. It has been proven to have high amounts of soluble and insoluble dietary fiber (49% - 60%) which is important in functional food development. (Based on the study made by PCA). Test foods containing 15% - 25% dietary fiber from coconut flour reduces serum total and LDL cholesterol of humans with moderately raised serum cholesterol. High-fiber coconut flour is used as food supplement/additive in breads, cookies and snack food to provide dietary fiber sources. It is also used as fiber food to help in preventing constipation and as fiber food for patients with diabetes and moderately raised cholesterol levels. Coconut flour can also be used as fillers for emulsified products such as sausages, meat loaf and burger patties.

Process Flow and Material Balance

The diagrams below present the process flow and material balance involved on coconut flour production (Figure 5 and 6). Based on actual sampling of coconut meal produced by the Association, each member produces an average 9.68 kg of coconut sepal per day. As the association is composed of 15 members producing bibingka daily, the total coconut meal produced is 145.2 kg/day. This in turn can be converted, using the process flow illustrated in Figure 1 to 39 kg of coconut flour. As the current price for coconut flour ranges from P90-110/kg, this translates to an additional P3,510.00 daily gross income for coconut flour alone or P98,280.00 monthly gross income for the community. Value adding or utilization of the coconut flour into other baked products would further generate income to the community.

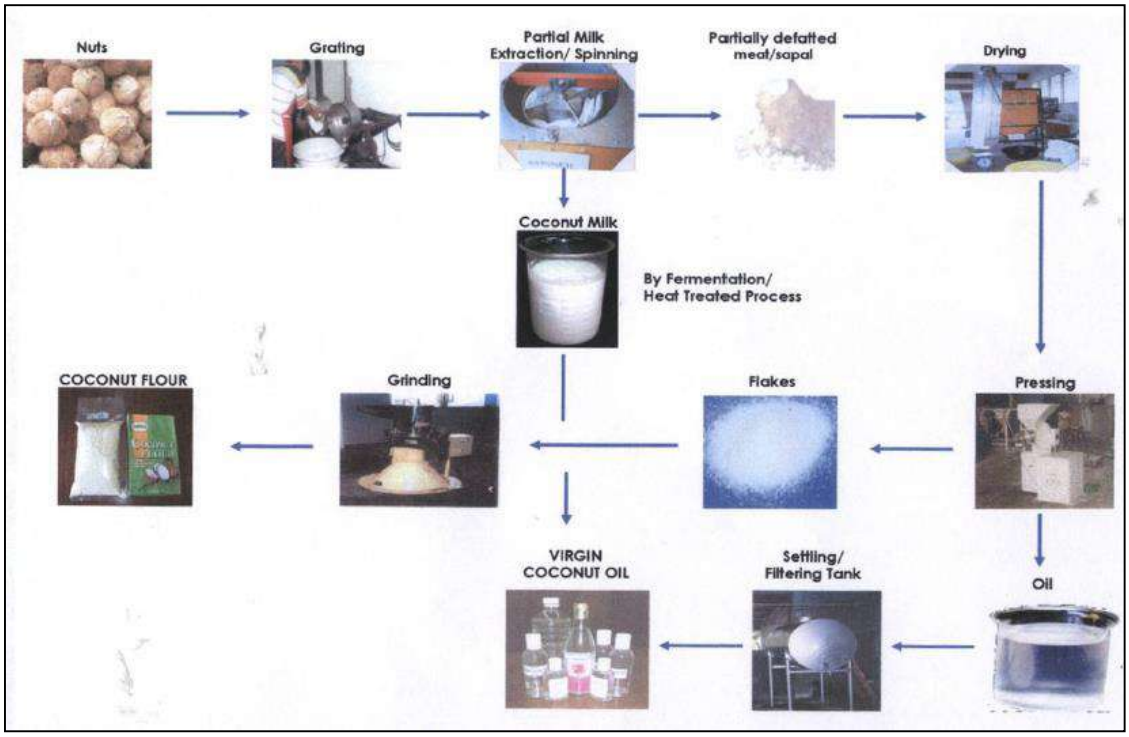

Figure 5. Coconut Flour Production

(500 Nuts per Day)

PROCESS	INPUT	OUTPUT
GRATING	500 nuts	222 kg grated meat
SPINNING	222 kg grated meat	130 kg residue/coconut meal 85 kg coconut milk 12.3 kg oil
DRYING	130 kg coconut meal	89 kg residue
EXPELLING	89 kg residue	**35 kg flour** 33 kg oil **Flour recovery 35 kg** Oil recovery 45.3 kg

Figure 6. Process Flow and Material Balance for the Production of Flour Production

Equipment and Building Requirement for Coconut Flour Production

As flour production is just a value adding activity for a by-product of bibingka processing, investing on flour production is not expected to cost so much. Table 2 shows the list of equipment needed for this endeavor.

Table 11. List of equipment for the production of Coconut Flour (500 nuts per Day Capacity)

Equipment	Amount (Php)
Grinder/Pulverizer	145,000.00
Expeller	145,000.00
Dryer	190,000.00
Building	
Land 100 sq m @ P500 / sq m	50,000.00
Building 60 sq m @ P2,500 / sq m	150,000.00
Total	680,000.00

Market Aspects

According to the Executive Director of the Philippine Flour Millers Association, our country has imported 2.6 million metric tons of wheat in 2017.[5] If 5% of wheat flour will be substituted with coconut flour the potential market demand of high protein coco flour is 130,000 MT annually. This will reduce our dollar importation of wheat. Listed in Table 12 are the major wheat based products in the Philippines. According to PCA, the high fiber, low fat coconut flour can be sold at P90/kg.

Table 12. Major Wheat Products in the Philippines

Products	
Pan de Sal	19%
Loaf bread	18%
Buns and rolls	6%
Other breads	4%
Noodles	21%
Pasta	1%
Crackers/Cookies	18%
Cakes/pies/pastries	13%
Total	100%

Other Prospects of Coconut Flour

1. Availability of convenient alternatives like bread, noodles, etc.
2. Increase demand for healthy breads such as oatmeal, wheat, rye, multi-grain and others as more and more consumers are becoming health conscious.
3. Specialty breads like high fiber white bread are on the rise. People are becoming more conscious on quality and nutritional contents.
4. The industry benefits from the government campaign on fortification of products like bread, salt, noodles, sardines and margarine.
5. There is growing consumer base of 7.6 million which offer bright prospects on the medium term despite some short term market constraints.
6. The feeding program to be spearheaded by the DA, NNC and Dep-Ed, if proven successful will create a market for high-protein

[5] Business World, "Wheat Imports by Flour Millers to Be Flat in 2018."

coconut flour and encourage existing VCO producers to process further their by-products.

7. The spread of coffee shops like Starbucks, Coffee California< Seattle's Best Coffee, etc. is expected to increase consumption of bread, a complement of coffee.
8. The expansion of specialty bakeshops in other urban centers outside Manila.

CONCLUSION AND RECOMMENDATIONS

Based on the standard process and procedures of bibingka industry in Lugait Mamingkahay Association, there is a need to improve the manufacturing practices of the association in terms of their production and sanitation. There is also a need for the improvement of the process and controls of the facilities and materials as well as the personnel involved in the production.

On the other hand, in terms of the value chain, it is noted that the firm's infrastructure, operational activities and services is a bottleneck of the association. Thus, there should be an action to be taken to improve these activities of the association.

Moreover, waste production in terms of coconut meal or sapal is concerned can be reduced or minimized by utilizing it to produce coconut flour. Aside from solving solid waste issues, it can be tapped to provide additional income for the community. A downstream industry can be created that could focus on coconut flour production and marketing. A daily 130 kg of coconut sapal can produce 35 kg of flour which can be sold at P90.00 per kilo or P3,150.00 additional daily gross income. And since bibingka production is a daily activity, this can translate to P1,149,750.00 income in a year. This is a fairly good amount of income as this will only be utilizing by-products of bibingka making.

In order to sustain both the bibingka industry of Lugait Mamingkahay Association and coconut flour production industry the following recommendations must be taken into action:

- The quality of their products produced should be ensured.
- The application of Good Manufacturing Practices is imperative in any food processing activity as improper handling of food can compromise the health of customers but the workers as well. Such disasters may result to costly hospitalization expenses, law suits and even business closure. It is therefore recommended that GMP practices should be strengthened by the Lugait Mamingkahay Association to sustain economic development then later develop the downstream industry like coconut flour processing.
- Adopt proper plant layout designs to ensure a smooth flow of work and maximize the production process.
- The facility should be located away from dusty areas and the public C.R. which may lead airborne contamination.
- Facility should have well fitted doors and screened windows to prevent entry of insects, pests, rodents and other animals that can bring contamination during food processing.

- The production should be centralized, not at homes.
- There should adequate washing facilities and storage for the utensils.
- There should be a protocol on pests' control.
- Written specifications and procedures for cleaning production areas and equipment.
- In terms of their packaging, the association must utilize their paper bag packaging designed by the LGU.

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Designing a Sustainable Framework for Inclusive Smart City: Harnessing Findings and Lessons from a Study of Selected Local Governments in Kedah Malaysia

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Abstract

The smart city concept originates from the search for building an equilibrium approach to sustainable development that aims to synergize environmental dimensions with economic and social changes. It is estimated that by 2050 more than two thirds of the world population will live in cities. However, the world has witnessed that rapid urbanization can lead to greater urban poverty, massive deforestation, profound social instability, water crises, and devastating spread of diseases. These risks have further exacerbated as more people have migrated from rural areas to cities. How effective these risks can be addressed will largely depend on how well the cities are governed. As such, the smart city concept is an innovative way to try to mitigate those risks. By creating a balance that links economics, social, and environmental dimensions, it is hopeful that rapid urbanization will now be driven by creating a sustainable quality of life for citizens that empower them to collaborate with the city councils to develop the city. The planned urbanization will now incorporate residents' quality of life, social inclusion, and economic opportunities while reducing the impact of environmental degradation. Therefore, an urban development model that is more social and environmentally friendly is important to ensure that our cities are both efficient and resilient. Building upon this foundation, this paper aims to examine to what extent local governments in Kedah are ready to design a smart city concept that focuses on citizen needs, embracing citizen-centric design, and promote engagement of citizens and communities. Using qualitative approach that focuses on interviews with local administrators, the study hopes to unearth current urban development model and whether this development takes into consideration the important of inclusive smart city as part of the government initiative to pursue a sustainable quality of life for the city residents in Kedah. The findings of this study reveal four important themes: inclusivity, governance, implementation, and challenges. Smart city concept is a viable solution to solve the dilemmas of urbanization. However, transformation to smart city requires the design of a more inclusive and accessible features to advance and promote engagement of all citizens.

Keywords: Smart City Concept, Inclusivity, Sustainable quality of life, Local Governments, Kedah

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INTRODUCTION

In the last few years, smart city concept has been gaining popularity among local government administrators. It has been widely embedded into strategic development planning for the future. Apart from making the city friendlier to economic and social sustainability, this concept has enabled the cities to focus on creating a sustainable environment for the years to come (Mori dan Christodoulou, 2012). This is important because according to The United Nation Population Studies, there is an increasing rate of mobility from people moving from villages into the cities and this rate is expected to reach 70 percent in 2050 (PBB, 2008).

In Europe, it is estimated that more than 75 percent of people have migrated to cities and is expected to reach 80 percent by 2020 (EEA, 2016). The urbanization phenomenon takes place because of greater work opportunities and rapid industrialization. The trend of urban migration seems more pertinent in the developing world in which statistics have shown that more than 20 million citizens have migrated to the urban cities in Asia, Latin America, and Africa (PBB, 2018). Consequently, while rapid urbanization speeds up the economic growth, it also entails social problems as well as environmental degradations. The increasing social and and environmental issues facing many cities in the world today have encouraged researchers to search for answers to these issues. The potential solutions include creating a smart city that enables city administrators to deal with depressing social issues, falling air quality index, high unemployment, affordable housing, increasing crimes, poor public transportation, and illegal squatters. These problems have pushed the city administrators to find proactive policy prescriptions to alleviate these challenges. Using technology as the leverage, cities are using data and technology to make themselves inclusive, smarter, more effective, better connected, and more productive. This smart city concept has been tried and tested in many developed countries like America, UK, and Australia. While smart city concept attempts to integrate social and economic opportunities into the design of the cities, it also advocates sound environmental policy that focuses on greater environmental and energy sustainability (Turcu, 2012).

According to International Labor Office (ILO), it is smart to invest in improvement of accessibility in infrastructures and services rather than spending more money to focus on rebuilding, renovating or redesigning existing inaccessible infrastructure or facility to make them more accessible and inclusive. Taking into account the loss of human capital and opportunity cost incurred due to inaccessibility, economies stand to lose a great deal more when significant groups, such as persons with disabilities are excluded from participation. Importantly, the current city reform aims at ensuring that future cities, towns and basic urban infrastructures and services are more environmentally accessible, user-friendly and inclusive of all people's needs.

In recent years, designers and developers have been encouraged to think more about movement within the city. Accessible design, usable and inclusive design, and universal design are all approaches to design that can make it easier for everyone to use, including people with disabilities and older age. Such concepts focus not only on buildings, transport infrastructure, public space and parks, but also to products, services and facilities that help improve the movement and connectivity of all citizens. As a result, opening up the city

to all by improving the accessibility for all urban residents will involve a wide array of different types of designers.

In this context, there is a need to view inclusivity as an investment in a public good that contributes to effective, sustainable and equitable development for all and not merely an issue of cost or compliance. This will involve fundamental reconsiderations of policies that address the inclusivity especially for people with disabilities, and to focus on measures that contribute to accessibility for all residents.

For example, London has an automated traffic congestion pricing program, using its cameras to log and charge cars entering the central part of the city. In Korea, developers have been building Songdo, a smart city, from the ground up with connected infrastructure and building systems. Singapore has implemented dynamic routing systems for its public buses and installed flood sensors and monitoring throughout the island. Singapore was chosen as the “Smart City of 2018” at the Smart City Expo World Congress in Barcelona, Spain in November. In Barcelona, which is already known for its information technology projects, officials have taken note that being a smart city is as much about serving people as it is about implementing devices. They are now trying to use their technology to improve democratic participation among their citizens.

BACKGROUND

The concept of smart city varies in its application. Some cities prefer to use intelligent to denotes the various application of technology in their services and design. Others have opted to be called digital city or hybrid city to reflect the integration technology in regard to infrastructure, governance, and services Holland, 2008). However, the common understanding of smart city centers around a convergence between people, technology, and services and how technology fosters the inclusivity of people and their environment to search for innovative solutions that are holistic which include creating a smart economy, smart living, smart governance, and smart environment (Donaghy, 2017; Travis, 2017).

Malaysia is taking steps to keep pace with the new initiatives, especially in new developments such as Cyberjaya and Putrajaya near Kuala Lumpur and the Iskandar Region in Johor. Penang intends to release a refreshed Penang Structure Plan 2030, with a key pillar being to transform the state using smart technologies. Shah Alam which is at the forefront of implementing the intelligent city concept in Malaysia has been actively promoting smart city concept. In developing the smart city blueprint, the city is guided by the philosophy of promoting social inclusion and actively engaging citizens and addressing urban challenges using technology as a key enabler. In doing so, the state government allocated RM22mil for the Smart Digital Ecosystem, with RM14mil set aside to develop Big Data Command and Control Centre as well as a Smart Apps Development Platform (Selva, 2016).

In addition to Shah Alam, George Town has also implemented some well-known smart city initiatives. For example, implementing a smart transport grid would allow for real-time adjustment of traffic light timings to improve traffic flow. Improving public bus tracking and monitoring would ease the daily grind for commuters and encourage them to drive less. The city could also improve and automate water use monitoring, waste handling and recycling. They are now trying to use technology to improve democratic

participation among their citizens. Such new idea in smart city development augurs well with the commitment of the new federal government to improve transparency and accountability.

The climate and built environment in Malaysian cities also call for a specific, tailored approach. Since we are in a hot and wet climate, public transport tracking improvements would be beneficial, so that residents are not running or waiting for buses in the sun, or getting wet in the rain. Smart building technology with sensors and shades would allow more efficient air-conditioning use and reduce overall energy costs.
The challenges with making urban areas more inclusive will be plentiful, further compounded by the diversity of Malaysia as a whole with each locality facing different challenges. But as with most issues, it starts with the people. We need to have policies and initiatives to foster smart cities and smart citizens at federal, state and local levels of government.

Local governments need to create the right partnerships among the government, private sector and local communities to make decisions about the best future cities we want and how to realize them. However, With Malaysians quickly adopting new technology, as proven by many urbanites' use of mobile apps, the real barrier to smart city implementation in the country is the lack of data transparency versus a tech-savvy population. In addition to that, the push for smart cities implementation is bogged down by energy and financial costs. Maintaining and supporting a city is becoming more expensive. We may no longer afford bureaucratic methods of governance. Transitioning to a new model requires municipalities to train their manpower and review each new policy to identify its efficacy. Some argue that this is difficult to achieve as they are frequently overwhelmed and understaffed (Norainah 2009).

METHODOLOGY

This study employs qualitative method in which personal interviews were conducted with five senior state government officials. Qualitative research design is more appropriate for exploratory research such as this one because it produces actual words of participants in the study and provide multifacet perspectives on the issue being studied. By adopting a qualitative research design, we are able to gain complex and rich details from individuals who are directly dealing with the smart city implementation. This is crucial because existing literature provides little knowledge about the implementation of inclusive smart city concept in Malaysia.

The study utilizes thematic analysis in anaylzing and interpreting relevant data. The thematic analysis offers an approach to interpret, discover, and report clusters and patterns of meaning related to smart city concept. It also allows researchers to categorize topics that are progressively combined into higher-order major themes, the signficance of which lies in their ability to answer pre-determined research questions. The whole process of data analysis is performed and facilitated by using ATLAS.ti Version 8.

The table below identifies the respondents for the interview.

Table 1: List of Personal Interview

Respondents	Position	Location
One	Director of State Human Resource Department	Alor Star, Kedah
Two	Secretary of Langkawi Municipal Council	Langkawi
Three	Secretary of Sungai Petani Municipal Council	Sungai Petani
Four	Administrator, State Local Authority	Alor Star, Kedah
Five	Head of Smart City Division, Alor Star City Council	Alor Star, Kedah

In the administration of the interview, we have adopted six steps in line what Creswell (2013) suggested.

Table 2: Preparation for the Interview

Step	Item
One	Identifying the respondents
Two	Determinining the type of interview
Three	Utilizing suitable recording tools
Four	Preparing an interview protocol
Five	Pilot testing
Six	Determing the place of interviews

The interview sessions were conducted between April and May 2019. The duration of the interviews were between 30-45 minutes and the respondents were notified of the objective of research prior to the interview. After the interview, researches performed thematic analysis procedures that involve six phases that include familiarizing with data, generating codes, searching for themes, reviewing themes, defining and naming themes, and producing the report. The following table potrays the main themes, sub-themes, and additional sub-themes of the issues being explored.

Table 3: Summary of Themes and Sub-themes

Themes	Sub-themes	Additional sub-themes
1. Inclusivity	2. Context specific 3. People centered 4. Technology as an enabler 5. Promote inclusive development 6. Partnership	i. Specific needs ii. Technology driven iii. Address needs of women, elderly, people with disabilities iv. Collaboration with private sector
2. Governance	1. Policy direction 2. Law and Regulation	i. Budgetary allocation ii. Procurement policies iii. Accessability
3. Implementation	1. Infrastructure 2. Financial 3. Human Capital	i. Physical facilities ii. Financial contraints iii. Shortage of staff
4. Challenges	1. Awareness 2. Existing data on people with disabilities 3. Accessability 4. No benchmark	i. Acessibility for people with physical disabilities ii. Design lack accessibility features iii. Lack of guiding policies/principles

DISCUSSION

There are four major themes derived from the interviews. They include inclusivity, governance, implementation, and challenges. The first theme is inclusivity. Smart city concept that focuses on inclusivity has garnered a lot of attention from academicians as well as practitioners. Malaysia has also taken keen interests in developing smart cities that are more environmentally accessible, user friendly, and inclusive of all people's needs. However, designers and developers of such concept agree that building a smart and inclusive city is highly context specific. This means that the needs of specific communities have to be incorporated into the design of infrastructures and services in the city. This argument augurs well with the

respondents who indicate that city planners have to be sensitive with their own respective communities before implementing smart city concept. However, to do that, city administrators need to have precise data on the deprived groups. According to respondent two, this is an issue with the state government because the state does not have specific information regarding people with physical disabilities or elderly people. As far as gender is concerned, the data is readily available. To develop and design a city that is sensitive to the needs of various citizens especially people with physical disabilities, it is critical that enough information is provided to the city planners so that they can design buildings and other facilities that have accessibility standards for all.

Secondly, all respondents agree that investing in technology guarantees indepedence and autonomy for people that constantly feel alienated and slighted by the existing facilities and services. By having digital technologies that is citizen-centric, cities can now reinforce the participation of everyone irrespective of diverse gender, age, and physical abilities. According to respondent five, the City of Alor Setar has committed to use technology to promote participatory governance. This will ensure that digital barrier will not impede the ability of all people to access products and services offered by the city. Finally, respondents also talk about the important for state and city governments to work together with all relevant stakeholders to develop and design infrastructures that recognize the potential of technology as an enabler yet at the same time has the potential to promote inclusivity that specifically addresses the needs of various communities.

The second theme is governance. All of the respondents agree that for smart city concept to be implemented, there has to be a clear policy direction from the government spelling out the direction to implement smart city. This is critical, as in the words of respondent two, “we do not want to be blamed later if the implementation goes wrong.” Policy direction is also important because it entails monetary allocation. Since the implementation of smart city requires money, it is imperative that government set aside financial allocation to implement smart city concept. For example, the government of Selangor has allocated 36 million in 2017 to implement smart city ideas in its local governments. Many respondents indicated that although they agree with the concept, they feel the implementation will be difficult if financial allocation is not there. In the case of Langkawi, although the state government has indicated its intention to make the city a smart city, but there has been no financial allocation because the state government has yet to pass the blue print for Langkawi to become a digital city. In the words of respondent two, “without the approval of the blue print, the local government does not have financial means to implement smart city concept.”

According to respondent three, the state government is committed to establish itself as the hub for digital city, yet it cannot afford to do it throughout the state. Thus, the implementation of smart city idea will be done in phases and will be based on specific localities and special needs. For example, because Kulim township is set up for industrial area, that local government will be the first city that aims to implement the smart city concept. This is critical because by integrating technology into services, the city will be able to facilitate cooperation among citizens, industries, and government to ensure sustainable social, economic, and environmental benefits. Therefore, financial allocation still dictates the ability of state government to

improve sustainability living of communities through the implementation of smart cities.

In addition to policy, law and regulation are also important for the city administrators to implement smart city concept. Issues of transparency, inclusivity, and bureaucracies continue to be raised by respondents. For example, respondent three opined that procurement process has to be followed if on-line open tender for government projects are to be implemented. He argued that transparency is good but sometimes it can make the job of adminitrators more difficult especially when good regulatory practice (GRP) has to be observed. In addition to that, existing government regulations are not flexible for e-transactions. Complaints keep popping up when customers are not satisfied with the delay of actions by government officials. These delay take place due to old bureaucratic structure that adhere to strict rules and regulations. Furthermore, in regard to accessability, respondent two pointed out that because of income disparity among citizens in the city, there are cases where poor citizens are not able to enjoy smart city initiatives like e-payments or e-services due to the affordability issue. Thus, making every citizen having equal access to technology poses undue contraints on the government due to financial difficulties of the government.

Theme Three relates to implementation. Respondent four indicated that he faced many problems during the implementation of smart city in Sungai Petani. Infrastructure continues to become the stumbling block for effective implementation of smart city. For example, having a digital billboard that could help locals and tourists identify places of interest would be good for tourism industry in the city. However, building a digital billboard is very costly and the city cannot afford to install it. Unless private sector is paying for the billboard, the city cannot afford to have the billboard although it will bring a lot benefits to the city. Secondly, inadequate staff is another issue facing many local governments. Respondent two highlighted that due to shortage of staff, many smart city initiatives cannot be implemented. For example, a web-based designer that updates the progress and actions of the city is important to ensure that citizens can download any relevant information that they seek from the city and address any issues that are deemed important for the city to take. However, employing a web-based designer who is in charge of all the information technology initiatives is costly to some local governments compared to others. Thus, many smart city initiatives cannot be implemented and the city continues to receive complaints online due to the delay in updating information in the website or other relevant issues pertaining to IT matters.

Theme Four is about challenges of smart city implementation. Although smart city concept is still in the infancy stage in Kedah, the state is committed to transform some of the urbanized cities into an inclusive city especially cities such as Langkawi, Alor Setar, Kulim, and Sungai Petani. According to respondent two and three, the state government is currently seeking domestic and international partners to collaborate in its effort to make the state a digital state in the future. This is because financial contraints continue to impede the state's ability to initiatiate smart city activities in many urban areas. Because Kedah is not a rich state, it continues to seek for smart partnership with private sector to develop and transform some of the cities into digital and inclusive city that incorporates technological advancement into its economic, social, and environmental sustainable activities. As in the case of

Langkawi, respondent one revealed that lack of coordination among government agencies also hinder its ability to implement smart city initiatives. For example, because Langkawi Municipal Council is under the jurisdiction of the state government, it cannot initiate smart city activities in areas that are controlled by the federal agency. Thus, lack of coordination sometimes impedes the city's ability to fully digitized its acitivities. Finally, respondent five also addressed the issue of accessability of people of disadvantaged and underprivileaged groups. This is certaintly an issue that merits attention because for the city to be inclusive, it needs to ensure that people of all background can enjoy the benefits of smart city initiatives such as networked government or e-government services.

CONCLUSION

Inclusive smart cities is an important opportunity to ensure transparency, increase accountability, improve accessibility, address social inequality, preserve the environment, combat social ills, and empower citizens. Smart cities making investments in new infrastructure should focus on a framework that creates economic benefits for all including people with disabilities and older people. Inclusive smart cities also can advance essential rights, including decent work opportunities, an adequate standard of living, and opportunities to participate in all aspects of life. Consequently, promoting participatory governance in cities is a prerequisite for developing inclusive smart cities. It is easier to talk about designing a city that fosters the participation of all people, yet translating that design into a reality is easier said than done.

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STRATEGY OF PLANNING OF THE STATE CIVILIANS (ASN) PENSION PROGRAM IN THE OFFICE OF BALAI LATIHAN KERJA (BLK) KOTA MAKASSAR

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Abstract

Retirement is the final in a series of service episodes while working for a State Civil Apparatus (ASN). If after retirement the welfare of a retiree is not much different from when he is still actively serving, then this is certainly what many people aspire to, but if the conditions after retirement change dracstically, then this is what often creates a post power syndrome. This study uses a qualitative approach type of case study with data collection techiniques through in-depth interviews and documentations studies. The result of the studys shows that another problem related to the participation of pension programs is the lack of training programs provided by the governmant to prospective retirees. In the Ministry of Manpower itself which issues a training program to ASN which will enter retirement period, not all retirement candidates are entitled to receive training programs, only by sending one or two representatives of office under the auspices of the Ministry of Manpower as happened at the Makassar BLK office. Only one representative can enter the training program into retirement. The planning strategy for the ASN that will be retired can be viewed from: 1) the participation of the Pension Program and the Old Age benefit Program (THT), where both programs are a unity in the ASN pension system and cannot be separated. The intended Pension Program is Final Salary (defined benefit), Indexed Career Average (ICA) & National Defined Contribution (NDC); strategies in preparing for the retirement include preparing financial planning through projections of savings and or investment, maintraining networking (friendship), maintaining a healthy lifestyle and conducting religious activies

Keywords: Planning Strategy, State Civil Apparatus (ASN), Pension.

INTRODUCTION

The State Apparatus plays an important role in the life of society, nation and state (Malin, Gudaitis, Holt, & Kilger, 2017; Olafsdottir, Bakhtiari, & Barman, 2014; Panić, 1997; A. Paulin, 2019; Rose & Miller, 1992). Retirement is one of the important things in the career path of each State Civil Apparatus *(Aparatur Sipil Negera/ASN)* in the ranks of the government bureaucracy. Compared to before, such as recruitment, coaching, promotion, and so forth. From the point of view of the desired ASN interest, the agreed age as a career level (Akib & Salam, 2016; Amanda, Salam, & Saggaf, 2017; Marini, 2017; Rengifurwarin, Akib, Jasruddin, & Salam, 2018; Saggaf & Salam, 2017; Salam, Rosdiana, Suarlin, & Akib, 2014).

The salary period is the last time in an episode of decades of service for an

ASN (Irwan, Latif, Sofyan, Mustanir, & Fatimah, 2019; Suprapto, Pomalingo, & Akib, 2018). If older retirees are not much different from compilations that are still actively serving, then this is what many people aspire to. However, after experiencing drastic changes, then this is what causes the emergence of post power syndrome.

The urge to reform the ASN and other social security systems took place in many countries (Aguirre, 2016; Grassi & Memoli, 2016; Shegenovna, 2014). The originator is the budget burden, demographic issues and social, economic and political dynamics. If in Europe there is a change in the salary system of civil servants and the massive social security system, then in Indonesia the pressure to reform the ASN salary system occurs because the current ASN recipient system is not relevant to current conditions in terms of policy, budget, finance, welfare, retirement, pension benefits, membership, age limit (Bryson, Buraimo, & Simmons, 2011; Furnham & Wilson, 2011; O'Neill, 2019; Pantazi & Străoanu, 2011; Perugini & Vladisavljević, 2019; Pugsley et al., 2017). Since 1969 until now the Law governing Pension ASN is still approved by Law No. 11 of 1969. However, the consideration of using this law reference allows three times to improve developments related to social and political policies (Aguirre, 2016; Arnold, 2017; Driver, Parsons, & Fisher, 2018; Grassi & Memoli, 2016; Shegenovna, 2014). Many defeats in the recipients' payroll and ENT programs for ASN have made this an omission which ultimately makes it difficult for both pensioners and ENT providers or employers in government, job recipients or ASNs.

On January 15, 2014 Law No. 5 of 2014 was passed on the State Civil Apparatus (ASN). Regulation of the State Civil Service Pension Limits *(Batas Umur Pensiun/BUP)*. One of the most urgent is the provision of Article 90 letter a which determines "Civil servants are honorably dismissed because they have reached the age limit, which is 58 years for Administrative Officers". It is said to be the most urgent because the 58-year age limit is the earliest provision for each ASN. Specific causes that are issued are the world, at its request, streamlining the organization or government policies that request early credit, and do not support competent physicallyand spiritually so that they cannot carry out their duties and obligations.

The State Civil Service Pension Age Regulations (BUP) formalized in several articles of Law No. 5 of 2014 concerning the State Civil Apparatus is presumably one of the policies made for that. Early retirement age is an adult development in the elderly or late adulthood (late adulthood). In Indonesia, in the old age, generally it can still be approved quite productively. Although a person's physical strength at this time began to decline, at this time someone began to reach a peak both career, education and interpersonal relations. It is easy to understand in those days that it is still greater for the ASN for the future with problems. Especially if an ASN still has to pay for their children's tuition, even though the status of financial income increases. Many facts can prove this revised statement. After being appointed retirement, Civil Servants both ASN, Indonesian National Military (*Indonesia*: *Tentara Nasional Indonesia/TNI)* and the Indonesian National Police (*Indonesia: Polisi Republik Indonesia/Polri)* immediately actively join political parties, nominate themselves as Governors, become Regents / Mayors, become DPR members, ask to be appointed ambassadors, become ministers, become members of the company's board of

commissioners, and lay forth. So that means someone's productive period does not mean ending one's future. Only due to factors must comply with the laws and regulations only for the ASN that must be received and exited from the bureaucracy.

The role of a future program that can be used as a guide or plan to provide a strategy for employees needed for the field of training or development that has been provided. The strategy of continuing payment is of course sustainable with a Strategy Management course or commonly called the Menstra where the formulation of strategies is needed to represent programs and activities to make a good strategy.

Based on the description above, I am making the author feel interested in researching "Strategy for the State Civil Service Pension Program at the Makassar City Training Center (BLK) Office".

RESEARCH METHODS

This study uses a qualitative approach, namely a research approach carried out through observation to obtain observations and obtain information on a particular problem in depth about the planning strategy for a special ASN pension program at the State Civil Apparatus of Makassar City Training Center.

The research location is where researchers can capture the actual state of the object to be studied (Creswell & Clark, 2017; Creswell & Creswell, 2017). The location of the study is in the Makassar City Training Center *(Balai Latihan Kerja/BLK)* Office which is one of the government agencies in Makassar City that has a State Civil Apparatus.

Based on the conceptual framework that has been made, the research design used by the author is a qualitative research design that can be seen in Figure 1.

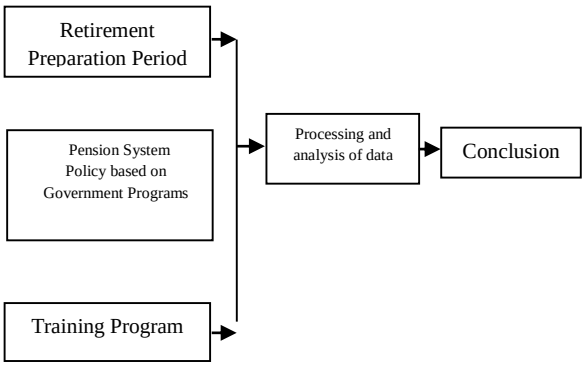

Figure 1. Research Design Scheme

Data collection is intended to obtain relevant and accurate materials. Triangulation in a study is important if the researcher wants accurate data. Sugiyono (2013), that triangulation is interpreted as a technique of collecting data that is a combination of various existing data sources. For this reason, researchers use triangulation techniques in collecting different data to obtain data from the same source. The researcher used three data collection techniques described as follows: Observation, Interview and Documentation.

To analyze the data in this study using Model Miles and Huberman data analysis techniques. Data is collected in the form of transcripts from the recordings and reflective notes to give an overview of the atmosphere, attitudes, and emotions of the informant. The steps of data analysis according to Miles, Huberman, & Saldaña (2014), which consist of three stages of activity namely: Data Reduction, Data Presentation and Conclusions.

Miles and Huberman state that from data collection, a qualitative analyst begins to look for the meaning of objects, records order, patterns of explanation, possible configurations, paths of causation, and propositions. Miles and Huberman further stated that a competent researcher would loosely handle the conclusions, remain open, but conclusions have been provided,

initially unclear, but then increase to more detailed and deeply rooted.

This qualitative research activity, concluding can only take place when the data collection process takes place, and then the reduction and presentation of data is then carried out. It's just that this needs to be realized that the conclusions made are not as a conclusion. This is because after the inference process, the researcher can verify the findings back in the field. That way, conclusions can be taken as a trigger for researchers to further deepen the process and interview.

RESULT AND DISCUSSION

The Civil Apparatus Office of the Makassar City Training Center is based on data obtained by the BLK Office, amounting to 114 people. Consisting of the State Civil Apparatus (ASN), Prospective State Civil Apparatus (CASN) and Honorary. Of the 103 State Civil Apparatus there are 6 Employees who receive the Pension Age Limit (BUP) policy. Regarding the number of employees of the Makassar City BLK Office are presented in table 1.

Table 1. Number of BLK Office Apparatus in Makassar City

Gender	PNS	CPNS	Honorary	Total
Laki-laki	78	1	3	82
Perempuan	25	1	6	32
Total of 103		2	9	114

Source: BLK Office in Makassar City

The presentation of data from the results of this study was obtained from the results of direct interviews between the author and several informants and other data that could support this research.

The data that the writer presents relates to the Planning Strategy for the State Civil Apparatus Pension Program at the Makassar City Training Center Office. This research is motivated by the desire to understand the contingency of the strategy of policy, budget, pension program, the retirement age limit for civil servants and submission for pensions in the Makassar City Training Center (BLK) Office, in the framework of Law No. 5 of 2014 concerning State Civil Apparatus. It aims to determine the best strategy in implementing legislation for the long term to achieve improved performance, effectiveness, efficiency, and productivity of the State Civil Apparatus in working under this ASN Law.

The many errors in the practice of implementing pension programs and ENT programs for ASN so far have made this an omission which ultimately makes it difficult for both the providers of pension programs and ENT or employers, namely the Government and recipients of work or ASN.

Retirement Program Participation

1. Review of the Retirement Program Theory

The pension program is based on the theory conveyed by Ando & Modigliani (1963) about "Life-Cycle Hypothesis" which emphasizes the relationship between productivity, income, and consumption. In this theory the human life cycle is divided into three time dimensions: 1. a period of low productivity; 2. a period of high productivity; 3. the period of productivity decreases. The period of low productivity is experienced by newborn people to earn income after completing education. A high productivity period is achieved after someone enters the workforce until retirement, which is approximately 20 years to 55 or 60 years old. While the period of productivity decreased experienced by people entering the age of 55 or 60 years, namely when entering retirement until death.

When productivity is low, a person who has not entered the workforce will be supported by his parents or family. At the age of high productivity, one is expected to not only be able to earn income for daily consumption costs but also be expected to set aside a portion of his income for the future, namely when entering retirement which results in them not receiving income from their company or workplace. Whereas in the period of productivity decreases where they have left their jobs so they do not earn any more while consumption activities to fulfill their daily needs are needed. In this period the pension program has the role of providing income continuously to the participants of the pension program even though they are no longer working. Thus the welfare after entering retirement period is maintained even though it does not receive salary or wages but is replaced by receiving funds from the pension program.

The pension program has three functions, namely: savings, insurance, and pension itself. Pension programs function savings because retirement program participants to be able to enjoy income in the form of pension funds in retirement must regularly pay by deducting the income they earn so that they receive income after deducting pension contributions. Also, in the pension program, sometimes there is a contribution of pension contributions given by the company to its employees to alleviate the burden on employees while at the same time increasing employee welfare and loyalty.

The retirement insurance function program in the pension plan contains the intention of protecting someone who follows a pension program from the risk of not receiving income after leaving the company so that they don't get a salary anymore. By joining the pension plan they will avoid the risk of not receiving any income at all but they will get regular monthly income back from the company or financial institution that holds a pension program for themselves. In addition to attracting someone to join a pension program, there are financial institution companies, especially life insurance, that protect those who follow the pension program but have not reached their retirement age, so the monthly contributions that have been borne by the participants will be replaced by the insurance company. Finally, the function of the retirement pension program itself where the participants of the pension program after retirement will get the benefits of receiving monthly routine a certain amount of money until they leave the world. Thus the retirement program participant will not experience his life misery after leaving the company because he is retired because he will receive income regularly from his participation in the pension program.

2. Benefits of the Pension Program

The implementation of a pension program is not only beneficial for employees who are included in the pension program, but pension programs can create positive impacts on the environment in which employees are located. In this paper, the benefits of the pension plan will be presented, which are reviewed from: a. Employee; b. Company; c. Government.

3. *Benefits of Pension Programs for Participants*

The direct benefits of administering the pension program are of course enjoyed by participants of the pension program. There are several benefits that can be enjoyed by participants in the pension program, including: guaranteed income sustainability, saving discipline, and tax facilities. Of the three benefits that are most expected from the participants of the pension program is a guarantee of continuity of income, namely participants in

the pension program will always get income every month even though they are no longer working at the company.

The continuity of this income is of course very important because the necessities of life for someone who has retired are not non-existent but sometimes it is even greater because usually people who have retired will experience health problems so that sufficient funds are needed for those needs. The burden of the family of the participant of the pension program who has entered retirement because it does not depend too much on their needs for their children, relatives or other families.

The participants of the pension program indirectly have benefited from a pension plan that requires them to set aside a portion of their income every month during work to be enjoyed in retirement. This is because if there is no pension plan and requires them to deduct a portion of their income from the pension program, it is difficult to implement because to be able to provide a pension guarantee personally by saving each month most people experience difficulties.

The last benefit that can be enjoyed by participants in the pension program is the ease of taxation. To encourage the development of the number of participants in the government pension program through the directorate general of taxes, it has given relief in the form of income tax on pension funds when receiving the benefits of the pension program. This policy is of course beneficial for participants in the pension program because the funds they invest in the pension program can be more developed than if the imposition of taxes is paid up front.

3. *Benefits of Pension Programs for Employers.*

Addition to participants in the pension program, they also provide benefits to employers, including: 1. Maintaining quality workers; 2. Build a positive image; 3. Establish a conducive work climate.

One of the attractions for prospective workers in finding work is the availability of pension program facilities. By holding a pension plan the company will be able to find a qualified workforce considering that most prospective workers will find a place to work that organizes a pension program including prospective qualified workers. With a pension plan the company that organizes a pension program will find it easier to retain qualified workers because they will feel safe until retiring or entering retirement at the company where they work. By having quality personnel, the company will be able to increase its competitiveness so that profits will continue to be even increased even though the company is also burdened with spending on pension plans for its employees.

The pension program organized by the company will also enhance the company's positive image because by providing pensions to employees who have worked for a long time until retirement. The company is considered not to forget the services of employees or the company will avoid negative judgments that only want to enjoy the benefits when employees are still productive and forget about it when they are no longer productive. Companies with positive image will encourage all parties to feel proud to be part of the company, including active employees and retired employees.

The last advantage that can be achieved by companies that hold pension programs is the creation of a conducive atmosphere in the corporate environment. This is because employees are no longer preoccupied with the shadow of the future that is uncertain or always hopes to get a job in another company that provides certainty for the future so that the work atmosphere in the company does not

create peace for employees. But with the existence of a pension plan employees will feel solid in a career in the company and they can devote all their abilities to be donated to the progress of the company that has provided certainty for its future.

4. Benefits of the Pension Program for the State

Finally, the implementation of the pension fund program also provides great benefits for the State. With the existence of a state pension plan, it is no longer necessary or must provide funds for the welfare of workers who have retired because they have received retirement regularly so they can finance their own needs.

With the existence of the pension program there are also substantial funds available that can be used to implement development programs nationally so that they can improve the welfare of society at large. The availability of funds for development can also increase economic growth, expand employment and increase national income.

The availability of adequate funds, some of which are obtained from the collection of pension programs, can also reduce the burden on the State which must seek loans or foreign aid which in turn can also burden the State because they have to pay the principal and interest. So the implementation of the pension program will be able to encourage the independence of the State from foreign assistance.

The pension program consists of quitting work to start a new life as a retiree. An attempt to overcome the cessation of work and the thought of what would be desired to live as a pensioner is by preparing activities that make it possible to enjoy retirement using available free time. If discussing a planning program such as holding training for retired BLK also provides a pension program.

From several key informants it was concluded that the Ministry of Manpower provided a special training program for prospective retirees to build and motivate retirees to have more careers. The following is an example of an existing pension program:

a. Final Salary (defined benefit)

This program is also known as a final salary program or defined benefit, where a pensioner will get a pension benefit that is calculated based on his tenure and final salary before retiring. Once paid, the amount of the pension benefit will still be guaranteed payment up to the time specified in the insurance contract. A method by which contributions collected from participants will be posted into the program and invested in such a way as to be sufficient to pay the relevant pension benefits at maturity in the future without requiring additional contributions. So, the required contributions depend on the pension benefits that must be paid in the future when the participant retires.

b. Indexed Career Average (ICA)

In this career index average program, a retiree will receive a pension benefit that is calculated based on the length of service and the average income of the retiree during work. Once paid, the payment will continue to be guaranteed by the insurance contract. In some other countries, this program is also called Care or Career Average Revalued Earnings (average income received during a career).

c. National Defined Contribution (NDC)

Retirement benefits earned in this program depend on the number of contributions paid and returns based on the national assets, which are not invested and the development of national portfolios can be traced. Calculation of pension premium

investment is based on annuity factors that adjust to the level of market annuities. Once paid, the amount of the pension benefit is guaranteed by the insurance contract. The NDC program is also intended to overcome two existing weaknesses, namely to improve fairness, pension benefits should be based on all income during a person's job career (not the last income or average income for the past few years) and to improve sustainability, the design should produce a burden or costs that are more easily controlled and predictable.

Improving the level of public health has an impact on the increasing life expectancy of the Indonesian population. This condition has an impact on the longer age of retirement participants. The longer the age of retirement participants means the longer the period of receiving pension benefits. The length of the period of receiving benefits also affects the beneficiaries of the connection, namely benefits for pension widows/widowers and children who are dependent.

Another problem related to the participation of pension programs is the lack of training programs provided by the government to prospective retirees. In the Ministry of Manpower itself, which issues a training program to ASN that will enter retirement, not all prospective retirees have the right to receive training programs, only by sending one or two office representatives under the Ministry of Manpower as happened at the Makassar BLK office, only one representative who can join the retirement training program. The Ministry of Manpower of the Republic of Indonesia issued a training program for employees who will enter the Pension Preparation Period (MPP), especially for Employees at the Industrial Job Training Center, one form of entrepreneurship and livestock raising, so that retirees can start a new life in retirement. For example entrepreneurship and or start farming.

It is very interesting if the training program provided is also in line with the skills they have, for example at BLK offices that have the ability and knowledge in the field of Automotive to be able to open workshops that are privately owned, and beyond that can open up employment opportunities for others.

Strategies in preparing for retirement include: (a) prepare financial planning through projections of savings and or investment, (b) maintaining networking (friendship), (c) maintaining a healthy lifestyle and conducting religious activities.

Context of the three strategies preparing for retirement if it goes well then someone who enters retirement will not experience post power syndrome.

CONCLUSION AND SUGGESTION

Given the importance of the continuity of income to retirement for all employees, it is the duty of every party, both employees, employers and the government to fight for a pension program so that the welfare of employees in retirement can be guaranteed. For the State Civil Apparatus covered by the Ministry of Manpower to provide pension programs that lead to the skills possessed by each employee to realize the expertise of the employees it is not too difficult for retirees who are elderly. Especially for private companies that have a degree of uncertainty about the viability of a pension program, it will become increasingly beneficial for employees if termination of employment is to be done. To not be too burdensome to the burden of the employer, the pension program must also be part of the responsibility of the employee with the willingness to deduct a portion of his income from the pension program or increase his periodic income but not directly deposit it into the pension program.

To reduce the risk of the number of

retired employees experiencing post power syndrome, it is necessary to carry out planned socialization so that the pension program can be understood and accepted by the wider community, which in the end they can become participants in the pension program.

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TOURISM DESTINATION DEVELOPMENT POTENTIAL TONGKE-TONGKE MANGROVE FOREST SINJAI REGENCY, INDONESIA

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Abstract

This study aims to analyze and explain about the potential development of tourism destinations Tongke-Tongke Mangrove Forest Sinjai Regency. The research method used is quantitative descriptive. The results showed that Tongke-Tongke Mangrove Forest has a decent tourism potential to be developed in the 4A aspect, namely 1) Atraction, which includes nature and culture in the tourism area of Tonge-Tongke Mangrove Forest which is interesting and valuable to see and visit; 2) Accessibility, everything that supports accessibility such as transportation, transportation and transportation modes to the tourism destinations of the Tongke-Tongke Mangrove Forest; 3) Amenities, tourism support facilities play an important role in facilitating and providing comfort to tourists while visiting Tongke-Tongke Mangrove Forest ; 4) Ancillary Service, supporting facilities that exist in tourism destinations in the Tongke-Tongke Mangrove Forest, for example Banks, Hospitals, Telecommunications and the like.

Keywords: Tourism Destinations, Development Potential, 4A (Atraction, Accessibility, Amenities, Ancillary Service)

INTRODUCTION

Entering the 21st century The tourism sector has experienced continuous expansion and diversification and has become one of the largest and fastest growing economic sectors in the world. Data from the United Nations Organization for Tourism / United Nations World Tourism Organization / UNWTO (UNWTO Tourism Highlight, 2014), shows that the tourism sector's contribution to the world Gross Domestic Product is 9 percent, 1 in 11 jobs created by the tourism sector, contributing to value world exports amounted to USD 1.4 trillion, equivalent to 5 percent of exports that occur in the world.

Tourism in Indonesia according to Law Number 9 of 1990 concerning Tourism Article 1 (5) is everything related to tourism and businesses related to it. The achievements of Indonesia's tourism development in the period 2010-2014 include contributing as much as 4 percent to the National Gross Domestic Product (GDP) (ranked the 4th national foreign exchange earner after oil and gas, coal and oil palm). With the absorption of 10.13 million workers and generating national foreign exchange of 10 billion USD (2015-2019 Tourism Industry Development and Destination Development Plan).

To improve tourism competitiveness and increase the number of tourist visits to

Indonesia, the central government issued Government Regulation) of the Republic of Indonesia Number 50 of 2011 concerning the National Tourism Development Master Plan for 2010-2025 and set a regional map for development of 222 (two hundred twenty two) Development Areas National Tourism (KPPN) at 50 (fifty) National Tourism Destinations and 88 (eighty eight) National Tourism Strategic Areas (KSPN) which can be seen in Figure 1.

Source: National Tourism Development Master Plan 2010-2025
Figure 1.

Regional Development Map 222 (two hundred twenty two) National Tourism Development Areas (KPPN) at 50 (fifty) National Tourism Destinations and 88 (eighty eight) National Tourism Strategic Areas (KSPN) Sinjai Regency is included in the 165th National Tourism Development Zone (KPPN) which is in the National Tourism Destination (DPN) Makassar-Takabonerate and its surroundings. Sinjai Regency as one of the regencies that have the potential of the ocean, land and mountains with an area of 223 km2 and has a population of 241,208 people, which holds the potential of a promising tourism destination. The tourist attraction of Sinjai Regency which has been outlined in the Master Plan for Tourism Development in South Sulawesi Province is the Tongke-Tongke Mangrove Forest.

At first the mangroves were planted by the surrounding community of Sinjai District for the protection of waves and strong winds. Mangrove seeds are obtained from the high seas when people go out to sea on the high seas and are then taken to be planted around people's homes. Mangrove planting in this era is still limited due to the difficulty of getting mangrove seeds. But behind that limitation, the community succeeded independently in creating a mangrove ecosystem that benefits could be felt.

In the 1940s the mangrove forest planted by the community independently was damaged due to coastal abrasion. This damage has occurred for 40 years. In 1985, the community formed a farmer group I Cinta Indonesia (ACI) to carry out 15 hectares of mangrove planting activities together, where the planting was divided into various blocks which were maintained by one family head on each block. In the 1990s, the community succeeded in bringing about change and being able to benefit from mangrove forests.

At present, communities, especially on the coast of Sinjai Regency are increasingly aware and understand the importance of the existence of mangrove ecosystems in the coastal area. The manifestation of public awareness is to continue to plant and develop mangroves and provide information about the importance of protecting the environment for every visitor. In 2003 the area of mangrove forest in Sinjai Regency reached 786 hectares and then in 2005 it was 843 hectares. Furthermore, in 2011 the mangrove forest area of Sinjai Regency reached 1,157 hectares.

Tongke-Tongke Mangrove Forest located in Tongke-Tongke Village, East Sinjai District. This mangrove forest is a central area for mangrove restoration and learning with an area of 173.5 hectares. The expanse of natural growing mangrove forests such as Avicenia sp., Nipa fructicans and Rhyzophora sp can be enjoyed on foot through sturdy bridges of ironwood which form long passageways that are connected. With all the natural uniqueness possessed by Sinjai Regency

as the basic potential of tourism that has been established and becomes an integral part of tourism development and becomes an image of national tourism attraction.

RESEARCH METHODS

Research design

The type of research used is mixed methods. This study uses a research method combination model or sequential explanatory design that is a combination method that combines quantitative and qualitative research methods in sequence. This approach is more complex than simply collecting and analyzing two types of data, and also involves the function of the two approaches collectively so that the strength of this research as a whole is greater than qualitative and quantitative research (Creswell, 2013: 5).

Research sites

The location of this research is at the Sinjai Regency Tourism and Culture Office located on Jl. Jenderal Sudirman, Balangnipa, Sinjai Utara Sinjai Regency, South Sulawesi. This research was also carried out in the tourism destination of the Mangke-Tongke Mangrove Forest. Tongke-Tongke Village, Sinjai Timur District, Sinjai Regency.

Data collection technique

The data collected consists of primary data and secondary data. Primary data was collected through field observations, interviews, questionnaires, and documentation. Then secondary data is obtained from reading material, library materials and research reports related to integrated tourism destination development strategies. Like the Master Plan for Tourism in Sinjai Regency Year 2018-2033, Data from the Central Statistics Agency, Data on the Tourism and Culture Office of Sinjai Regency, and Data from Tongke-Tongke Village.

Data analysis

The data analysis technique used in this research is quantitative descriptive with frequency table method, which is analyzing data by describing data that has been collected and presents in the form of numbers without intending to make generally accepted conclusions. The formulas used to analyze.

$$P = \frac{f}{n} x\ 100\%$$

Information:

P = percentage (%)

f = frequency

Then the data analysis technique is carried out using qualitative methods to prove, deepen and expand quantitative data. In analyzing the data, the researcher refers to several stages described by Miles and Huberman (Moleong, 2001) consisting of several stages including data collection through interviews with key informants, data reduction, data presentation, and conclusion drawing.

RESULT AND DISCUSSION

Karyono (Hanief & Pramana, 2018) stated that the development of tourism destinations must include the main components, namely Atraction, Accessibility, Amenities, Ancillary Service. To express the potential of tourism

destinations in Tongke-Tongke Mangrove Forest in Sinjai Regency, it will be reviewed based on 4A indicators, namely Atraction, Accessibility, Amenities, Ancillary Service.

Atraction

According to (Inskeep, 1991) there are several tourism components that always exist and are the basic components of tourism. Where these components interact with each other. One of these components is a tourist attraction. Tourist attractions are all interesting and valuable things to visit and see (Pendit, 1999).

In Law No. 10 of 2009 concerning tourism, everything unique, beautiful, and value in the form of the diversity of natural resources, culture, and man-made products that are the target or destination of tourist visits is called tourist attraction in English known as Tourist Atraction.

Hanief and Pramana (2018: 77) use the term attraction as a translation of an attraction which means everything that has an attraction, both public places and activities that can attract tourists to come to travel. As a place that offers attractions, according to Walsh-Heron and Stevens tourist destinations have special features in a region as a place to vacation, with the following criteria:

a) Something that attracts tourists who are different from their place of origin where tourists can do activities according to their wishes.
b) Provide exciting and exciting experiences, the satisfaction of visitors/tourists to spend their vacation time.
c) Developing potential knowledge/education.
d) Presenting tourist attractions, giving pleasure to tourists.
e) Possibility of paying during his visit

According to Bafadhal (2018), attractions are very important, without the tourist attractions, they will not be motivated to go to a particular destination. Attractions are elements in a product that attract decisions made by tourists to visit one particular destination rather than another. Soekadijo, (1996) suggested several conditions that must be met in the development of tourism, namely activities and objects which are attractions should be in good condition

Indonesia has the largest mangrove ecosystem in the world and has the highest biodiversity. Mangrove forests are generally found throughout the Indonesian coast that lives and develops in locations that have a relationship with the influence of tidal influences that seep into the river flow along the coast (Tarigan, 2008). With a coastline length of 95.181 km2, Indonesia has a mangrove area of 3,489,140.68 ha (in 2015). This amount is equivalent to 23% of the world's mangrove ecosystem, which is from a total area of 16,530,000 Ha. Of the total mangrove area in Indonesia, it is known that an area of 1,671,140.75 ha is in good condition, while the remaining area is 1,817,999.93 ha broken. Therefore, attention to the mangrove ecosystem needs to be improved (PPDI Ministry of Environment and Finance, 2017)

The mangrove forest is one of the natural resources that must be managed well. In Sinjai Regency there are mangrove forests which are the result of community self-help. This area has been determined through Regional Regulation No. 8 of 1995 as a protected area. Based on the research of Halidah & Anwar (2008) the most widespread distribution of mangrove forest in Sinjai Regency is in East Sinjai District, which is as much as 70% or covering 690 ha which

includes Samataring, Tongke-Tongke, Panaikang, Pasimarannu Dan Sanjai. The extent of the spread of mangrove forests in Sinjai Timur District is caused by coastal communities understand and are aware of the functions and benefits of mangrove forests as a source of livelihood so rehabilitation efforts to increase the area of mangrove forests are always carried out either independently or participate in rehabilitation activities.

Kusumedi's (2005) study stated that 93.3% of the people in Tongke-Tongke Village had understood the functions and benefits of mangrove forests, and as many as 70% of the people were involved in mangrove forest rehabilitation activities, and 83% of the people carried out rehabilitation which was motivational. Alone and the rest is the influence of other people's encouragement.

Based on the Atraction diagram of Tongke-Tongke Mangrove Forest in Sinjai District, the majority of visitors are aware that the Tongke-Tongke Mangrove Forest has the potential to be used as a tourist destination that has a characteristic with the natural scenery of Mangrove Forests. Based on the Master Plan for the Development of Tourism of Sinjai Regency Year 2018-2033), the Tongke-Tongke Mangrove Forest has an area of around 173.5 hectares and is used as a center for mangrove restoration and learning. The Tongke-Tongke Mangrove Forest with its rich forests is dubbed the South Sulawesi Mangrove Laboratory.

Tongke-Tongke Mangrove Forest also has a characteristic that is the main attraction, namely Ryzhopora Mucnorata sp. Mangrove, Avicenia sp with the name of local fire-fire, and Nipa Fructicans. Besides having various types of mangrove plants, Tongke-Tongke Mangrove Forest can also pamper tourists with a panoramic view of blue sea water decorated with views of Pulau Sembilan. Tourists can go along the ulin wood bridge which forms alleyways that are connected and enjoy various foods and drinks in the floating café.

Data from the Sinjai District Tourism and Culture Office, receipt of retribution funds for tourism destinations Tongke-Tongke Mangrove Forest exceeds the target set in 2018 with an increase of 1010.50%. With the number of tickets sold in tourism destinations the Tongke-Tongke Mangrove Forest until June 2018 amounted to 29,300 with as many as 25,900 adult tickets and 3400 children's tickets.

Tongke-Tongke's Mangrove Forest has enormous potential to be developed. If managed properly, it will provide enormous benefits to the surrounding environment. Patang (2012) concluded that one of the Tongke-Tongke Mangrove forest management strategies is to further enhance the role of community organizations and empower the community more, the need for technological touch, and involve the community in every policy making. Sani & Mursak (2018) management of tourism in the Tongke-Tongke Mangrove Forest needs to be properly identified and implemented.

Accessibility

According to Law Number 10 of 2009, the Tourism Destination Areas, from now on referred to as Tourism Destinations, are geographical areas that are in one or more administrative regions which include elements of tourist attraction, tourism facilities, accessibility, communities and tourists that are interrelated and complementary for the realization of tourism activities.

Inskeep (1991) and Gunn (1988) include accessibility as an aspect of tourism facilities in the tourism component. Hanief and Pramana (2018: 29) incorporate accessibility into the components of tourism destinations where Karyono (Hanief & Pramana, 2018: 30) defines accessibility as everything that supports accessibility such as transportation systems, transportation lines, airport facilities, terminals and transportation modes.

Government Regulation Number 50 of 2011 concerning the 2010-2025 National Tourism Development Master Plan Article 1 paragraph 9 states that tourism accessibility is all types of transportation facilities and infrastructure that support the movement of tourists from the origin of tourists to tourism destinations.

Based on the Accessibility diagram, Tongke-Tongke Mangrove Forest belongs to the "good" category. Based on data from the Sinjai Regency Tourism Development Master Plan Year 2018-2033) explained that the distance of the Tongke-Tongke Mangrove Forest from the city center of Sinjai Regency is around 8 Km with a travel time of about 18 minutes. The length of district roads in Sinjai Regency until 2017 is 1,256.91 km, where road conditions are heavily damaged along 147.48 Km. Whereas provincial roads in Sinjai Regency are 95.940 Km long with 43,040 Km of damaged condition. Data on road length according to the type of road surface in Sinjai Regency in 2017 are as follows:

Table 1

Road Length by Type of Road Surface in Sinjai Regency in 2017

No	Type of Road Surface	Provincial road	District Street
1.	*Asphalted*	95,940	558,80
2.	*Gravel*	-	303,65
3.	*Soil*	-	65,37
4.	*No Description*	-	329,09
Total		95,940	1.256,91

Source: BPS Sinjai District, 2018

Based on these data shows that the existence of road access in supporting tourism activities in Sinjai Regency in general is quite adequate. In addition to the availability of long roads, road conditions also play an important role in providing comfort for tourists. Data on road length

according to road conditions in Sinjai District in 2016 are as follows:

Table 2

Road Data According to Road Conditions in Sinjai Regency in 2018

No	Type of Road Surface	Provincial road	District Street
1.	*Good*	29,100	486,10
2.	*Medium Level*	23,800	221,24
3.	*Bad*	43,040	402,09
4.	*Critical*	-	147,48
Total		71,800	1.256,91

Source: BPS Sinjai District, 2018

Based on the results of research on road conditions to tourism destinations, Tongke-Tongke Mangrove Forest is also quite good. However, there are several accessibility facilities that still need to be improved based on advice from tourists. Signposts need to be enlarged and clarified again to make it easier for tourists to reach these tourism destinations. And also public transportation facilities are needed to make it easier for tourists who want to go to tourism destinations in the Mangke-Tongke Mangrove Forest.

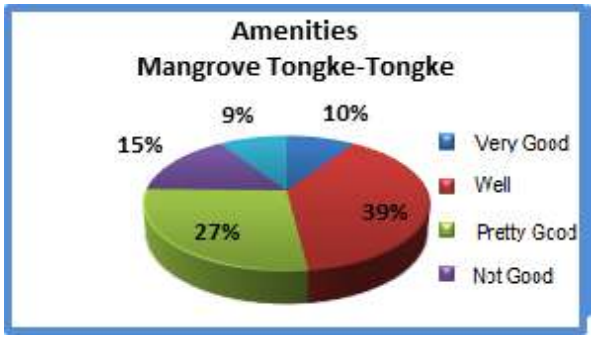
To increase tourists' interest in traveling to Tongke-Tongke Mangrove Forest as a quality destination, integrated and adequate connectivity is needed. Transportation connectivity plays an important role in the development of a destination which will subsequently have a growing impact on the number of tourist visits so that it can create several challenges related to infrastructure and transportation capacity. On the other hand, if a destination has inadequate connectivity then the destination will certainly be difficult to reach so that fewer tourists will come to visit.

As a strategy to increase tourist interest, the existing connectivity must be able to reach all the attractions in Tongke-Tongke Mangrove Forest safely, comfortably and easily. The availability of land transportation modes can be a focuson developing accessibility so that overall connectivity is designed to improve the quality of tourist trips.

The ease of accessibility can also extend the length of stay of tourists because they can have a strong interest in exploring destinations through trips that they can design more mature. Therefore connectivity must be able to support the pattern of travel in the Tongke-Tongke Mangrove Forest.

Amenities

Essentially amenities are basic facilities such as ultilitas, roads, transportation, accommodation, tourism information centers, and shopping centers are provided to make tourists visiting tourism destinations feel comfortable and happy. French (1996) states "basic facilities required by tourists. "The amenities are not an attraction for tourists, but with a lack of amenities will make tourists avoid certain destinations). Amenities are needed as an important element in tourism activities (Damanik, 2018).



Based on the diagram of the Amenities of Mangrove-Tongke Mangrove Forest, it is good, but still needs to be improved. The availability of tourism support facilities plays an important role in facilitating and providing comfort to tourists while visiting the Tongke-Tongke Mangrove Forest.

Regarding accommodation that must be paid by tourists, the amount of the entrance fee is in Tongke-Tongke Mangrove Forest, which is adult IDR 5,000 / person and children IDR 3,000 / person according to Regional Regulation No. 6 of 2017) on Retribution for Recreation and Sports Places.

One of the Regional Device Organizations (OPD) that directly provides information about tourism destinations is the Sinjai District Tourism and Culture Office. By utilizing technological developments, the Sinjai District Tourism and Culture Office disseminates information on tourism destinations in the Mangrove Forest Tongke-Tongke through a website portal, Intagram and various other social media. Also, the Sinjai Regency Tourism and Culture Office distributed leaflets related to tourism destinations in Sinjai Regency.

For now, the Tongke-Tongke Mangrove Forest tourism destination has not provided hotel/lodging facilities. They are taking into account the distance of the Tongke-Tongke Mangrove Forest from the center of Sinjai City, about 8 Km with a travel time of about 18 minutes. Where the center of Sinjai City offers quite a lot of services for Hotels / Inns, restaurant/ Restaurant Facilities in Tongke-Tongke Mangrove Forest are available at Floating Café at the end of the bridge with views of the sea and the Pulau Sembilan cluster. Tongke-Tongke Mangrove Forest also provides worship facilities, namely mosques because the majority of the population and tourists are Muslim.

However, there are several things that are recommended by tourists, namely the availability of public toilets that maintain cleanliness and beauty and are free of charge because tourists have paid fees for retribution.

a. *Ancillary Service*

Tourism development refers to tourists' perceptions that need to be known so that in developing tourism facilities it can be more easily directed so that tourism facilities can be more optimal (Rusnaeni, 2013). Ancillary Services include Banks, Hospitals, Telecommunications and the like in the tourism destinations of the Mangke-Tongke Forest.

Based on the Ancillary Service diagram in the tourism area Tongke-Tongke Mangrove Forest in Sinjai Regency is one of the varied dimensions where tourists who are sampled in this study are in all assessment categories. Where as

many as 11% of tourists stated that Ancillary Service (Support Facility) of the Tongke-Tongke Mangrove Forest is in the Very Not Good category, this is what needs to be considered in carrying out tourism development.

This was also revealed in the study (Salim, Maulany, & Barkey, 2018) which states that some supporting facilities are still lacking and not sufficient for tourism activities in Tongke-Tongke Mangrove Forest so it needs to be added, such as bird observation towers, gazebos, interpretation boards and craft stalls. Karlina (2011) states that supporting facilities are needed to support tourism activities such as wooden boats, observation towers for bird watching and animal watching, shelter, information booths, and interpellation boards.

Supporting facilities at tourism destinations Tongke-Tongke Mangrove Forest is not yet available in the tourism area. But seeing the location of the Tongke-Tongke Mangrove Forest which is close to Sinjai City, can allow tourists to get the facility. To date there are 7 (seven) banks operating in Sinjai District which are equipped with 22 Branch Offices, Sub-Branch Offices, Cash Offices and Mobile Cash, as well as 41 Automated Teller Machines (ATMs) spread throughout the Sinjai Regency.

In Tongke-Tongke Village there are health facilities, while the distance from Tongke-tongke Village to the Puskesmas / Baringeng Assistant Health Center is 3.00 km with a travel time of about 8 minutes if taken by four-wheeled vehicles.

In tourism destinations the Tongke-Tongke Mangrove Forest in Sinjai District has telephone connection facilities by PT. Telkom and cellular telephone networks that are currently provided by cellular network operators that can be accessed throughout the sub-district. The community also provides a role in supporting the availability of telecommunications facilities, one of which is by providing kiosks for the sale of pulses and internet packages.

CONCLUSION

Tourism Destinations Tongke-Tongke Mangrove Forest in Sinjai District has the potential to be developed based on 4A (Atraction, Accessibility, Amenities, and Ancillary Service). Mangke-Tongke Mangrove Forest has Atraction which is its trademark, namely Ryzhopora Mucnorata sp. Mangrove, Avicenia sp with local name api-api, and Nipa Fructicans. Tongke-Tongke Mangrove Forest can also pamper tourists with a panoramic view of the sea water which is decorated with views of the Pulau Sembilan cluster. Tourists can go along the ulin wood bridge which forms alleyways that are connected and enjoy various foods and drinks in the floating café.

The existence of road access in supporting tourism activities in Sinjai Regency in general is quite adequate. The distance between Tongke-Tongke Mangrove Forest from the city center of Sinjai Regency is around 8 Km with a travel time of about 18 minutes. Look at the data. Supported by Amenities and Ancillary Service that provide supporting facilities and support for tourism destinations The Tongke-Tongke Mangrove Forest plays an important role in facilitating and providing comfort to tourists during their visit. But there are some things that need to be considered such as the availability of comfortable public toilets and public transportation.

Tongke-Tongke Mangrove Forest Tourism Destinations should hold tourism activities where tourists are invited to take

part in tourism activities such as tourists who are frozen and guided by tour guides who provide education on mangroves, plant mangrove seedlings and interesting things to increase the number of tourists visiting and providing new experiences and knowledge to tourists.

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AN ECONOMIC VALUATION OF FRESHWATER ECOSYSTEM SERVICES IN LAWIS RIVER SPRING: TOWARDS A COMMUNITY-BASED SUSTAINABLE TOURISM

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Abstract

Lawis River Spring is a freshwater ecosystem that provides cultural and environmental services where people can enjoy. This is a common resource where anyone can freely access the services provided. Currently, many people from Iligan City and neighboring places visit Lawis River Spring to enjoy swimming and spend relaxation time. There are cottages and stores in the area. As a result, generation of solid wastes specifically on cottages that were used by the public is one of the concerns. Since there is no entrance fee imposed in this area, the ecosystem services provided has no value. Thus, this study was undertaken to assess the economic valuation of Lawis River Spring as freshwater ecosystem provider towards a community-based sustainable tourism site of Iligan City. Three sampling sites used in the study to obtain the physico-parameters of the research locale. The researcher conducted a four days solid waste characterization (Friday to Monday). A modified survey-questionnaire was made to gather necessary data on the following items: socio-economic profile, willingness-to-pay information and social perceptions. There were a total of 50 tourists who participated in the survey. Contingent Valuation Method (CVM) was used to assess the participant's willingness to pay for the freshwater ecosystem services. This study estimates the total economic value per person and analyzes the significant factors affecting the visitor's willingness to pay. Results revealed that there is a need to improve the Lawis River Spring specifically on its cleanliness and maintenance of the freshwater ecosystem and its services to attain sustainability. Thus, this study recommends responsible actions from the concerned local government unit, local community and visitors for an improved Lawis River Spring, considering it to become a community-based sustainable ecotourism site of Iligan City.

Keywords: *Ecosystem Services, Economic Valuation, Total Economic Value, Willingness-to-pay*

1. Introduction

Lawis River Spring as shown in Figure 1 is located at Buruun, Iligan City Lanao del Norte. This is one of the common resources where everyone can freely access its freshwater ecosystem services. The cold spring has an underground water source, which means that it can provides a reliable source for safe drinking water, if it is not polluted (EPA, 2015).

Figure 1. Actual Photo of Lawis River Spring

Most of the households situated nearby the area are benefiting from the spring as it serves as the main source of water for their domestic use and for recreational activities. People pursue many services from ecosystems and perceive the ecosystem's condition which it can provide desired services (Millenium Ecosystem Management Board, 2005). The concept of ecosystem services provides instruments in understanding how environmental changes may affect the society (Vectors, 2015). Moreover, ecosystems are valuated depending on the services they provide and its value can be expressed in monetary terms by using revealed and/or stated preferences (Leikens et al., 2010).

Although Lawis River Spring is not already establish as one of the tourist spots in Iligan City, many people from the city and other places used to visit the area and enjoy its freshwater ecosystem services for free. One of the locals in the area claimed that the spring has a potential for tourism given its natural resources and freshwater ecosystem. In addition, some of the residents in the community were able to earn income through establishment of small convenient stores and cottages they offer for rent to the visitors.

However, generation of solid wastes from the visitors is one of the major concerns in the area as it could possibly affect the ecosystem services of the spring and its potential for tourism. This concern is common to urban areas where population is rapidly growing and amount of waste generated is increasing ((Kyere, 2015). Mismanagement of wastes on the direct environment can pose threat to tourism-related activities as it can lead to dissatisfaction of the visitors (Wang & Zhong, 2018).

On this, the community plays an important role on waste management and tourism development of Lawis Rivier Spring. Hence, valuing freshwater ecosystem services and the empowerment of the community in the area are necessary for decision-making processes and formulation of policy towards community-based sustainable tourism. Despite the difficulty of quantifying these ecosystem services into monetary terms, it can impact to decision-making processes of policy development that modify the ecosystem's condition and in human welfare (Federal Ministry for Economic Cooperation and Development, 2012). The framework of ecosystem services provides an understanding on the significant relationship between nature, society and tourism (Pueyo-Ros, 2018). Community empowerment, on the other hand, involves stakeholders' individual capacity can achieve joint goals and action (Fawcett et al., 1995). Thus, it is expected that the community participation significantly contribute on tourism (Park & Kim, 2014). The development of sustainable tourism pursues socio-cultural, economic and environmental well-being of locals and visitors (Nilson et al., 2010; Yurtseven & Kaya, 2011; Park & Kim, 2014).

Based on the current issues of Lawis River Spring, this study aims to assess the valuation of its freshwater ecosystem towards a community-based sustainable tourism. Specifically the objectives of the study are: (1) identify the physico-parameters particularly (a) Water pH level (b) Temperature (c) Dissolved Oxygen (d) Salinity; (2) characterize the solid wastes generated from the cottages; (3) describe the socio-economic profile of the visitors; (4) identify the level of social perceptions of visitors on the ecosystem and services of Lawis River Spring in terms of: (a) satisfaction on ecosystem services (b) safety and access (c) cleanliness and maintenance (d) sustainability; (5) determine the per person's total economic value on their willingness-to-pay (WTP) for

the ecosystem services of the spring which is limited to the use-value, development of amenities and maintenance towards its sustainability ; and (6) analyze the factors affecting the value of the visitor's WTP.

2. Literature Review

2.1 Economic Valuation of ecosystem services

Economic valuation assigns monetary values to non-market goods including ecosystem services and it consist of methods for estimating public preferences for changes in ecosystem services (Department for Environment, Food and Rural Affairs, 2007). Valuing these services and integrating those values into decision-making processes can help assess the impacts of development policies that alters the state of the ecosystem and society (Federal Ministry for Economic Cooperation and Development, 2012). This provides an opportunity to put price on an unvalued ecosystem services which brings them into the wider economy (Department for Environment Food & Rural Affairs, 2013). It can also create a market and identify legal and institutional frameworks and organization of stakeholders.

However, the method used in conducting valuation method depends on the type of service, availability of resources, time and data for the study, and its purpose. These valuation methods include the following: market price approach which is intended for setting market values on a certain good; Travel cost and Hedonic price method for revealed preference; Cost-based approach; and Contingent Valuation using willingness-to-pay method in identifying stated preference of a certain or services (Federal Ministry for Economic Cooperation and Development, 2012). Contingent Valuation Method (CVM) is commonly used for estimating economic values on un-priced ecosystem services and environmental goods which basically have no market price (EJOLT, 2012). This can be elicited by asking how much an individual is willing to pay for these services.

Foster (2008) estimates residents' willingness to pay for water quality improvements in the Ichetucknee springs system in Columbia using CVM survey approach. Results revealed that the mean willingness to pay was estimated to be $16.2 per household per month over the course of ten years. Extrapolated out for the entire county this amounts to a total willingness to pay of $40.7 million over the course of 10 years. These imply that Columbia County residents place a substantial value on water quality in the Ichetucknee River and are willing to pay for and participate in a program to improve it.

Likewise, Nuva et al. (2009) determined the visitors' willingness to pay for conservation of the resources at Gunung Gede Pangrango National Park (TNGP) using dichotomous choice CVM. Results showed that the mean WTP is found to be RP 7629.77 per visit. The study concluded that valuing ecosystem services through WTP can help impact on decision-making process and development of policy towards conservation of the resources in TNGP. Thus, various organizations involved must cooperate to conserve and protect the resources and promote sustainable ecotourism.

On the other hand, Shah et al. (2015) investigated the household preferences and WTP for water quality improvement of the Swat River in Pakistan. It was found out that the estimated annual mean WTP per household for water quality improvement is $2.40 when donating to a Non-Government Organization (NGO). It was concluded that households have comparatively strong

preferences for non-use benefits from the freshwater ecosystem.

Moreover, Iasha et al. (2015) assessed the estimate visitors' WTP for ecosystem services towards ecotourism in Puncak Lawang Park (PLP), Agam District of West-Sumatera Indonesia using CVM. It was found out that the mean WTP for entrance fee to PLP was Rp9411.35 (RM2.64) per entrance. This mean WTP is higher than current entrance fee (Rp5000 / RM1.40). Hence, the result gives an insight for the possibility to increase in the entrance fee to enhance conservation in PLP.

2.2 Factors affecting individual willingness-to-pay for ecosystem services

Valuing the ecosystem services can be estimated using WTP of an individual (EJOLT, 2012). However, the WTP for ecosystem services possibly depends on the socio-economic characteristics and perceptions of an individual. Verbič & Erker (2007) assessed the economic valuation of the ecosystem services for the Landscape Development and Protection Area of Volčji Potok. The study used CVM and regression analysis to assess factors affecting the respondents' WTP for the landscape. It was found out that respondent's income, their frequency of visiting the environmental goods, preferences and attitude towards the ecosystem goods and services turned out to be statistically significant determinants of their WTP. However, other demographic factors including age, gender, education and household were found to be to the respondents' WTP.

Also, Nuva et al. (2009) determined that income, gender (male) and residential (urban) were the significant factors that influencing the visitors' WTP for the entrance fee to TNGP. Furthermore, it was revealed that most visitors are satisfied with the ecotourism resources in TNGP, and they agree that various organizations involved must cooperate to conserve and protect the resources and promote sustainable ecotourism.

Iasha et al. (2015) also assess the factors on the visitors' WTP for ecosystem services towards ecotourism in Puncak Lawang Park (PLP), Agam District of West-Sumatera Indonesia. Logit regression was employed on the study to determine these factors. It was found out that bid, income, and males were the most significant factors that influenced visitors' WTP.

Forleo et al. (2015) identify the factors affecting young people's willingness to pay (WTP) for the conservation of an urban green area. CVM was administered and examined the determinants of WTP for use and non-use values, visitors' profiles, socioeconomic characteristics and environmental attitudes. The study found out that socio-economic characteristics do not appear significant to the young people's WTP. However, environmental attitudes significantly affect the individual's WTP. It was concluded that sustainable awareness and environmental attitude perceived to be essential for environmental conservation.

On the other hand, Charusiri et al. (2015) examined the factors affecting the WTP of tourists for the ecotourism management in Lipe Island, Thailand using CVM and regression analysis. Factors such as tourist attraction, nationality, educational background and age were found to have significant impacts on individuals' willingness to pay for the ecosystem services towards ecotourism management in the island. Likewise, Ashfaq et al. (2017) assess the consumer's WTP for sustainable tourism and ecosystem services that are used for recreation in Pakistan using multivariate analysis. Results revealed that the travel cost, visitors' income and the distance from

his/her home to park, education level, and quality of the recreational service were significant determinants of consumer's WTP.

Wang & Zhong (2018) also examined the Hulun Lake protected area (HLPA) and tourists' WTP for ecotourism resources using CVM. The study revealed that most tourists were willing to pay for ecotourism resources. It was also found out that the visitors' income and environmental awareness of being in a protected area most significantly affected their WTP. Moreover, tourists' satisfaction on the ecosystem services of the protected area significantly affects the WTP.

2.3 Community empowerment towards sustainable tourism

Sustainable tourism plays an important role on providing employment opportunities, especially in the less developed peripheral and rural regions (Hegarty & Przezborska, 2005; Hall et al., 2006). The concepts of sustainable tourism development attain socio-cultural, economic and environmental well-being of locals and visitor, which thought to share core value and principles on sustainability (Nilson et al., 2010; Yurtseven & Kaya, 2011; Park & Kim, 2014). It can generate long-term social and economic benefits without causing significant damage to the natural and social environments (UNWTO, 1994). The process of tourism planning must elicited at the local level which it can involve tourism stakeholders from the community and promote sustainable development (Murphy, 1985; Murphy, 1988). Empowering local stakeholders through participatory tourism development may able to determine their own goals for development, thus achieving sustainable tourism (Timothy, 1999). Empowered stakeholders also foster community action and empowerment to contribute exceptional local democratic practices (Perkins et al., 2002). Hence, the community is "expected to participate in tourism activities" (Park & Kim, 2014).

Many local communities realize the importance of tourism in stimulating social change, culture, environment and economic dimension, where tourism activities have had close relationship with local people (Beeton, 2006). Thus, community empowerment is a main key to develop community welfare through sustainable tourism (Sutawa, 2012). Moreover, Strzelecka (2012) explores in their study the social and political aspects of participatory tourism development in a post-communist setting in Poland. The study views that local stakeholders is essential in understanding community processes and individual empowerment within a community field. The study of Sutawa (2012), on the other hand, shows how local community empowerment has been made possible through tourism. It concludes that empowerment and involvement of the community are essential in keeping their culture and nature. Thus, sustainable tourism development will be attain and maintain. Likewise, Li & Hunter (2015) recommends from their study that organizations must focus inter-stakeholder group collaboration, participative decision making, responsibility and benefits sharing, and building an institutional power structure involving hosting communities for sustainable operations.

3. Research Methods

This study generally aims to determine the economic valuation of the freshwater ecosystem services Lawis River Spring, Buruun Iligan City towards community-based sustainable tourism. This study employed a descriptive type of research design in order to attain its specific objectives particularly on the willingness-to-pay of the respondents. This

study considers the three dimensions in sustainable development which is the ecological, social and economic dimensions.

3.1 Research Locale

The locale of the study is at Lawis River Spring (°11'20.3"N 124°10'28.3"E) located at Buruun, Iligan City Lanao del Norte as shown in Figure 2. An ocular inspection on this area was conducted. Also, physico-parameters of the freshwater were obtained as well as the necessary data from the respondents during fieldwork and survey last November 2018.

Figure 2. Lawis River Spring
Source: Google Map

3.2 Procedures in Data Gathering

In order to obtain the specific objectives of this study, the researchers gathered necessary data through the following: (a) water sample collection for physico-parameters; (b) solid waste characterization; (c) survey; (d) key informant interview; (e) and ocular inspection. In addition, contingent valuation method (CVM) and series of statistical analysis were employed to determine the average WTP value of the ecosystem services in Lwais River Spring and its significant factors. CVM estimates economic values on un-priced ecosystem services and can be elicited by asking how much an individual is willing to pay for these services (Ejolt, 2012).

a.Physico-parameters

The physico-parameters which are the following: water pH level, temperature, dissolved oxygen and salinity were obtained using refractometer and distilled water. The study obtained these parameters from three sampling sites of the research locale: Upper area (located at 8°11'18.3"N 124°10'41.2"E), recreational area (8°11'20.1"N 124°10'35.3"E) and the downstream (8°11'21.4"N124°10'31.6"E). The results of these parameters were then recorded.

b. Solid Waste Characterization

In this study, solid wastes produced by visitors on every cottage in the area were collected. The collection operation was done four days during weekends particularly from Friday to Monday. The waste collected were put in the garbage bags and separated into five groups as shown in Table 1. Separation was done manually.

During the weighing process, each group of wastes was weighted using an electronic weighting portable scale. The values obtained from collection per day were recorded accordingly in kilogram (kg) basis.

Table 1. Solid Wastes Categories

Waste Components	Content
1. Plastics	Plastic cups/ utensils, sachets, wrappers, cellophanes
2. Plastic bottles	Empty mineral water bottles, soft drink bottles
3. Paperboard	Paper plates, boxes, cake boards
4. Food wastes	Fish and meat bones, leftovers, peelings from

	fruits and vegetables

c. Economic Valuation and Social Perception of Lawis River Spring

This study used structured survey questionnaire which divided into three parts: socio-economic profile, willingness-to-pay (WTP) information and the social perception towards Lawis River Spring. The design of the survey instrument is the most important part of the contingent valuation method, as the results of the method used are extremely sensitive to what respondents believe they are being asked to value (Holmes and Boyle, 2005).

It is important to define the ecosystem service that is being valued and the method of its provision. Moreover, the target respondents of this study were the visitors. A face-to-face interview accompanied by a survey questionnaire was conducted to gather necessary data from the respondents. In in selecting participants, purposive sampling was used. This sampling technique may also be used with both qualitative and quantitative research. This type of non-probability sampling technique is most effective when one needs to study a certain cultural domain with knowledgeable experts within (Tongco, 2007).

The respondents of this study actually stated their values for the certain good or services in answering the WTP question. The respondents identified their willingness to pay for the ecosystem services of Lawis River spring using their use-value for freshwater ecosystem services, infrastructural development and maintenance.

Furthermore, in determining the perception of the respondents linking to the satisfaction on ecosystem services, cleanliness, safety and sustainability of Lawis River Spring, a 5-point Likert Scale questionnaire was used. The scale was subdivided into: strongly disagree (lowest=1), Disagree, True to some extent, agree, and strongly disagree (highest=5).

d. Key Informant Interview

The researchers conducted an interview to the one of the locals in the community about the current state of Lawis River Spring. A consent letter was given to the informant before conducting the interview to observe research ethics. After the interview, the researchers were able to conduct ocular inspection and document the area.

3.3 Statistical Treatment

This study employed descriptive statistics in attaining the specific objectives of this study. The statistical treatment used in this study particularly weigthed mean of the social perception survey and mean Willingness-to-pay (WTP) were performed using MegaStat Excel. Moreover, regression analysis was used to determine the significant factors in affecting the WTP values of the visitors. The analysis was performed using STATA13.

In order to determine the socio-economic profile of the entire respondents, frequency and percentage distribution was used. Meanwhile, weighted mean was used to assess the level of social perception of respondents in Lawis River Spring in terms of the satisfaction on ecosystem services, cleanliness, safety and sustainability.

In this study, mean WTP was arrived as per visitor's economic value on Lawis River Spring which expressed as:

$$meanWTP = \frac{\sum WTP_n}{N}$$

Where: $\sum WTP_n$ refers to sum of all monetary values set by the respondents as form of their willingness to pay for the

freshwater ecosystem services, infrastructural development and maintenance value of Lawis River Spring. *N* refers to the total number of observations.

The total value per respondents on the freshwater ecosystem was calculated on this manner:

$$V = WTP_{uv} + WTP_i + WTP_m$$

Where V denoted the economic value of ecosystem services in Lawis River Spring per person, $WTP_{uv}$is the average WTP for the use-value of the ecosystem services, WTP_i is the WTP infrastructural development, and WTP_m is the average WTP for the maintenance value.

4. FINDINGS OF THE STUDY

4.1 Physico-parameters

Table 2. Physico-parameters of Lawis River Spring

Table 2, shows the physico-parameters from the upper area, recreational area and downstream of the Lawis River Spring. The water pH level on three sampling sites was ranged from 7.4 to 7.9 with a mean of 7.61 pH level. These pH values indicates a neutral solution (Grand River Conservation Authority, 1995) and suitable for freshwaters. The optimum pH level for river is around 7.4 (DeBrosse, 1997). This means that in terms of water pH level, the spring has a neutral solution and a freshwater.

In average, the three sampling sites of the spring have 25.83^{0}C indicating that the area is an example of a freshwater. As observe in the area, there were numerous aquatic green plants, trees and algae which were the possible cause for the cooling effect temperature on the water.

In terms of dissolved oxygen (DO), the three sampling sites have a mean of 8.02% which indicates a good value for most fish and other aquatic organisms lived in the freshwater ecosystem (Behar, 1996). Moreover, the deeper levels of water are not sufficiently shallow to be affected by the photosynthesis in the surface (Fondriest Environmental Inc., 2013) and thus, it affects the water temperature.

The salinity level of the area has an average of 3ppt indicating a contradiction with the average salinity for river and other freshwaters. The average salinity for freshwaters is 0.5ppt or less (Environmental Protection Agency, 2001). However, salinity concentrations for freshwater ecosystem tend to increase naturally beyond on its optimum level due to the potential evaporation exceeds the rainfall (Dunlop et al., 2005). The salinity values of the spring suggest that there should be maintenance on the cleanliness and water management in order to avoid serious implications for water quality, plant growth, biodiversity, land productivity and the supply of water.

Site	pH	Temp (^{0}C)	DO (% satn.)	Salinity (ppt)
Upper area	7.88	25.76	7.72	3
Recreational area	7.458	25.76	8.58	2.8
Downstream	7.484	25.98	7.76	3.2
Mean	**7.61**	**25.83**	**8.02**	**3.00**

4.2 Solid waste Characterization

Table 3. Solid Waste Characterization

Days	Plastics sachets (kg)	Plastic Bottles (kg)	Paper (kg)	Food wastes (kg)	Total per day
Fri. Day 1	1.725	0.5	0.5	3.13	**5.88**
Sat. Day 2	2.995	1.41	1.62	4.805	**10.83**
Sun. Day 3	3.035	2.03	1.95	5.003	**12.02**
Mon. Day 4	1.024	0.46	0.41	3.01	**4.90**
Total Wastes:	**8.78 (26%)**	**4.4 (13 %)**	**4.48 (13 %)**	**15.95 (48 %)**	**33.61 (100 %)**

As shown in Table 3 the tabulation of solid wastes collected from cottages of Lawis River Spring from day 1 to the last day of collection. It was found out that the highest collection of wastes happened during Sunday with a total of 12.02 kg, followed by Saturday, Friday and Monday which have 10.83 kg, 5.88 kg and 4.90 kg of wastes collected, respectively. In total, Lawis River Spring's cottages generated 33.61 kg of wastes from the characterization.

Meanwhile, among all categories food wastes was the highest number of wastes collected comprising 48% of the total wastes. This indicates that people used to bring foods to eat in going to the spring. As result, they may generate food wastes in the area. On this, the area should have proper waste management to maintain its cleanliness and address the negative impact of these wastes to the ecosystem.

4.3 Socio-economic profile

The study consists of 50 visitors of Lawis River Spring as respondents. As shown in Table 3 the socio-economic profile of these respondents in terms of age, sex, residence, civil status, religious affiliation, employment status and monthly income.

Table 3. Profile of the respondents

Profile	Frequency	Percentage Distribution
Age		
16-20	23	46%
21-25	13	26%
26-30	8	16%
31-35	5	10%
36-40	1	2%
Sex		
Female	20	40%
Male	30	60%
Residence		
Within Iligan	38	76%
Outside Iligan	12	24%
Civil Status		
Single	43	86%
Married	5	10%
Separated	1	2%
Widowed	1	2%
Educational Attainment		
Elementary	1	2%
High School	25	50%
Undergraduate Degree	19	38%
Vocational	3	6%
Graduate Studies	2	4%

Table 3. Profile of the respondents (*continuation)*

Less Than 10,000	40	80%
10,000-20,000	8	16%
20,001-30,000	2	4%
Above 30,000	0	0%
TOTAL SAMPLE:	**50 respondents**	

Based on the data as shown in Table 3, majority of the respondents were aged 16 to 20 years old comprising 46% of the sample. The result implicates that most of the respondents were youths and defined as young, independent and adventurous (Moisă, 2010). Most of them are willing to seek out personal indulgences and memorable experiences to different places and natures (Demeter, 2014). Meanwhile, in terms of sex, it shows that most of the respondents were male comprising 60% of the sample while female obtain 40%.

Also, most of the respondents reside within Iligan City comprising 76% of the sample while 24% of them came from other places. The result indicates that most of them can easily access the destination with travel costs and time (Demeter, 2014). However, in terms of civil status, majority of the respondents were single which consist of 86% of the sample. This indicates most of them were young and do not have family obligations, thus, they have more time to visit the place (Horak & Weber, 2000; Moisă, 2010). In terms of the respondents' highest educational attainment, majority of them were High School comprising 50%, followed by those who were undergraduate degree (38%), vocational (6%), Graduate studies (4%) and Elementary Graduate (2%). This results shows that the respondents undergone with formal education.

On the other hand, it also reveals that majority of the respondents earned less than PHP 10,000 comprising 80% of the sample. Meanwhile, none of them has an income of above PHP 30,000. Since Lawis River Spring is a common resource, most of the low income earners were more likely to visit the area. Also, majority of the visitors were young which implicates they travel on a strict budget preferably inexpensive accommodation, enabling them to have a relatively long duration journey and spend their money on a wide range of activities (Maoz, 2006).

4.4 Social Perception of visitors

This study shows the social perception of respondents towards Lawis River Spring in terms of their satisfaction on the ecosystem services, cleanliness, safety and sustainability of the area. It also shows weighted mean on each statement along with the corresponding remarks.

Table 4. Visitors' social perception on Lawis River Spring

	Weighted Mean	Remarks
Satisfaction of the area	3.51	Agree
Cleanliness and Maintenance	2.96	True to some extent
Safety and Access	3.10	True to some extent
Environmental Sustainability	3.65	Agree

Note: *1.00 – 1.80 =Strongly Disagree, 1.81 – 2.60 = Disagree, 2.61 – 3.40 = True to some extent, 3.41 – 4.20 = Agree,. 4.21 – 5.00 = Strongly Agree*

In terms of the satisfaction on ecosystem services as shown in Table 4, the weighted mean of 3.51 shows that most of the respondents agreed that they are satisfied with ecosystem services provided by Lawis River Spring particularly the provisioning and cultural services. Hence, it shows the link between ecosystems to the human satisfaction (Vectors 2015).

Meanwhile, the weighted mean of cleanliness and maintenance which is 2.96 reveals that the respondents somehow agreed to some extent about the maintenance and cleanliness of the area. Solid waste management is one of the

major concerns of the locals on the Lawis River Spring. The fast increasing of municipal solid waste quantity and the generation of wastes is one of the potential challenges to the management of solid waste in urban areas (Nguyen, 2011). On this concern, best approaches on waste management need to be implemented in consideration with the sustainability of the area.

The weighted mean of safety and access which is 3.10 reveals that majority of the respondents agreed to some extent that the Lawis River Spring is safe and easy to access. Based on the ocular inspection, the locals or visitors would take time before they can access the place which is found to be far from the highway. There is no access road established and there is a need for investment on the infrastructural development of the place.

Moreover, the weighted mean on sustainability which is 3.65 shows that most of the respondents agreed that the river spring will continue to exist in the future generation. In the long run, healthy freshwater ecosystems are probably able to retain the adaptive capability on sustaining ecological services in the face of future environmental disruptions such as climate change (Baron & Poff, 2004). As cited by Baron & Poff (2004), Abramovitz (1996) stated that freshwater ecosystems are known to be a “biological assets (that are) both disproportionately rich and disproportionately imperiled”.

4.5 Willingness-to-pay

Table 5. Valuation using Mean WTP

WTP	Mean	Min	Max
Use-Value	PHP 10.79	0	50
Infrastructural development	12.94	0	100
Maintenance Value	18.31	1	200
Mean WTP (total value)	**PHP 42.04**		

The mean WTP in Table 5 shows that each visitor is willing to pay PHP 42.04 for the freshwater ecosystem services of Lawis River Spring. Results also revealed that maintenance value shows the highest WTP among the three categories. It reveals that the locals and visitors are willing to pay to maintain cleanliness and preservation of the environment. The WTP values have significant policy implications that locals or visitors may have a positive WTP for protecting the biodiversity of the areas that they visit, despite not using this resource at all (Cerda & Losad, 2013). Assigning monetary values for an ecosystem services and integrating those values into decision-making processes can help assess the impacts of development policies in consideration with the three pillars of sustainability: environment, economic and social (Federal Ministry for Economic Cooperation and Development, 2012).

On the other hand, zero bids show the unwillingness to pay of the respondents on the ecosystem services of the spring. This is associated to the perception of the respondents on the area as public good (Forleo et al., 2015). This means that everyone can enjoy the ecosystem services from the spring fr free. The informant claimed from the interview that many people from other places visits the area without paying for it, since there is no one who owns the place and intended for public use. This result is in line from the study of Han et al. (2011), which the zero bid implicates that government should provide financial support to maintain a natural reserve. The informant also added that that they plan to develop the area into a tourist spot which will be coordinated with the barangay council and direct community. Thus, the empowerment of the community in collaboration with the local government is necessary in attaining sustainable tourism. Tourism development will not be successful without the active

participation of the community (Aref dan Ma'rof, 2008; Park & Kim, 2014).

Table 6. Factors affecting visitor's WTP

Variables	Coefficient (p-value)
Age	.0532689 (0.136)
Sex (0=Female, 1=Male)	-.6252898** (0.052)
Residence 0=within Iligan, 1=outside Iligan City	.6229761* (0.097)
Civil Status (0=Single)	
1=Married	-.799623 (0.117)
2= Separated	-1.198873 (0.331)
3=Widowed	-1.878618 (0.176)
Education (0=elementary)	
1=High School	-.9334166 (0.265)
2=Undergraduate Level	-.612062 (0.433)
3= Vocational	.4777019 (0.654)
4=Graduate Studies	omitted
Monthly Income	.6252898 (0.663)
Satisfaction to the area	-.6115799** (0.025)
Cleanliness and Maintenance	.3414277 (0.101)
Safe Access	-.1935384 (0.263)
Environmental Sustainability	.5105705** (0.013)
Constant	1.008409 (0.506)
R-squared: 0.4443	**Adjusted R^2: 0.2086**	**Prob > F: 0.0667**

****=1% level of significance, **=5% level of significance, *=10% level of significance*

Table 6 shows the factors affecting the visitors' WTP value for the ecosystem services in Lawis River Spring. These factors include socio-economic variables such as age, sex civil status, educational attainment, and monthly income. Social perception on the satisfaction, cleanliness and maintenance, safety and access, and environmental sustainability of the study area were also included as the factors affecting visitors' WTP. The results revealed that sex, residence, satisfaction to the area and perception on environmental sustainability are significant factors affecting values on the visitors' WTP. R-squared indicates the variation of these factors explain 0.44% of the variation of values on WTP.

Given a significant negative relationship between sex and values on WTP (with female = 0 and male =1), holding other factors constant, males are willing to pay 0.63% lower for the ecosystem services than females at 5%

level of significance. This is possibly because it is nature that most men prefer to use resources or ecosystem services for free. This result is in contrast with the study of Nuva et al. (2009) and Iasha et al. (2015).

The result also shows that given the positive relationship between residence and values on WTP (within Iligan = 0 and outside Iligan =1), visitors who resides outside Iligan City are more willing to pay 0.62% higher for the ecosystem services of the study area than those who resides within Iligan City, ceteris paribus.

However, satisfaction on the area negative relationship to the WTP. It shows that an increase on the likelihood of the satisfaction of the visitors to the area will cause to decrease their values on WTP by 0.61%, ceteris paribus. The result conforms the study of Wang & Zhong (2018) that tourists' satisfaction affected WTP negatively. This is possibly because the more they are satisfied, the more they want to use the public good. Thus, they are less likely being willing to pay because it will be costly for them. Also, based on the profile, most of the visitors are low income earners. Hence, "cultural ecosystem services are crucial to visitors' satisfaction" (Ros, 2018).

Meanwhile, visitors' perception towards environmental sustainability of the Lawis Rivers Sprig revealed to have significant positive relationship to their WTP. Holding other factors constant, an increase on the likelihood on the perception for the sustainability of the study area will lead to an increase values on the visitors WTP by 0.51%. This implicates that mst of the visitors believe as shown in Table 4 that the area will continue to exist in the future generation and they are willing for that.

5. CONCLUSION AND RECOMMENDATIONS

This study assessed the economic valuation through WTP of the visitors to the freshwater ecosystem services of Lawis River Spring. The physico-parameters of the area reveal to have good water quality which can possibly use for recreation and tourism activities. Meanwhile, solid waste characterization shows that the area generated an approximately 33.61 kilogram of wastes per weekend. This suggests that the both residents and visitors should be responsible in observing proper waste management in the area. There is also a need to empower the direct community to develop the area into community-based sustainable tourism

In terms of socio economic profile, majority visitors are young and reside within Iligan City. Mostly of them were male, undergo formal basic education and employed individuals. Majority of them perceived that they are satisfied with the ecosystem services provided by the freshwater and believed that the area will continue to exist in the future generation. Also, most of them agreed to some extent that the spring is clean and well-maintained, safe and accessible. Thus, there is a need to develop policies in maintaining the cleanliness and apply proper waste management practices in the area to preserve the spring into a healthy environment and be able to sustain ecological services in the future.

The study reveals that the total mean WTP of visitors for the freshwater ecosystem service of Lawis River Spring is PHP 42.04. Visitors' sex, residence, satisfaction to the area and perception on environmental sustainability are significant factors affecting their WTP values. Other factors, such as age, civil status, educational attainment, monthly income and perception on cleanliness and

maintenance as well as safety and access are insignificant factors on WTP.

Thus, this paper strongly recommends to the local community and concerned barangay council to implement a proper solid waste management and practices in the area to maintain the cleanliness and existence of the spring. If the area will be develop into a tourism destination, there should be an environmental impact assessment on infrastructural development especially on establishing amenities such as comfort rooms, cottages and pathways with collaboration of the local government unit, community and academe. Infrastructural development could possibly affect those natural resources of the Lawis River Spring as well as the ecosystem services. Since most of the locals situated nearby make a living through the ecosystem services of Lawis River Spring, there should be a collaboration and organization among the direct local beneficiaries to maintain and preserve the area and promote sustainable tourism.

Moreover, information, education and communication should be imposed to the locals and visitors in order for them to be aware about the preservation and conservation of the concerned area. Also, given the economic value of the area, there should be a real approach to development of policies and strong implementation with consideration of the ecological, social and economic aspect and local empowerment towards community-based sustainable tourism.

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URBAN POVERTY ALLEVIATION ENDEAVOR THROUGH E-WARONG PROGRAM: SMART CITY (SMART PEOPLE) CONCEPT INITIATIVE IN YOGYAKARTA

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Abstract

In the era of Industrial Revolution 4.0, technology became a factor that could contribute significantly to improving the quality of life and welfare of the people of a nation. Information and Communication Technology (ICT) penetration through Internet of Things (IoT), Big Data, and Artificial Intelligence (AI) which are disruptively, has led to fundamental advances in civilization. The expansion of Industrial Revolution 4.0 has also changed the pattern of government and citizen relations which has implications for the needs of policy governance and internal government transformation. One of them is a change in social welfare development policies, where government officials are required to be responsive to social dynamics that have consequences for increasing demands for public accountability and transparency.

This paper aims to elaborate on the e-Warong program as one of the breakthroughs to reduce poverty by utilizing digital technology. E-Warong (electronic mutual cooperation shop) is an Indonesian government program based on the empowerment of the poor Grass Root Innovation (GRI) with an approach to building group awareness in encouraging the independence of the poor to develop joint ventures through mutual cooperation with utilizing ICT advantages. This program is an implementation of the Smart City concept, especially Smart Economy, within the Sustainable Development Goals framework.

Keywords: Smart City, Smart People, SDG's, e-Warong, Grass Root Innovation

INTRODUCTION

Global Report on Human Settlements examines some of today's major threats to urban safety and security within the broader frame of rapid urban growth, uneven socioeconomic development and the quest for human security (Anonim, 2007). It seeks to review the growing concern about the safety and security of people, rather than states, linking this to the risks and opportunities that accompany increasing social and economic complexity, which is itself a result of growth and development.

In the last decade or so, the world has witnessed increasing numbers of threats to urban safety and security. While some of these threats have taken the form of dramatic events, many have been manifestations of the nexus of urban poverty and inequality of the physical, economic, and social conditions.

The Industrial Revolution 4.0 has an impact on governance in public policy making. The Industrial Revolution 4.0 led to the emergence of a new paradigm that made technology as a factor that could contribute to improving the quality of life and people's welfare of a nation. The era of Industrial Revolution 4.0 which was marked by the development of Information and Communication Technology (ICT) was essentially intended to improve welfare in order to build a nation's civilization.

The concept of smart city encourages active role and participation of community in urban management using a citizen centric approach so that there is more dynamic interaction between citizens and government. Smart City can be defined as a city that has the ability to identify and collect data from various components of the city (both physical and social components) proactively to further process and respond quickly and precisely.

Essentially, Smart City is a Cyber-Physical-Social systems within the city, a system that integrates the physical, social, and digital systems through cyber media (the Internet). The city's physical system includes various supporting facilities for city life, such as buildings, bridges, electricity networks, rivers, roads, offices, stations, terminals, airports, communication infrastructure, and others. While the city's social system encompasses various human and individual environments within the city, including city governments, communities, families, markets, the general public, and individual citizens of the city. While the city's digital system includes sensors, computer networks, computing, and control, data centers, and others (Susanto, 2019).

On Juli 2017, The Ministry of Communication and Information of Indonesia, recommended a Smart City model for cities in Indonesia that includes 6 dimensions, namely: Smart Governance, Smart Branding, Smart Economy, Smart Living, Smart Society, and Smart Enviornment (Figure 1).

Figure 1. Dimension of Smart City

One of dimension on Smart City is Smart Economy. Smart Economy or smart economic governance is the ability to realize regional economic ecosystems that support regional superior economic sectors and meet the demands of the information era, which are agile (adaptive to rapid change), globaly scope, sharing economy (collaboration), integrated, innovative, and personal customization. The Smart Economy concept is applied as well as measured in 3 sub-dimensions, namely: industrial ecosystems, increasing

community welfare, and the ecosystem of financial transactions.

This article is focused to elaborate one part of smart economy dimension, especially on increasing community welfare sub-dimension. In that dimension, people's welfare is cultivated by utilizing the latest technology in innovative and creative ways. Local governments must be able to:

a. Develop a community welfare improvement program through increasing household income
b. Run a program to increase employment absorption
c. Empowering Community economic.

Paralelly, The Ministry of Social Affairs of Indonesia in 2017 also initiated a program named Electronic Warong "*Gotong Royong*" (e-Warong). This program is a Grassroot Innovation (GRI) due to empowering poor community. GRI is an approach that based on building group awareness in order to encourage the independence of the poor so as they can develop joint ventures through a mutual cooperation spirit by utilizing the advancement of ICT.

Basically, e-Warong is a place for business activities and digital services in the distribution of non-cash social safety to guaranteed be on targeted, on time and in the right amount (Anonim, 2016). Digital-based social safety services are part of governance improvement to support Good Governance agenda. Through the use of information technology developed in e-Warong services, social welfare policies due to alleviate poverty can be transformed. The e-Warong services is developed by utilizing virtual account facilities as well as e-Wallet (electronic wallet) to be able to transact effectively and efficiently.

Yogyakarta City is one of middle city in Indonesia that already implemented smart city concept. Yogyakarta is the capitol city of Yogyakarta Special Province (DIY). Statistical Board (Anonim, 2017), published that Human Development index of DIY is 78,83, happines index is 72,93, and Life Expectancy Index is 74,7 years, but contrary, It's Poverty Rate is quite high (12,69%). Poverty Rate of DIY Province is higher than national rate (10,38%).

This article aims to elaborate of e-Warong program, one of the program that implemeted by Yogyakarta City Government, in order to alleviate people's poverty by utilizing digital technology. The research question that will be answered in this paper are:

1. How is the performance of e-warong in Yogyakarta City?
2. How changes in poverty levels are as an impact of the existence of the e-warong program?

RESEARCH METHODS

This research took place in Yogyakarta City, Indonesia. Target group of this research are the members of e-Warong. There are 25 e-Warong that established in Yogyakarta City, and in each of e-Warong has 10 members (household). Totally, there are 250 members of e-Warong in entire of Yogyakarta City.

This research used simple random sampling techniques. Refers to Gaspersz (1991), number of sample can be calculated by using the formula as follow.

$$n = \frac{NZ^2P(1-P)}{NG^2 + Z^2P(1-P)}$$

which are:

n = sample size

N = population

Z = significant level

G = estimation error

P = proportion of population

By using the formula above, the number of sample in this research amount to

$$n = \frac{250(1{,}96^2)(0{,}5)(1-0{,}5)}{250(0{,}10^2) + (1{,}96^2)(0{,}5)(1-0{,}5)}$$
$$= 69{,}39$$
$$\approx 70 \text{ samples}$$

Due to anticipate unexpected errors, it is decided to select 100 person as a respondents. Unfortunately, only 82 respondents gave a valid and completely feedback, and the rest are invalid and uncomplete.

The variables that are involved in this research were e-Warong performance and level of poverty. Refers to Rochayati (2014), variables of e-Warong performance measured by indicators as follow:

1. Human resources capability, commitment, and comptences of e-Warong members.
2. Availabilities of local resources
3. Finance resources (capital)
4. Quality and variation of products
5. Marketing (measured by number of transactions)
6. Completeness of e-Warong facilities
7. Accessibility of e-Warong location.

Furthermore, refers to Ministry of Social Affairs Decree No. 146 / HUK / 2013 concerning Poor Criteria and poverty level, Poverty are measured used the following indicators:

1. Economic indicators, that consists of the ability to fulfill basic needs (food and non-food)
2. Health indicators, that consists of the condition of the neighborhood, the availability of potable water and the ability to seek medical treatment at a health facility.
3. Education indicators, which is measured by the ability to pay for and meet the needs of school infrastructure.

In order to analyze the data, this research used descriptive analysis and Spearman's rank order correlation test.

RESULTS AND DISCUSSION

Implementation of e-Warong program in Yogyakarta city was carried out with several processes. First, dissemination of the program to existing groups such as KUBE (joint bussines group), and special programs related to e-Warong itself. Second, conducted information technology training activities for e-Warong administrators. The training was conducted with the aim of providing skills and increasing management knowledge about governance and the use of technology systems in e-Warong. The third is e-Warong's financial recording and bookkeeping training in order to understand the correct accounting methods and accounting system.

The application of technology used in the e-Warong program is web based technology by utilizing card technology activated (e-vouchers). The basic principle is that all social endowment recipients will have a bank account (as an e-Wallet). By this e-wallet, social endowment recipients cannot be taken cash, but only can take several basic need goods such as rice, eggs and sugar shich is provided in e-Warong. The process of disbursing social endowment via e-Warong is done using a KKS card with virtual account technology that can be read by an Electronic Data Capture (EDC) machine.

Due to implemented e-Warong policy program, Yogyakarta City government made a policy concept so called "Tri Lestari" work principle. This concept consist of 3 sustainable components, they are sustainable groups, sustainable capital and sustainable business. This is done as a form of empowerment of the poor in a spirit of mutual cooperation (*gotong royong*) in order to establish strong social ties in the community. Hopefully, that groups of poor people can self-develop and be economically independent. The success of the e-Warong program is when its members are deprived of poverty and are able to be independent in fulfilling basic needs at a more dignified level.

Based on primary data, several characteristics of respondents can be

described as follows. First, it is surprisingly that all of the respondents are female. Why man is not interesting to be a members of e-Warong is a big question mark, but in simply word, e-Warong is not promising bussines for male.

Secondly, level of educations amongs respondents are dominated by middle level (senior high school grade). Table 1 explain the level of education of the respondents. The low level of education is one of the causes of the problem of poverty because of its inability to compete globally. Nurwati (2008), in her research explained that there are several factors that are considered to influence the occurrence of poverty, one of which is the low level of education.

Table 1. Respondent's Education Level

Education	Frequency	(%)
Elementary School	9	11,0
Junior High School	20	24,4
Senior High School	51	62,2
University	2	2,4
Total	82	100,0

Source: Primary Data, 2018

The higher the level of education of a person, the higher of knowledge and expertise, so that it will encourage an increase in work productivity and skills. The low level of education can be a trigger for family resilience vulnerability, because, it will impacted to inability of coping strategies.

Third, most respondents work in the informal sector as their main job. It can be seen from the type of work as presented Table 2 below. Nurwati (2008), in her research explained that occupational factors can influence the occurrence of poverty.

Table 2. Respondent's Main Job

Type of Job	Frequency	(%)
Free Worker	6	8,7
Housewife	55	67,1
Sales Woman	1	1,2
Seller	8	9,7
Housemaid	9	11,0
Freelance Artist	1	1,2
Total	82	100,0

Source: Primary Data, 2018

Fourth, household respondent's income (outside e-Warong salary) dominantly are low income (see Table 3). Household income is an accumulation of the income of husbands/wives, children, and other family members who live in the same house from the main job and side jobs. Based on that data, in can be concluded that most of respondents are living in poverty. For further information, the salary from e-Warong is US$ 35 a month.

Table 3. Respondent's Household Income

Income (US$/month)	Frequency	(%)
< 35	48	58,5
35 - 70	20	24,4
70 - 105	14	17,1
> 105	0	0
Total	82	100,0

Source: Primary Data, 2018

Fifth, family consumption of the respondents are dominantly in middle class. Table 4 present the condition of family consumption of the respondents. Refers to Central Bureau of Statistics of Indonesia, the concept of poverty is the inadequacy of individuals or families from an economic standpoint in fulfilling basic needs approach for food and non-food which is measured in terms of expenditure. It means that mostly the respondents live in poverty condition

Table 4. Respondent's Household Expenditure

Income (US$/month)	Frequency	(%)
< 35	17	20,7
35 - 70	49	59,8
> 70	16	19,5
Total	82	100,0

Source: Primary Data, 2018

Move to analysis of e-Warong performance, based on data analysis, it can be concluded that no e-Warong have good performance (see Table 5). The absence of good e-Warong performance requires an increase in e-Warong institutional functions so that operations

can run more optimally. There are several factors that make e-Warong's performance not yet in the good category.

Table 5. e-Warong's Performance

Performance (Z-score)	Frequency	(%)
Bad (20 ≤ Z ≤ 40)	5	50,0
Fair (40 ≤ Z ≤ 60)	5	50,0
Good (60 ≤ Z ≤ 80)	0	0
Total	10	100,0

Source: Primary Data, 2018

Capital support is one of the problem that caused e-Warong's performance mostly bad. Managerial capabilities also a factor that caused low performance of e-Warong. Managerial capabilities is very close correlate with level of education and working experience. Not only correlate with managerial capacity, but, level of education and working experience backgroud also close correlate with poverty.

Refers to primary data, majority of the respondents belongs to categoty of poor people. No more than 4% of respondents include in not poor category (see Table 6). Level of poverty in this research is encompass to two aspects, they are depth of poorness, and severity of poorness.

Table 6. Respondent's Level of Poverty

Category (score)	Frequency	(%)
Very Poor (20 ≤ Z ≤ 40)	15	18,3
Poor (40 ≤ Z ≤ 60)	64	78,0
Not Poor (60 ≤ Z ≤ 80)	3	3,7
Total	82	100,0

Source: Primary Data, 2018

To eliminate the poverty can be done through empowering the peoples as subjects in development (Sayogyo, 2000). This is a part of the process of self reliance. Empowerment is part of the effort for poor families to be able to get out of poverty and not fall back into poverty (Walsh, 2006). This empowerment strategy is chosen with taking into account that poverty is also caused by injustices and impartialities of economic structures to the poor. This causes growth output not to be distributed evenly among all community groups, so as some peoples are marginalized, both physically and socially.

Development concept that is intended to reduce poverty in the e-Warong program is still tend to be a top-down mechanism. The disadvantage of this mechanism is the lack of inclusion of community participation, all poverty reduction initiatives originating from the government, as well as handling them. The implementation and technical instructions of the program are always made uniform without regard to the characteristics of the poor groups in each region. As a result, programs provided often do not have a correlation with the priorities and needs of the local condition.

Regarding to the correlation between e-Warong existence and poverty of e-Warong members, it is conducted statistical analysis, i.e correlation test. Correlation testing required two assumptions, residual normality and heteroscedasticity. The assumption test results are presented in Table 7.

Table 7. Statistical Assumption Test Results

Test	Sig	Meaning
Residual Normality	0,091	Normal
Heteroscedasticity	0,160	Homoscedastic

Source: Statistical Test, 2018

Based on statistical test results, it can be concluded that residual assumption is normally distributed and there is no heteroscedasticity that has been fulfilled, then the regression equation is feasible to use. The results of the regression analysis are presented in Table 8 as follows.

Table 8. Correlation Test Results

	Coef	t-count	Sig	Meaning
Constanta	43,8			
Performance	-1,9	-1,4	0,169	Not Sig

Source: Statistical Test, 2018

Refers to Table 8, It is showed that the sig value = 0.169. The sig valu e> significance level (0.169 > 0.05). These results indicate that the performance of e-

Warong has not been able to significantly influence the poverty alleviation of its members.

Human resources are one of the influencing factors in improving e-Warong performance, which includes the ability to conduct e-Warong management, commitment to advance business and competence in using technology and information-based equipment. Judging from the low educational characteristics of respondents and the background of work that is not related to entrepreneurship, e-Warong membership still requires education and training to improve the competence of individual e-Warong members.

Increasing the quality of e-Warong members through non-formal education and training is the basic capital for human resources to be able to compete in obtaining decent income jobs, can be independent and be deprived of poverty. As Kartasasmita (1996) noted, the factors that cause poverty include the low level of education.

The effectiveness of e-Warong operations Yogyakarta city has not run optimally yet. Thus, it is still necessary to foster business development so that it can achieve the goals of e-Warong formation as being expected in the future. At the moment, the current function of e-Warong is only limited to the utilization of non-cash distribution of social endowment and the sale of daily basic needs. Some of the objective functions of the establishment of e-Warong have not been implemented such as implementing KUBE product marketing, telephone payment services, electricity, water and savings and loan functions. The use of ICT for poverty alleviation through the e-Warong program is limited to the distribution of non-cash social endowment, so that it has not been able to have a significant impact on poverty alleviation.

Finally, it can be stated that e-Warong program as an implementation of Smart City Concept is not succesfully done yet. Especially in smart economy agenda, it is still need so many efforts which have to be done by government and peoples as well, to realized the smart city dreams. Collaboration works among stake holder is immensely required due to accelerate an achievements of smart city goals.

CONCLUSION

1. Performance of e-Warong in Yogyakarta City is not satified yet, because mostly they are still in bad performance.
2. The existence of e-Warongs not influence the changes in poverty levels of e-warong members. The limitation on human resources capabilties (enterpreneurship) is still quite low, and it is need to be upgraded.

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ACKNOWLEDGEMENT

The authors have to say deeply thanks to Prof. Dr. Hartono, DESS, DEA who has guided in writing this paper.

Room 3

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Collaborative Governance in Batangas, Philippines: A Manifestation of the Implementation of SALINTUBIG *(Sagana At Ligtas Na Tubig Para Sa Lahat)* Program

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Abstract

For the past decades, collaborative governance has evolved as a substantial concept and method of yielding outcomes to the research and literature of various scholars. It is also a practical and innovative way of governance wherein different stakeholders share a common goal in pursuing a collective action. At the very core, this study focuses in 'collaborative governance' as a manifestation of the implementation of SALINTUBIG (*Sagana at Ligtas na Tubig Para Sa Lahat*) program in the province of Batangas, specifically in the municipalities of Balayan, Lemery, and Tuy.

The SALINTUBIG program is a pro-poor initiative of the central government of the Philippines providing water supply systems with priority given to waterless areas and enhancing their local capacities in the planning, implementation, operation, and management of water services. The program is jointly implemented by national institutions such as the National Anti-Poverty Commission (NAPC), Department of Health (DOH), Department of Interior and Local Government (DILG), Local Water Utilities Administration (LWUA), in collaboration with the local government units (LGUs) and the citizens.

The study has utilized Thomson and Perry's *Antecedents-Process-Outcome Framework* (2006) which presents the collaborative process in five dimensions: governance, administration, organizational autonomy, mutuality, and norms of trust and reciprocity. The framework has highlighted the stakeholders of the SALINTUBIG program that operates in the collaborative process.

Based on the findings and analysis concluded through the key-informant interviews, surveys, and legal documents from the stakeholders, the collaboration of the national agencies and LGUs of Batangas has been effective in terms of the following: provision, rehabilitation, and enhancement of water supply system; accountability and transparency on the operation; joint decision-making process of the involved institutions; and commitment to the SALINTUBIG program.

Keywords: collaborative governance, SALINTUBIG, Antecedents-Process-Ouctome Framework, national institutions, LGUs

INTRODUCTION

Over the past decades, collaboration between different sectors of society has been given significant interest and attention in the academe. Collaborative governance has evolved as a substantial concept in the research and literature of various scholars as a method of yielding outcomes. Ansell and Gash (2008) define collaborative governance as a governing strategy that generates meetings and forums involving multiple stakeholders such as state leaders and interest groups together with the public agencies to engage in consensus building and decision-making. At present, collaborative governance is considered as one of the critical elements of public policy

and program management. It is also a practical and innovative way of governance wherein stakeholders share a common goal in pursuing a collective action. In such case, collaborative practices have been habitually adapted to the government system of the Philippines in the last decades.

Thus, this research dwells on the practical application of collaborative governance in public policy and program management in the Philippines and understand how effective collaboration involving different stakeholders influence the successful implementation of certain policies and programs. In this research, the 'Sagana at Ligtas na Tubig Para Sa Lahat*' (*translated as *abundant and safe water for all)* or SALINTUBIG Program implemented in the province of Batangas is analyzed to assess the collaborative governance that took place. This research evaluates the collaboration of National Anti-Poverty Commission (NAPC), Department of Health (DOH), Department of Interior and Local Government (DILG), Local Water Utilities Administration (LWUA), and Local Government Units (LGUs) whether the process succeeded or failed in meeting the needs of program beneficiaries. Furthermore, bringing all the concerned institutions in the process, this research aims to study whether collaborative governance is an effective mechanism in producing substantial outcomes.

To measure the influence of collaborative governance as a manifestation of the implementation of SALINTUBIG program, this research utilizes the Antecedent-Process-Outcome Framework of Thomson and Perry (2006) which consists of critical factors: governance, administration, organizational autonomy, mutuality, and norms of reciprocity. In application of the framework and mix-method research design, this research aims to identify whether the collaboration of different stakeholders is effective in terms of the following: provision, rehabilitation, and enhancement of water supply system; accountability and transparency on the operation; joint decision-making process of the involved institutions; and commitment to the SALINTUBIG program.

THE SALINTUBIG PROGRAM

Porciuncula, Erfe, & Navarro (2016) stated that the SALINTUBIG program aims to improve the quality of water by upgrading and rehabilitating the water system of the country especially the rural populace. Water is essential to every human survival and fundamental to the sustainable and socio-economic development of the world. According to the UN Water (2017), water is a key factor to some of the socio-political problems of the physical world. However, the condition of water at present faces challenges brought by external factors such as climate change, breakout of diseases, absence of water sources and the like. In the Philippines, one out of five Filipinos is deprived of formal water sources (World Bank Group, 2015). The water in the country is considered unsafe for drinking and only 77% of the rural population has access to an improved water supply. It is the responsibility of various government agencies to supply and deliver clean and safe water in the different parts of the country.

The Republic Act 7160 or the Local Government Code of 1991 requires the municipal and city governments to provide services to improve the quality of water and sanitation to the areas without access to safe and clean water. Thus, to fully utilize and enforce the SALINTUBIG program, there's a need for the Local Government

Units (LGUs) to coordinate with the national government.

Initially, SALINTUBIG Program was a successor program of the President's Priority Program on Water (P3W) of the Arroyo Administration. The program identified 449 waterless municipalities as beneficiaries of the program. Communities are considered waterless if they have poor quality and unreliable water sources, insufficient access to potable water due to governance issues, and if they are living in the remote areas with unimproved water systems. The project was implemented from 2005 to 2010 with 3 billion budget allocation for the whole five-year period. The arrangement and implementation guidelines of P3W were favorable in its foundations. However, in terms of practice, the overall design of the program was not fully compromised. There were no deliberative strategy and collaborative consultations between the involved agencies. The monitoring and evaluation of the program were limited only to accomplishment reports with no records of the outcomes and impacts of the project. Overall, the program did not meet its target and the resources allocated for the program was below the required investments (Las Marias, Polisco, & Arcenas, 2011). The SALINTUBIG program was then created as an improvement of the previous initiative. It was originally planned to be implemented from 2011 to 2016, but the program is still being operationalized up to date. Moreover, the program is a commitment of the country to the attainment of the Millennium Development Goals (MDGs), then later the Sustainable Development Goals (SDGs) of the United Nations, specifically SGD #6 Clean Water and Sanitation. The collaborating agencies involved in the program are the National Anti-Poverty Commission (NAPC), Department of Health (DOH), Department of Interior and Local Government (DILG), and the Local Water Utilities Administration (LWUA).

In 2011, NAPC identified 455 municipalities and 1,353 barangays as "waterless" (Porciuncula, Erfe, & Navarro, 2016). According to the implementation guidelines, NAPC considers a community as waterless if it has unsafe water or there is a presence of water-borne diseases in the community. NAPC, DOH, DILG, LWUA serves as the technical working group of SALINTUBIG in order to provide water to the LGU level. The guidelines dictate that DILG must ensure the overall implementation of the program by providing capacity building to the LGUs. The DOH serves as a technical assistance to the provision of health and sanitation services while LWUA oversees and monitor the overall implementation. Meanwhile, NAPC serves as the monitoring and evaluation committee of the program. Lastly, the LGUs are responsible for the recipient communities and spearheads the preparation of necessary documents to avail the program.

COLLABORATIVE GOVERNANCE

Collaborative Governance, as defined by Ansell and Gash, is a process where both public and private stakeholders coordinate for the attainment of a particular program or goal which is for the 'public good' (2007, p. 544) and deals with 'public policies' and 'issues' (2007, p. 547). That is to say, this type of governance requires the cooperation of the parties, such as the private and public stakeholders involved, in order to provide service to the public. Meanwhile, Amirkhanyan (2008) argued that collaboration involves an agreement of interactions with other organizations. It deviates from the traditional notion of hierarchy since it welcomes every participant into the process of decision-

making. Therefore, participants are given a stronger involvement in the process.

According to Huxham (2000) contemporary issues nowadays are complicated and diverse and cannot be resolved by a single actor. Thus, creating an avenue for collective action, mostly actualized by communities, is essential in order to pursue goals and create feasible solutions for various societal problems. As such, collaborative governance emerges as an imperative to the processes that yield outcomes. Collaboration, Huxham (2000) insisted, is a mechanism wherein stakeholders come together for a common purpose to come up of an outcome. Some collaborative governance has actors that are both from the government or public sector. As mentioned by Sapru (2017), intergovernmental relations, a term popularized by William Anderson, refers to the 'working relationships' of the governmental units (p. 93).

The primary principle of collaborative governance is to empower, engage, and enlighten citizens in the processes of the government. According to Sirianni (2009) there are seven core principles of collaborative governance namely (1) coproduce public goods, (2) mobilize community assets, (3) share professional expertise, (4) promote sustainable partnerships, (5) build fields and governance networks strategically, (6) transform institutional cultures, and (7) ensure reciprocal accountability. These principles go hand in hand with policy design implementation.

In the Philippines, collaborative governance is one of the reforms offered to the Philippine government that counter the ceaseless corruption in the country. The mechanism is at first unwanted to the system of the country. However, continuous efforts regarding collaborative governance appear to be useful and accepted in the long run.

Velasco (2016) associated the success of the collaboration with the commitment and initiatives forwarded by the stakeholders. In his research regarding the relocation of the informal settlers of the Philippines, the role of the local government was deemed to be the most important stakeholder. He mentioned problems that weakened the process. However, the results of his study have shown that the informal settlers in the locale are willing to cooperate only when they trust the stakeholders.

In a research conducted by Talavera (2013), her analyses have shown that collaboration is related with trust. According to the author, collaboration requires transparency of information and equal participation on the decision-making process. It therefore suggests that the participants in the collaboration must be in favorable relationship so that decision-making and information are properly handled. Meanwhile trust also shows two relevant dimensions namely, 'organizational perspectives' and 'risk perspectives'. Talavera (2013) explained that the former concerns their close association with their organizations and other stakeholders involved, while the latter deals with the degree of risks that the stakeholders are willing to commit in the process.

A study conducted by Dungog-Cuizon (2014) suggested that there are collaboration practices that are being used in presenting their programs and advocacies. This was a case study on Ramon Aboitiz Foundation's collaborative framework. The practices are believed to be connected with initiating conversations, sharing of ideas, consolidating different interests, and actions related to the decision-making process. In order to provide a working program between parties, it is necessary for communication to take place.

ANTECEDENT-PROCESS-OUTCOME FRAMEWORK

Thomson and Perry's Antecedent-Process-Outcome Framework serves as the Theoretical Framework of this research. The model presents the collaborative process that contains the five dimensions greatly influenced by Gray. The framework also considers the antecedents and outcomes.

Figure 1 presents antecedents, process, and framework as the primary variables of the research. To understand the term 'antecedents' better, the term 'starting conditions' is used. Starting conditions was a term formulated by Ansell and Gash to point out the existing conditions before the collaboration (2007). In other words, the antecedents refer to the type of environment that is present before a collaboration take place. Meanwhile, the process holds set of procedures or phases that is vital in completing a certain goal.

The framework operates by understanding the antecedents that emphasize the character of the participants, the circumstances and resources, and even their history (Perry, Thomson, & Miller, 2009). The conditions prior to the collaboration are being highlighted in order to determine the outcome. With the arrows pointing from the antecedents to the process, it shows that antecedents influence the process of collaboration.

The process comes after the antecedents. It is based on the five key dimensions of collaboration, namely governance, administration, organizational autonomy, mutuality, and norms of trust and reciprocity. As discussed by Thomson, Perry, and Miller, governance refers to the accepted rules and mandates that will manage the collaboration (2009). This includes the division of labor among the participants. In order for an effective collaboration to take place, the participants need to have a clear and comprehensive knowledge about the process.

In line with governance is the administration which places great emphasis on the roles of each participant or stakeholder. Administration refers to an 'administrative structure' that mainly focuses on the 'implementation' and 'management' of the program (Thomson, Perry, & Miller, 2009. p. 26). Administration is concerned with how the collaboration will operate. The roles and responsibilities must be laid out clearly. Boundaries and limitations to the project must also be included. Although the participants have different tasks, it is still essential to have an administration that will coordinate all of the stakeholders involved.

The organizational autonomy deals with the individual and collective interests. According to Thomson and Perry, this is the process wherein the 'potential dynamism' and 'frustration' shows (2006). The organization, for instance, that is assigned on the overall evaluation of the program failed to evaluate one of the crucial parts of the project. It may seek to protect its identity, or it may admit its flaws. It is therefore a challenge for the stakeholders to consolidate their ideas through their willingness to share information.

Meanwhile, the mutuality refers to the shared benefits that the parties receive (Thomson & Perry, 2006). It is also related with the organizational autonomy since the participants are concerned with what the other stakeholders are doing. The failure of a stakeholder to do its task may decrease the commitment of the other participants. Furthermore, Thomson and Perry agree with Wood and Gray that the collaboration is fueled by the benefits that the stakeholders acquire in the process (2006).

Finally, the norm of trust and reciprocity pertains to the "I will if you will" or "tit-for-tat" mentality (Thomson & Perry, 2006). The authors add that reciprocity is one of the elements that determine the success of the collaboration. It shows that stakeholders are motivated when all participants are committed to the process. The framework ends with the outcomes that came from the process. The outcome would show whether the collaboration was successful or not.

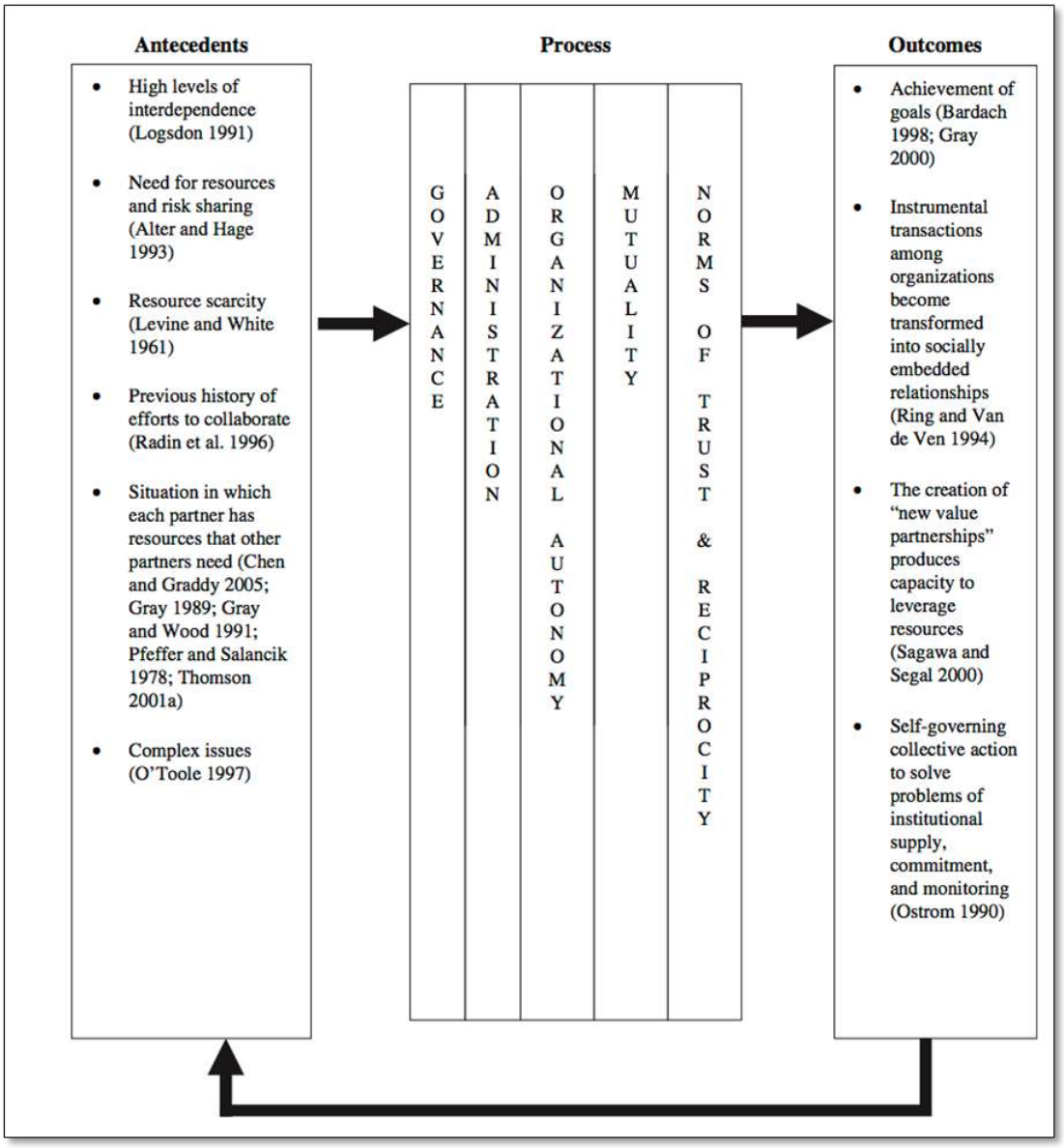

Figure 1. Antecedent-Process-Outcome Framework (Thomson, A.M. & Perry, J.L., 2006)

APPLICATION OF *ANTECEDENT-PROCESS-OUTCOME FRAMEWORK* IN THE IMPLEMENTATION OF SALINTUBIG PROGRAM

In application of the Antecedent-Process-Outcome Framework in the implementation of SALINTUBIG Program, the framework has highlighted the stakeholders of the SALINTUBIG Program.

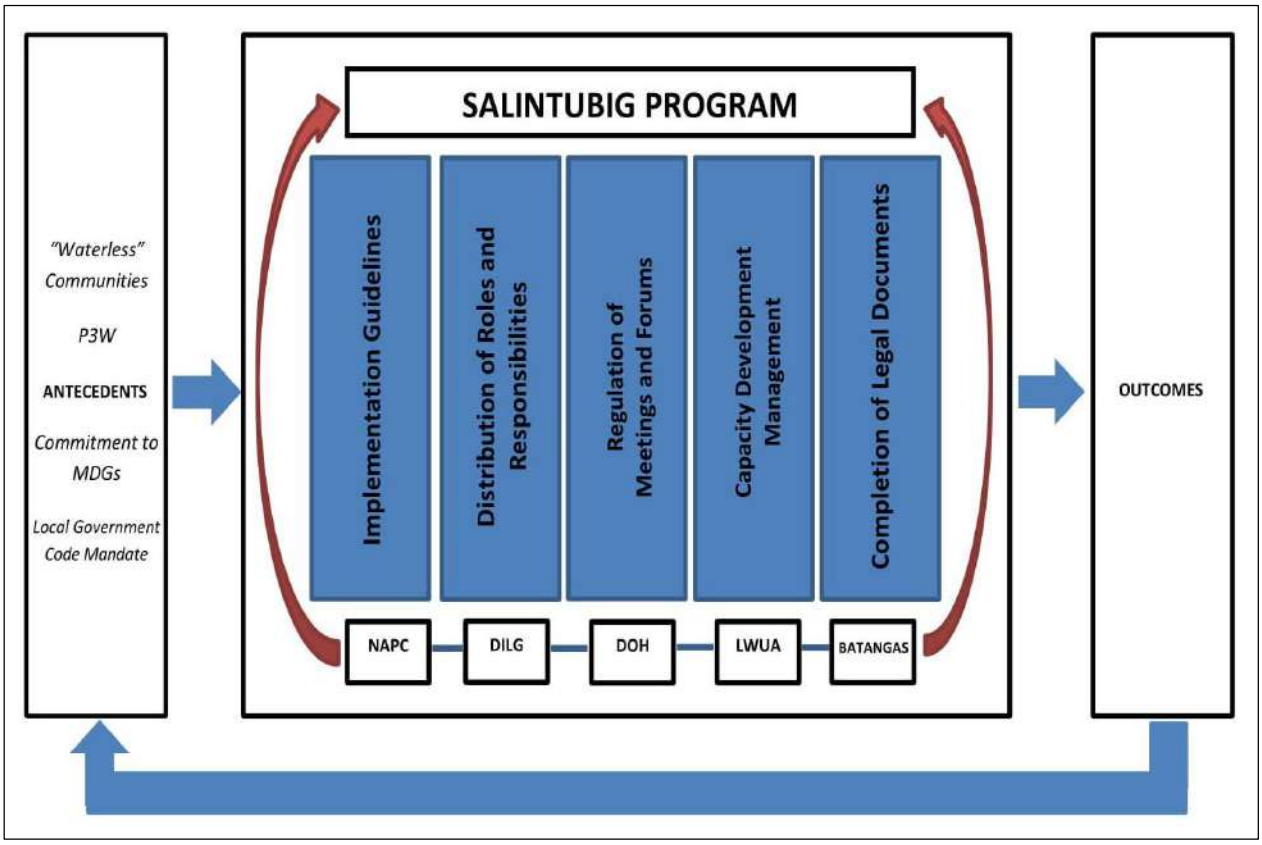

Figure 2. Collaborative Governance for the SALINTUBIG Program (Areta & Rollo, 2017)

One of the antecedents that have been identified as a starting condition for the collaboration is the cases of waterless communities in the Philippines. The waterless communities are those municipalities and barangays identified by National Anti-Poverty Commission which do not have proper water supply system and lack safe and clean water. These waterless communities are also the beneficiaries of the preceding program of SALINTUBIG which is the President's

Priority Program on Water (P3W). The researchers consider P3W as an antecedent to the SALINTUBIG program. The SALINTUBIG program is also made as a commitment of the country to the attainment of Millennium Development Goals of 2000-2015, then later the Sustainable Development Goals (SDGs) of 2015-2030. Also, the presence of the Local Government Code of 1991 or the Republic Act 7160 is also seen as one of the grounds for partnership and collaboration. It is essential to discuss if there are conflicts that occurred within the national government, especially with the agencies and institutions involved, and the LGUs of province of Batangas, prior to the collaboration. The past issues and conflicts may affect the efficiency of the collaborative process.

The red arrows represent the Memorandum of Agreement between the concerned institutions in entering the collaborative governance. This compliance to this legal document serves as the foundation in implementing the guidelines and procedures of the program.

The 'process' in the Antecedent-Process-Outcome Framework determines the collaborative governance of the national and local institutions. The first variable in the collaborative process is the governance. It corresponds to the availability of roles and responsibilities for the stakeholders. In the Memorandum Circular 2012-83, authored by the Department of Interior and Local Government (DILG), the implementing national government institutions are the National Anti-Poverty Commission (NAPC), the Department of Health (DOH), DILG, and the Local Water Utilities Administration (LWUA). The aforementioned institutions collaborate with the Local Government Units (LGU) of Balayan, Lemery, and Tuy, Batangas.

Related to the governance, administration deals with the division of labor for the implementation of the SALINTUBIG Program. The meetings and forums held during the formulation and implementation of the program correspond to the organizational autonomy. The allocation of resources equates to the dimensions of mutuality while the commitment of the stakeholders depends on the benefits that the participants receive. Lastly, the documentation of the program ensures that the norm of trust and reciprocity is further developed.

In this research, the outcome is connected with the program. The completion of the implementation of SALINTUBIG Program in Balayan, Lemery, and Tuy, Batangas shows that the program was properly executed. The municipalities mentioned were also removed from the list of waterless areas identified by NAPC. The success of the SALINTUBIG Program means that the collaboration was effective.

RESEARCH METHODS AND PROCEDURES

This research draws on a mixture of quantitative and qualitative research design. The researchers opted for this research design because studying the implications of the collaboration can be best understood by connecting questions that are structured and unstructured or semi-structured. For the qualitative research design, key-informant interview and document analysis are utilized while the quantitative research design

employed the results of the survey questionnaires.

The research accommodated two sets of respondents for the interview and the survey questionnaires. The first set of respondents is composed of the administrators from the national and LGU institutions. The proponents and facilitators of the SALINTUBIG Program in Batangas such as the officers from the municipalities of Balayan, Lemery, and Tuy, Batangas; and the officers in-charge from the Local Water Utilities Administration (LWUA), Department of Interior and Local Government (DILG) central and provincial offices, Department of Health (DOH), and the National Anti-Poverty Commission (NAPC) are interviewed. The respondents were interviewed and have answered the structured type of interview questions in order to evaluate the collaboration of the national and LGU institutions involved in the SALINTUBIG Program.

The second set of respondents is the households of the three municipalities which are beneficiaries of the SALINTUBIG program and do not have access to safe and clean water. The number of samples that served as respondents from the accessible population of Balayan, Lemery, and Tuy, Batangas is 340 households. The sample population is divided proportionally to the municipalities. Balayan, Batangas with 136 (40% of the 340 households), 92 households for the municipality of Lemery (27% of 340 households), and 112 households for the municipality of Tuy (33% of 340 households).

The primary study of the researchers is conducted in the municipalities of Balayan, Lemery, and Tuy, Batangas, particularly in the area which has no access to safe water.

To have an in-depth analysis of the study, the researchers conducted key-informant interviews with the project proponents. The questions are in semi-structured form which allowed the researchers to further necessary inquiries.

Structured type of survey questionnaires is carried out to the citizens of the LGUs of Balayan, Lemery, and Tuy, Batangas as well. Moreover, close-ended questions will be presented for the survey questionnaires. The questionnaire for both interviews and surveys are answered to assess the SALINTUBIG Program in the area. The questions are based on the five dimensions provided in the theory of Thomson and Perry. The two types of surveys are in the YES or NO format and AGREE or DISAGREE.

With the broadness of the project, the project proponents and officers in-charge from the DILG, DOH, NAPC, LWUA, and the LGUs of Balayan, Lemery, and Tuy, Batangas have different views and assessment on the collaboration of public sectors and also with the policies being implemented. Thus, a series of interviews provided a better way to understand the status of the policy from the project proponents and the recipient of the policy.

For the data analysis plan, the researchers have applied descriptive statistics in the quantitative analysis. The researchers will get the frequencies and percentage. If YES > NO; and AGREE > DISAGREE, then the collaboration is effective. To validate the research instruments, the researchers used the triangulation method in checking and establishing the validity and reliability of the study. To prove the validity of the study, triangulation is utilized through the use of: (1) interviews, (2) questionnaires and surveys, and (3) documents. Separating the answers of the households from the three municipalities and from national and LGU institutions provided the researchers points of comparison with regard on the assessment of the collaborative governance.

RESULTS AND DISCUSSION

The data gathered for the Key-Informant Interview were responded by the national and LGU institutions. The researchers interviewed four key persons from the national agencies while four respondents were consulted from the local institutions as well.

Roles of stakeholders in the provision, rehabilitation, and enhancement of water supply system through the SALINTUBIG program

The national and LGU institutions have shared their roles for the implementation of the project. The representative of NAPC stated that the agency serves as the coordinating body for the SALINTUBIG Program. As the coordinating agency, NAPC organize and regulate meetings, seminars, and workshops that may help in the implementation of the program. The coordinating role was also undertaken by the DOH during 2011. The representative of DOH claimed that they used to be the lead executive agency wherein their task was to allocate budget and offer technical assistance. The DOH have also required Detailed Engineering Design (DED) from every beneficiary to ensure that the program is possible in the area. The role was then turned over with the DILG.

In 2012, the DILG handled the lead executive role for the SALINTUBIG Program. DILG argued that its strength has improved the program. The strength that the office was pertaining to the presence of DILG in the regional, provincial, city, and municipal level. Coordination was easier because there were some specific personnel that the central office communicates to in the local levels. Meanwhile, the representative from LWUA maintained that its role for the program was to provide technical, financial, and training assistance to the water districts.

As for the local levels, the LGUs of Balayan, Lemery, and Tuy asserted that their roles for the SALINTUBIG Program are based on the instructions given in the Memorandum of Agreement. The representative of the LGU of Tuy shared that one of their roles is to assist and supervise in the construction of the water tanks for the project.

Accountability and Transparency through Legal Documents

In determining the compliance of the institutions with the legal documents, the LGUs were asked to show the Memorandum of Agreement, financial reports, and other supporting details. The purpose of the legal documents is to prove that there were written reports made by the beneficiaries. The municipalities in this study were also asked about the legal documents.

Written in the Memorandum of Agreement were their roles, the guidelines and procedures, and timelines for the program implementation. In consonance with the requirements stated in the MOA, the LGUs have also liquidated their funds, and submitted completion reports.

On the other hand, NAPC maintained that in terms of their compliance with legal documents, it is their responsibility to provide researches for the target beneficiaries. Both the DILG and DOH performed the duty of checking and regulating the documents that they receive from the LGUs. And as for the case of LWUA, the representative reasoned out that as they are not bounded by the Memorandum of Agreement with the other three national agencies. Thus, they do not have any legal documents to comply.

Joint-decision making process and commitment to the program

The respondents were also asked regarding the extent of their compliance and cooperation in the process. In the case of the LGUs, they asserted that they have groups created for the project implementation. For the case of the LGU of Lemery, they have Gulod Ilaya Golden Water Association whom

assisted in the program and documentary requirements. These groups have ensured that there is a uniform understanding of the guidelines, procedures, and timelines for the implementation of the project. The LGUs of Balayan and Tuy also agreed that the legal documents were completed because of the strict regulations from the DILG. The beneficiaries have also helped in securing the requirements.

Meanwhile, the DILG expressed that they have a technical working group wherein NAPC, DOH, and LWUA are also part. Together, they have made this collaboration more accessible. The representative of NAPC discussed that they initiate most of the seminars and workshops for the implementation of the program. Likewise, the representative of DILG – Batangas have also shared that they also provide seminars and workshops for the beneficiaries in Batangas.

Results of the Survey Questionnaires

The LGUs were asked with various questions regarding the implementation of the SALINTUBIG program. The questionnaires are in the form of (1) YES or NO; and (2) AGREE or DISAGREE. Firstly, the residents of the program were asked if they have access to clean and safe water. The households from Brgy. Magabe, Brgy. Gulod, and Brgy. Palincaro affirmed that they have access to clean and safe water. In Brgy. Toong, Tuy, 78.6% or 44 of the total 56 households answered yes while the remaining 21.4% or 12 out of 56 asserted that the have no access to clean and safe water.

The second survey item implies the instance wherein there is an absence of clean and safe water on the locales. The highest incidence was in Brgy. Magabe, Balayan wherein 72.2% of the total respondent population affirmed that they have no access to clean and safe water before the implementation of SALINTUBIG program. Meanwhile, the lowest incidence is in Brgy. Gulod, Lemery with only 10 out of 52 households were recorded with no access to clean and safe water.

The third survey item depicts the overall awareness of the respondents regarding the SALINTUBIG program whether they are informed by the LGU about it or not. Majority of the households of Brgy. Magabe, Balayan and Brgy. Palincaro were properly informed. Meanwhile, 62.5% of the respondent population of Brgy. Toong were knowledgeable of the SALINTUBIG program through the efforts of their local government. However, only 17.7% or 11 out of 62 households in Brgy. Gulod, Lemery were aware of the SALINTUBIG program.

The fourth item in the YES or NO questionnaire is about the awareness of the LGUs on the project proponents and facilitators of the SALINTUBIG program. Majority of the population respondents from Brgy. Magabe, Balayan were aware of the project proponents and facilitators of the program. However, in Brgy. Gulod and Brgy. Toong, 87.1% and 78.6% of the households, respectively, do not know the people behind the implementation of the SALINTUBIG program.

In terms of the coordination of the LGU and national institutions, Brgy. Magabe and Brgy. Palincaro affirmed that their local government coordinate with the national institutions involved in the implementation of the program. Meanwhile, the respondent population from Brgy. Gulod and Brgy. Toong believed that the collaboration between their LGU and the national government does not occur.

The last item in the YES or NO survey is a general question for the household respondents. It is about the effectiveness of the SALINTUBIG program. Brgy. Magabe, Brgy. Palincaro, and Brgy. Toong have acknowledged the effectiveness of the program. However, in Brgy. Gulod, only 12 out

of 62 households affirmed the effectiveness of the SALINTUBIG program.

The second part of the questionnaires has provided an avenue for the household respondents to assess the effectiveness of the SALINTUBIG program.

Brgy. Magabe, Balayan has a positive perception and assessment in the SALINTUBIG program. A total of 33 households out of 36 (91.7%) agreed that the program has properly addressed the water crisis in the municipality. In terms of the awareness of the residents, 34 out of 36 households affirmed that they are well-informed about the implementation guidelines of the program. As a matter of fact, 33 out of 36 households have agreed that they took part in the operation of the program through meetings, forums, and workshops. Overall, the residents of Brgy. Magabe believed that the collaboration in the implementation of the program is effective. A total of 30 households believed that the coordination between the LGUs of Batangas and the national agencies has coordinated effectively to execute the SALINTUBIG program.

In terms of the assessment of Brgy. Gulod, Lemery whether the SALINTUBIG program has properly addressed the water crisis in the municipality or not, only 17 out of 62 household respondents agreed that it has addressed such problem. In terms of the awareness of the SALINTUBIG program, 54 out of 62 households (87.1%) are not well-informed about the program. In addition, only 10 out 62 households took part in the operation through meetings, forums and workshops. Overall, only 12 out of 62 households (19.4%) affirmed the effectiveness of the collaboration of the national agencies and LGUs of Batangas in the implementation of the SALINTUBIG program.

For the residents of Brgy. Palincaro, Tuy, a total of 50 households agreed that the SALINTUBIG program has properly addressed the water crisis in the municipality. Meanwhile, 47 out of 56 households (73.2%) stated that they are well-informed of the implementation guidelines of the SALINTUBIG program. In line with this, 49 out 56 households (87.5%) have affirmed that they took part of the operation of the program through workshops, meetings, and forums. Lastly, 52 out 56 households (92.9%) credited that the collaboration between the national agencies and LGUs of Batangas is effective in so far as the implementation of the SALINTUBIG program is concerned.

For the residents of Brgy. Palincaro, a total of 44 households affirmed that the SALINTUBIG program properly addressed the water crisis in the municipality. With that, 43 out of 56 households (76.8%) stated that they are well-informed about the implementation guidelines of the SALINTUBIG program. Meanwhile, 47 households (83.9%) reported that they took part in the operation of the program through meetings, forums, and workshops. In terms of the overall effectiveness, 44 households (78.6) have agreed that the collaboration of the national agencies and LGUs of Batangas is effective in the implementation of the SALINTUBIG program.

ANALYSIS AND FINDINGS

In the analysis of the data collected, the qualitative comparative analysis and descriptive statistics were employed for the data gathered from the key-informant Interview and survey respectively. The legal documents were also taken as indicators for this study. As for the overall analysis of this study, the triangulation method of analysis was used. The triangulation method was utilized in order to confirm the validity and reliability of the data. Moreover, it was used to relate and associate the collected interview answers, survey answers, and legal documents.

In analyzing whether the collaboration between the national and LGU institutions have any implications on the implementation of the SALINTUBIG Program, the respondents have shared problems and issues encountered during the implementation of the program. The representative from the DILG – Batangas have cited that they only have one concern on the local levels. And that it was on the maintenance of water tanks. It has been explained by the representative that SALINTUBIG Program, once fully implemented, becomes the whole responsibility of the LGU.

However, the national agencies have encountered a number of issues and challenges both in their coordination with the LGUs. Most of the delays, according to the representative from DOH, were because of the issues and concerns in the LGUs. Some of the LGUs are not really capable of sustaining the program. Also, some LGUs are physically challenged because water site is not present. Also, on the end of implementation, the representative of NAPC highlighted that there were issues when the program is being privatized. This occurs when the management is suddenly turned over to a water district.

Furthermore, the representative of the DILG mentioned that they also encountered delays in their agency because of the changes in their administration. It has been specified that this is because the administrations have different priorities.

In line with coordination, the compliance with legal documents were also asked to the respondents. The local governments shared that due to the strict supervision of DILG, the LGUs of Balayan, Lemery, and Tuy are forced to comply as efficient and as fast as possible. But in the views of the national agencies, the problems of LGUs are still considered as the major factor affecting the implementation.

After analyzing the qualitative data taken for this research, the quantitative data were also linked. The responses from the survey offers another assessment and validation for this research. The household beneficiaries serve as a third indicator that help see if the SALINTUBIG Program was effectively implemented for the beneficiaries.

For the quantitative analysis, it shows that the answers to the surveys are diverse and may depend on the locality. Out of 210 valid samples, there are 198 households who claimed that they have access to clean and safe water. All the respondents from Magabe, Gulod, and Palincaro stated that currently, they have access to clean and safe water. However, in Toong, 21% of the samples or 12 households do not have access to clean and safe water despite the provisions of the SALINTUBIG program.

In terms of the period where the locale has experienced zero access to clean and safe water, 41% or 86 households of 210 samples stated that there was an instance in which they do not have access to clean and safe water and the highest incidence was in Brgy. Magabe with 26 out of 36 households while in Brgy. Gulod, only 10 household respondents experienced an instance of having no access to clean and safe water.

Meanwhile, out of the 210 valid samples, 122 households (58%) were informed by their LGUs about the SALINTUBIG program; the highest is in Brgy. Magabe with 33 out of 36 households. However, in Brgy. Gulod, only 17% (11 out of 62) households were informed about the SALINTUBIG program. In line with this, only 85 out of 210 households (40%) knew the project proponents of the SALINTUBIG program. In Brgy. Gulod, only 8 (13%) out of 62 households were aware that the SALINTUBIG program is a multi-agency collaboration project by the national and local government.

The respondents were also asked if the national government and the local government of their respective municipalities

coordinate efficiently in terms of the implementation of the SALINTUBIG program. The results show that 52% or 110 households agreed that the two government units coordinate efficiently. However, in Brgy. Gulod, only 12 out of 62 households agreed to this.

Lastly, in terms of the overall efficiency of the SALINTUBIG program, 139 households or 66% stated that the program is effective. The highest incidence is in Brgy. Magabe, Balayan with 35 out 36 households stated that the SALINTUBIG program is an effective project of the government. Same case in Brgy. Palincaro and Brgy. Toong, with 55 and 47 households, respectively, affirmed the effectiveness of the SALINTUBIG program. However, the results in Brgy. Gulod is a complete opposite of the three barangays. Only 12 out of 62 households in Brgy. Lemery stated that the SALINTUBIG program is an effective project addressing the water crisis in the municipality.

For the AGREE or DISAGREE questionnaires, there are differences in terms of the assessment of the household respondents. In the assessment of the residents of Brgy. Magabe, Balayan, majority of the population of the barangay believed that the program properly addressed the water crisis in the municipality. Moreover, the residents are also well-informed about the implementation guidelines as they took part to the operation of the program. Overall, the household respondents of Brgy. Magabe assessed the SALINTUBIG program as an effective project of the collaboration between their local government and the national institutions. Meanwhile, the assessment of the residents in Brgy. Gulod, Lemery is a complete opposite of the answers of Brgy. Magabe. Majority of the household respondents in Brgy. Gulod assessed the program negatively. More than 40 households stated that the SALINTUBIG program did not properly addressed the water crisis in the municipality. Only 12.9% of the total household respondents agreed that they are well-informed regarding the implementation guidelines of the program. In terms of the participation of the households in meetings, workshops, and forums, only 16.1% of the households agreed that they took part of the operation of the program. In line with this, only 19.4% of the respondents agreed that the collaborative governance of the LGUs and national agencies is effective.

In total, 144 households or 69% of the valid sample population agreed that the SALINTUBIG program properly addressed the water crisis in their respective municipalities. Moreover, 60% (126 out of 210) of the sample population agreed that they were informed about the implementation of the program and are educated in terms of the background and arrangement of the SALINTUBIG program. Meanwhile, 66% of the sample population (139 out of 210) agreed that they have attended meetings, forums, and workshops regarding the operation of the program. Lastly, 66% of the sample population (139 out of 210) agreed that the collaboration between the national government and their respective local government units in the implementation of the SALINTUBIG program is effective.

The results of the YES or NO and AGREE or DISAGREE questionnaires, varied on the involvement of the local governments in the locality. For instance, the municipal government of Lemery failed to coordinate with the government of Brgy. Gulod in terms of the implementation of the SALINTUBIG program. The consequence of such action resulted to the unfamiliarity of the residents to the program. Meanwhile, the results of the answers of the residents of Brgy. Magabe, Brgy. Palincaro, and Brgy. Toong are positive on the grounds that the SALINTUBIG program is recognized by the households as a collaborative project of the LGUs and the national government. Overall, the assessment of the household respondents regarding the effectiveness of the collaboration of the SALINTUBIG program is affirmative in so far

as the implementation of the program is concerned.

The collected data which includes the interviews, surveys, and legal documents, have affirmed that the collaboration is effective. All of the interviewees are asked if the collaboration with each agency is effective and every office answered positively. The answers to the surveys attested to this and majority of the household respondents agreed that the collaboration is effective. In addition to the performance and cooperation of the national and LGU institutions, the legal documents prove that the documentary requirements were recognized and accomplished. To be specific, the recognition and accomplishment of legal documents pertains to the Memorandum of Agreement signed by all the coordinating agencies, and with the LGU beneficiary, and the financial reports submitted by the LGUs.

The study gathered a variety of data collected from the legal documents, quantitative and qualitative research design. The Memorandum of Agreement, as the primary legal basis, sets the objectives, roles, and limitations of each institution involved. Thus, the MOA enabled the participating agencies to work better since the specification and separation of labor was clearly laid out. The documents provided by the LGUs of Balayan, Lemery, and Tuy serve as evidences of the cooperation and compliance of the local institutions with the requirements imposed by the national government.

The results gathered from the survey showed that the program was operating. That is to say that the implementation occurred and was completed. The results of the surveys imply that majority of the beneficiaries were well-informed of the program. Although Brgy. Gulod of Lemery showed that the SALINTUBIG Program was ineffective. Nonetheless, the LGUs have extended their support through securing awareness among the barangays. Meanwhile, the findings in the interviews expressed that the collaboration was effective. However, there were challenges that have delayed the implementation of the program. Therefore, there is a need to strengthen the coordination among the national agencies and with the local government.

In totality, the collaboration was effective. The SALINTUBIG Program was implemented in the LGUs of Balayan, Lemery, and Tuy. Nevertheless, coordination must be improved among the participating agencies.

CONCLUSION

The collaborative governance between the national and LGU institutions in the implementation of the SALINTUBIG program is an effective mechanism for yielding outcomes. The implementation of the program is a practical and innovative way of governance wherein stakeholders shared a common goal in pursuing collective actions.

The use of the Antecedent-Process-Outcome Framework has validated the procedures and operation of the SALINTUBIG program. The collaborative process in the framework consists of governance, administration, organizational autonomy, mutuality, and norms of reciprocity are all present in the implementation arrangement of the program. Moreover, the framework corresponds to the understanding of the starting conditions, process, and outcomes of the program.

In terms of the data collected, the interview conducted with the officers in charge of the national institutions such as the National Anti-Poverty Commission (NAPC), Department of Health (DOH), Department of Interior and Local Government (DILG), Local Water Utilities Administration; and local government institutions such as the DILG Provincial Office and the Municipal Planning and Development Coordinators of the municipalities of Balayan, Lemery, Tuy, indicated that the collaboration while

formulating and implementing the SALINTUBIG program is effective. The construction of the program in the LGUs in Batangas situated in Brgy. Magabe, Balayan, Brgy. Gulod, Lemery, and Brgy. Palincaro and Toong, Tuy has provided the residents clean and safe water. However, it is concluded that not all of the residents of the three municipalities are well-informed about the program and its benefit to the households.

Based on the findings concluded through the gathered interviews, surveys, and legal documents from the stakeholders, the collaboration of the national agencies and LGUs of Batangas is effective in the implementation of the SALINTUBIG program in terms of rehabilitation and enhancement of water supply system, accountability and transparency on the operation, joint decision-making process of the involved institutions, and commitment to the program.

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FORMULATING AND VALIDATING SUSTAINABLE RESIDENTIAL AREA INDICATORS IN SUBURBAN INDONESIA CASE STUDY: SOUTH TANGERANG CITY

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ABSTRACT

In today's empirical studies on sustainability, researchers still rely on the "triple bottom lines" concept (economic, social, and environment). However, it has limitations for specific cases such as regional, local, and even sectoral levels. One sector that needs to adopt sustainability principles is a residential area in the suburban area. Academic discourse on the sustainable residential area (SRA) is still on extensive research, mainly how to produce reliable and valid indicators. At the policy level, particularly in Indonesia, there is no available an accurate indicator of how to measure SRA. Thus, this study intends to develop and validate the SRA's indicators. Based on the project objective, by using 'citizen-led' approach, the study observed 82 households in South Tangerang City, which is spatially located in the hinterland of the Greater Jakarta. We divided the respondents into a residential area and nonresidential area households. By extending a literature review, this study develops 51 SRA indicators. Using structural equation modeling (SEM) with partial least square (PLS) approach, this study generates valid and reliable 36 SRA indicators. A brief elaboration of those accurate indicators is presented in this paper.

Keywords: residential area, infrastructure, governance, technology, sustainability

INTRODUCTION

In some economic development textbooks, the concept of sustainable development still refers to the definition of the World Commission on Environment and Development (WCED). They explained sustainable development is "patterns of development that meet the needs of the present without compromising the ability of future generations to meet their needs" (WCED 1987). Ten years later, Elkington (1997) introduced the concept of "triple bottom lines" (social, economic, and environmental) which later became the basic concept of interrelating in interpreting the concept of sustainability. Although in empirical research, used as the primary reference, yet it is not considered to be final and became a debate among academics, especially for specific and local cases (Seghezzo 2009). Therefore, the opportunity to fill various gaps in the concept is still very wide open. Moreover, in various research reports show that sustainability issues have shifted from a global to a micro perspective, even a local, regional, and sectoral level (Finco and Nijkamp 2010).

In the urban sustainability context, Talen (2014) states that issues at this level revolve around housing, transportation, and the environment, as well as the interconnection of governance. Peculiarly for a house, in international standard, academic discourse on sustainable residential/housing areas has acquired the attention of researchers and even the government. At the level of empirical research, Yigitcanlar et al. (2015) conducted in Malaysia, Pakzad and Salari (2018) examined it in Iran by observing small size neighborhoods. While in Indonesia, a study on the formulation of indicators for sustainable residential areas was carried out by Sudarwanto et al. (2014). At the policy

level, such as in Germany, it has implemented a certification system to assess whether a housing area is sustainable or not (Rid et al. 2017).

At the level of public policy planning, the thoughts of the significance of sustainability are in line to the issue of New Urban Agenda at the United Nation Habitat III Conference in 2016. It is essential because it is able to maximize economic efficiency, promote social diversity, and land use mixture. In turn, it will encourage environmental balance (Tsenkova 2016). In 2015, Bappenas of the Republic of Indonesia also adapted the new urban development agenda. The original vision of urban development includes that cities must be livable, competitive, green-minded, and resilient and prioritize local urban identity. The four ideas stand on the principle of equal access to physical and social infrastructure and affordable housing, and (2) environmental sustainability by promoting clean energy (Bappenas 2015).

A concise description of several empirical studies and even their implementation at the policy level raises fundamental questions on why residential/housing areas should be sustainable. Winston and Eastaway (2008) provide four arguments: (1) housing is one of the important public policies that can influence the development of urban areas and potentially contribute to sustainable development; (2) including its design has a significant impact on the environment; (3) construction of housing and its facilities have an impact on how waste management is managed; and (4) it has an impact on the use of electricity, wood, etc. and this has direct relevance to sustainability.

In Indonesia, the idea of implementing sustainable housing areas still has not considered close attention. Although Bappenas has issued regulation No. 7/2018 concerning Coordination, Planning, Monitoring, Evaluation, and Reporting on the Implementation of Sustainable Development Goals which is one of the aspects of concern is sustainable urban housing, but the regulation focuses on how the public utilize accessibility to those basic needs in affordable price. In other words, it has not given attention to how a housing and residential area meets the principles of sustainability. The achievement of /residential area is relevant when it is associated with the reality and phenomena faced by urban areas today, such as Tangerang Selatan City (Figure 1). As a suburb, it receives so many spill-over effects, which is economical, social, spatial, and environmental impacts. Those impacts indicate by the increase of population, both as a result of migration from village and migration from the Great Jakarta (suburbanization). Local BPS data shows that the number of residents from time to time continues to increase. In the last seven years (2010-2017), the average rate of population growth increased by 3.56%.

Source: Google Map, 2019

Figure 1. The Location of South Tangerang City

Increasing population growth will, in turn, reduce demand for land, especially for housing and settlements. The request was then responded to by housing developers by building residential areas (see Table 1). Empirical evidence shows that residential area of 60.07% in 2011 changed to 61.79% in 2016, converting 1.72% or 2.53 km2 from the total area of 147.19 km2 (BPS South Tangerang City 2018). The data also confirmed through the increase of the land rent (BPHTB) value for 2011-2014. Data shows that the acquisition of BPHTB in South Tangerang City only reached Rp. 150 billion (2011), then jumped to three hundred fifty billion rupiahs (2016). The calculation results show that the average increase in BPHTB during 2011-2014 reached 38.7%.

Tabel 1. The Amount of Residential Area in South Tangerang City

District	Total of Residential Area (unit)	Housing Unit
Ciputat	150	61.564
Ciputat Timur	183	66.969
Pamulang	176	72.736
Pondok Aren	115	50.560
Serpong	52	23.606
Serpong Utara	84	32.756
Tanpa Keterangan*	39	30.153
Total	839	352.380

Source: South Tangerang City Settlement, Residental Area and Land Government Office, 2017

Population growth significantly impacts land use. Lufitayanti's (2013) study showed that 90.8 hectares (0.50%) deviated from the regional spatial plan. In turn, this problem has an impact on access to water resources, household waste, floods, landslides, and noise (Lestari and Dharmawan, 2011). The deviation was caused by the expansion and construction of industries and residential areas. Moreover, population growth also has an impact on increasing the volume of household waste. Data from the local Environment Agency confirms that the garbage data entering the *Cipeucang* landfill reaches 225,408 cubic meters (2014) and increases to 245,560 cubic meters (2015); or increase by 8.94% per year.

In addition to these facts and phenomena, Indonesia also does not yet have official indicators to measure the sustainability of housing areas. Although the Ministry of PUPR RI (2014) tried to design conception of sustainable urban settlements in 2014, until now, this conception has not yet manifested into concrete public policy. Besides, the National Standardization Agency (BSN) also released Procedures for Planning Housing Areas in Cities with SNI 03-1733-2004 (BSN 2014). SNI oriented to sustainability indeed, but many indicators in it still have not adapted other dimensions of sustainability, such as social and economic. Based on those descriptions, this study aims to: (1) formulate constructs and indicators of sustainable housing areas (after this referred to as SRA) in South Tangerang City; and (2) validating the constructs and the formulated indicators.

The reasons why this region has chosen as the object of research is related to its characteristic. As a relatively new autonomous region, this region is considered to have achievements in good governance, obtained from 2010-2016. Some of the awards include: (1) the best and potential city for investment in Indonesia's Attractiveness Award in 2016; (2) environmental ‘Adipura' Certificate in 2016; and (3) award of "government and private cooperation in the provision of

public space" in terms of planning and settlement of the Eastern Regional Organization for Planning and Human Settlements (EAROPH) in 2014. With these achievements, South Tangerang City became a benchmarking for other cities in Indonesia in developing their area. Therefore, by observing the region, the policy recommendations that emerge from this research can be considered for the other city (municipality) to design the necessary improvements (domino effect).

METHOD

Several studies related to efforts to develop sustainability indicators were adopted on the basis of regional (local) values through a combination of expert-led and citizen-led (Turcu 2013), based on literature studies such as those conducted by Aulia (2016) and Xu et al. (2018), or based on secondary data such as the study of Shiau et al. (2015) and then tested it with the Rough Sets Theory (RST) method and the Analysis of the Two-Phase Main Component (TSPCA). Following in the footsteps of Turcu (2013), Aulia (2016) and Xu et al. (2018), the formulation of SRA indicators in this study uses literature studies and validates them with a citizen-led approach. The citizen-led approach is formulating indicators are validated based on the perception of the household.

The population in this study were households living in residential and non-residential areas in South Tangerang City. The sampling technique uses purposive sampling technique. For information, housing areas are spread evenly across sub-districts and villages with a total of 839 regional units. Because of the uniformly distributed distribution assumption, the purposive sampling technique is considered appropriate. The total number of household samples taken was 82 respondents, divided into household samples within and outside the area. The instrument of data collection uses a questionnaire with an ordinal scale. The answer option sorted from the answer is very important (weight 7) to very insignificant (weight 1). Yigitcanlar et al. (2015) used this ordinal scale in his study in Malaysia.

Analysis techniques using SEM. This method has two main features, which is the structural model (structural model), also called the latent variable model (inner model), and a measurement model. The structural model illustrates the relationship model between latent variables that are formed based on the substance of the theory. The measurement model measures the relationship between indicator variables and constructs variables. This study uses PLS-SEM because it is more suitable for the development of theory without the need to test the hypotheses and involves complex models because of many constructs and indicators. PLS-SEM can also be used on data with an ordinal and continuous scale and does not require data to be normally distributed (Wijayanto 2008). PLS-SEM can handle reflective measurement models and formative measurement models (Hair et al. 2011).

In SEM, the observed variables or indicators used to measure a latent variable are reflective. That said because the observed variables are seen as indicators that are influenced by the same concepts and the underlying ones (i.e. latent variables). While formative variables/ indicators are indicators that form or cause the creation or change in a latent variable. Model evaluation criteria, as presented in Table 2.

Table 2. Instrument Evaluation of PLS-SEM Model

No	Criteria	Threshold Value
A	Reflective Measurement Model	
1	Internal consistency reliability: CR > 0,70. For exploratory research 0.60-0.70 could be accepted.	≥ 0,6
2	Indicator reliability: *loadings* > 0.70. For exploratory research 0.4 could be accepted.	≥ 0,4

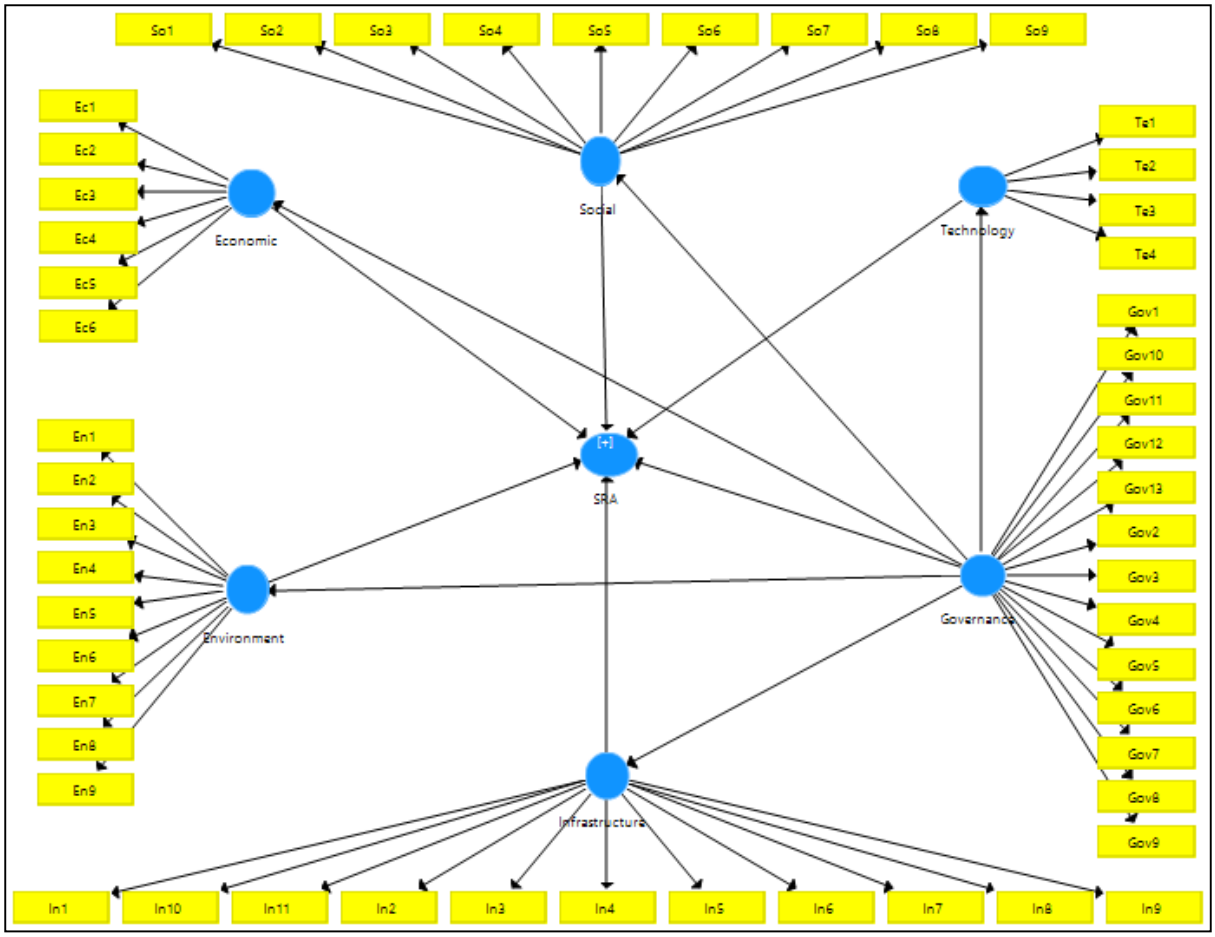
3	Convergent validity: *Average Variance Extracted* (AVE) > 0,50.	≥ 0,5
4	Discriminant validity: a. Fornell-Larcker *Criterion* b. *Loading > cross loading*	Fit to consensus
B	Structural model	
1	R^2 for endogenous variable 0.75 (substantial), 0.50 (moderate) or 0.25 (weak).	Fit to result
2	Significance of path coefficient. t-statistic 1.65 (significance = 10%), 1.96 (significance = 5%), and 2.58 (significance = 1%)	Fit to result
3	Predictive relevancies: *cross validated-redudancy* with *omission distance* (d) between 5-10, $Q^2 > 0$.	Fit to result

Source: Hair *et al*., 2011

Furthermore, the formulated SRA measurement diagram, as presented in Figure 2 is. Reflected by each indicator (observed variable), the model explains that the exogenous latent variable (ξ) consisting of economy, social, environment, infrastructure, technology, and governance. The five exogenous latent variables (ξ) affect the endogenous latent variable (η), namely SRA. Besides, governance is also an exogenous latent variable (ξ) for endogenous latent variables (η): economic, social, environmental, infrastructure, and technology. In other words, economic, social, environmental, infrastructure, and technological variables are assumed to be intervening to form a CFS. So that the path to be able to produce the SRA is considered to be based on good governance. Identify variables for the measurement model in Figure 1, as presented in Table 4.

Table 4. Identification of SRA Measurement Model Variables

Exogenous Latent Variable (ξ)	Indicator Code to-*i*	Endogenous Latent Variable (η)	Annotation
Economic	$Ec_1 – Ec_6$	Sustainable residential area (SRA)	, measured by the economic, social, environment, infrastructure, technology, and governance reflected by each indicator.
Social	$So_1 – So_9$		
Environment	$En_1 – En_9$		
Infrastructure	$In_1 – In_{11}$		
Technology	$Te_1 – Te_4$		
Governance	$Gov_1 – Gov_{13}$		



Source: data proceeded, 2019

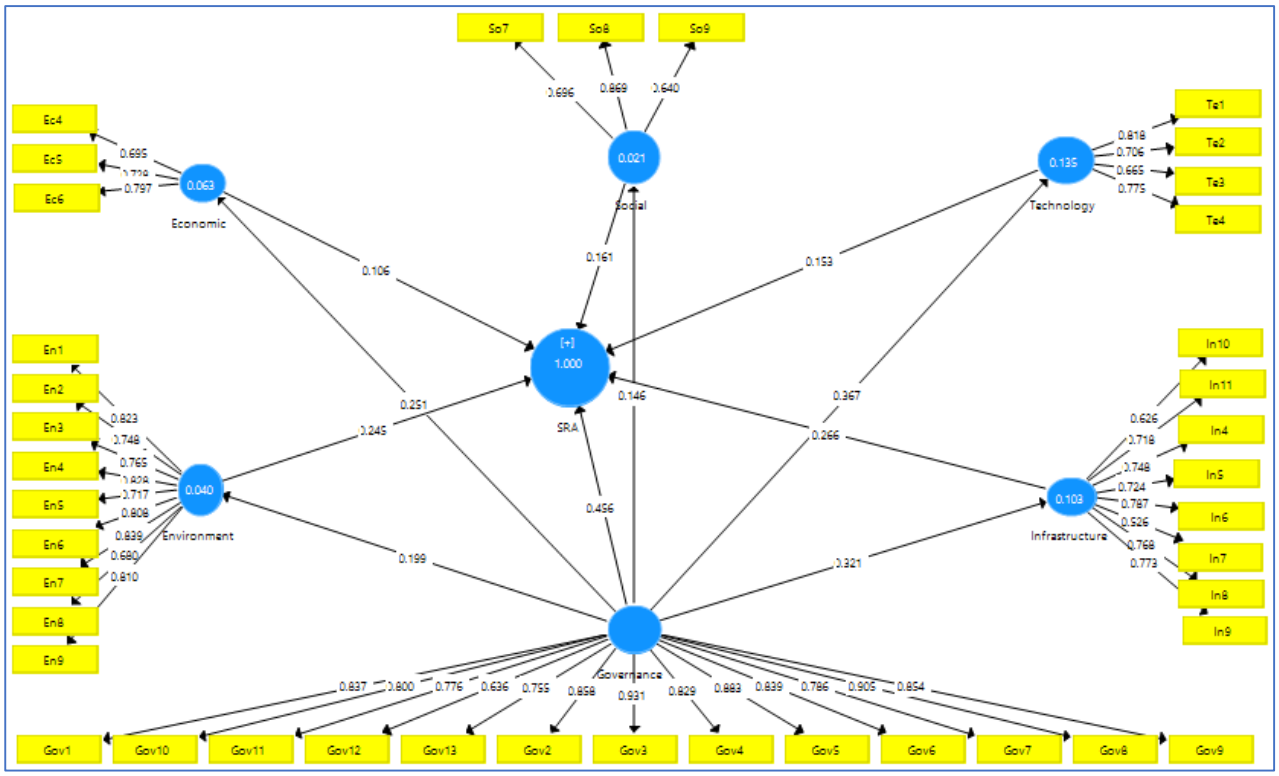
Figure 2. Indicator Validating Measurement Model of SRA in South Tangerang City

RESULT AND DISCUSSION

Based on literature studies, we formulate six SRA constructs that are: (1) economy; (2) social; (3) environment; (4) infrastructure; (5) technology; and (6) governance. The consideration to include infrastructure parameters stands on the argument that the situation of the residential area in urban/suburban areas is certainly different compared to rural areas. The condition of social, economic, and spatial in urban/suburban is characterized by middle-class population (Ningrum, Putri & Ekaputri, 2014). It has typically had a higher demand for sophisticated and accessible infrastructure facilities compared to people in rural areas. While the technology construct deals with answering the question "what can we do?". Technology is needed to translate our understanding into design and function that can expand urban sustainability and global sustainability. Cities that have complex structures both viewed from social and economic aspects require integrated responses to overcome emerging problems and challenges (Bugliarello 2004). Also, according to the United Nations (2015) technology enables urban governance to be more participatory, and technology contributes to social inclusion by increasing the availability of facilities for planners to respond to service needs. Therefore, the application of technology contributes to urban sustainability.

In the context of governance, Jha and Murty (2000) state that the concept of sustainability cannot answer the challenge because it does not include spatial and

behavioral aspects and ownership rights in the model. They state that in the long run, human behavior changes and endogenously confirmed ownership rights would change sustainability. Therefore, one of their five important suggestions is that non-market intervention is needed. It implies the meaning that government elements through governance have become a new issue in sustainability. Government elements are considered necessary because they involve the question of whether their policies contribute to the achievement of sustainable development or not (Evans et al. 2007). Based on these reasons, incorporating the governance construct becomes relevant as one of the six constructs formulated. In many studies, 9 (nine) indicators of good governance characterized by the presence of (1) the participation of the whole community in the development process; (2) comply with the rule of law; (3) transparency by the local government; (4) the government has a high responsiveness to the needs (both primary and secondary) of the community; (5) consensus-oriented; (6) fairness; (7) governance of governance is carried out effectively and efficiently; (8) accountability; and (9) the strategic vision of regional leaders in bringing their regions to become more prosperous (LAN, in Sedarmayanti 2012). The nine characteristics of good governance are the basis for this study in developing SRA governance indicators.



Source: data proceeded, 2019

Figure 3. Selected Indicator of SRA in South Tangerang City

Furthermore, the six constructs developed by 52 indicators. After that, the next step is to validate the six constructs and 52 indicators of the CFS. In this stage, it also includes the development of cross diagrams for each construct (see Figure 1). Furthermore, the 52 indicators are examined by looking at the load factor value of each indicator. A high indicator load factor value will produce a high CR and AVE value.

Conversely, a low loading factor value will produce a small CR and AVE value, and this results in an inaccurate construct. The technical procedure for achieving CR and AVE values according to the set threshold value is

to eliminate indicators that have a low load factor value (see Table 5). After all, indicators with low load factor values are eliminated, the CR and AVE values are obtained according to the set threshold values (see Table 2). The post-elimination indicator measurement model is presented in Figure 3, and the details of the selected SRA indicators are shown in Table 7.

Table 5. Eliminated Indicator

Code	Construct/Indicator	Loading Factor
	Economic	
Ec_1	Economic network connectivity	0.075
Ec_2	Adoption of local labor	0.284
Ec_3	*Urban/Suburban farming*	0.407
	Social	
So_1	Social participation of residents	0.476
So_2	Cohesion and social connection	0.598
So_3	Residents engagement medium	0.715
So_4	Adoption of local cultural values	0.562
So_5	Security	0.455
So_6	Integration of neighborhood association and citizens association intra-and inter-residential area.	0.468
	Infrastructure	
In_1	-The closed gate of the residential area	0.314
In_2	Adoption of local culture in residential architecture	0.140
In_3	A speed bump in the residential area	0.203

Source: data proceeded, 2019

Table 6. Construct Reliability (Result of Eliminating Indicator)

Construct	Cronbach's Alpha	Construct Reliability	AVE	Annotation
Economic	0.590	0.785	0.549	established
Social	0.920	0.934	0.611	established
Environment	0.631	0.782	0.549	established

Infrastructure	0.859	0.891	0.509	established
Technology	0.728	0.831	0.553	established
Governance	0.961	0.965	0.681	established

Source: data proceeded, 2019

Based on these results, from 52 indicators that have been validated in this study, only 43 indicators can be used as SRA measurements. In other words, this valid measure can measure the sustainability of housing areas. Regarding the number of selected indicators, Sors (2001) states that the number of indicators ranging from 20-50 indicators is sufficient to measure sustainability. After the latent variable is tested for its goodness of fit, the next step is the analysis of the path (path) by looking at the coefficient values of each cross produced by the model structure. The t-count value and the real level of each relationship between latent variables have met the criteria set by Hair et al. (2011). Cross coefficient values, as presented in Table 8.

Table 7. SRA Selected Indicator

Code	Construct/Indicator	Loading Factor
	Economic	
Ec_4	Price	0.695
Ec_5	Value of investment location of residential area	0.728
Ec_6	Access to public facilities (hospital, mall, sport center, etc.)	0.797
	Social	
So_7	Religiosity	0.696
So_8	Health	0.869
So_9	Residents hospitality	0.640
	Environment	
En_1	The quality of pubic open space	0.821
En_2	Compliance to spatial plans regulation	0.748
En_3	Low noise pollution	0.765
En_4	Little noise pollution	0.828
En_5	Integrated waste management	0.717
En_6	Energy efficiency	0.808
En_7	Preservation of local ecological and biodiversity environments	0.839

En_8	The efficiency of groundwater use	0.680
En_9	Involvement into location	0.810

Table 7. Continued

	Infrastructure	
In_4	Physical adaptation of residential buildings to disaster	0.748
In_5	Security guards	0.724
In_6	The distance of residential area to social facilities (mosque, polyclinic /community health center/hospital, school)	0.787
In_7	Distance of residential area to market	0.626
In_8	View of the residential area	0.768
In_9	Accessibility for disabilities person	0.773
In_{10}	Access to workplace	0.626
In_{11}	Street lighting	0.718
	Technology	
Te_1	An Internet connection and its speed	0.818
Te_2	Public transportation	0.706
Te_3	Social media group intra-and inter-residents	0.665
Te_4	CCTV cameras.	0.775
	Governance	
Gov_1	Program innovation	0.837
Gov_2	The vision of local leaders about the residential area	0.858
Gov_3	Participation in the planning process	0,931
Gov_4	Permitting of residential transaction	0.829
Gov_5	Waste recycling program	0.883
Gov_6	Proactive of neighborhood association and citizens association	0.839
Gov_7	Neighborhood association and citizens association facilitate formatting social media communication intra and intra-residents	0.786

Gov_8	Coordination in neighborhood association and citizens association related to the residential area	0.905
Gov_9	Credible commitment the local government	0.854
Gov_{10}	Design activities that can strengthen social connections between residents	0.800
Gov_{11}	Suburban farming incentives	0.776
Gov_{12}	Certification sustainable system	0.636
Gov_{13}	Transparency	0.755

Source: data proceeded, 2019

Table 8. Path Coefficient

Correlation of Latent Variable	Path Coefficient	T-value	Significance*
Economic → SRA	0.106	3.258	0.001
Environment → SRA	0.245	4.677	0.000
Governance → Economic	0.251	2.729	0.007
Governance → environment	0.199	2.062	0.004
Governance → infrastructure	0.321	3.966	0.000
Governance → SRA	0.456	11.459	0.000
Governance → social	0.146	1.307	0.192
Governance → technology	0.367	4.625	0.000
Governance → SRA	0.266	5.510	0.000
Social → SRA	0.161	6.939	0.000
Technology → SRA	0.153	4.919	0.000

Source: data proceeded, 2019; significance 5%; *bootstrapping* = 500 sample

The cross coefficient in Table 8 shows the environment, and infrastructure has a significant influence on sustainable housing areas (SRA). In the meantime, governance is a determinant factor in realizing sustainable housing areas (SRA). Almost all latent variables that link to governance produce high coefficient values. It is a confirmation tool that governance plays a vital role in delivering sustainable housing areas. In this case, the relationship between the latent governance variable and the SRA reaches a coefficient of 0.456.

In Table 8, the information coefficient of determination for each latent variable is also presented. If we examine each coefficient of determination, each latent variable has a relatively small coefficient of determination. According to Hair et al. (2011), the coefficient of determination on each latent variable that

is good for exploratory research is a minimum of 20%. The calculation results show that the coefficient of determination does not reach the expected value. The highest amount of the coefficient of determination is only found in the latent technology variable, which reaches 0.135, and after that is the latent environmental variable of 0.103.

$$Q^2 = 1 - \left(1 - \sum_{i=1}^{\xi} R_i^2\right) \quad (1)$$

$$Q^2 = 1 - (1 - R_{Eco}^2)\,(1 - R_{En}^2)\,(1 - R_{So}^2)\,(1 - R_{In}^2)\,(1 - R_{Te}^2)\,(1 - R_{Gov}^2) \quad (2)$$

In the case of the low coefficient of determination on each latent variable, Ghozali (2006) suggests looking at it in the overall structure of the model. The argument is that all latent variables that are analyzed are a single system structure that influences each other. Therefore, Ghozali (2006) proposes the use of a total determination coefficient (Q2) using equation (1). The equation is then modified according to the number and name of the latent variables in this study as written in equation (10). The calculation of the total determination coefficient produces a value of 0.316 (see Table 9).

Table 9. Total Direct Effect of Latent Variable

Correlation of Latent Variable	Total Effect (%)	(R^2)
Economic → SRA	0.106	0.063
Environment → SRA	0.245	0.040
Social → SRA	0.161	0.021
Infrastructure → SRA	0.266	0.103
Technology → SRA	0.153	0.135
Governance → SRA	0.696	-
Q^2		0.316

Source: data proceeded, 2019

Thus, in the perspective of the system, and structure, the economic, social, environmental, infrastructure, and latent technological variables can explain the diversity of sustainable housing areas, where
governance is a vital aspect because it has played an essential role in defining the variety of economic, social, latent variables: environment, infrastructure, and technology.

CONCLUSION

The concept of "triple bottom lines" (economic, social, and environmental) is not able to answer the specific challenges of urban sustainability, especially for the housing context. Based on extensive

literature studies, the development of SRA indicators produces 52 (fifty-two) indicators that are grouped into economic, social, environmental, infrastructure, and technological constructs and governance. With the inclusion of infrastructure, technology and governance constructs, this study hopes that the three constructs will be able to answer the challenges of the sustainability of residential areas in Indonesia's suburban areas. The argument lies in that infrastructure explains the challenges of the needs of urban, suburban communities characterized by middle-class commuters who need high speed of service and accessibility. Technology constructs addressing the challenges of sustainability in the era of disruption in complex urban contexts, especially the demand for services. While the governance construct provides a policy direction that must be taken by the government to achieve sustainable housing development.

By using CFA SEM, 36 (thirty-six) selected indicators were produced, which could be used as a measure to assess the SRA. The measurement model obtained also presents a robust and compact model because the estimated model parameters are carried out simultaneously. What is said in the statement is that the model can be seen as a structure and system that builds the CFS. Although infrastructure and technology parameters and governance are built for the context of CFS, these parameters can be novelty ideas for further studies related to the development of sustainable constructs, both for regional and sectoral contexts, and even globally. If the concept of "triple bottom lines" is referred to as classic sustainability, the new constructs of sustainability that have been formulated and validated in this dissertation can be referred to as adapted sustainability.

In an effort to respond to technological change (disruption), further research can be done by developing broader indicators within the technological construct. However, improvements and even expansion of indicators in other constructs are still possible in the future. This is because several indicators in the economic construct produce unsatisfactory values. In terms of sampling techniques, this study uses nonprobability sampling. The limitation of the sampling technique is that the sample taken may be less representative because the procedure incorporates the subjectivity of the researcher. The only reason why the method was chosen was the absence of a complete list of members of the population to be sampled. Therefore, future research is suggested to use probability sampling to produce better estimates.

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SAVING MANGROVE, SAVING PEOPLE: FISH-COLLAB, A COLLABORATIVE GOVERNANCE APPROACH FOR PROTECTING MANGROVE IN LANGKAT, NORTH SUMATERA INDONESIA

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Abstract

Protecting mangrove forest is essential because the numerous of its ecosystem services, particularly over coastal communities, rely on the mangrove. Deforestation on mangrove forest not only affected the community's welfare but also increased the risk from disasters such as tsunami, storm surges, tidal flood, etc. The loss of mangrove forest occurred in Langkat Regency, North Sumatera, Indonesia. Massive land-use change from mangrove forest to palm oil plantation commence in 2000, resulting in significant loss of fishermen income and environmental degradation. Langkat case is unique and exciting because of the community in 3 subdistricts against the oil palm corporation by doing a movement to rehabilitate mangrove area. The final action was in 2010 when communities broke down the palm oil dike in a field, which called Register 8/L, that was a mangrove area. After the movement of successfully 'reclaimed' the land by gaining the right to manage the mangrove through Community forest (Hutan Kemasyarakatan/ Hkm) scheme, the next challenge is the appearing of conflict among mangrove forest community. This paper aims to diagnose the practical and holistic policies to overcome the issues that arise after the movement. Also, to improve the coastal community's welfare through Collaborative governance approach called Fish-collab, a toolkit developed by Ross et al. (2018). This holistic collaborative mangrove governance model covers mapping of stakeholder involved in governing mangrove forest include community, government, non-government organizations (NGOs) dan private sector. The collaborative model produces seven strategies, including the stakeholders who involved to achieve the sustainability of mangrove ecosystem to stipulate the beneficiaries for the Langkat coastal communities.

Keywords: mangrove, rehabilitation, fish-collab, collaborative governance, social forestry

INTRODUCTION

Poverty on fisherman and coastal community is a complex problem in Indonesia. Mubyartyo, Sutrisno, and Dove (2010) found that on average, the fisherman is poorer than a poor farmer. Today, more than three decades after their finding, poverty still a problem in the coastal areas. Based on Indonesian Statistics (2016), approximately 63.47 % of poor people live in the coastal zone, and 7.87 million poor people are fisherman (25.14 % of poor people in Indonesia).

The complexity of poverty in the coastal area needs different countermeasure. The existing policy, such as fragmented policy,

technocratic, sectoral-based, and top-down approach were unsuccessful. This partial improvement that does not consider the linkage of other elements was failed to cater the goal to improve community welfare. This reality shows that a holistic and integrated perspective is needed to refer to the comprehensive and integrated view to behold the cause of poverty and a collaborative effort to eradicate poverty.

In the coastal area, mangrove is one of the essential resources that could provide benefit to improve the coastal community socio-economic. Therefore, protecting mangrove is a necessity, the advantage of mangrove not only limited to fisherman but also for tourism manager, female group, artisans, etc. Degraded mangrove will undoubtedly disrupt the socio-economic condition of coastal communities. It is also increasing their risk from a disaster such as a tsunami, storm surges, tidal flood, etc. In 2015 Mangrove area Indonesia around 3.5 million ha (Ministry of Environment and Forestry Republic of Indonesia, 2018a) or equivalent to 23 percent of the world mangrove area. Unfortunately, more than 50 percent of the mangrove area was damaged. The causes of the destruction of mangrove were land conversion, illegal logging, pollution, natural disaster, etc. (Ministry of Environment and Forestry Republic of Indonesia, 2018b). Besides that, Chowdhury et al. (2017) & Campbell, Whittingham & Townsley (2016) mention that poverty is one of the key underlying drivers of mangrove damage or losses.

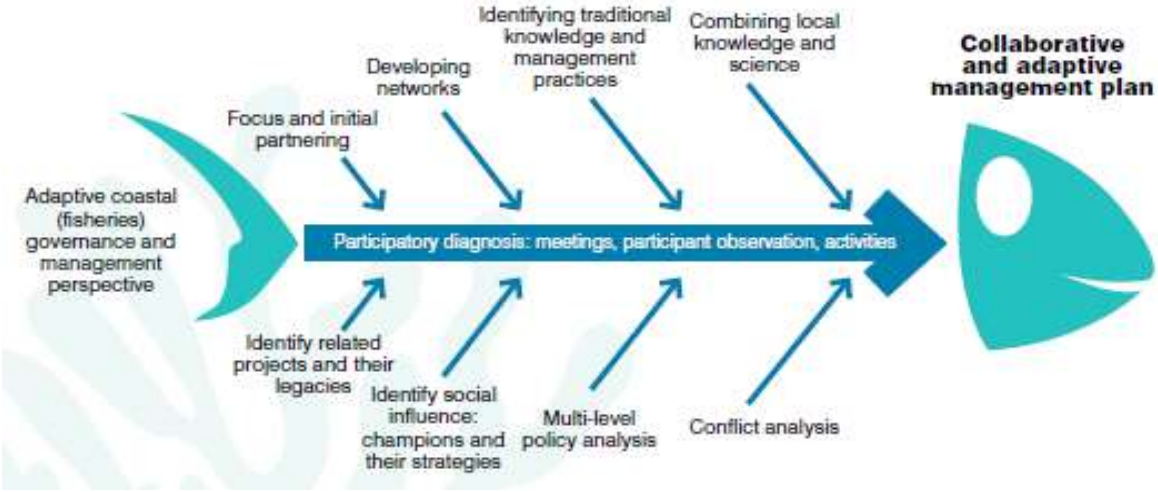
The loss of mangrove forest occurred in Langkat Regency, North Sumatera, Indonesia. The caused of the casualties was a massive land conversion to palm oil plantation. This land conversion started in 2000 and generate a significant loss of fisherman income and environmental degradation. Some people that representing the affected community started doing what a Reese, Rosenmann, and Cameroon (2019) called a 'social protest' or 'joint collective movement.'. This collective movement was from the community from 3 sub-districts to against palm oil company by rehabilitating areas that used to be mangrove area. The peak of resistance occurred in 2010 when communities broke down the palm oil dike in an area, which called Register 8/L.

The community was a success 'reclaimed' their land by legally gained the right to manage the mangrove through 'community forest" (*Hutan kemasyarakatan/ Hkm*) scheme. They can win the right because the area is the 'forest zone' which function is forest production (*hutan produksi/HP*). Ministry of Environment and Forestry Regulation number P.83/MENLHK/SETJEN/KUM.1/10/2016 regarding "Social Forestry" is the umbrella for the community to submit the community forest scheme. The next challenge after gaining the Hkm permit was the appearing of conflict among mangrove forest community. Therefore, this paper aims to diagnose the practical and holistic policies to overcome the issues that arise after the movement. This paper also identifies the strategy to improve the coastal community's welfare utilizing a Collaborative governance approach called Fish-collab, a toolkit developed by Ross et al. (2018). This holistic collaborative mangrove governance model covers mapping of stakeholder involved in governing mangrove forest include community, government, non-government organizations (NGOs) dan private sector.

METHODS

Research methods of this paper adopted adaptive fisheries management approach (Andrew *et al*., 2007) which consists of four phases, i.e. (1) Diagnosis phase. (2)

Intervention planning phase. (3) Implementation of testing the implementation options and (4) monitoring and evaluation. In the diagnosis phase, we carried out a mapping of crucial informants/actors related to Mangrove management in Lubuk Kertang Village. The informants/actors include local leader, community, Private company, state own company, local governments, and others. At this phase, snowball sampling was carried out to find critical informants that lead to another key person. The open interview was carried out to gather information from the key informants. Fish-collab, a tool developed by Ross *et al.* (2018) adopted in the diagnosis phase. At this phase, we identify the potency, challenge, and coastal/fisheries management options for Lubuk Kertang's village community in a participatory manner. Assuming that government and society need each other to develop sustainable fishery management and community welfare is fulfilled. By using this tool, the government from various levels, communities, and even other stakeholders can connect and synergize. The element of fish-collab illustrated in the fig.1 below called as a fishbone- a participatory diagnosis. In this phase, we divided activities into diagnosis 1 and 2. In diagnosis 1 was more to identify the problems arise, and the actor involves in managing the mangrove. While in the second diagnosis trip, we engage an expert on specific expertise (silvofishery). That was selected based on identification on diagnosis one was going to the cited with the team to recognize the problems and give some particular input in planning the intervention (in phase two).



Source: Ross *et al.* (2018)

Fig 1. The Fish Bone – a Participatory Diagnosis.

The second phase-an intervention planning, in this phase, the researcher analyzed information and data collected in the diagnosis phase to create various option/ strategy to cater to the problem. The strategy produced to optimize the resource they have and to overcome the identified obstacle beforehand. In this phase also identified 'who is doing what' and how can they collaborate to solve the problem.

The next phase-Implementation or testing the implementation options. The

stakeholder that agree on the intervention planning coordinated and implement the agreed option/strategy. In Lubuk Kertang's village, we are trying to achieve what can be done by LIPI's team and identified and checked what can be done by others stakeholder. The last phase is monitoring and evaluation to indicate the level of the success of the implementation. This phase plays a vital role to understand is the strategy is working or not, what is working, what is not, also to identify the critical local problem (STAP, 2017; Kananura *et al., 2017*),

FISH-COLLAB ANALYSIS FOR MANGROVE ISSUE IN LUBUK KERTANG VILLAGE

Diagnose Phase

As mention in fig 1, the elements of Fish-Collab at diagnosis phase include (1) Focus and initial partnering; (2) Identify related projects and their legacies; (3) Developing Network; (4) Identify Social Influences champion and their strategies; (5) Identify traditional knowledge and management practices; (6) Multi-level policy analysis; (6) Combining Local Knowledge and Science; & (7) Conflict Analysis, are identified.

1) Focus and Initial Partnering

In this stage, start with clarifying some issue that important in the study site (Ross *et al.*, 2018). In Lubuk Kertang Village, during and after the community movement to resist the existence of palm oil plantation and the peak was the destruction of the plantation dike by them. The emergence of some community group in Lubuk Kertang can be avoided. There are two big community group well known in Lubuk Kertang village, Lestari Mangrove Group, and Mekar Group. Both groups have their journey to rehabilitate the degraded mangrove forest in Lubuk Kertang. At least five issues and actors that involved are (1) Recognition of the success of restoring mangrove forests and the existence of groups with different permits, and different understandings regarding the legality of permits in each group. This led to mutual accusations between groups regarding management rights over the management of the mangrove forest area (actor involved: Local NGO, Stabat Area Forest Management Unit, Mekar Group, Lestari Mangrove Group, KNTI) (2). Program intervention, especially from the regional government and own state enterprise, often focusing for one group and causing jealousy by other groups (actor involved: Pertamina, Local NGOs, Forest Management Unit), (3) Utilization of mangrove forest areas into brackish shrimp culture by groups of community forest permit holders have failed, this is because of lack of knowledge in managing the brackish shrimp culture. (actor involved: Lestari Mangrove Group, KNTI). (4). marketing of mangrove products such as crackers, syrup, and handicrafts is not optimal, and the mangrove products not always available (actor involved: Abadi mangrove woman group, purun serasi woman group, PPNI). (5). Limited human resources capacity (village government, lestari mangrove group, abadi mangrove woman group, mekar group, purun serasi woman group).

2) Identify related projects and their legacies

In Lubuk Kertang village, there some Local NGOs, State Own Enterprise, and local and Provincial government that already have some plan. Some project such as provide mangrove seeds to community group implemented by Forestry and

Plantation Agency of Langkat Regency, and Forestry and Plantation Agency of Langkat Regency, Center for Catchment Management (BPDAS), Mangrove Management Agency (BPHM), and Ministry of Forestry through National Movement on Forest and Land Rehabilitation (GERHAN). Giving the seed of mangrove tree also done by The People's Coalition for Fisheries Justice (KIARA), Pertamina-state owned oil and gas company, and KOMPAS and BRI ("Testimoni Azhar Kasim, 2017) for Lestari Mangrove Group. And for Mekar Group, the seed of mangrove given by Yayasan Gajah Sumatera (YAGASU) and Pertamina-state owned oil and gas company in Pangkalan Susu. Supporting community movement on resistance to Palm Oil Company done by WALHI, KIARA, and KNTI.

Assist community group and woman group to develop their small business done by Indonesian Fisherwomen's Sisterhood Group (PPNI) & Pertamina (Through CSR Programmed). Facilitating the supporting infrastructure (jungle tracking, gazebo, information center booth, watchtower, windmill, icon board, artesian well, direction signboard & freshwater pond) for developing mangrove ecotourism done by Stabat's Area Forest Management Unit (KPH Stabat), Yagasu, Pertamina-state owned oil and gas company and Stabat Area Forest Management Unit (KPH Stabat) particularly for Mekar Group. YAGASU did another activity- a local NGO was assisting in drafting the village regulation on mangrove management.

All the projects either done by government, NGOs, and Stated Owned Company was a positive activity. Some of them are continued until now (Pertamina, KNTI, and KPH Stabat); others just have left. But some initiating project continues by community group such as planting mangrove tree. Although there was some actor still involve and keeping their project in Lubuk Kertang, there are not connected. There was an absolute misunderstanding between them and generated a conflict that discussed in conflict analysis part below.

3) Developing Network

In this stage, we identified potential collaborator and partner to discussed further activities that can be done collaboratively. We divided collaborator into three levels based on location. *First,* collaborator in Village/ near village area there is the village government, Pertamina, KNTI and community group. *Second*, collaborator in Regencies-Provincial level includes Stabat Area Forest Management Unit, Sumatera Utara Forest Agency. *Third*, government at the national level, namely the Ministry of Environment and Forestry.

4) Identify Social Influences: Champion and their strategies

We Identified social influences through local champion and their plan, a particular person who has a social and ecological concern on the environment they are lived in. There are some actors on two big community group (Lestari Mangrove and Mekar Group) identified as initiator either on moving the community to resist the illegal palm oil plantation in mangrove area or rehabilitated degraded mangrove area. Hamzah and Khalifah (2009) mention that the person can be identified as local champion if she/he has many positive qualities, but the vital prerequisite that the person can raise and transform the community for a better life. They also mention the other attributes that the local community should have, namely patient, innovative, trustworthy, visionary, courageous, excellent communicator, proactive, sensible, disciplined, and

resourceful.

Meanwhile Abdurrahim, Ross, Rismayani, Ismainna & Adhuri (2018) mention that individual can be recognized as a local champion when that person (1) has social and ecological concern about coastal ecosystem; (2) Have a prominent role in creating change towards better coastal protection and management, within their community or more broadly; (2) is recognised by others as having influence on these issues; (3) work beyond their task. Refer to Hamzah and Khalifah (2009) and Abdurrahim, Ross, Rismayani, Ismainna & Adhuri (2018) criteria on the local champion, if the regional champion must be fulfilled all requirements, then there the local champion net yet identified. But there is some individual have at least half of the criteria.

5) Identify traditional knowledge and management practices

We did not find any traditional knowledge in Lubuk Kertang's village on how to manage the mangrove forest or linked to fisheries resources, despite the most community are aware of the existence of mangrove forest. The awareness was raised after the experienced the adverse effects of the loss of mangrove forest.

6) Multi-level policy analysis;

Ross *et al.* (2018) mentioned that the mismatched of policies and legislation at different level could happen. In Lubuk Kertang's case, identified there are some policies and law associated with mangrove management at the village and national level. At the village level, there is village regulation on Mangrove Management Area supported by local NGO – Yagasu. While at the national level there is Environment and Forestry Minister Regulation number P.83/2016 regarding social forestry. This regulation accommodated local community can gain access to manage the state forest through five types of permits namely community forests (HKm), forest people plantation (HTR), private forest (HR), village forest (HD), and forestry partnership (kemitraan). In Lubuk Kertang Village, until now, there are two types of social forestry that community already gain, Hkm and *Kemitraan*. The village leader said that they are the plan to gain access again to manage the other state forest through HD scheme. This proves that the community has started to perceive the benefit of maintaining the state forest, not only the economic but also social and environmental benefits.

7) Combining Local Knowledge and Science

Collaboration between local community knowledge and modern science are needed in Lubuk Kertang's village. We recognize the local community utilizes the Hkm area not only for silvofishery but also for intensive shrimp farming. The existing silvofishery and intensive farming technique they are practicing not meet the proper requirement. There is no interconnection between the mangrove ecosystem and shrimp farming. Knowledge deficiency on shrimp farming detected on their statement that they were embarking the cultivation without skill and relied on information from another shrimp farmer at the neighbor village and input from 'farming technician''. The first shrimp harvest was very satisfying, but the yields afterward, the production declined and incurred losses. In another community group, the issues were mangrove tree planting technique on coastal with strong wave, ecotourism management, and mangrove product marketing.

8) Conflict Analysis is identified.

The conflict that arises in managing the mangrove forest in Lubuk Kertang's village post-palm oil plantation resistance in 2011 as mention in *focus and initial partnering* part. Key actors mapped at the first diagnosis were Stabat KPH I, Langkat District DKP, Langkat District Tourism Office, Langkat District UMKM Service, Environmental Agency, Pertamina EP 1 Pangkalan Susu, academics from USU, KNTI, PPNI, Lestari Mangrove Group, Mekar Group , community leaders, initiators of mangrove rehabilitation, initiators of resistance to oil palm companies, village governments, and women's groups. In addition to open interviews, FGDs were also conducted with groups of mangrove forest managers and groups that used raw materials from mangrove forests to get problems in each group. After getting the first diagnosis about the problem mapping and actors in the rehabilitation and management of mangroves (see fig. 2). Then the second diagnosis included experts in the field of silvofishery from the LIPI limnology research center to discuss with the group, besides that, FGDs were conducted at the village level with a smaller scope

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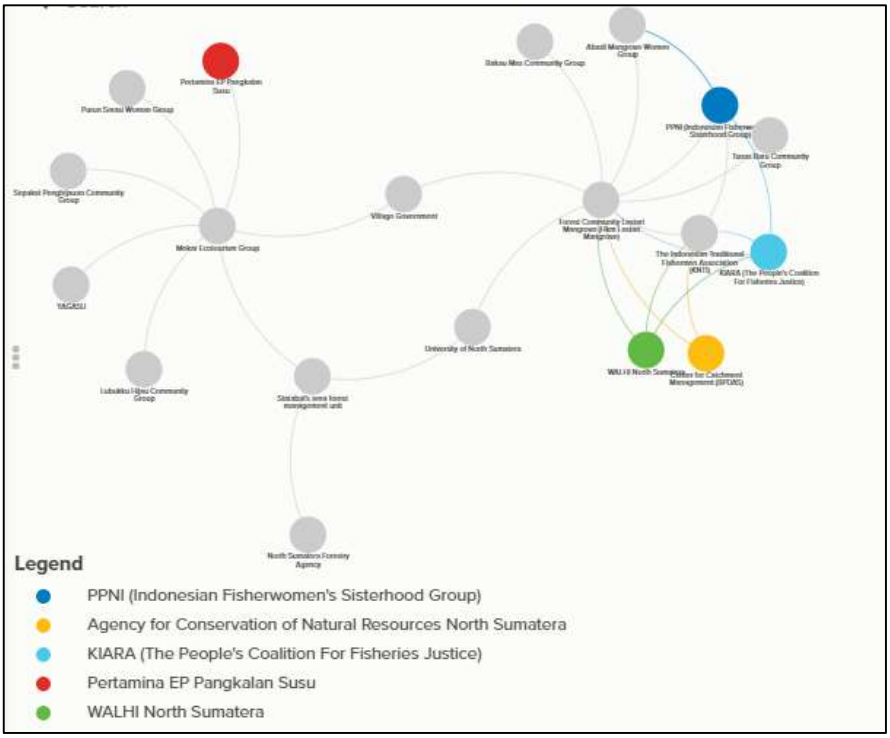

Fig 2. Actor Mapping of Mangrove forest management in Lubuk Kertang Village at diagnosis 1 phase

We are using kumu.io tools to illustrate actor mapping in managing Lubuk Kertang's village in fig 1. Based on the identification at the diagnosis stage, a specific issue that can be identified in the study area, namely Lubuk Kertang village, Langkat, is about managing and utilizing community-based mangrove forests considering that most of the village area is a government-owned forest area, namely Protected Forest (HL) and Production Forest (HP).

FISH-COLLAB MODEL FOR LUBUK KERTANG'S VILLAGE MANGROVE MANAGEMENT

A collaborative and holistic model specifically for Lubuk Kertang with resources in the form of a mangrove ecosystem (see Fig 3) is lensed base on the potential and challenges that are usually attached to the mangrove ecosystem. By looking at the potential and challenges faced, then strategies can be identified, or policy recommendations can be made and also the actors/interventionists to achieve the welfare goals of fishers and coastal communities are reached.

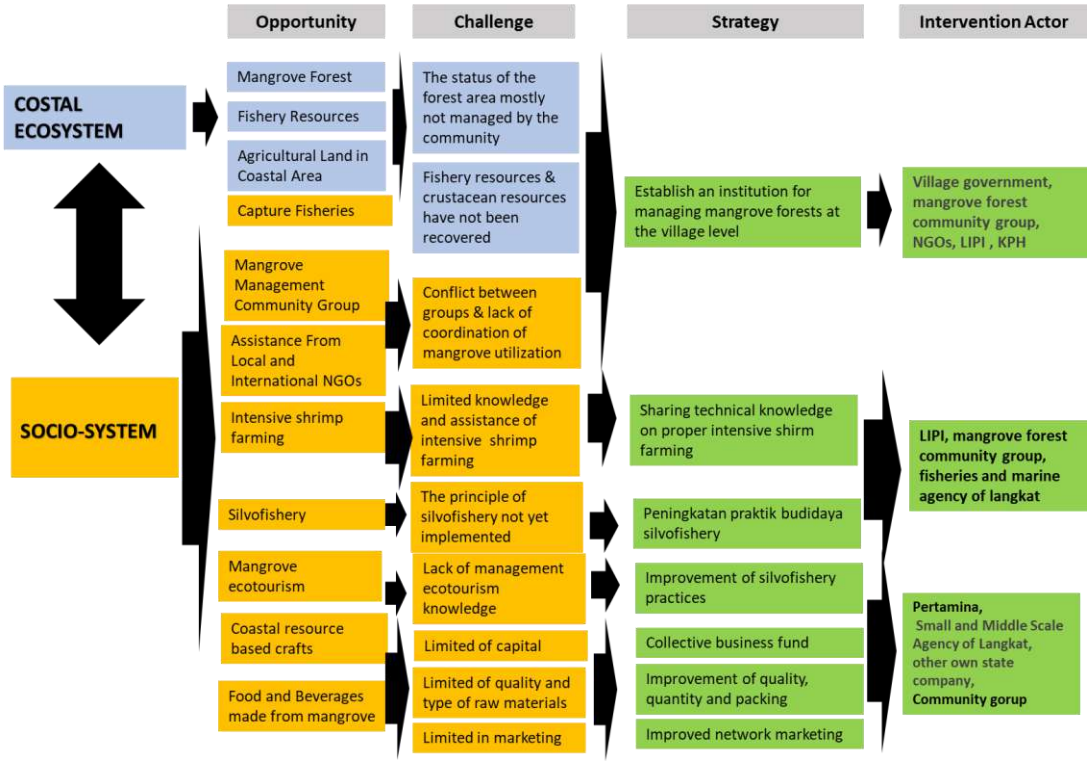

Fig 3. Framework model of fishers and coastal community welfare improvement in Lubuk Kertang's Village

Opportunities and Challenges of Mangrove Management in Lubuk Kertang Village

The mangrove ecosystem in Lubuk Kertang Village is one of the potential coastal resources owned by Langkat Regency. In addition to the potential benefits of direct use of mangrove forests such as fish, shrimp, other possible crabs that can be used indirectly in the form of handicrafts, food, and beverages made from mangroves. Besides, Lubuk Kertang is known for its history of community movements that oppose oil palm corporations for mangrove rehabilitation in this area, attracting several local and international NGOs to assist the several activities namely resistance, recovery, utilization and management of mangrove forests.

The potential identified is that sustainable shrimp farming is also one of the possibilities for the community in this village to be developed again after the land is

converted to oil palm and it is essential to pay attention to carrying capacity of existing land. Do not let the potential of shrimp farming, especially with a semi-intensive or intensive system, sacrifice a lot of mangrove land. Another potential is silvofishery ponds, with mangrove forests starting to recover, this technique is recommended because this technique is environmentally friendly and provides sustainable benefits (fish resource production) even though the results obtained are not as much as intensive shrimp farming, but there will be a sustainable income from the silvofishery activities. Other potentials are ecotourism, handicrafts, food, and beverages made from mangroves.

With different potential, there are challenges and obstacles faced in maintaining the sustainability of mangrove forests and sustainable use. Among them is the status of forest area which is mostly not managed by the community in the Social Forestry (SF) scheme. The mangrove forest area in the Lubuk Kertang area has the potential to be utilized. There are two types of social forestry currently in Lubuk Kertang village, namely Community Forest (Hkm) and Kemitraan (Partnership). Hkm permit blooming groups hold an area of ± 410 ha given to sustainable mangrove groups and permits for partnerships of ± 90.65 ha. The people of Lubuk Kertang village who previously did not participate in the mangrove forest rehabilitation activities, after feeling the benefits of the existence of mangrove forests, began to be interested in managing the forest through the SF scheme and with the benefits provided to improve their welfare. Two large groups in this village and also the formation of new groups caused friction between groups, and besides that, there was no inter-group coordination in utilizing and maintaining the sustainability of mangroves within the village scope.

Community groups have begun to seek intensive shrimp farming in a stretch of mangrove forest. This is what they call silvofishery, shrimp farming in mangrove forests. So the planning to make it as a center for silvofsishery. There are two types of farming practices that they do, namely pure intensive shrimp farming, and there are several ponds that can include silvofishery. The group's lack of understanding of intensive shrimp farming and silvofishery is reflected in their shrimp production. Another challenge faced is in the development of mangrove ecotourism, which is currently accompanied by Pertamina through CSR funds. The location of mangrove ecotourism in Lubuk Kertang has become known to the broader community because of the active role of the group leader in 'selling' ecotourism. However, tourism management in this group still needs to be improved, especially in terms of services to tourists, financial management, and so on.

The benefits of other mangrove forests that can improve people's welfare are using them for raw materials for handicrafts, food, and beverages. In Lubuk Kertang village, the Purun Serasi, which is a group of women associated with the bloom group (ecotourism), producing crafts such as purses, bags, tissue boxes and so on that come from purun plants. While the group of women in the Lestari Mangrove’s group with assistance from Langkat PPNI processed fruit and mangrove leaves, red pidada fruit (Sonneratia caseolaris) is processed into syrup while the mangrove species of Acanthus ilicifolius or Jeruju are used as leaves to be processed into crackers. The challenges faced by women's groups are related to capital, which is limited to groups of women who treat jeruju, crackers are not always available to the market and only depend on orders, especially if there are certain events. Besides packaging, especially for

syrup, which must be ordered in the Java area, one of the syrup production was not sustainable. While the Purun group faces the difficulty of coloring materials that must be imported from Java, and are admittedly not using natural dyes. Then the marketing of handicrafts, processed foods, and beverages is the difficulty faced by the two groups.

The Implementation Strategies

Improving the welfare of the people of Lubuk Kertang can only occur if all elements of the overall management of mangrove forests are mutually related to each other in optimal conditions. Partial repairs, we can certainly fail to achieve their goals.

Reflecting on this, synergy and collaboration between stakeholders is needed to achieve the program objectives. Strategies carried out in overcoming the challenges of coordination and friction between groups within one village, and it requires an institution at the village level that can work together in managing and utilizing mangrove forests. For this reason, the Government of Lubuk Kertang Village is the authorized holder of the region to develop Village Regulations. In this case, it is necessary to cross the line with the mangrove management group, the relevant government institutions such as the Forest Management Unit (KPH), the Langkat Regency Marine and Fisheries Service, and accompanying NGOs such as KNTI, WALHI, KIARA. LIPI supports the implementation of this strategy.

To overcome the lack of understanding of silvofishery knowledge, LIPI through the Limnology Research Center can intervene. The program was done through sharing expertise and various activity that can be done in the silvofishery system. Intensive assistance was given to the community group to farm the Tiger shrimp, milkfish, and mangrove crabs fattening by utilizing mangrove forests as a pond area with a silvofishery system. LIPI as the Knowledge Producer and Lestari Mangrove as beneficiaries, involving the Department of Marine and Fisheries as another actor to be able to support activities in the following year.

Furthermore, the problem of management of tourism area management, the quality of inputs and outputs as well as the marketing of products made from mangrove fruits and leaves have been assisted through Pertamina's CSR program. Also, it is also expected that the UMKM Service will be involved in developing this developing home industry.

Conclusion

Lubuk Kertang village, Langkat Regency, a model for increasing welfare focuses on mangrove resources and the benefits provided by these mangroves. Social Forestry (PS) in the mangrove area is a priority for the Ministry of Environment and Forestry Ministry, especially the mangrove areas that are converted into oil palm plantations or fish ponds (Kompas, May 17 2017). In the context of mangrove forest resources, the status of management of the area becomes essential. Many mangrove forests are included in forest areas. Thus the community can manage mangrove forests legally through social forestry schemes and get benefits to improve welfare and sustainable mangrove forests.

Another important thing is the existence of community groups that manage who have concern for the sustainability of the mangrove ecosystem itself. Awareness of the importance of mangrove ecosystems for everyday life will cause anxiety in maintaining the ecosystem. Nevertheless, there is limited knowledge of the

community regarding the optimal utilization of mangrove ecosystems. For this reason, there is a need for the role of other collaborating actors to maintain the mangrove ecosystem. The part of the government starting from the village level, local and central government and business actors (BUMN, private sector, etc.) is needed so that the mangrove ecosystem is sustainable and provides optimal benefits for the community and can improve the welfare of the community itself.

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An Assessment on the Coordination of the Metro Manila Development Authority with the Local Government Units of Mandaluyong, Makati, Taguig, and Quezon City in Addressing Traffic Congestion

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Abstract

Traffic congestion is very much prevalent in many urban cities. Metro Manila is consistently confronted with heavy traffic congestion due to the amount of people using both private and public transportation and the cities implementing their own traffic ordinances. The Metro Manila Development Authority's administrative jurisdiction over the National Capital Region with regard traffic management has been an issue over which agency has the authority in implementing traffic regulations. The overall purpose of this research is to assess the coordination mechanisms and policies of the MMDA with four (4) local government units with large commercial business districts, namely, Mandaluyong, Makati, Taguig, and Quezon City, and to relate such with their traffic management and urban planning. Through the data analysis of comparing and contrasting and the use of the three indicators of the framework of the study, which are socio-legal, socio-technical, and socio-psychological, interviews and data gathered have proven that there were inconsistencies in the traffic ordinances which are reflective to the coordinative mechanism of MMDA with the LGUs. These were shown in the answers of the different interviewees which were found incongruous from each other on the following codes: presence of traffic enforcers on the major roads, program implemented or specifically number coding, monthly meetings and their communication source. This research study concludes then that the present mechanism of MMDA in coordinating with the four (4) LGUs with regard traffic management and urban planning is effective, however, still presents a weak coordinating mechanism between the two.

Keywords: Local Government Units, Metro Manila Development Authority, traffic management, coordinating mechanism, and administrative jurisdiction.

INTRODUCTION

Metro Manila, being a now highly urbanized region, is consistently confronted with heavy traffic congestion on the roads of its cities. Despite having the Metro Manila Development Authority (MMDA) as a working administrative authority as well as the local government units (LGUs) of each city, traffic congestion still remains to be a big challenge for the region. This paper will serve as a tool to assess the coordination in the traffic management of MMDA and four (4)

specifically chosen LGUs in Metro Manila, namely Mandaluyong, Makati, Taguig, and Quezon City, that encompass the congested roads and intersections of EDSA and C-5 roads.

Traffic congestion demands a serious discussion between administrative units and government officials. It is a problem that causes disadvantages, not only to the motorists, but also to the economy of the country as a whole. In a study report from the Japan International Cooperation Agency or JICA (2013), it was mentioned that although the economy of the Philippines is unceasingly growing, if the issue of traffic congestion still continues to worsen, the country may lose up to 6 billion pesos a day by 2030.

The inter-organizational theory of Bachmann and Witteloostuijn (2009) shall be introduced and used in this paper in order to attain preventive measures against a bigger picture of detriments caused by traffic and to address the pressing problems of traffic congestion affecting the region. Moreover, the paper shall also serve as an avenue to assess the coordination of the four chosen LGUs in Metro Manila with that of the MMDA through the use of the three (3) main indicators used in this paper based from the inter-organizational theory (2009) which consists of the following: (1) socio-legal factor or the two institutions' formal arrangement as a coordinating unit; (2) socio-psychological factors or the features of the institutions colliding as a one implementing body and their hierarchical mandated powers; and (3) socio-technical factors or the measurement of the two institutions' consultative mechanisms through communication and information dissemination.

The paper's main aim is to assess the mechanisms and policies of MMDA in consultation with the LGUs of the cities of Metro Manila and to relate such with the traffic management of each of the four cities. This is to analyze if such could help and contribute to the human development of the motorists and to achieve sustainable welfare for the citizens in the region, and if this study be used, for other communities as well. Upon the writing of this paper, it has been assumed and expected that the coordination arrangement of the mechanisms and policies of MMDA along with the four chosen LGUs in Metro Manila are disorganized and has resulted in an ineffective management of traffic on the roads of the region.

BACKGROUND

Metropolitan Manila

According to Boquet (2013) Metro Manila is most likely to be congested, since the density both of roads per square kilometer and roads per resident appears very low, compared to other metropolitan areas. Traffic congestion in the region is caused by the large number of registered vehicles, lack of roads, and overpopulation. Although, it has also been stated by Visconti (2012) to be caused by the policies implemented that create confusion in Metro Manila.

Governance in metropolitan regions is also different and prominent from other government units. In metropolitan regions, the governing strategies, policies, and ordinances are expected to better the lives of the community for it entails economic and social development. Furthermore, cities in such regions coordinate with each other to promote resiliency and stimulate sustainable development goals. In the Philippines, Metro Manila is considered to be the center stage for business, urbanization and modernization. Aside from these, however, cities are also places

where problems such as traffic congestions are concentrated. Due to the high rate of progress and development, cities in Metro Manila have become people-concentrated where vehicle ownership is consistently increasing. However, the increase of population in Metro Manila is inversely proportional to the widening of roadways.

Public transits have been adopted since 1984 in the Philippines. These consists of light rail transit (LRT) lines in Metro Manila and heavy rail lines in Luzon. These train systems operate on a daily basis and carry estimated passengers of more than 400, 000 where fare structures are based on distance. However, due to inclement delays caused by unexpected stops, long lines of passengers in buying of tickets, overloading, and low-quality trains, transits and trail way, Filipinos in Metro Manila choose to buy their own private cars or take personal modes of transportations (e.g. taxis, Grab) instead. They choose to occupy their own individual space using private vehicles than to squeeze themselves into low-quality public transportation vehicles – hence, further contributing to the traffic congestion in the public roads.

Coordination of Institutions

An institution is described by Ostrom (2007) as organizations and systems where individuals interact and achieve political and policy goals through explicit or implicit rules that eventually evolve via cooperative means. According to Jones (1974), administrative institutions are usually presumed to be able to contribute to modernization processes since such institutions serve as problem-solving mechanism in now changing societies. These can then be applied to the administrative authority that is MMDA.

The most appropriate way to define MMDA is to refer to the rules and regulations of Republic Act 7924 (1996), otherwise known as the law creating the Metropolitan Manila Development Authority. It states that Metro Manila shall be considered as a special development and administrative region and that the MMDA shall be the authority to administer over the cities in Metro Manila (R.A. No. 7924, The Law Creating the Metropolitan Manila Development Authority, 1996). One thing to note is that the MMDA shall be headed by a Chairman and shall be considered as the Chief Executive Officer of the agency, appointed by and shall continue to hold office under the discretion of the President (R.A. No. 7924, The Law Creating the Metropolitan Manila Development Authority, 1996).

MMDA as an agency is vested with the task of overseeing and administering over Metro Manila and to see to it that the basic metro-wide services affecting the region shall be appropriately delivered (R.A. No. 7924, The Law Creating the Metropolitan Manila Development Authority, 1996). According to Number 15, Section 3 of R.A. 7924 (1996), "…the MMDA shall plan, supervise, regulate, monitor, coordinate, or implement, where appropriate, in conformity with the national government policies without the prejudice to the autonomy of the local governments affected." This means that MMDA shall be the one to oversee whether the policies of the national government and its own are properly being implemented to the cities of Metro Manila, without disrupting or affecting that of the LGUs' policies within each of their cities (R.A. No. 7924, The Law Creating the Metropolitan Manila Development Authority, 1996).

Number 22, Section 6 of R.A. 7924 (1996) entails the Scope of Services of MMDA which states that the services to be delivered should transcend that of the local political boundaries or should have huge

expenditures to the point that these would not be viable for the LGUs and so shall need the reliance towards MMDA to deliver such metro-wide services. This paper, however, shall only be focusing on the services that are connected to the traffic and transport management within the cities which can be found in Number 24, a. of R.A. 7924 (1996). Number 35, 36, 37 of the same republic act states the powers and functions of MMDA with regard the traffic and transportation management in Metro Manila. Summarized in Number 37:

> …the MMDA shall enforce all traffic laws and regulations in Metro Manila, thru its traffic operation center, and may deputize members of the PNP, traffic enforcers of LGUs, duly licensed security guards, or members of non-governmental organizations to whom may be delegated certain authority, subject to such conditions and requirements as the Authority may impose.

Coordination between institutions is needed even more so when they aim for similar goals which is, in this paper's case, beneficial to that of a whole region. If a problem is to exist between institutions, then the results of their work will be highly affected. The institutions should be able to coordinate with one another even with how they resolve conflicts so they may be able to deliver services towards their target communities in a collaborative manner. Keeling, Underhile, and Wall (2007) stated that the idea of having to create common aims and programs and services that connect with each other shall likely result to areas of strong coupling between the institutions' activities. However, not having the consistency with regard policies and programs might generate problems for the reason that the way the different institutions conduct their services and programs might collide with one another despite having the same outcome and goal in mind.

LGUs are agencies of the government that require coordination with one another. Basing the definition of a local government unit from R.A. No. 7160 (1991), it states that these entities "shall enjoy local autonomy" and that "general supervision" shall be exercised by the President. The Congress had enacted R.A. No. 7160, or the Local Government Code (LGC) of the Philippines in 1991 that is considered as an attempt to involve more regularly the people in governance by decentralizing it and devolving the powers of the LGUs, as well as by strengthening the mechanisms for people's participation in governance (Ravanera, 2004). The responsibilities of local governments were detailed in Section 17 of the LGC which states that local governments shall take responsibility over the facilitation of traffic and road signs which are connected to this study (R.A. No. 7160, An Act Providing for a Local Government Code of 1991, 1991).

In a country case study done by Imperial (2001), he stated that the "development planning done in the country does not always reflect the needs of the people and their communities… and that there is a lack of complementation and integration of the sectorial plans." This constitutes one of the main problems between MMDA and the LGUs of the region: the clashing of the policies of MMDA with that of the cities in Metro Manila with regard traffic management. The question is that why do the cities involved not have the same traffic congestion problem or traffic management schemes if they are all supposed to be supervised by the MMDA? And since MMDA has been the one tasked and assigned to regulate and oversee the metro-wide services in Metro Manila, including that of traffic management, it may also be safe to assume that there must have been complications in the coordination of MMDA with some of the

LGUs to result to such a difference between cities with regard their traffic issues.

If coordination seems to lack between organizations, agencies, or institutions, they would most likely encounter a problem of disharmonized policies that clash with one another and might, most likely, have a negative effect towards that of their services and programs that are supposed to be beneficial for the people. Akl, et al. (2015) mentions the term 'information coordination' which is important between actors working together especially if they aim towards the same goal. Through information coordination, MMDA and LGUs may be able to improve their work on traffic management for the cities involved.

Additionally, there should not be a lack of information coordination between MMDA and LGUs since there is the existence of the Metro Manila Council (MMC) which is considered as the governing board and policy-making body of MMDA (R.A. No. 7924, The Law Creating the Metropolitan Manila Development Authority, 1996). The Chairman of MMDA acts as the presiding officer whenever the Council conducts its meetings. The Council's powers and functions are stated in Section 9 of the R.A. 7924 (1996), however, this paper will only be mentioning that of Number 54 and 55 which are to "approve metro-wide plans, as well as metro significant plans, programs and projects and issue rules and regulations and resolutions deemed necessary to carry out the purposes of the Act."

It can then be inferred that MMC is responsible for the metro-wide services that are to be carried out to the cities within the region and these metro-wide services are planned and discussed by the MMDA Chairman and the mayors of the LGUs. Therefore, the two institutions should have a clear understanding of each other's policies and programs and should thus, not collide or clash with one another. Despite the existence of MMC, which is considered as the one connecting MMDA and the LGUs, it is implied that there is an issue of incoherence between the policies and programs that these different institutions aim to provide.

THEORETICAL FRAMEWORK

The inter-organizational theory, a framework based on a study by Bachmann and Witteloostuijn (2009) entitled "Analyzing Inter-Organizational Relationships in the Context of Their Business Systems" was used by the authors for the theoretical framework of this paper.

This approach focuses on the coordination and the relationship of the government units and agencies involved and how they commit to attain the same goal through coordination. Inter-organizational theory entails a comprehensive multilevel framework where it analyzes the control, coordination, and performance potential of inter-organizational relationships in dealing with issues and goals (Bachmann & Witteloostuijn, 2009). This approach was used in the paper to pertain to the coordinating mechanisms and the relationship standard between the four LGUs and MMDA in solving traffic congestion in the cities of Metro Manila.

Inter-organizational relationships can be defined as producing and combining resources of two or more "legally independent" institutions. One of the key elements of this theory is the socio-organizational factor. This factor consists of various forms of inter-organizational relationships that can be illustrated from the two networks' virtual authority which

are control and coordination. In this element, power and trust are integrated through “institutional arrangements and inter-personal contact” (Bachmann & Witteloostuijn, 2009).

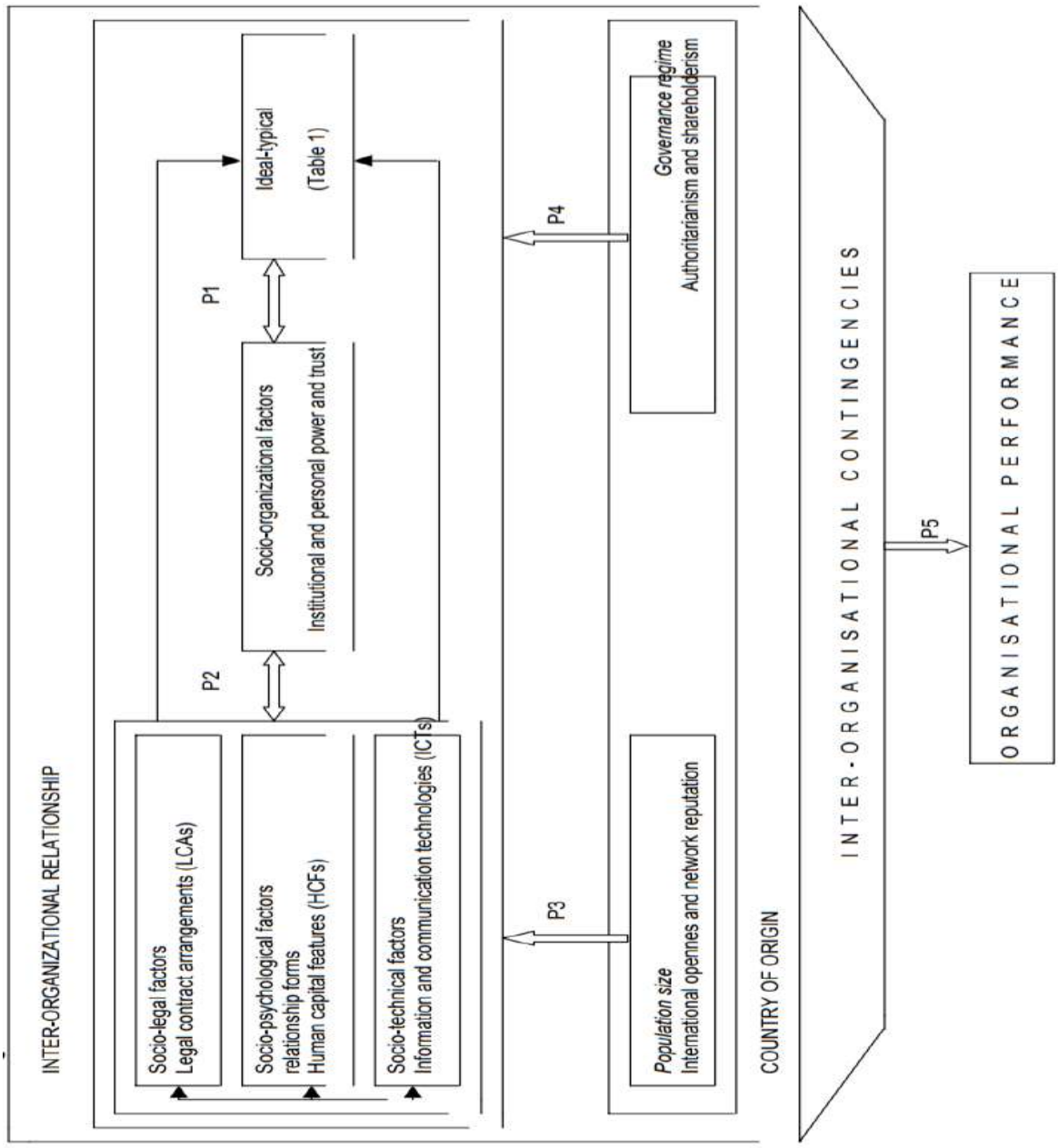

Figure 1. Inter-organizational Theory (Bachmann & Witteloostuijn, 2009)

A second key element would be the socio-legal factor. This element entails the agreements that are considered to be the foundation of the relationship of the two independent institutions. These contracts serve as a uniting body that commit the two organizations into a relationship. These are in various forms, such as “duties, responsibilities and also the expectations of each party in the relationship”

(Bachmann & Witteloostuijn, 2009). In this paper, R.A. 7924, which states the MMDA's functions and powers, can be considered as the socio-legal factor.

Another key element would be the socio-psychological factors. This states that inter-organizational alliances are run by human beings (Bachmann & Witteloostuijn, 2009). Therefore, the control, coordination and performance of inter-organizational relationship should be measured on the features of the organization itself. Lastly, the socio-technical factors entails that the distribution of knowledge is an imperative feature in inter-organizational networks (Bachmann & Witteloostuijn, 2009). Here, communication is vital in the relationship of the two institutions. Henceforth, communication and information are an essential role with regard to the control, coordination, and performance of inter-organizational relationships. The paper shall only be focusing on these four key elements, thus, the remaining parts of the inter-organizational theory shall not be mentioned nor discussed any further.

CONCEPTUAL FRAMEWORK

The authors have created a conceptual framework basing from Bachmann and Witteloostuijn's inter-organizational theory which shows the relationship of the main actors of the study, which are MMDA and the LGUs of Mandaluyong, Makati, Taguig, and Quezon City.

In between the two boxes where the two actors are inputted is a two-pointed arrow which signifies how the two institutions are working together through coordination. There can also be seen a box that is connected to the two-lined arrow in the middle. This text box contains three (3) of the aforementioned factors from the inter-organizational theory, namely the socio-legal, socio-technical, and socio-psychological factors – these are the basis of the coordination for the MMDA and the LGUs. If these three factors shall be seen between the two institutions, it shall be implied that there is coordination between them. The large, thin-lined box contains the main actors of the framework that is involved with the coordination of the institutions that are concerned with the traffic management in Metro Manila. Under this can be found an arrow pointing downwards to a box that entails "Coordinated Traffic Mechanisms." This simply means that after resulting to a successful coordination between the MMDA and the LGUs, with the guide of the three factors inside the textbox, it will then result to the outcome which are coordinated traffic mechanisms.

In summary, this conceptual framework displays the coordination of MMDA with the four specifically chosen LGUs, showing that they consist the MMC and how their successful coordination is shaped by socio-legal, socio-technical, and socio-psychological factors. It also entails how such coordination will result to smooth flowing traffic management and a feedback feature to keep the framework improving for its own betterment.

INSTRUMENTALITY OF THE MMDA

Table 1 shows the compiled analysis of the data gathered by the authors from the interviews conducted with the actors involved and affected as well as the analyses of the files and documents gathered during the entire conduct of the study. The analyses of the authors are compiled and assembled here to compare and contrast the findings in this paper in order to transparently analyze the data gathered.

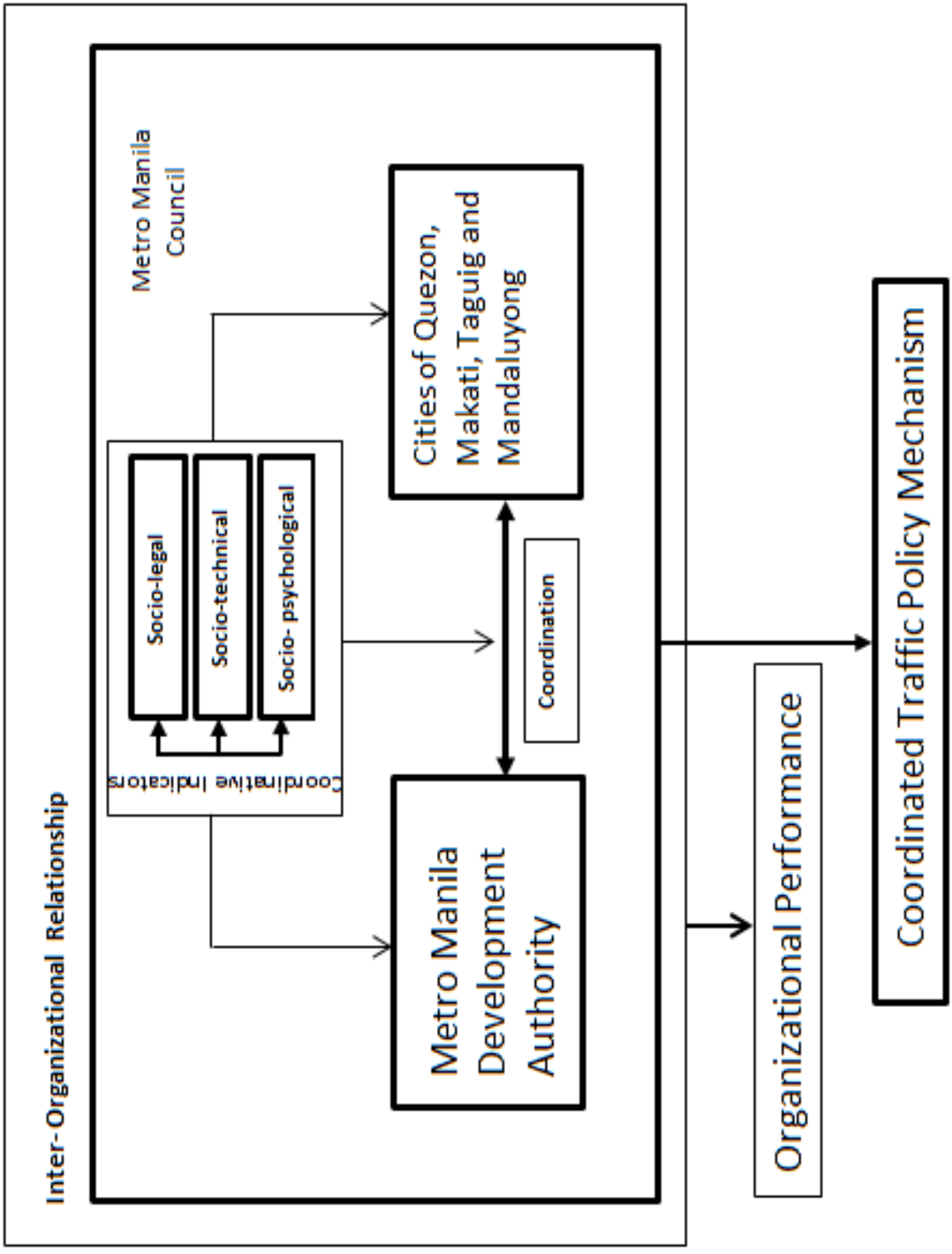

Figure 2. Inter-Organizational Relationship of MMDA and the LGUs in solving traffic congestion in Metro Manila (Mangahas and Medes, 2018)

	Mandaluyong City	Makati City	Taguig City	Quezon City	MMDA	Bus Line (Five Star)
Coordination	Not enough coordination	There is enough coordination	Not enough coordinating framework	Not enough coordinating framework Lack of MMDA traffic enforcers	There is enough coordination Sees the LGUs as part of their organization	None. They move independent with one another
Communication	Through the Metro Manila Council Invitations for meeting from the MMDA Sending request letters to MMDA for infrastructure development No other social media accounts to communicate with MMDA No regular meeting with traffic chiefs	Through the Metro Manila Council	Through the Metro Manila Council Presence of I-ACT	Through the Metro Manila Council Via text messaging Presence of I-ACT	Through the Metro Manila Council	Presence of I-ACT
Meetings	Monthly meetings through the MMC Used to meet with I-ACT weekly, but lately not anymore Minutes are not distributed	Monthly meetings through the MMC Invitations for meeting from the MMDA	Monthly meetings through MMC Presence of MMDA representative	Monthly meetings through the MMC	Monthly meetings through the MMC	None stated
Sanctions / Penalties Imposed	500 imposed penalty on number coding	None stated	None stated	350 imposed penalty on number coding	300 imposed penalty on number coding	None stated

Table 1. Comparison of the interviews of the traffic chiefs of the four (4) local government units, MMDA, and representative from the Bus Union Group

Coordination of MMDA with the Local Government Units

As an administrative body appointed by the President, MMDA exercises mandates that coincide with the promulgation of the LGUs' power in Metro Manila. MMDA has been exercising various steps in managing traffic in Metro Manila, one of which is the execution of legislated traffic ordinances, programs, and schemes made through and by the MMC, which is known to be the legislative body of MMDA. In here, ordinances are used to solve, if not, lessen traffic congestion in the main roads of the region. Before such policies or ordinances are executed, however, MMC firstly conducts meetings that contain a specific number of agenda and proposed MMDA issuances. The mentioned issuances shall then be deliberated and revised or amended during the council meeting. After such, the approved MMDA issuances shall be circulated to members for their signatures and shall afterwards be published in newspapers.

Another step made by MMDA with regard traffic management is their coordination with LGUs and other government and non-government agencies. The LGUs are responsible for the small or minor roads within their city while the MMDA regulates the major roads that pass through different cities. With this kind of simple scheme being followed, coordination is expected to result between MMDA and the LGUs. However, there still seems to be a lack in coordination between the two in areas of concern such as varying traffic ordinances per city, lack of communication besides the monthly meetings, and lack of information dissemination.

Consultative Monthly Meetings of Metro Manila Council

Table 2 presents that the MMC went beyond the target accomplishments in 2017. The accomplishment rate of MMC as of December 2017 ranges only from 225%-250%, which can be stated as a positive review with regard the capability of the Council, not only in conducting meetings, but also with regard other related agendas such as the preparation and revisions of their issuances. With such, it can be derived that the MMC, which is composed of the LGUs' city mayors, the MMDA Chairman, and head representatives of other government agencies involved, is properly functioning in terms of their accomplishment report for the year 2017, specifically noting here their monthly meetings which is an important indicator for the coordination between the LGUs and MMDA.

LIMITATIONS ENCOUNTERED BY MMDA

To emphasize on the policy that gives mandate to MMDA, the agency is expected to deliver efficient and well-planned metro-wide basic services that affect or involve Metro Manila. The scope of MMDA in terms of traffic management has been limited to formulation, coordination, and monitoring of policies, programs and projects created through the MMC.

Number Coding across LGUs: Effective or not?

The number coding scheme or formally known as the Unified Vehicular Volume Reduction Program (UVVRP) has been famously known as a traffic policy solution found in Metro Manila. This traffic policy, which was spearheaded by MMDA, is

considered as one of the most significant policies in solving traffic since it forbids a specific set of vehicles to be driven on a certain day in a week, not just in national roads, but in all roads in the committed

Performance Indicators	Department FY 2016 **Actual Accomplishment**	Department FY 2017 **Target**	Department FY 2017 **Actual Accomplishment**	**Accomplishment Rate** as of December 2017
Preparation of Agenda, proposed MMDA Issuance/s	8 sets of Agenda	4 sets of Agenda per year	10 sets of Agenda	250%
	22 Issuances	12 per year proposed MMDA Issuance/s	24 Resolution 7 Regulation 31 Issuances	250%
MMC Meeting	8 meetings	4 meetings per year	10 meetings	250%
Revised MMDA Issuance	22 issuances	12 issuances per year	31 Issuances	250%
Routing of Approved MMDA Issuances to voting members for signatures	8	4 routings per year	9 routings	225%

Table 2. Metro Manila Council's Performance Accomplishment for the year 2017

cities. This policy was used in this paper to show how MMC's output policy can be changed in accordance to the LGU's choice, despite the fact that each city's mayors are part of the MMC itself. It also evidently shows the cities deviation from MMDA's version of the UVVRP. Referring to Table 3, it can be stated that the four LGUs added and changed specific details in the UVVRP of MMDA for it to become more applicable in each of their respective cities.

The number coding scheme applied to the major roads within Metro Manila are those of the MMDA's, while the LGUs' version of the UVVRP is used on the minor roads within their jurisdiction. This does not, however, remove the presence of conflicts between the LGUs and MMDA. Due to the fact that the streets and thoroughfares are connected with one

another, the number coding scheme applied to such are different and, therefore, brings conflict and confusion to the motorists that use these intersecting roads and streets.

Under the old number coding scheme, banned cars could still be driven during the so called “window hours,” from 10 a.m. to 3 p.m. on the version of MMDA. According to Virgilio Nemis, one of the interviewees who contributed to the data of this paper who is a chief representative from Five Star Bus Company and a member of the Bus Transport Group, the variation of number coding scheme in the roads that his company’s bus drivers were driving confused the drivers, and even himself as a private car owner. The mere presence of

Unified Vehicle Volume Reduction Program in the Institutions in Metro Manila	MMDA	Makati City	Mandaluyong City	Taguig City	Quezon City
Schedule of Number Coding	7:00am-8:00pm	7:00am-7:00pm	7:00am-8:00pm	7:00am-7:00pm	7:00am-8:00pm
Exempted Vehicles	Emergency vehicles and other exempted vehicles.	Emergency vehicles, and other exempted vehicles..	Emergency vehicles, and other exempted vehicles.	Emergency vehicles, and other exempted vehicles.	Emergency vehicles, and other exempted vehicles.
Exempted Thoroughfares	None	EDSA; C-5; South Super-highway	a)Tow-away zone b)busy road declared by Traffic Enforcement Division of TPMD	On secondary roads	a)Tow-away zone b)busy road declared by Traffic Enforcement Division of TPMD
Window Hours	None	None	None	On secondary roads	On secondary roads
Exempted Vehicles by City Mayors	present	present	present	present	present

Exemption of Saturday, Sunday, Holidays	present	present	present	present	present
Truck Ban	present	Present	present	present	present

Table 3. The breakdown of elements of Unified Vehicular Volume Reduction Program of MMDA and of Taguig, Makati, Mandaluyong, and Quezon City.

different number coding scheme and different window hours in the roads in the Metro is a symbol of an unordered scheme in Metro Manila. Alex Santos, the chief of Traffic Management Office in Mandaluyong City, also stated that the fact that Mandaluyong does not have window hours, while the others do, made the motorists flock to the city's roads.

Observing from Table 3, the schedule of the number coding scheme of Makati and Taguig differ from the version of MMDA and also with those of Mandaluyong and Quezon City's. Additionally, the presence of exempted thoroughfares on the LGUs that the original version of MMDA does not have, concludes that some of the elements of the scheme made the LGUs cancel out those of the MMDA's as well as with the other LGUs'. With this, limitations of the MMDA are very evident for the reason that the LGUs have the power and authority to legislate their own city ordinances that best suit their local communities. There is also case of the different and often conflicting assignment of their respective jurisdictions when it comes to the roads that they have authority to manage over.

Unified Ticketing System: To what extent?

In showing MMC's goal on how cooperation may solve the worsening traffic problem in the region, the Inter-Agency Council on Traffic (I-ACT), which is a super-agency that is composed of the MMDA, MMC, Philippine National Police-Highway Patrol Group, Land Transportation, Franchising and Regulatory Board, Land Transportation Office (LTO), Department of the Interior and Local Government (DILG), and Armed Forces of the Philippines (AFP), has been put up by the government to focus on the traffic management within Metro Manila and nearby provinces (The Philippine Star, 2018). Together with I-ACT, the Metro Manila mayors agreed to come up with a unified ticketing system for traffic violations. Under the current setup, MMDA, LGUs, LTO, and Land Transportation Franchising and Regulatory Board (LTFRB) have different rates for different traffic violations. Apprehended motorists and drivers would have to pay different fines for their traffic violations, depending on who flagged them and where, which brings conflict and confusion to the motorist. The continuing existence of such varying fee rates results to the persisting presence of discrepancies in the coordination of MMDA and the four LGUs.

It can be inferred that MMDA is still unable to produce a unified ticketing system, or even if it can, the existence of the varying penalties of the cities hinders such. The inability of the MMDA to regulate

the LGUs to compel to only one or unified list of penalties will remain a constant challenge to the coordination of the two and shall, in turn, result to a confusion among the motorists using the various roads of Metro Manila due to the differing ordinances and policies.

TAGUIG, MANDALUYONG, MAKATI, AND QUEZON CITY'S ENGAGEMENT WITH MMDA

Inter-Agency Council on Traffic (I-ACT)

According to the interviews conducted by the authors, I-ACT has only recently been put up under the current Duterte administration and has been working as a council for traffic since then. The interviewees, however, have different perceptions and levels of relationship with the said traffic agency.

The traffic operations head of Quezon City, Dexter Cardenas, mentions that they were in constant interaction with I-ACT through meetings and communication via SMS. In the interview with Taguig chief of traffic management, Danny Canaveral, I-ACT was said to be an able platform where the different LGUs of Metro Manila were able to voice out and talk about the traffic problems in each of their jurisdiction. In the case of Mandaluyong, on the other hand, Alex Santos indicated that they were able to attend meetings with I-ACT in the past, yet they are now barely called for meetings nor are they even contacted. It can be inferred that there is a difference in how I-ACT interacts with its members – with the case of the LGU traffic division heads' being the main example. It may also be assumed here that the major cities have a more secure relationship with the traffic management council.

Attending Meetings hosted by MMDA / MMC

The 4 local government units' traffic divisions are well-aware of the meetings being conducted by the MMDA / MMC and all are also able to participate in the said monthly meetings. The MMC has also been able to conduct its meetings more than the expected number of times in the past year. This may then signify that there is a consistent interaction with MMDA and LGUs when it comes the monthly meetings, which is also a significant indicator on the coordination of the two.

However, the different LGUs still amend or change those schemes or issuances that they have discussed in the MMC meetings. They modify it to their liking and to the applicability of the schemes towards their respective cities. The resolutions that the LGUs have talked and decided upon in their meetings are still changed once they disseminate it in their cities.

Another problem can be seen in the authors' interview with the traffic head of Mandaluyong wherein he stated that the agendas that have been discussed in the meetings are not distributed nor given to them. That despite being a part of the MMC, if one is not able to attend a specific meeting, that representative or member will not be able to receive any information nor updates with what had transpired. As such, all they are able to do is to wait for the newspaper in order to see the published issuances or ordinances that had been discussed in the meetings, with them neither having a say nor awareness even regarding the matter.

Although, it is the responsibility of the specific members to be consistently present in the MMC meetings, the MMDA should also be responsible in informing or updating the absent members of what had

transpired in order for the latter to have knowledge of what important concerns they have missed during their absence.

POSSIBILITY OF RESTRUCTURING MMDA

Due to the fact that traffic congestion is still increasing, and despite the regularity of meetings conducted by the MMC as well as the communication of the traffic chiefs of the LGUs, coordination between MMDA and the LGUs has been analyzed to be evident and in practice, however, still not enough.

The interviewees have different perceptions about the coordinating mechanism of MMDA. The traffic chief of Mandaluyong views MMDA's coordinating mechanism as not enough and needs to be improved in certain areas. The head of the traffic management office in Taguig indicated that MMDA is doing well for the past months upon the conduct of this study in terms of coordinating with the LGUs in managing traffic in Metro Manila. However, he also insists that these mechanisms are not enough for the reason that MMDA cannot compel the traffic policies enacted by the LGUs to be unified and united. For Quezon City, the chief of traffic management stated that the coordinating framework of MMDA is not enough and that there is a lack of presence of MMDA traffic officers in the national roads such as EDSA and C-5. On the other hand, in contrast with these, Makati City's traffic chief stated that the coordinating mechanism of MMDA with the LGUs are enough and gets better as time passes by. A more detailed and organized set of data regarding these can be seen on Table 3.

The possibility of restructuring MMDA for the traffic chiefs seem impossible since MMDA was created by the President and can only be reformed through a mandate. However, the cities' traffic chiefs are open in suggesting to change the coordinating mechanisms that MMDA engages with. This concludes that the MMDA still lacks a better mechanism in order to promote a unified system of managing traffic amongst the local government units.

In sum, this paper aimed to determine the coexisting and conflicting policies in the implemented traffic regulations of the different cities in Metro Manila. Despite having 14 out of 17 LGUs adopting a uniform traffic code, minor differences still occurred in between because of the added or omitted sections and articles that allows the LGUs to focus on the problems encountered in their respective cities. In addition to this, the interview from the respondents of the study proved that there are also differences in the traffic codes and management capabilities of the MMDA and the LGUs which becomes a problem to the motorists since the varying policies and ordinances per LGU brings confusion to those who use and regulate the roads within Metro Manila. This confusion results to multiple cases of violations of road users and clogging of roads in Metro Manila.

Despite differences, however, it is important to note that there is still a sense of coordination between the two institutions. MMDA and the LGUs' question of road jurisdiction has been answered in the interviews wherein major and national roads are under the former, and minor city roads for the latter. It was also observed from the interviews that most of the traffic chiefs from the four LGUs, are well-aware of the powers that their local governments have, specifically with regard traffic management. The respondents also showed to have knowledge with regard the R.A. Nos. 7924 and 7160 which are the establishment and creation of the MMDA and LGC, respectively.

Meanwhile, MMC was able to prove via their achievement reports last 2017 that they were able to efficiently conduct meetings more than they were required to do so. However, the regularity of meetings does not mean that issues were resolved or that coordination is strengthened. It entails that the agendas tackled and solved within the council meetings, the issuances proposed, and the papers that mayors and MMDA officers have signed, does not automatically mean that it was put into practice as has been discussed inside the council. The LGUs have tendencies to alter the traffic policies and programs that they have produced inside MMC meetings and create their own versions that are attuned to their respective cities. The same could also be said for I-ACT, that although it could also be seen as a contributor to the interaction of the LGUs with regard traffic management, it was also made known via the interviews that there are still inconsistencies within it. Despite it being an inter-agency relationship, I-ACT has been acting without the knowledge or confirmation from the LGUs that are also its members.

With all these in consideration, it may be stated the MMDA and the LGUs do coordinate and interact with one another but inconsistencies between the two can still be found – which, eventually, may result to them having weak coordinating mechanisms with one another and continue to contribute to the rising problem of traffic and incoordination in the region.

CONCLUSION

Based on the findings of this paper, if the unification of traffic policies of the LGUs in Metro Manila is still not evident and existing, the responsibility of the coordinating mechanism would primarily be relegated to the MMDA. The local governments would also be accountable but only because they are given the power and autonomy on their own cities as per mentioned in the LGC.

MMDA would be held responsible because of their failure to create a better coordinating mechanism with the local governments in solving traffic congestion in EDSA and C-5. Although, it has also been found out that traffic congestion is not that much a result of incoordination between the LGUS and MMDA, but also due to the confusion and conflict that the lack of coordination between the institutions involved gives to the motorists and other groups affected.

The coordinating mechanism presently used by the MMDA with the LGUs in solving traffic congestion achieved mixed results when observed through the indicators used in this paper. In the socio-legal factor, both MMDA and the LGUs know where they stand – they know their own and the other's mandates and institutional framework. Secondly, in the socio-technical factor, communication through regular monthly meetings among the LGUs is an evident factor that there is a communication scheme. However, in regards to the existence of i-ACT, only MMDA, Taguig, Makati, and Quezon City are said to have successful communication schemes.

Finally, in the socio-psychological indicator, MMDA is aware that they are an administrative body that should create a step towards an inter-organizational relationship between them and the LGUs in Metro Manila. On the other hand, the LGUs are also knowledgeable of their power as autonomous bodies that are granted authority to create and alter policies based upon the needs and situation of their local communities. However, due to the fact that they are working separately and deviate from the unified traffic schemes they

created through the MMC, they have difficulties in identifying which institution should be followed on specific roads.

These results show that the coordinating mechanism exercised by the MMDA with the four chosen LGUs in addressing traffic congestion in specific Metro Manila roads were partially effective but still have significant flaws. While MMDA is on the right track in terms of MMC holding regular monthly meetings, there are still some gaps in their coordinating mechanism which is essentially needs to be addressed.

RECOMMENDATIONS

Practical Recommendation

In regards to the coordination concerning traffic management in Metro Manila, traffic chiefs or heads of the local government units should also conduct meetings, at least once a month, to discuss with one another the current situation of the management of traffic and roads within their respective cities. This will not only strengthen the connection between the LGUs but may also lessen the inconsistencies and conflicts in traffic management experienced by the motorists.

MMDA and LGUs, despite being well-aware of the powers that they independently hold, should also consider that such were granted to them for the purpose to serve the citizens that they preside over. Thus, coordination between them is necessary. Establishment of proper communication lines, such as meetings, social media communication, and the like, are thus recommended in order to further improve the connection of the institutions.

A specific example here would be the use of social media applications in order to easily interact with the other officials. This is easier, more convenient, and faster way of connecting with others in today's day and age, compared to that of sending letters via post-offices. Emails are also an option and are more formal but social media accounts are easier to access, especially if there are emergencies that needs to be addressed as soon as possible.

MMC should also provide the minutes of every meeting with regard the traffic management in Metro Manila to the traffic chiefs and heads, whether they be present in the said meetings or not. MMC should be obligated to deliver or send these files either via emails or physical documents in order to remove the lack of information with those actors that are involved. This will eventually give way to proper information dissemination.

Policy Recommendation

A policy has been recommended by the authors in order to implement stricter implementation of coordination and communication between the LGUs in Metro Manila and MMDA in terms of traffic management. This policy shall entail the creation of a "Traffic Management Commission" that shall serve as an institution that has the power to formulate, implement, and execute ordinances and policies regarding traffic, therefore, having administrative, legislative, and police power. This commission shall be the sole authority in the region in managing traffic with the main goal of a united Metro Manila Traffic Management. Hence, the creation of this commission will mitigate the authority of LGUs in their power to create and execute traffic ordinances within their community and will remove MMDA's mandate with regard traffic management.

A "Traffic Coordination Policy" shall be yielded in the MMC and then be ratified in the Congress. This policy shall include the

indicators mentioned in this paper which are the socio-legal, socio-technical, and socio-psychological factors, which shall also be the testing measures in the coordination of the created commission and the institutions included.

This policy also aims to remove the hierarchy of authority among the LGUs in terms of traffic policy formulation and implementation in the thoroughfares in Metro Manila. This shall solve the uncoordinated traffic management in the region and shall instill respect of authority in the newly created Commission in managing traffic. These are all recommended by the authors in order to have coordinated traffic policies and management to solve the undying problems of traffic in Metro Manila.

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Effect of Carbon Emission from Road Transportation When EEC Project Started In 2020

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Abstract

Diesel engines provide important fuel economy and durability advantages for large heavy-duty trucks, buses and another road transportation. On the other hand, they have the disadvantage of emitting significant amounts of Carbon dioxide (CO2). The main transportation of Thailand is land transportation by truck which causes air pollution. The reason for the study of this impact is that the researcher has anticipated the impact of air pollution caused by carbon emission from road transportation that will occur when the EEC (Eastern Economic Corridor) is launched. As the EEC development plan puts emphasis on industrial development especially fruit products with high potentiality in the EEC areas, it is essential to have the efficient logistics system to enhance the delivery to reach consumers quickly without changing the condition of the products. As a result, a large number of road transportation by truck resulted in the extensive emission of Carbon dioxide in the EEC areas. The study of the quantity of trucks using the highways in the EEC areas found that in 2019 the average number of trucks delivering products through highway route 7thbetween Bang Pakong and Nong-Ree is 42,000 trucks per day: 76.59 % of which are small diesel trucks and 23.41% are large diesel trucks (over 10 wheeler trucks). The study of the demand and supply of fruits that are anticipated to use the service in the EEC areas showed that the main economic fruits of the country are durian, pineapple, longan and mangoesteen. The study which summarized the forecast of the quantity of fresh fruit products and processed products in the target provinces showed that the quantify of the transportation grew by 5.509 % per year. The calculation of the data of health impact, the quantity of goods transportation in the Economic Fruit Corridor areas and the data of the impact from the study of medicine discovered that the area with the highest health impact is along highway route 7th between Bangpakong Nong-Ree. Exploration point is 45+400 the contamination of Carbon dioxide in the air is 84.73 ppm. because the average number of large trucks that use this area is as high as 6,828 trucks per day

Keywords: Carbon Emissions, Eastern Economic Corridor (EEC), EEC Carbon Emissions Map

INTRODUCTION

According to the state policy, the strategic plan is set under Thailand 4.0 economic model for the development of the eastern areas namely Chonburi, Rayong and Chachoengsao. The goal is to promote investment in order to upgrade the industry level of the country, increase competitiveness and make Thai economy grow in the long run by aiming at raising the EEC to “World-class Economic Zone” to support investments in 10 target industries namely The Next-Generation Automotive Industry, The Intelligent Electronics Industry, The Advance Agriculture and Biotechnology, The Food Processing Industry, High Wealth and Medical Tourism Industries, Digital Industry, The Robotics Industry, Aviation and Logistics Industry, Comprehensive Healthcare Industry, and Biofuel and Biochemical Industries including the promotion of the EEC. This investment promotion measure attracts

investors to use the areas for industrial activities; however, the results of the economic growth are transportation activities in the EEC areas that emit air pollution from the engine combustion including dust with small particles. Health problems have different short-term and long-term impacts depending on the amount of the air pollution received. From the above problems, the researcher studied and forecast the demand for transportation in the EEC areas in terms of the traffic and product quantities in the industrial areas with a focus on the comparative study of the impacts that will occur to the main roads that have product delivery before and after the launch of the EEC.

LITERATURE REVIEW

From the study of the academic article and research related to the emission of carbon dioxide from road transport of N. Wong Chawalitkul (2016) and research related to indicated the traffic volume and traffic conditions of W. Rattanawong (2015), the estimation of carbon dioxide is divided into three models: Tier 1, using the standard emission factor of each fuel oil; Tier 2, setting the emission factor of their own fuel oil; and Tier 3, used in this research, is the estimation of the carbon emission according to the ASIF model. The ASIF sets 4 scores for calculation as follows: A- Activity (Transport performance or vehicle-km), S- Structure (Modal-split of passenger and freight transport), I-Intensity (The energy demand by mode and by fuel per km) and F-Factor (The carbon intensity per unit of energy demand by fuel) as displayed in Figure 1.

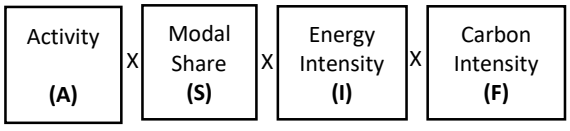

Figure 1. ASIF model

When we estimate carbon emissions from road transport, the researcher further studied the impact on the health of the people inhabiting in those areas. According to the article of C L Townsend (2002) and DG Penney (2000)

The last past of the research aim to the carbon credit calculation to use the value of pollution in calculating the amount of tax paid to society. Steven M. (2013) proposes that the advantages of reducing carbon emissions are not only beneficial for the environment or tax but they also demonstrate the competition in the market for innovation and modern technology. This research is in line with the research of Heia N. (2011) which studies the price estimation of Carbon credit in the European Union (EU). From the data analysis by multiple linear regression, it can adjust the return of carbon credit on business days to have higher tax on holidays. According to the results of the evaluation, it is found that one day after the business day, the amount of carbon is reduced from the business days. When the amount of emitted carbon is known, it can then be calculated to tax the emission for Thailand. From the research of Chayun T. (2014). the Carbon TAX can be calculated to be appropriate for determining the tax structure for the domestic transport equaling to 1.12 baht per kilogram of carbon dioxide.

Equation

Total Emissions = Transport Demand in EEC (Passenger KM) X Energy Intensity [Liter per KM] X CO2 Intensity [CO2 per KM]

$$Em_{j,k}(t) = \sum_{l}\sum_{m} FC_{k,l,m}(t)\left[\sum_{n} EF_{j,k,l,m,n}\right]$$

Where

j,k,l,m,n: Subscripts representing vehicle type, volume, sector, distance, fuel type combination;

Em(t): Emissions of vehicle type j from Volume k;
FC: Fuel consumption)km/liter(
EF: Emission factor of Diesel;

Calculating ppm concentration change units

$$C_{mg/m^3} = \frac{C_{ppm} \times MW}{24.45}$$

C mg/m³: Concentration of pollutants in unit weight per volume, (mg/m^3)
C ppm: Pollutant concentration in units of gas volume per million air volume, (Part in millions)
MW: Molecular weight of pollutants (g)
24.45: Volume in liters of carbon dioxide 1 g/mole at 25 degree Celsius and air pressure at 760mmHg

RESEARCH METHODOLOGY

The study of the impact of road transportation when the EEC is going to be launched in 2020 started from the study of the demand for the goods that will occur in the EEC. The area is divided into 2 groups; the first group is the technology group that receives the government support in the C-Curve and New S-Curve industries, and the second group comprises of the industries related to agricultural products in the group of fruits in the East region supported by the Economic Fruit Corridor (EFC). The study procedure is as follows:

1. Study the data of the traffic quantity in the EEC from the data base of the Department of Highways in last 10 years by choosing only small trucks (4-6 wheeler trucks) and large trucks (above 10 wheeler trucks)
2. Study the data of the growth rate of the target industries namely the S-Curve and New S-Curve industries
3. Study the data of the growth rate of the target industries namely the agricultural products industries in the group of fruits in the East region
4. Study the data of the health impact on the people living in the EEC who inhale Carbon dioxide
5. Calculate the outcome of the study in 2020 by dividing the proportion of the goods in the former transportation and using the growth rate gained from the study above for calculating the quantity of the new goods transportation in 2020
6. Use the quantity of Carbon dioxide emission for summarizing the level of severity that the people who live in the EEC areas will receive

RESULT

The study and assessment of Carbon emission discovered that at present the average number of delivery trucks from the EEC (2015-2019) is 22,000 trucks/day which is approximately 8 million trucks annually. The analysis of the forecast is based on the transportation data in last 10 years and the data of the growth rate of 10 target industries in the EEC. The study analyzed the demand and supply and the direction of agricultural market of the fruits in the target areas that are the East region of Thailand comprising of Chantaburi, Trat, Rayong and Chonburi; these are the areas that grow fruits and agriculturists can send products to the Eastern Fruit Corridor (EFC). The analysis was made on the demand and supply of the main economic fruits of the country such as durian, pineapple, longan and mangoesteen that are expected to use the service in the EFC. The study of 10 target industries in the EEC found that modern industries related to electronics and technology do not have much impact on the quantity of products delivered by road transportation. On the contrary, it was found that agricultural products and processed agricultural

products tend to increase the quantity of the delivery via road transportation by 5.51% per year. The study of the impact on health based on the data from physicians who are anatomy specialists showed that when we inhale Carbon dioxide, it will mix with Haemoglobin in the red blood cell 200-250 times more than Oxygen and becomes Carboxyhaemoglobin (CoHb). This will lessen the ability of blood to carry Oxygen from lungs to other tissues of the body or reduces Oxygen in blood. If we inhale 50 ppm of CoHB continuously for 50 minutes, it may decrease our ability to see; if we have it constantly for 8-12 hours, it will cause abnormal movement; and if we have it repeatedly for 6 weeks, it will affect heart and brain structures. However, if a person inhales 1,000 ppm consistently for only 15 minutes, they will be weak, unconscious and die. Therefore, the people who live in that area should avoid inhaling such a fume into their bodies. The government can reproduce this summary by setting a policy to adjust it to goods transportation through various areas in Thailand or assisting people who suffer the impact of goods delivery via Asia road transportation in the areas of Thailand.

The study found the following impact from Carbon dioxide emission along road transportation in the EEC areas the results can be summarized as follows:

1. Route number: Highway 3 Areas of exploration between Klong Dan and Bangpakong, Exploration point is 74+000 The contamination of Carbon dioxide in the air is 82.61 ppm. Affecting human health If received continuously
2. Route number: Highway 3 Areas of exploration between Klong Dan and Bangpakong, Exploration point is 75+738 The contamination of Carbon dioxide in the air is 77.06 ppm. Affecting human health If received continuously
3. Route number: Highway 3 Areas of exploration between Nongmaideang and Chonburi Exploration point is 91+767 The contamination of Carbon dioxide in the air is 27.30 ppm. Pollution at the standard level
4. Route number: Highway 3 Areas of exploration between Chonburi and Sriracha Exploration point is 97+270 The contamination of Carbon dioxide in the air is 27.47 ppm. Pollution at the standard level
5. Route number: Highway 3 Areas of exploration between Chonburi and Sriracha Exploration point is 111+000 The contamination of Carbon dioxide in the air is 34.57 ppm. Pollution at the standard level
6. Route number: Highway 3 Areas of exploration between Sriracha and Pattaya, Exploration point is 130+000 The contamination of Carbon dioxide in the air is 62.76 ppm. Affecting human health If received continuously
7. Route number: Highway 3 Areas of exploration between Pattaya and Ban Chang Exploration point is 175+000 The contamination of Carbon dioxide in the air is 12.10 ppm. Pollution at the standard level
8. Route number: Highway 3 Areas of exploration between Mabtaput and Rayong Exploration point is 206+000 The contamination of Carbon dioxide in the air is 40.63 ppm. Pollution at the standard level

9. Route number: Highway 3
   Areas of exploration between Rayong and Ka-Ched
   Exploration point is 246+000
   The contamination of Carbon dioxide in the air is 28.66 ppm. Pollution at the standard level
10. Route number: Highway 3
    Areas of exploration between Ka-Ched and Patien
    Exploration point is 272+500
    The contamination of Carbon dioxide in the air is 47.83 ppm. Pollution at the standard level
11. Route number: Highway 7
    Areas of exploration between Bangpakong and Nong-Ree
    Exploration point is 45+400
    The contamination of Carbon dioxide in the air is 84.73 ppm. Affecting human health If received continuously
12. Route number: Highway 7
    Areas of exploration between Bangpakong and Nong-Ree
    Exploration point is 67+900
    The contamination of Carbon dioxide in the air is 81.39 ppm. Affecting human health If received continuously
13. Route number: Highway 7
    Areas of exploration between Nong-Ree and Nong-Kham
    Exploration point is 79+258
    The contamination of Carbon dioxide in the air is 69.96 ppm. Affecting human health If received continuously
14. Route number: Highway 7
    Areas of exploration between Nong-Ree and Nong-Kham
    Exploration point is 89+344
    The contamination of Carbon dioxide in the air is 74.49 ppm. Affecting human health If received continuously
15. Route number: Highway 7
    Areas of exploration between Nong-Kham and Pattaya
    Exploration point is 105+144
    The contamination of Carbon dioxide in the air is 33.23 ppm. Pollution at the standard level
16. Route number: Highway 7
    Areas of exploration between Nong-Kham and Pattaya
    Exploration point is 123+000
    The contamination of Carbon dioxide in the air is 32.47 ppm. Pollution at the standard level
17. Route number: Highway 7
    Areas of exploration between Bangwua Elevated Road and Bangkwai Elevated Road
    Exploration point is 2+300
    The contamination of Carbon dioxide in the air is 35.91 ppm. Pollution at the standard level
18. Route number: Highway 7
    Areas of exploration between Bangwua Elevated Road and Kiri Elevated Road
    Exploration point is 2+300
    The contamination of Carbon dioxide in the air is 72.60 ppm. Affecting human health If received continuously
19. Route number: Highway 7
    Areas of exploration between Nong-Kham Elevated Road and Laem Chabang Port
    Exploration point is 4+400
    The contamination of Carbon dioxide in the air is 71.98 ppm. Affecting human health If received continuously

CONCLUSION AND RECOMMENDATION

From the above data, in the areas with the high level impact, the government should have a policy to support the reduction of the impact caused by Carbon dioxide such as the plan for limiting the number of trucks that will enter the areas and the plan for making the detour to avoid the highly polluted areas and using the

minor route to alleviate the impact that will affect the residents, including the plan for growing plants to naturally adjust the weather. Nevertheless, if there is the air pollution crisis, the government should have a policy to install the air treatment system in the public areas or giving air purifiers to the houses in the risk areas in order to heal the residents.

This study particularly focuses on the quantity of road transportation that has the forecast that the quantity of goods will highly increase from the group of S-Curve and New S-Curve industries and the group of fresh and processed fruits industries. Consequently, in the future, if the EEC has more new industries or the government promotes any additional activities, the quantity of the increased products should be added to the original quantity in the area so that the calculation of the impact of Carbon dioxide emission will be more accurate. This will have a positive effect on the long-term prevention plan for the highest benefit and the quality of life of the people who live in the EEC.

When we consider the traffic-congested areas, most of them are community areas and economic zones, so the inhabitants are affected by the emission of carbon dioxide from road transport. Superficially, we will not see the impact of the pollution because we think that we inhale the smoke only for a moment and it will soon disappear, but we cannot move from the present habitation to another, so we have to endure this living condition.

Therefore, if we want to solve air pollution in the area that risks the emission of toxic carbon dioxide, the government and the private sector must cooperate in solving the problems as follows:

Government Sector

- Should have a policy on protecting and developing a plan against the pollution from the delivery of goods by road transport
- Should assist in healing the inhabitants of the area with a high amount of carbon dioxide
- Should charge more tax on trucks that go through the areas that have a high amount of carbon dioxide so that truck users will use other routes that charge lower tax (Carbon Tax for Road Transport)
- Should especially reduce tax for the agencies that help to lessen the emission of carbon dioxide in transportation
- Should issue a law to help the people who suffer the long-term impact to prevent air pollution
- Should provide special routes that can help to reduce the traffic density and avoid the precipitous areas

Private Sector

- Should improve transport vehicles to reduce carbon emissions
- Should adjust transport routes to avoid traffic-congested routes and precipitous areas
- Should set the back-hauling system to lessen the amount of carbon emissions
- Should use the reduction of carbon emissions for the publicity of Green Logistics in order to create a good image of the organization and stimulate other entrepreneurs to make a development for carbon emissions reduction too.

Health effects of medical advice: The Health and Safety Executive recommend a limit of 30 ppm, which can cause COHb levels to rise above 2.5% in less than one hour.

ACKNOWLEDGEMENTS

My sincere thanks to Assoc. Prof. Dr. Wanchai Rattanawong, Assist. Prof. Dr. Varin Vongmanee and Dr. Kulsurat Moungthong faculty members of the School of Engineering, the University of the

Thai Chamber of Commerce for their advice throughout the research and to Assoc. Prof. Dr. Sirinush Sricharoenvej, department of Anatomy, faculty of Medicine Siriraj Hospital, Mahidol University for the information and advices concerning health safety effect of carbon emissions from road transportation.

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Room 4

Overall
Program 2019

COLLABORATIVE PARTNERSHIP IN MANAGEMENT OF COMMUNITY HEALTH CENTERS (PUSKESMAS) IN WAJO REGENCY, INDONESIA

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Abstract

This article describes a collaborative-partnership pattern that was initiated, built, developed and cultured (applied) by the leaders at the Public Health Center (PUSKESMAS) in Wajo Regency, South Sulawesi Province. The research method used is a survey. Data was collected using observation, questionnaires, interviews and documentation techniques. Data were analyzed using descriptive-quantitative statistics. The results of the study show that the collaborative-partnership pattern that is cultivated and developed in good public health center governance in Wajo Regency is based on the principles of openness, equality and benefit. The pattern of collaborative partnerships between actors or stakeholders is developed from a basic philosophy of institutional building and capacity building programs in applying the principles of good governance, also based on the re-actualization of the local cultural values of the Bugis-Wajo community. The principle is "PUSKESMAS-based management" and "citizen-based PUSKESMAS" in the context of community health learning.

Keywords: Collaborative partnerships, community health centers, good governance.

INTRODUCTION

The collaborative partnership pattern is an efficient and effective management approach in supporting the implementation of various public policies and sustainable development programs. Collaborative partnerships in the context of public services and good governance provide space for strengthening cooperation and coordination, integration, synchronization and simplification of various activities of actors or stakeholders which include creative, public, private, people, the press, police, partnership or abbreviated as 7P (Daraba, Cahaya, Guntur, & Akib, 2018; Syam, Akib, Patonangi, & Guntur, 2018). According to Sullivan & Skelcher (2002) that the pattern of collaborative partnerships can open space for stakeholders to integrate different bonds from actors, agencies or government institutions, volunteers and communities to create value for the public (Agranoff & McGuire, 2004; Farida, 2017; Rengifurwarin, Akib, Jasruddin, & Salam, 2018; Saggaf, Akib, Salam, Baharuddin, & Kasmita, 2018; Saggaf, Aras, et al., 2018; Salam, 2015; Salam & Rosdiana, 2016). Likewise through collaborative partnerships that are built can be overcome various social problems faced together (Choi & Choi, 2012), including problems in the implementation of public health services at the level of the community health center (PUSKESMAS) organization.

Without denying the expert's view, collaborative partnerships are understood as a form of synergistic cooperation between actors (individuals, institutions) in order to coordinate, integrate, synchronize and simplify the activities of autonomous actors to achieve goals based on mutually beneficial relationships, mutual trust, mutual responsibility answer and mutual benefit or risk together. Therefore, this article describes a collaborative-partnership snapshot in the form of openness, equality and benefit of good public health center (PUSKESMAS) governance in Wajo Regency, Indonesia.

LITERATURE REVIEW

According to McQuaid (2010), there are five key questions that need to be answered in building partnerships, namely: 1) What is to be achieved from the partnership, 2) Who is involved, 3) When is the implementation, including phasing, 4) Where is the locus of partnership this is done, and 5) How this partnership is carried out. Referring to the rhetorical question above, initial identification can be made of the partnership model based on these five dimensions.

The identification of the partnership model begins by explaining the second dimension, namely who are the actors (individuals, institutions) involved in the partnership. Based on the identification of the actors involved, the partnership models can be categorized into two-party partnership models and multi-party partnership models. Furthermore, the focus and locus are identified in a particular context, and identify ways that are applied to achieve the objectives.

One form or model of partnership that is commonly applied is collaborative partnerships (Bonnell & Koontz, 2007; Cigler, 1999; Fatmawati, 2011; Gottlieb, Feeley, & Dalton, 2005; Imran, 2014; Kulwicki, Miller, & Schim, 2000; McCarthy, 2016; Patimah, 2014; Sahar & Salomo, 2018; Sullivan & Skelcher, 2002; Titchen & Binnie, 1993; Wotton & Gonda, 2004), as explained below.

Etymologically, the word collaboration comes from a basic Latin word fragment, *col* which means with or together and *labora / laborate* means to work or work. So, the term collaboration means "working together especially with one or more people", and "working with agents or instruments that are not related to each other". The word collaboration also comes from the connection of the basic words co- and labor or colabor which means 'together-work', 'interacting' and 'sharing' or 'mutual donation'. Interacting sociologically means contacting and communicating with one another, while 'sharing' can mean sharing resources, including their advantages and disadvantages (Katz & Martin, 1997; McQuaid, 2010).

The main elements at the same time characterize the concept of collaboration are summarized from the opinions of experts (Chrislip & Larson, 1994; Guffey, 2006; Sink, 1998; Thomson, Perry, & Miller, 2007) are: 1) cooperation collective more than one agency/entity; 2) concern for common problems; 3) shared goals; 4) volunteerism and independence; 5) joint decision making; 6) share roles and responsibilities according to the resources they have; 7) agreed joint actions to achieve goals; 8) intensive relations (formal & informal); 9) trust in each other; and 10) experience benefits and share risks that arise together (mutuality). The term collaboration here can be exchanged for example in terms of alliances, co-production, cooperation, consortium or partnership (Fatmawati, 2011; Sullivan & Skelcher, 2002), because according to Thomson et al., (2007), a cooperation that combines the characteristics of giving or sharing resources that are owned, and

mutually beneficial will lead to the collaboration process.

Collaborative partnership patterns are used in the implementation of development programs for various reasons: 1) increasing efficiency and effectiveness by integrating a variety of comparative advantages, there is a rational division of labor, and resource mobilization. 2) providing multi actors, integrating various resources and solutions according to the scope and pattern of problems. 3) the creation of a situation that compromises between actors. 4) open a decision-making process to promote the operation of broader services of goods and services (Brinkerhoff & Brinkerhoff, 2011).

RESEARCH METHODS

This survey study (Singarimbun & Efendi, 1996) focused on collaborative partnerships in the form of openness, equality and benefit of good public health center (PUSKESMAS) governance in Wajo Regency, Indonesia. Primary and secondary data obtained by data collection techniques as follows. Observation techniques are used by identifying and recording the accuracy and suitability of quantitative data on all aspects of openness, equality and usefulness shown by stakeholders in the governance of the PUSKESMAS. Questionnaire technique, used by conveying written statements and questions to respondents. The data obtained is an assessment of the subject that states the opinions, attitudes, experiences of stakeholders in carrying out their duties at the PUSKESMAS. Documentation techniques, used to study documents in the form of regulations, standard operational procedures, activity manuals and written records of the aspects studied. Interviewing techniques, carried out by researchers on several informants who are determined to obtain the information needed. Interviews were carried out on information representing regional organizations in the health sector *(Dinas Kesehatan)*, health professional associations (Doctors, Nurses, midwives) and informants representing health service users at the PUSKESMAS organization level. Data analysis was performed using descriptive statistical techniques (Singarimbun & Efendi, 1996; Sugiyono, 2010, 2006) to be presented through the spider curve model.

RESULT AND DISCUSSION

The results of research on collaborative partnerships between actors or stakeholders in good governance of the Public Health Center (PUSKESMAS) in Wajo Regency of Indonesia show a percentage level of "high category" achievement. The collaborative partnership pattern of these actors is presented according to the dimensions or indicators which cover three basic principles, namely openness, equality and benefit.

The pattern or dimension of openness in a collaborative partnership of good PUSKESMAS governance is demonstrated by the information needed by community members of health care users. Openness in the determination of the number of health contributions made jointly between the *kelurahan* / village government, community leaders and community members. Openness in regulating the distribution or utilization of social funds for mothers who give birth. Openness in handling cases of disease jointly by doctors, midwives or health nurses. Openness in the regulation and utilization of resources owned by the PUSKESMAS for the benefit of the community. The openness of officers in ded handling/resolving problems faced by community members.

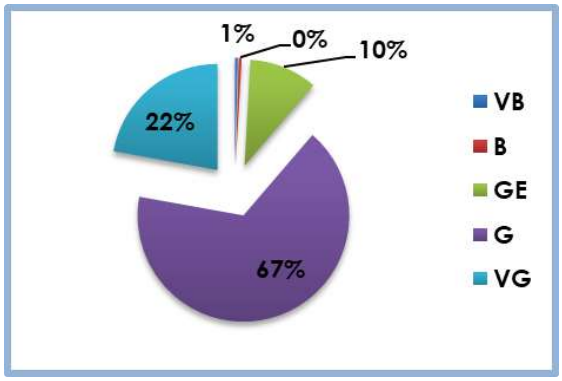

Diagram 1

Dimensions of Stakeholder Openness in good PUSKESMAS governance

The dimension of openness as a collaborative feature of good PUSKESMAS governance in Wajo Regency on average shows a high category of achievement percentage. This reality is by the results of observations and interviews (2018-2019) that the "open" behavior pattern of health public service providers is a manifestation of the life principles of the Bugis-Wajo community (Unru & Ismail, 2018), namely *"sipakatau"* (mutual humanizing) and *"sipakalebbi"* (mutual respect). The tradition of the socio-cultural life of the people of Wajo greatly values others as a basis for building respect and trust in themselves. Wajo people always long for the creation of a climate of freedom based on principles, *Maradeka To WajoE, najajiang alaena maradeka, napoada adanna, napobbicara bicaranna, napogau gaunna, ade assemmaturesennami napopuang* / Wajo people are born free, free of expression, free to speak or express opinions, free to act, law based ongoing consultations (Kesuma, 2012).

The pattern or dimension of equality in collaborative partnerships of good PUSKESMAS governance is shown through the motivation and behavior of actors or stakeholders (Puskesmas heads, doctors, midwives, nurses or paramedics) who partner based on voluntary or without compulsion in carrying out tasks serving citizens society. The principle of equality of actors in health service providers at the PUSKESMAS level is actualized in "building harmonious social relations" with the citizens who are served. Consequently, a pattern of relationships of trust and mutual need is formed, both among health care providers and between service providers and citizens. The equality principle reinforces the assumption that "health stakeholders are work partners", so that there is no superiority on the one hand and inferiority on the other in the governance of the PUSKESMAS.

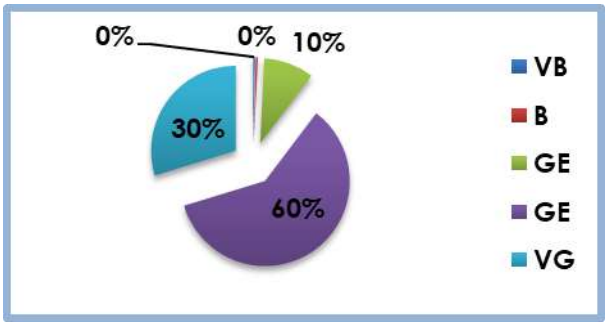

Diagram 2

Dimensions of Stakeholder Equality in good PUSKESMAS governance

At the institutional level, the PUSKESMAS in Wajo Regency is a vehicle that facilitates the process of meeting actors or stakeholders in the health sector in making joint decisions at the village / *kelurahan* level for the benefit of community members. Through this forum, community leaders and their citizens agreed on various tasks that were of positive value to the community, including in preparing service plans and their implementation at the PUSKESMAS level, as well as determining service fees for midwives who assisted/delivered labor.

The dimensions of equality as a feature of collaborative partnership - good

governance of PUSKESMAS in Wajo Regency on average shows a high category of achievement percentage. This reality is supported by the results of observations and interviews (2018-2019) that the performance of public service providers' behavior is based on the principle of "equality", or in regional proverbs is "sitting at a low level, standing at the same height". The principle of behaving in the Bugis-Wajo community is exemplified by the principle of *"sipakalebbi"* / mutual respect (Unru & Ismail, 2018). Likewise, the principle of equality of each is strengthened by the Islamic religious beliefs of the Wajo community which states that "every person/human being is equal in position before God, the difference is the level of devotion."

The tradition and local cultural values of the Bugis-Wajo community inspire and color the cultural behavior of the local government bureaucracy at all levels, including at the PUSKESMAS level, because it is based on observations (2018-2019) that, more than seventy percent of the state civil servants (doctors, midwives, nurses) who are assigned to each PUSKESMAS are from Bugis, especially Bugis-Wajo. The dominance of this number "coloring" the pattern of cultural behavior of the public service bureaucracy played. In other words, in the cultural tradition of bureaucratic behavior and socio-cultural life of the Wajo community, the principle of equality was developed, both among stakeholders of health service providers in the PUSKESMAS as well as equality between service providers and community members as service recipients.

The pattern or dimension of shared benefit in collaborative partnerships of good PUSKESMAS governance is shown through the shared expectations of stakeholders (PUSKESMAS heads, doctors, midwives, nurses or paramedics, cleaning services, security task forces) who work together in carrying out the tasks of serving community citizens. The principle of mutual benefit from health care providers at the level of the PUSKESMAS is at the same time actualized in "building a sense of social relations" with the citizens who are served. Consequently, in the stakeholders the feeling is embedded in the same expectation of "good value or benefit from every work done". The principle of shared benefit reinforces the principle of servants in the health sector that "you need health, we need credit points." The implication is to eliminate the negative image of the superiority of service providers to the inferiority of service recipients in the governance of the PUSKESMAS.

At the institutional and personal level, the PUSKESMAS in Wajo Regency is an effective vehicle that facilitates an increase in the knowledge and understanding of cadres (community members) about health (healthy living), as well as the process of forming healthy community attitudes and behaviors. Through the partnership-collaborative pattern of stakeholders PUSKESMAS is benefited by and for all parties, both health service providers and residents of the village / *kelurahan*. Likewise, the dimension of usefulness in collaborative partnerships in good governance of PUSKESMAS besides being able to strengthen the trust of the community receiving health services, also makes it easier for officials or stakeholders to run health programs at the village / *kelurahan* level.

The dimensions of shared benefit in the collaborative partnership of good PUSKESMAS governance in Wajo Regency are shown by the benefits felt by the community in the maternal case referral system, the number of pregnant women who want to give birth through midwife service assistance. The amount of benefits obtained by PUSKESMAS stakeholders is through cross-sectoral institutional

collaboration, both with the district/*kecamatan* and with the village / *kelurahan*. I have increased community participation in the realization of health programs. Likewise, there is a benefit in the form of increasing the knowledge and understanding of community members along with their participation in the implementation of health programs at the village / *kelurahan* level and in "healthy villages".

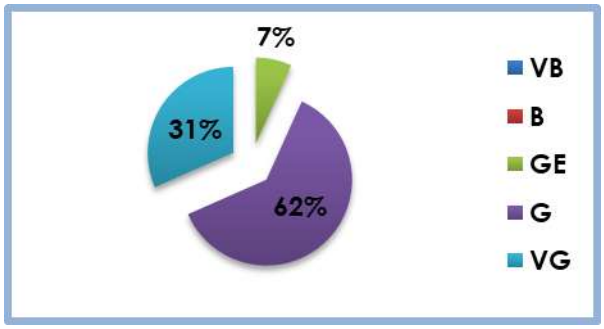

Diagram 3

Dimensions of Stakeholders' Shared Use in good PUSKESMAS governance

The usefulness dimension as a feature of the collaborative partnership of good PUSKESMAS governance in Wajo Regency shows, on average, the high category achievement percentage. This reality is supported by the results of observations and interviews (2018-2019) that the essence and value orientation expected by stakeholders and public service providers in the health sector - one of which - is "mutual benefit", or in the life principles of the Bugis-Wajo community (Ahmadin, 2015; Cahaya, Akib, Said, Mustari, & Yahyaddin, 2019) are: *natinulu natemmangingngi , namalomo naletei pammase Dewata Seuwae* (only with hard work, diligent, and tenacious, gets the pleasure of Allah). This trait is guided by the ancestral message: *just mumaelo natunai sekke, naburuki labo* (don't be insulted by stinginess and destroyed by wasteful nature). Health service providers or stakeholders in the PUSKESMAS as well as equality between service providers and community members as service recipients.

Based on the three dimensions - openness, equality, benefit - as the core of the collaborative partnership pattern above, it can be stated that all three are ethical dimensions of public service behavior that need to be cultivated in each organization. According to Calundu (2017) that the importance of ethics for humans is undeniable, so is the case for an organization. With the implementation of good ethics in an organization, of course all processes within the organization can run smoothly and successfully and vice versa, lack or lack of good organizational communication will cause system bottlenecks in the organization, especially in basic public services. , such as health, education, housing and so on.

The indication of the blurred portrait of bureaucracy in several regions in Indonesia is an interesting study of bureaucratic ethics explained in the public health center (PUSKESMAS) in Wajo Regency. According to Calundu (2017), due to various moral violations, the bureaucracy was seen as one of the bureaucratic diseases that greatly affected public services (the health sector). This fact has led to the importance of bureaucratic improvement or more popularly known as bureaucratic reformation in the face of bureaucratic pathology. Bureaucratic pathology is a disease or form of organizational behavior that deviates from ethical values, aesthetics, kinesthetic, rules and statutory provisions and norms that apply in bureaucracy.

According to several experts (Applbaum, 2000; Raz, 1994; Willbern, 1984), morality is one of the social instruments when a social group requires an action guide for all patterns of behavior

called morality. Morality is similar to law on the one hand and convention or ethics on the other. Therefore, the issue of ethics is a matter of morality and morality which is measured in terms of good and bad for human behavior.

Public ethics is directly related to public service (Bailey, 2018; Calundu, 2017; Denhardt, 1988; Rohr, 1998), especially the issue of public integrity that must be carried out by public officials. Public servants are very much needed responsibility and personal integrity as public officers, so they can carry out their duties in accountability and transparency. One of the reasons for the importance of public ethics is because various realities in the administration of government are assessed from various components in the community that poor public service is a condition with a conflict of interest, so that it can cause or weaken the commitment of public officials to ethical values.

Local wisdom is one dimension of moral or ethical reference when dealing with the concept of good governance (Calundu, 2017; Chaiphar, Sakolnakorn, & Naipinit, 2013; Hartley, 2005), especially concerning the foundation of good behavior (moral). The concept of local wisdom adopts the values of principles, advice, norms and behavior of the ancestral communities in the past that are considered important and have the ability to organize or respond to various phenomena that occur in people's lives, for example in bureaucratic services that are often considered unsatisfactory because of the behavior of the apparatus, so that the arrangement or efforts to create good governance cannot be realized properly.

Based on observations and interviews (2018-2019), it is understood that public health services at the PUSKESMAS level are service activities carried out by the government as servants of the state and the community to meet the needs of the community that are regulated according to the implementation of statutory provisions. Therefore, the community demands the performance of quality public services, to meet the needs of the community and the welfare of the community.

In the current reform era, the government's efforts to create democratic countries that are oriented towards achieving good governance face considerable challenges, along with the various challenges faced, the main being related to public policy which has implications for public services. According to several informants that obstacles and challenges like this are usually overreacted which leads to the emergence of problems of corruption, gratification, extortion and the like that hit government administrators as public services (Interview, 2019). According to a number of experts (Abdussamad, Akib, & Paramata, 2015; Applbaum, 2000; Bailey, 2018; Calundu, 2017; Denhardt, 1988; Lewis & Gilman, 2005), efforts to lead the country to become a country that applies the principles of good governance by promoting transparency accountability, legal certainty and community participation based on human values are hampered and experience crucial problems in bringing improvement in people's welfare. Whereas according to Fatmawati (2011), the bureaucracy as the spearhead of government organizers is attached to functions as a function of service, regulation, development and empowerment functions, so it is crucial to efforts to create good governance. In this case, serious handling is needed, especially in understanding the duties and responsibilities as state servants and public servants by providing quality services by prioritizing human values.

The public's expectation of public services in the health sector at the

PUSKESMAS level is a very important challenge and opportunity in managing good governance. Humanitarian-based public services will lead to the level of satisfaction of service to the community towards the service of the apparatus. According to Calundu (2017), there are several reasons that lead to public dissatisfaction with the services of apparatus at the PUSKESMAS level, namely: 1) There are allegations of irregularities in the implementation of services, 2) The presence of attitudes and behavior in carrying out tasks is not in accordance with national customs and culture, 3) Lack of discipline in officers against a predetermined schedule or time, 4) Settlement of protracted and uncertain matters, 5) There is negligence in the use of materials, workmanship of goods not in accordance with demand or standards, 6) Services provided are less / does not meet the standards, or does not meet the expectations of the community, 7) There are rules/service mechanisms that are considered difficult, burdensome or perceived as reducing/ignoring their rights, and 8) There is no satisfactory response to the complaints submitted.

Based on the above description and referring to the results of the study it can be stated that the indicators of service inconsistency stated above are not seen in the context of good governance at the PUSKESMAS level in Wajo Regency. In other words, the dimensions of ethics, aesthetics and kinesthetic in building collaborative partnerships in good governance are based on the application of the principles of openness, equality and benefit of basic public health services at the locus of public health centers.

According to Calundu (2017), related to the Good Governance framework, every public official is obliged to provide equal treatment for every citizen in carrying out functions as a public service (Equality before the law). In simple terms, there are seven strategies to improve services that are abbreviated as SERVICE, the strategies are: 1) Self-esteem, 2) Exceed expectation, 3) Recover (reclaim), 4) Vision (vision), 5) Impove (increase), 6) Care (attention), and 7) Empower (empowerment). Whereas to be able to reach the service target appropriately it is recommended to use the (abbreviated) SMART approach, namely: Apecific, Meansurable, Achievable, Relevant and time-bound (relevance to time).

Humanity values have always been a reference for the community in their activities and become a value of civilization that describes the character of the society that characterizes the activities of human life. Apparatus as a public service at the community health center (Puskesmas) in Wajo Regency, of course in carrying out its duties and responsibilities makes the value of humanity a benchmark in providing quality services. The intended human values of the Bugis-Makassar community are *sipakatau* (humanizing each other), *sipakainga* (reminding each other), and *sipakalebbi* (mutual respect).

Public ethics considers that the means needed in public service are the fulfillment of more equitable social institutions, which of course the main goal is to fulfill the principle of achieving accountability, transparency and neutrality. Therefore, it is necessary to regulate people's behavior in the face of fundamental problems, including the improvement of political order and political forces which are arranged by the principles of justice, neutrality and transparency.

On the other hand, public ethics highlights the "actions" of public officials who are required to have public integrity because they are actors who play a role and at the same time determine political rationality. Concepts of moral values and

ethics in government administration are formulated to be applied in state life and the real scope of administration. The usefulness of the ethical conception can only be felt if it really can be part of the dynamics of modern administration.

According to Calundu (2017), to describe bureaucratic ethics as an apparatus in carrying out public services, especially health services in Puskesmas then: Servants serving as public services are certainly good attitude and communication in carrying out their duties. Indeed, communication is based on ethics by showing a friendly attitude as an apparatus to provide quality public services. As an apparatus of Civil Servants, the task as a public service must be able to be demonstrated with an open attitude and clear communication, this is realized with excellent service, quality. Fast, easy, affordable and measurable. Also, friendly service, good communication is needed as an apparatus in the field of religion that promotes polite and communicative attitudes as a universal translation of professional values.

According to informants (Interviews and observations, 2018-2019), bureaucratic ethics in developing public services is inseparable from honesty as a foundation in communication. Consistency in promoting honesty indicates that the aspect of honesty is an ethical means of public service. Honesty is the main factor in communication as a public service so that service standards are so easy to implement that ultimately creates quality public services by promoting human values as an essential value in interacting with the community. This is the duty of the health care apparatus in the community health center to carry out tasks by prioritizing honesty as being of substantial value.

The success of the apparatus in carrying out public service tasks in the health sector at PUSKESMAS is closely related to ethics with the community, so that communication of officials in public services always puts forward soft, well-behaved, polite speech. Likewise, the apparatus is consistent in applying the ethics of effective communication. It can also be explained that as an apparatus in health services, a friendly attitude and effective communication behavior to service recipients are key factors for success in serving. Apparatus in carrying out public services can provide excellent service with effective communication, so that the main factor in realizing good communication, such as speech, soft, good and polite behavior and is highly prioritized. Besides that, the thing that is not less important in public service is the principle of justice. This principle of justice is a reference based on compliance and feasibility to produce quality services and provide satisfaction to the community. At a fairly high level of consistency, where health services are very concerned with the principle of justice and refer to compliance and feasibility as a translation of the attitude of professionalism in the task. Thus, the principle of justice in public service is essential by referring to compliance and feasibility as a translation of the duties of the apparatus. The principle of justice is a must for humans and becomes a translation of human rights as an object of service.

CONCLUSION

The collaborative-partnership pattern developed and cultivated in the governance of good Public Health Center in Wajo Regency is based on the principles of openness, equality and benefit. The pattern of collaborative partnerships of actors is in addition to being developed from a basic philosophy of institutional building and capacity building programs in applying the

principles of good governance, also based on the re-actualization of community local cultural values Bugis Wajo. The principle is "PUSKESMAS-based management" and "citizen-based PUSKESMAS". Collaborative partnerships in good PUSKESMAS governance involve health stakeholders at the PUSKESMAS organizational level which includes doctor ties, health committees, business and industry, community leaders with their citizens, both in the context of PUSKESMAS organizational learning, and community health learning.

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APEX MINING COMPANY INCORPORATED (AMCI): ITS HISTORY AND SOCIO-ECONOMIC IMPACT TO THE MUNICIPALITY OF MACO, COMPOSTELA VALLEY (1974-2016)

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Abstract

This study traces Apex Mining Company, Incorporated (AMCI) beginnings in the Municipality of Maco from 1974 to 2016. Discussion includes AMCI's role to the socio-economic development of Maco. As a pioneering historical research about Apex, the study employs both descriptive and narrative methods in documenting the history and role of AMCI in the socio-economic developments of Maco. Oral history as a historical methodology was used to augment the missing information about the company. Thus, the researcher employed oral history through interviews to fill in the gaps and substantiate the undocumented information and resource materials. To corroborate the veracity of the resource materials and information about the company, the researcher used external criticism for the authenticity of the documents or sources and internal criticism for the accuracy and the reliability of the sources and contents of the documents.

The study revealed the role of AMCI in the Municipality of Maco during their operational years. The study further revealed that AMCI's economic importance tied to the paid revenues to the government and to the socio-economic programs given by the company to the locals. The study also discussed the problems and challenges faced by AMCI and how did AMCI address with those problems.

AMCI's successful operations, its economic contributions to the Municipality of Maco, its support for the communal development of the locals and its environmental awareness had made AMCI the only public-listed mining company in the Province of Compostela Valley after the mandated closure of mining compnies by President Duterte in 2016. Thus, AMCI will continually perform its obligations and responsibilities to the locals and to the Municipality of Maco as partners of development.

Keywords: *AMCI, socio-economic, mining industry*

INTRODUCTION

The mining industries in the Philippines play a vital role in the country's economic development. In fact, in the year 2015 the Philippines is ranked fifth in the world for over-all mineral reserves with an estimated amount of $1.4 trillion in mineral reserves especially gold, silver, copper, nickel and chromite (www.investphilippines.info, 2016). Mining industries in the country provide employment opportunities to the significant portion of population in the country. It also boosted the local and regional economic development for mining companies invested in road infrastructure, utilities and facilities accessible to their mining site.

Also, mining industries contributed to the development of the country's economy through exporting the minerals extracted in the Philippine domain. It also increases the country's foreign-exchange earnings. The taxes and fees generated from the industry provide additional revenues to the local and national government (nap.psa.gov.ph, 2016)

The Province of Compostela Valley holds one of the biggest gold-silver deposits in the country with an estimated

reserve of 181,745,339 metric tons (edgedavao.net, 2017). The discovery of the rich deposits of copper, gold and silver in 1938 paved the way to the establishment of the mining company called as the Apex Mining Company Incorporated (AMCI) in the Municipality of Maco(www.medusamining.com.au, 2015). It had extracted the rich deposits of high-grade gold-silver minerals situated in Barangay Masara, Maco, Compostela Valley.

The Apex Mining Company Incorporated (AMCI) is a public-listed large-scale mining company that engages in the extractions of gold, silver and copper. AMCI's establishment on February 26, 1970 and its productive years of operation through the years had significantly contributed to the socio- economic development of the Province of Compostela Valley specifically in the Municipality of Maco (Apex Mining Company Profile, 2011).

AMCI's productive and feasible investments uplift the socio-economic conditions of the locals and its nearby communities. However, behind AMCI's productive years, the company faced some problems and issues that negatively affect the operations of the company.

AMCI's mining operation is indubitably considered as a hazardous activity. Its operation had caused destructive effect on the ecosystem, like the devastation of the natural animal habitat for animals, pollutions to the areas near the mining site, caused respiratory diseases among workers and the locals living the vicinity of AMCI and, caused for the displacement of other families to another place. Despite of the negative impacts that AMCI had caused to the locals, AMCI implemented and introduced rehabilitation programs and projects to the locals and especially to the Mansaka people.

The current Philippine President Rodrigo R. Duterte, mandated to shut down over half of the country's mines (reporter.ph, 2017). The former Department of Environment and Natural Resources (DENR) Secretary Gina Lopez firmly believes that the "quality of life is more important than the money, the mining industry, could make." The closure rests on the fact that the mining industry destroys the country's ecosystem.

Thus, it is in this context that the researcher attempted to study the history, contributions and developments, and challenges of AMCI. It also hopes that this research will contribute to the meagre local historical literature of Maco in particular and in Compostela Valley in general.

RESULTS AND DISCUSSION

This chapter discusses the establishment of Apex Mining Company, Incorporated (AMCI) in the Municipality of Maco. It also accounts the socio-economic contributions of the company in the municipality from 1974- 2016.

Compostela Valley: Gold District of Davao Region

Compostela Valley is the only province in Davao Region that does not have Davao in its name. It is known as a mining haven with 10 out of 11 municipalities hosting mining sites with small- and large-scale mining operations.

The province has rich deposits of metallic and non-metallic mineral resources such as gold, silver, copper and limestones. Mining activities, whether small- and large-scale, in the province is more on gold and silver extraction

especially in the municipalities of Monkayo, Maco, Compostela, Pantukan, Maragusan, Nabunturan and New Bataan. Compostela Valley is declared by the Mines and Geosciences Bureau (MGB) as the Gold District of Davao Region because of the provinces' huge gold reserves specifically Mt. Diwalwal, which is considered to have richest gold deposits in the country. (www.ecomval.gov.ph, 2017).

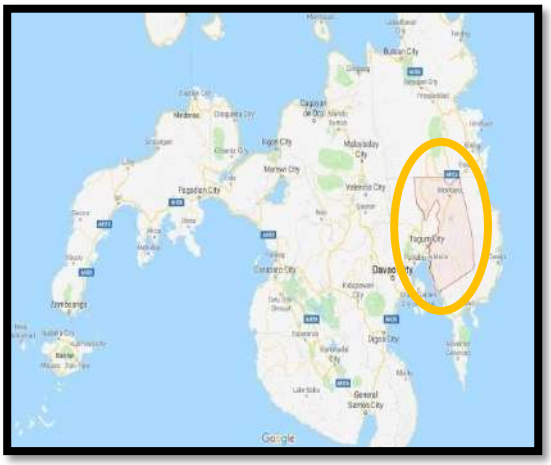
As early as 1980's, gold mining activities began to soar high in the province particularly in the municipalities of Monkayo, Maco, Compostela, and Pantukan. The Municipality of Monkayo is tag as the most popular gold producing municipality, and popularly known as the home to the famous Mt. Diwalwal. In like manner, the Municipality of Maco is ranked next where it has the Masara area, which is covered by the Apex Mining Company, Incorporated. The Municipality of Compostela especially in Bango area and the Municipality of Pantukan in Boringot Gold Complex area ranked 3rd producers of gold reserves in the province.

Maco: Home of Apex Mining Company, Incorporated (AMCI)

The Municipality of Maco in Compostela Valley where the locale of the study was conducted was once unknown in geography. It was a remote village located along the coast of Davao Gulf though only about 12 kilometers away from a bigger town called *Magugpo*, presently known as Tagum City(ocamagat.com, 2007).

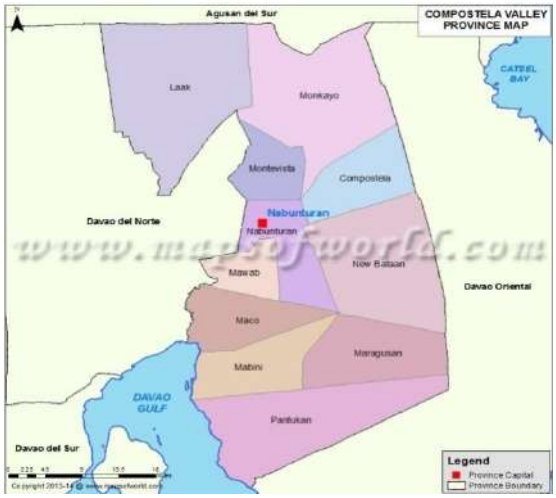
Maco has a total land area of 342.23 sq km (132.14 sq mi) with a total of 37 barangays. It is located along the Davao Gulf, in the west part of Compostela Valley. Maco is bounded by the municipalities of Mawab and Nabunturan in the north, east by the municipality of Maragusan, and west by the City of Tagum and Davao Gulf and south by the municipality of Mabini.

Figure 1 Map of Mindanao highlighted the Province of Compostela Valley



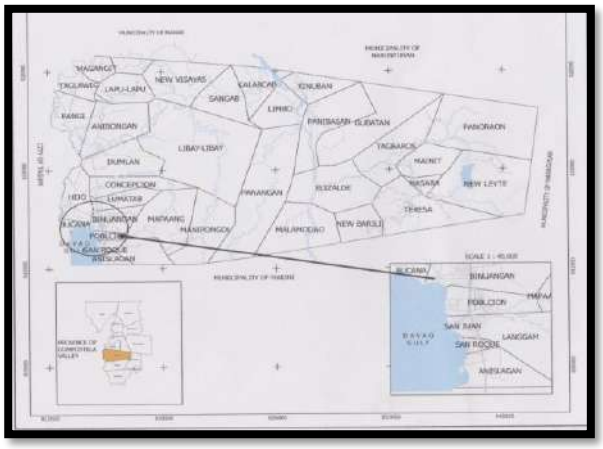
Source: Google Map, 2018

Figure 2 Map of Compostela Valley



Source: www.mapsoftheworld.com, 2018

Figure 3 Map of the Municipality of Maco



According to the town's folk histories, the place got its name from the word *Mamacao*, which means 'big tree'. Others would say another derivative *Maraco* that refers in the same meaning that can be found in the sea.

The original settlers of Maco were said to be from various tribes of *Mansakas: Sungcu-an, Ambitan, Kubid, Likayan* and *Lanu*. The ancestors of these tribes were identified as *Antas, Buruku,* and *Lapata*. They built their community inside the forest where they made their houses patches of clearings. They are self-sufficient group where they planted camote, rice and other crops for the community's consumption (ocamagat.com, 2007). In the 1980s, these indigenous people discovered gold in the rivers within their ancestral domains in Maco (Maco Gold Mine, 2018)

Aside from agricultural farming, mining is also one of the livelihood activities in Maco where small- scale and large-scale mining activities and operations are found specifically the Apex Mining Company, Incorporated (AMCI), a public listed mining company with an asset of at least Php 50 million with 200 or more shareholders that operates in the said municipality. The company's operation and establishmentin the municipality had significantly contributed to the socio-economic development such as employment, community infrastructures and development.

AMCI: Beginnings and Establishment

The beginning of Apex Mining Company Incorporated (AMCI) or simply and popularly called by the locals as Apex can be traced back when Dr. Fernando Muñiz, a Filipino geologist and a businessman, began the exploration the process of searching valuable materials and quantifying its quality in Masara area, Maco, Davao del Norte in 1970 (AMCI Business, 2017)Consequently, on February 26, 1970 the company was incorporated and was registered under the Philippine Securities and Exchange Commission (SEC) with the registered name Apex Exploration and Mining Company (AEMC). Four (4) years after, Apex commenced its full blast operation at Maco Mines in Maco, Davao del Norte. And, on March 7, 1974, Apex listed its shares in the Philippine Stock Exchange (PSE) and attained the status of as a public company under the symbol of APX, abbreviation for Apex (AMCI SEC Form 17-A, 2010).

During the early years of Apex, its first operations was a small-scale copper mining by many minor open-pit operations. Eventually, Apex started its gold production from the Maco mine when the market price of copper at that time went down while gold price in the market soared high. Thus, this additional operation of Apex paved the way for the company's status as the second largest gold producer in the Philippines at that time.

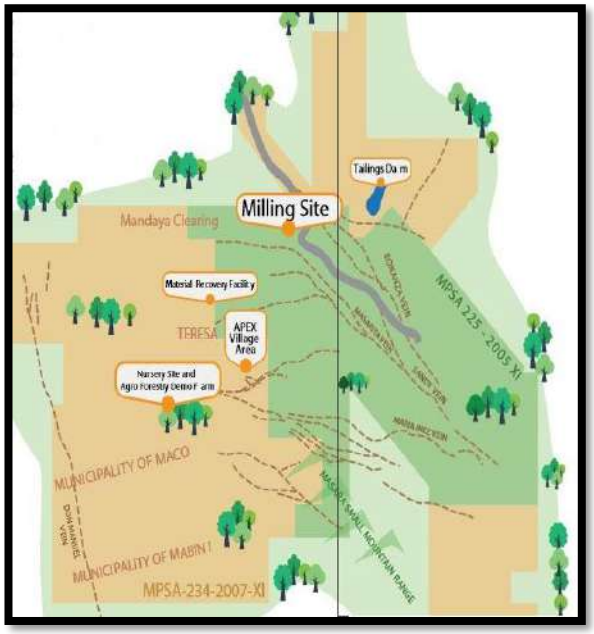
Figure 4 Underground Operation of AMCI

Source: www.apexmines.com, 2017

As they started their operation from a small-scale mining with many minor open-pit operations, they shifted their operations to underground closed-pit mining operations shown at the Figure 4.

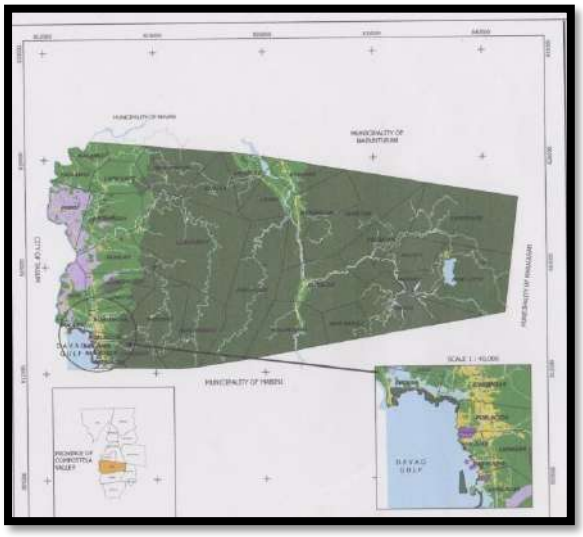
Figure 5 shows the concession map of AMCI in Maco. The green colored area was the first Mineral Production and Share Permit (MPSA) of the company that covers 679.02 hectares. Additional area of concession of 1558.5 hectares was given by MPSA to Apex on June 25, 2007as represented with brown color. Figure 5 also shows the veins of the active mining tunnels where the workers extracted the minerals.

Figure 5 Concession Map of AMCI in Maco, 2014



Source*:* AMCI Annual Report, 2014

Figure 6 Land Use Map of Maco



Source: Maco Municipal Planning Development Office (MPDO), 2018

Figure 6 is the land use map of Maco that shows the residential, industrial, forestland and mining areas of Maco. The yellow is for the residential area, violet for industrial and green for forestland and mining area. The location of Apex in Maco is encircled in the map.

In the year 1978, Apex Exploration and Mining Company (AEMC) was renamed to what is now Apex Mining Company, Incorporated (AMCI). This year marks the noticeable expansion of mining operation in Maco mines from simple exploration operation to carrying business operation of mining, milling, concentrating, converting, smelting, treating, preparing for market, manufacturing, buying, selling, exchanging and producing gold, silver, copper and other extracted minerals in the mine site.

In like manner, as price of gold in the market continuously soar high in 1980's, so with the profits of AMCI increased. Thus, enables financial stability of Apex and wipe out the company's debts. As result of the company's stabilized footing began also its various social programs or projects for the communities such as houses/shelter, recreation and school facilities were provided and were constructed especially with the areas and host barangays that were affected of the company's operation including Apex workers/ employees.

A testimony of Elsa Radillas, a beneficiary of the housing program of Apex and a resident of Barangay Kinuban said that:

> "…We lived before near in the mining site in Barangay Masara but since the place was not safe for my family and we had experienced

landslide in the area. My family was one of the beneficiaries who wererelocated and were provided with a house here Barangay at Kinuban. When we moved here, we feel that were safe and comfortable hence the relocation site is near to the town…"

However, in 1990, AMCI temporarily ceased its operation in Maco due to a labor strike of the employees demanding increase their salaries and have other benefits such as medical. Apex refused to give the workers' demands as the company faced bankruptcy because of the fluctuation of gold price in the world market. Apex had their operation back in 1995 when Base Metal Mineral Resources Corporation (BMMRC) took over as Apex was recovering from their bankruptcy. BMMRC operated Apex for three years until Apex took over again its operations in 1998 as they have recovered from their bankruptcy.

AMCI initiated various ways in restructuring its shares, specifically Apex entered into agreements with the various mining companies and corporations that is shown in the table below. Hence the company has an asset of at least Php 50 million with 200 or more shareholders.

In 2004, AMCI entered into an operating agreement with Viclode Mining Corporation that gave Viclode the right to explore, develop and exploit Apex's Masara veins. In October, AMCI entered into an operating agreement with Mintrecorp Inc., allowing the latter absolute possession, control and full enjoyment of the beneficial use of the tailing ponds at Masara. With these agreements the companies paid the royalty fees to AMCI for the operations.

In 2005, another agreement was engaged by Apex. Hence contracts with Viclode and Mintrecorp companies were about to be terminated and so with the rentals and royalty fees from these companies to Apex were also being terminated. This new agreement entered by Apex was initiated by themajority shareholders of the company headed by the Puyat Group, who acquires 28% of the company shares. Apex entered an interim share purchase to the Crew Gold Corporation (Crew Gold), an entity incorporated in Canada, and its associated Philippine company, the Mapula Creek Gold Corporation (Mapula).

On December 22, 2005, the Mines and Geosciences Bureau (MGB) approved AMCI's Mineral Sharing Production Agreement (MPSA) covering 679.02 hectares situated in Maco, Compostela Valley with the permit number of MPSA 225-2005-XI. The second MPSA was approved on June 25, 2007 covering an additional 1 558.5 hectares near the area covered by the first agreement with the permit number of 234-2007-XI. These permits determine the area where AMCI should explore, extract the minerals they needed.

In the year 2006, Crew Gold organized Teresa Gold Philippines, Inc. (Teresa) as a subsidiary company to support the rehabilitation of the Company's mining properties and the renovating of the Maco mine's processing plant (AMCI SEC Form 17-A, 2010). Site infrastructures, like power upgrades, roads, accommodation, technical services and operations staff, office buildings, workshops and stores were upgraded.

In August 2006, AMCI confirmed the discovery of additional veins in the Masara-Bonanza system with the potential for porphyry copper-gold ore systems,which was a potential vein to extract high grade of gold.

Sometime in January 2009, Teresa commenced its productive operations of the Maco mine after achieving target production volume requirements. In October 2009, Crew Gold sold its holdings in Teresa and Mapula to Mindanao Gold Ltd. (Mindanao Gold), a special purpose company formed in Malaysia by Abracadabra Speculative Ventures, Inc. (ASVI) of Malaysia. Mindanao Gold improved the operations of the company resulted to an increased production of the company(AMCI SEC Form 17-A, 2010).

In November 2011, Monte Oro Resources and Energy, Inc. (MOREI), a Philippine company, acquired its initial 5% ownership of AMCI, the proceed of which were used for expenditures for the existing mine and mill, and for exploration drilling program of the Maco mine properties. In December 2011, the Philippine Securities & Exchange Commission (SEC) approved the merger of Teresa and of AMCI with AMCI will remain as the entity of the company and Teresa will be absorbed by AMCI that will take effect on January 2012(AMCI SEC Form 17-A, 2016). This is to achieve operational efficiencies as Teresa provided the funding, technical services, equipment and processing plants to AMCI.

In October 2013, MOREI management took over the operation of AMCI and in January 2014, MOREI acquired the ownership in Mindanao Gold from ASVI. In April 2014, MOREI acquired additional shares held before by Mapula making MOREI the majority shareholder, holding 46.5% of AMCI, as Mindanao Gold was absorbed by MOREI. On October of the same year, MOREI acquired the 100% ownership of AMCI, whereby Prime Metroline Holdings, Inc. (PMHI) and other MOREI shareholders acquired control of AMCI (AMCI SEC Form 17-A, 2016).

On October 1, 2016, the Department of Environment and Natural Resources (DENR) provided AMCI a copy of the report of the results of the Maco Mine audit pursuant to DENR Memorandum 2016-01 affirming the company's compliance with mining and environmental laws and regulation. This report confirmed that Apex could still operate in Maco by following the laws and regulations issued by the government.

Last December 31, 2016, AMCI holds MPSA numbers 225-2005-XI and 234-2007-XI, which have terms of 25 years from the effective date and those MPSAs are valid and subsisting that confirmed the area of concession of Apex in which they can explore and extract minerals they needed.

Today, Apex continue its exploration activities and extraction of the minerals in Maco specifically in Brgy. Masara. After the DENR affirmed Apex's compliance with the mining and environmental laws and regulations, Apex became the only large-scale mining company operating in the province of Compostela Valley.

AMCI's Role in Maco

This part of the paper presents the role of Apex Mining Company, Inc. (AMCI) in the socio-economic developments of Maco. Thus, AMCI plays a significant role of Maco's progress and developments.

AMCI's Significant Contribution to the Local Economy of Maco

AMCI's economic importance can be gauged by its contribution to the local economy. AMCI pays large sum of revenues, license tax and real property taxes to the Municipality of Maco. For instance, AMCI paid Php 36 555 175.00 for

its license tax and Php 2 182 327.20 for its real property tax in 2016.

Table 2 License Tax Paid by AMCI

Year	License Tax Paid
2011	Php 15 000 000.00
2012	Php 20 230 988.00
2013	Php 16 103 408.36
2014	Php 26 787 685.00
2015	Php 24 901 493.00
2016	Php 36 555 175.00

Source: Maco Municipal Treasurer's Office, 2018

Table 3 shows the license tax paid by AMCI from 2011-2016. License tax are fees paid by AMCI to the government which gave privilege and the licensed of AMCI to operate their business. These license fees are a significant source of revenue for the municipality that is used for the developments of the municipality such in infrastructure projects.

Table 3Annual Real Property Tax Paid by AMCI (2007-2016)

Year	Real Property Tax Paid
2007	**Php 8 105 491.20**
2008	**Php 3 547 938.24**
2009	**Php 1 955 121.52**
2010	**Php 1 955 121.52**
2011	**Php 1 955 121.52**
2012	**Php 2 169 297.36**
2013	**Php 2 169 297.36**
2014	**Php 2 169 297.36**
2015	**Php 2 182 327. 20**
2016	**Php 2 182 327. 20**

Source: Maco Municipal Treasurer's Office, 2018

Table 4 shows the real property tax paid by AMCI annually from 2007 to 2016. Real property tax is the tax on real property imposed by the Local Government Unit (LGU) which was based on the owned property of taxpayer. This also extends to the machineries and improvements of the company in their property. This property tax was due quarterly. In 2007, Apex paid a huge amount of real property tax to the municipality as new machineries and improvements as Teresa Gold rehabilitates the processing plants of Maco mines. In the following years, real property tax payments decreased as they were no new machineries and improvements in the company.

To see how AMCI's revenue contributed to the local economy of Maco, total collected license tax and real property tax should be shown in the table for comparison. Unfortunately, the researcher was not able to get the data as the municipal Bureau of Internal Revenue Office and Municipal Treasurer's Office refused to give the data needed.

The revenues coming from AMCI had helped Maco to develop the municipality by being a first-class municipality in the Province of Compostela Valley and ranked Maco fourth in the top 20 richest municipalities in Davao Region with the income of Php 269 287 164.00 in 2016.

Employment:

AMCI's establishment in Maco helped the locals to be employed in thier own locality. Before the establishment of the company, many *Macoans* would have go to another place for work and to support

their families in Maco. Thus, its establishment made Macoans to go back to their locale and work there.

As of December 31, 2016, AMCI had a total manpower headcount of 1,906. Data shows that almost 40% of the employees of AMCI are from Maco. Moreover, close to Php 44 million annual salaries and benefits were paid to employees.

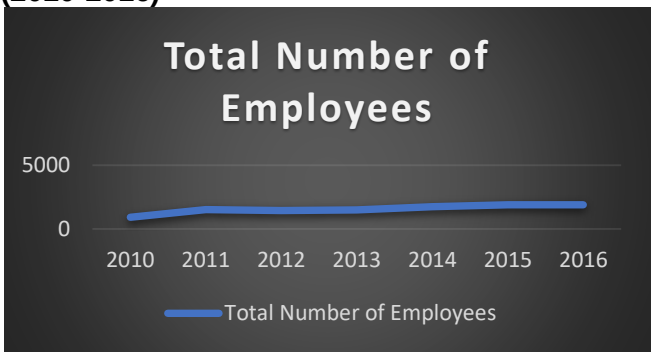
Table 4. 2016 Distribution of AMCI's Manpower Count

Division / Department	Rank & File	Supervisor	Manager	Total
Executive Offices	-	-	7	7
Mine Division	856	125	16	997
Mill Division	167	25	8	200
Power & Electrical	149	23	3	175
Technical Services Group	126	49	9	184
Mines Support Services	168	67	14	249
Corporate Services	35	31	9	75
Head Office	3	13	3	19
Total	**1504**	**333**	**69**	**1906**

Source: *AMCI's 2016 Securities and Exchange Commission (SEC) Form 17-A*

Table 5 shows the summary of the distribution of AMCI's manpower count in 2016. It shows that the rank and file composed the majority in which they were distributed to the different divisions such as mine, mill, power and electrical, technical services, mines support, corporate and head office. The supervisors are next followed by the managers.

Figure 7 Total Number of Employees (2010-2016)



Source: *AMCI 2010-2016 Securities and Exchange Commission (SEC) Form 17-A*

Figure 7 shows the total number of employees from 2010 to 2016. In 2010, there were 934 employees in AMCI and it increases 2011 with 1 536 employees. However, in 2012 there was slight decrease with 1 457 employees because some contracts were already terminated. In 2013, the employment increases with 1,494 employees and it continues to increase in 2014 to 2016.

AMCI had always to reach certain quota to fill in the demands of the market. To achieve this, AMCI provided its employees with payments or bonus called *gratuity bonus* as a sign of gratitude of the company to its employees to maintain its

good relationship as employer-employee that will be given every three months depending if they reached the quota. This bonus is usually given every three months.

They are also given 13th month bonuses which were given during the first-half and second half of the year. The employees were given 10 days of vacation leave and 10 days of sick leave that can be monetized. In providing medical assistance to the employees, AMCI were obliged to pay all the hospital bills. Also, the company also provide medicine allowance used to purchase medicines amounted Php 3 000, Php 4 000 and Php 5 000 per year for its rank and file, supervisors and managerial employees respectively.

Moreover, the employees were always fetch by the company buses (CB) going to the site.

In pursuit of providing the employees' dependents welfare especially in health or medical assistance, each employee is given an amount of Php 80,000 to support the medication of its dependents.

AMCI's successful operation had caused some of the locals to establish their own businesses in the community. Mira Tanduyan Sevilla, a local in Barangay Masara, who owned a carinderia said:

> "…I was working at Apex before but when Apex have their lay-off, I was fired from the company. When I got fired, I established my carinderia (food stall) near Apex… I earn big from this because I can earn two thousand in the morning.

Therefore, the existence of AMCI in Maco provided better employment, stabilized income and standardized living condition to the lives of the people of Maco.

Community Development and Infrastructure

AMCI has been deeply involved in community development and social projects in the municipality of Maco especially to the host communities and its neighboring barangays. The company delivered programs that were needed by those communities that include health and sanitation programs, livelihood programs, infrastructure, social development programs and responsible education, and programs and projects for the Indigenous People (IP).

As stated in the AMCI mission and vision, the company promotes the wellbeing of all stakeholders by embracing safety as a way of life, achieving world-class environment standards, and upholding holistic approach to wellness to realize a sustainable, responsible and globally recognized mining company (AMCI Mission, Vision and Values, 2018)

Health and Sanitation Programs:

The company had supported two (2) health centers in Maco since 2015 the clinic in Barangay Masara and the Elizalde Infirmary and Lying-In Clinic in Barangay Elizalde.

Figure 8 Elizalde Infirmary and Lying-In Clinic

Source: Photo taken by the researcher, 2018

Figure 9 Barangay Masara Health Center

Source: Photo taken by the researcher, 2018

In 2016, there were 3, 669 patients treated for free in those clinics and 106 of those patients were given free transport by the company's ambulance for further medical treatment in Tagum City, Davao del Norte. Free medical and dental consultations for the locals in the host and neighboring barangays were also accommodated. Free medicines were also made accessible to the patients who can't afford to buy.

In support to the health program of the municipality, AMCI also supported medical personnel. In 2016, the company gave financial support to five medical personnel (one doctor, 2 nurses and 2 midwives) to assure the availability of medical services to the host and neighboring communities.

Free medical and dental consultations were also given by the company clinic for the host communities. Free medicines were made accessible to community patients.

Health Office of Maco, AMCI financially assists the blood donation programs annually. The company also provided financial support and assistance to the local barangay projects such as feeding programs during the month of July to address the health of undernourished children, free circumcisions and medical outreach programs.

Livelihood Programs

One of AMCI's advocacies is to provide alternative livelihood for the development of empowered and self-reliant communities. One of AMCI's corporate values is to sustain outstanding external relationships with partners from various business, civic and government groups through honest, transparent and above-board engagements. The company wants its host and neighboring communities not to be dependent on the employment generated from the mining operations, and to provide cost-effective supply to the company's daily operations.

AMCI partnered with community organizations such as the Farmers Association, Rural Workers' Association, and Women's Association. All their beneficiaries are mandated to undergo organizational and capacity enhancement training to ensure that their programs are sustainable and up to standards. According to Elsa Radillas, a resident of Kinuban who lived before at Masara before the landslide incident, said:

> "… In our association at Masara, Apex gave us money to buy bead and other materials to make jewelries. Those jewelries that we made were bought and those were made souvenirs for their visitors…"

A series of training programs were conducted among community members. Community-based entrepreneurship training was carried out for women through a 15-day program that paved the women to venture small-businesses through seed capital provided by AMCI.

Out-of-school youths were also included that they went undergoing training in industrial technician program under the direction of Center of Industrial Technology and Enterprise (CITE) in San Jose, Cebu. The acquired knowledge and skills from the training will eventually lead the youths to be assessed for certification.

Ivan John de Luna, a trainee sponsored by AMCI to study in CITE, said:

> "…We were given a full scholarship in Cebu from Apex. Now that we are having our OJT, we were having our training in the company. While in training, we are given allowance, free uniform and free transportation. When we go back to Cebu, Apex will cover our fare…"

Farming communities were encouraged in the production of the coffee and rubber. Farmers from the host and neighboring communities underwent training on the latest production of coffee in coordination with Nestlé Philippines. Coffee and rubber seedlings were also distributed to the farmers after the training as a start.

Goats and tilapia were also distributed to the farmers of barangays Mainit and Tagbaros as a start and the senior citizens of Brgy. Mainit were organized and trained for a micro-finance business.In 2015, the company provided the Lim-ao Rural Workes' Association and Teresa Rural Workers' Association training in producing and selling hollow blocks and pebbles. After the training, they provided the starting kits of those associations to start their business.They also provided the Masara Lines Farmer Association (MALFA) training activities to provide ventilation tubes needed by AMCI. They provided the MALFA training activities and dual sealing machines and tarpaulin canvass rolls. Aside from supplying AMCI, MALFA ventured to other tarpaulin canvass applications such as tent production and banana harvest cushions.

Figure 10 Ventilation Tube Production (MALFA)

Source: *AMCI's 2015 Annual Report*

In 2016, the company provided starter kits and initial supplies and machineries amounting to Php 547 700 to the following organizations: Apex Regular Dependents Association (AREDA) for meat processing project; MALFA for ventilation tube production; New Barili Upland Farmers Association (NEBUFA) for an abaca stripping machine; Teresa Upland Farmers Association (TUFA) for cacao production and vermiculture; Lim-ao Rural Skilled Workers Association for cacao/ agricultural production; and, Biocadan Rural Skilled Workers Association for pebbles production.

Public Infrastructure:

Various infrastructure projects were implemented by AMCI such as resettlement sites, construction, repair or maintenance of public infrastructure.

AMCI developed relocation site for families residing in Barangays Teresa and Masara in Brgy. Elizalde. There were 90 planned duplex units to be constructed but as of 2016, 20 units were completed. The houses built have complete facilities and amenities for daily living. Drainage and

sewer systems, village access roads and water system for the village were already completed.

Figure 11 House Unit at Barangay Elizalde Relocation Site

Source: AMCI's 2015 Annual Report

Figure 10 Drone Shot of Relocation Site

Source: AMCI's 2016 Annual Report

Aside from the relocation site, AMCI provided the road maintenance from Barangay Masara to Barangay Tagbaros, road rehabilitation in Barangay New Balili and road upgrading project in Barangay New Leyte and Barangay Elizalde. A bridge in Barangay Teresa was repaired to ensure the safety of the locals in crossing the bridge. The drainage system of Barangay Tagbaros were also improved, financially assisted by the company as well as the road maintenance of Barangays Teresa and New Leyte.

A steel footbridge was constructed in Barangay Tagbaros to ensure the easy access of the locals in the main road going to the town and also for their safety. A waiting shed was also constructed to provide safe place for the locals of Mainit during the rainy season.

AMCI accommodated the locals in their Cash-for-Work, an assistance given by the company to the locals to provide temporary employment.

Figure 11 Cash-for-Work

Source: *AMCI's 2015 Annual Report*

As shown in Figure 14, Cash-for-Work program is made for public infrastructure maintenance. The former contractual employees of AMCI were accommodated by this program to sustain their source of living. They were engaged to civic works such as street sweeping, roadside vegetation, clearing, brushing, drainage maintenance, pulot bakal and others (AMCI Annual Report, 2015).

Water systems in the local communities were improved by AMCI. In Barangay Tagbaros, a construction of water reservoir was initiated by the barangay and it was funded by AMCI.

Social Development and Responsive Education Programs:

As another way of sustaining outstanding relationships with external relations, AMCI does not only aid physical developments in the local communities of Maco but also social development. The company gave scholarships to financially-challenged but deserving students. They were given financial assistance every semester. Out-of-school youths were also given chance to be trained under Technical Education and Skill Development Authority (TESDA) – KorPhil in Davao City. The youths were trained in tile-setting and painting necessary for construction. AMCI also ensure the out-of-school youths in continuing their education by carrying them to Alternative Learning System (ALS) program of the Department of Education (DepEd). The company provided the salary of the ALS and day care teachers in the community and it also gave honoraria to the teachers for the benefit of out-of-school youth with the aim in passing the ALS acceleration examination.

The alumni of AMCI's scholarships were entitled to serve their locale first before they can apply somewhere. Even they are already employed if the locals needed their services, they will have to go back and serve their community what they needed.

AMCI adopted 14 schools from the host communities composed of nine (9) elementary schools and five (5) high schools within the host communities. The company granted scholarships that covered their tuition fees and other school fees. The company also provided and donated materials and volunteered during Brigada Eskwela to improve school facilities. In 2015, AMCI gave school supplies and bags to 1 650 elementary pupils in the host communities.

AMCI also provided free transportation for the students who live far away from their schools by renting shuttle buses to and from their respective schools in Barangays Masara, Elizalde, Teresa, Sitio Barabadan and Sitio Biocadan.

Figure 124 Free Student Transportation provided by AMCI

Source: *AMCI 2015 Annual Report*

Socio-Cultural and Religious Support:

AMCI also cares about and respects the existing socio-cultural religious values and other related activities which promotes social cohesion, awareness and community pride from within the host and neighboring communities as the company maintain outstanding relationship with the community.

AMCI supported the completion of the Our Lady of Perpetual Help Parish at Brgy. Binuangan and the Immaculate Conception of Mary Quasi Parish Church at Brgy. Elizalde by providing financial support and materials.

Figure 15 Our Lady of Perpetual Help Parish

Source: *Photo taken by the researcher, 2018*

The company provided sponsorships, financial assistance and donation to the local communities especially during the town fiestas, nutrition activities during July, IP activities. AMCI also supported barangay and municipal programs such as blood-letting and support to physically challenged persons and the elderlies.

AMCI also supported the construction of Immaculate Conception Parish in Barangay Elizalde, the electrical installation of the Foursquare Gospel Church in Barangay Teresa, provision of materials for the construction of GKK Chapel in Cristo Rey in Barangay Malamodao, covered court improvement in Barangays Golden Valley and Masara such providing basketball court lightings, tribal hall improvement of the Mansaka tribe in Barangay New Leyte, the provision for Teresa Elementary School and in Barangay Teresa Hall, and the construction of PNP-detachment in Barangay Masara.

Programs for Indigenous People:

According to Republic Act (RA) No. 8371 or the Indigenous People Rights' Act (IPRA), the Republic of the Philippines shall recognize, protect and promote the rights of the Indigenous People and their cultural communities. It was stated in the Chapter VIII, Section 57 that the IPs shall have the priority rights in the harvesting, extraction, development or exploitation of any natural resources within their ancestral domains. A non-member of the IPs may be allowed to take part in the development and utilization of the resources provided that a formal and written agreement is entered with the IPs concerned. The period given to the non-IP member will not exceed to 25 years renewable for not more than 25 years (www.officialgazette.gov.ph, 2018).

The Philippine Mining Act of 1995 or RA No. 7942, Chapter II, Section 5 stated that the State is mandated to recognize and protect the rights of the indigenous cultural communities to their ancestral lands as provided for by the Constitution. It was also stated in Chapter III, Section 16 that no ancestral land shall be opened for mining operations without the prior consent of the IPs or the Indigenous Cultural Community (ICC) concerned (www.lawphil.net, 2018).

One of the requirements to receive an MPSA was to obtain free and priority informed consent (FPIC) from the IPs. AMCI had obtained FPIC from the Mansaka tribe of Maco as they have covered areas of ancestral domain of the tribe to their concession

AMCI executed on June 2005 a Memorandum of Agreement (MOA) with IPs and the National Commission on Indigenous People (NCIP), agreeing to a royalty payment of 1.0% of gross output of the company as required under the RA No. 7942, Chapter III Section 17. The company also complies their obligations to the IPs and to the Maco Ancestral Domain Council (MADC).

AMCI integrated the IPs into their programs and projects. The company recognized the needs of the IPs for capacity-building. The company conducted series of training for the tribal council such as native accessories making in Brgy. Mainit for the preservation of the Mansaka culture in Maco. AMCI assisted the purchase of native beads for accessory making and textiles for the native costumes to be utilized during festivities. IP women were also prioritized and engaged to community-based entrepreneurship training and assisted with seed capital to start their small business.

Education was also given focus. Scholarship grants to deserving IP students were given by the company.

Tribal assemblies were also facilitated by the company such as conducting seminars with the Elders and leaders of the Mansaka tribe in Brgy. Tagbaros, to promote unity among the Mansaka tribe of Maco. A tribal hall was constructed in Brgy. Teresa to serve as a place for meetings and assemblies of IP leaders, elders and members. A computer set was donated to the Tribal Council of Mainit to allow a more convenient and easy access to necessary documents. According to Dante Limpoton, a member of the Mansaka tribe, narrated:

> "… The 1% share that we receive from Apex is the payment for our ancestral land and the plants or trees around, but this 1% was only given to the leaders to distribute it all (the members). The problem is that the distribution of this payment was unequal. Somebody fought that the payments will be given individually depending on how much hectares owned but it is still on-hold… The problem also that when Apex used our land we can't go there because the company feared that we might plant again or use our land for our consumption and it will cost another payment from Apex."

Another statement from Manilyn Galo:

> "… Apex granted the IP students scholarships from high school but if showed good performance Apex will continue to give scholarship to college. They can also have their practicum at Apex…"

In like manner, Mercedes Insog Dizon also added:

> "… Apex gave pension to the Senior Citizens monthly, but it will depend on the budget of the company. Most often, Apex will give Php 1000 to the seniors."

Environmental Protection Program:

The company's thrust on environment protection is closely tied up to its social responsibility activities. As social responsible miner, AMCI took its environmental responsibility seriously. The company ensured its operations to make a minimal impact to the environment. Preservation of the country's natural environment is one of the company's advocacies. On top of complying the mandated rules and regulations, AMCI took extra steps more to pursue protection and rehabilitation of the environment.

In R.A. No. 7942, Chapter XI, Section 69, it was stated that the contractor shall undertake an environment protection and enhancement program covering the period of the mineral agreement or permit. The environment protection and enhancement program shall be incorporated in the work program which the contractor or the permittee shall submit as an accompanying document in the application of mineral agreement or permit. The work program shall include not only plans relative to the mining operations but also to rehabilitation, regeneration, revegetation and reforestation of the mineralized areas, slope stabilization of mined-out and tailings covered areas, aquaculture, and watershed development and water conservation.

In R.A. No 7942, Chapter XI, Section 71, it was stated also that the contractors and permittees shall technically and biologically rehabilitate the excavated, mined-out, tailing covered and disturbed areas to the condition of environmental safety. AMCI regularly conducts tree planting, protection and maintenance activities to enhance and improve the disturbed areas of their operation. Assorted shrubs and grasses were planted, and wattling structures were constructed for the slope stabilization and erosion control.

The company maintains and operates nurseries of various seedlings. Among the seedlings were Falcata, Mangium, Mahogany, Rubber, Durian, Bamboo, Narra, African tulips, and Mangrove species. These seedings will be used in their reforestation program and other seedlings will donated to some various tree planting activities of the Municipality of Maco. AMCI had also ventured to the joint tree planting projects with the DENR-Maco and LGU-Maco

Figure 16 Apex Nursery
Source: AMCI 2016 Annual Report

Figure 17 Tree Planting Activity
Source: *AMCI 2016 Annual Report*

AMCI's continuous protection and maintenance of out-planted seedlings within's the company's tenements was done to assure the growth of the new plants. Replanting was done to assure the growth of the new plants.

AMCI continued to do maintenance works within and outside its minesite areas, that include the desilting of creeks, river channels, swamps and ponds; road maintenance within the mine site, maintenance of drainage canals; construction of earth sump for storm drain; regular cleaning of oil and water separator facility.

In compliance in R.A. No. 9003 or the Ecological Solid Waste Management Act, the company provided free collection and hauling of domestic wastes from their mine site and four host barangays going to the company's material recovery facility which was constructed to facilitate domestic waste management and institute proper waste segregation. The company also conducts 2-hour housekeeping activities every Saturday in the mine site work areas here all metal scraps, chips and cuttings generated from various operations are being collected and transported to the scrap yard for disposal.

AMCI monitored also the water resource in their area. The condition of their tailings pond is regularly being monitored by the company which includes regular desilting in the creeks such as the Lumaggang creek, maintenance of siphoning pipe and tailing pipe lines, and maintenance of drainage canal and spillway along the tailing pond. The company also conducts regular detoxification in their tailings pond and drainage using Hydrogen peroxide and Sodium metabisulfite (SMBS).

All chemical wastes from their operations were disposed properly, acid and alkali wastes were diluted with water to reduces its acidity and alkalinity and were treated with Sodium hydroxide at the sump box before disposing it to suitable areas. Used and waste oil were properly handled for disposal. These oils were transported by DENR accredited transporters. All used oil water separators in the mine site were closely monitored and inspected to avoid oil spillage that will harm the river system of the Maco.

According to Danilo Ela, an environmentalist from the Province of Compostela Valley:

> "Apex may have not been transparent in its environmental mitigation activities, but their environmental programs followed the laws stipulated in the Mining Act. The impact of Apex in the environment may take a long span of time to recover but their environmental programs such as reforestation started their steps to be responsible miner…"

AMCI: Problems and Challenges

This part of the paper presents the problems and challenges faced by AMCI and how did the company give solutions in answering their problems.

"Twin Landslides" Incident

AMCI's establishment in 1974 and its operation through the years had significantly contributed to the development of the Municipality of Maco. Its contribution to the local community of Maco was a result of AMCI's thrust to give the locality economic and social equity through local employment and livelihood.

However, AMCI's establishment was also affected as external problems beset the company. One of these was the landslide happened near the mine site. The landslide occurred in September 2008 which claimed 24 lives and injured 32 residents as heavy rains pounded the area. The landslide was about three kilometers away from the active mine site of AMCI.

The first landslide occurred on September 6 around three in the afternoon where the portion of a mountain overlooking the mining community of Masara caved in. Residents near the site were asked to evacuate to Masara Elementary School, which is slightly elevated and situated a hundred meters away. Later, that evening, the residents,

who evacuated returned to their homes despite of warnings of possible landslides. At the dawn of September 7, residents were awakened as another landslide occurred in the same area. Some residents were able to escape this incident, but others were unfortunate to survive.

The Alyansa Tigil Mina (ATM), a non-government organization, linked the long years of active operation of AMCI to the landslide incident in Masara. The company's extraction of gold and silver risked the lives of the communities lived near the site. ATM called the Department of Natural Resources (DENR) to suspend the company's mining operation and to investigate on the possible environmental safeguards violations of AMCI.

In defense, a representative from AMCI told the Provincial Disaster body that the landslide area of Masara is not within the active mining operations of the company.

In addressing this incident, affected residents were forced to move out the village and ban them to resettle in the area. The Provincial Government of Compostela Valley shut down the area since it is not suitable for habitation after the incident. The provincial government, spearheaded by former Governor Arturo Uy, partnered with Gawad Kalinga in planning to build resettlement villages to the affected residents.

AMCI also developed relocation site in Brgy. Elizalde for those residents who were living near the mine site from Brgys. Teresa and Masara to assure the safety of the residents from the active mining operations and to avoid high risks and possibilities of landslides in the area.

Incursion of the New People's Army (NPA)

AMCI faced another problem in 2014 when NPA troops attacked the company's vicinity. This attack showed the determination of the rebel group to stop the ongoing large-scale mining operations in Maco, especially in areas where indigenous communities thrive.

The IP have longed complained against the operations of AMCI into their ancestral domain and they sought help from the rebels to stop the destruction of their ancestral lands and exploitation of their natural resources.

NPA's Front 27 and Pulang Bagani Company 6 torched two Toyota Fortuner, a Toyota Hilux pickup and a Toyota Strada sports utility vehicle as well as two Atlas Copco Tamrock jumbo drill. After the attack the rebels fled as government troops and police conducted pursuit operations.

There were no reported casualties during the incident. He condemned the incident as hundreds of people from Maco depend on its operations.

One of the reasons of this attack was also the refusal of AMCI to give revolutionary taxes to the NPA. This revolutionary tax will be used by the rebels to raise money for terror attacks in the region as they also extorted money from other mining companies and even civilians.

However, this incident did not stop the operation of the company and the regional military office had instructed troops to help police secure the town against the NPA attacks, deception and extortion. There were military detachments constructed around the vicinity of Apex.

Dante Limpoton, a Mansaka and resident of Sitio Biocadan, narrates:

> "… The appearance of NPA here (Sitio Biocadan) and at Apex, there were soldiers assigned. When there

was no soldiers, there were still NPA going here but now, there's none."

Typhoon "Pablo" in December 2012

The typhoon "Pablo" brought heavy rains in Compostela Valley that caused landslides and flashfloods in the different municipalities in the Province of Compostela Valley. The municipality of Maco has been aggravated by flooding that damaged 84 houses and livelihood including crops and farming animals. It also destroyed the bridge and riverways that killed two residents.

On May 11, 2013, residents from Elizalde, Masara and Tagbaros gathered and organized themselves as *Indug Kautawan* (a Mansaka term for People Stand-Up)- Masaralines, rallied outside the AMCI's gate as they demanded company's assistance for the victims of Typhoon Pablo. The rally paralyzed the operation of the company losing its Php 5 million profit for that day.

The rallyists said that Apex's dumping of soil into the river has aggravated flooding in the area when typhoon Pablo brought rains. Indug Kautawan demanded that AMCI should pay Php 6.9 million for the damages. It also demanded to stop its open-pit mining operations, as it greatly threatens the people.

However, AMCI denied Indug Kautawan's claims because it was unfair that they are solely blamed for the devastation if there are small-scale mining operations operating in the area. It was also not fair that the company has to pay for all the damages.

Furthermore, to settle this problem it was agreed that AMCI will extend support to the community and to the victims affected.

2014 Protest Rally

On May 31, 2014, a rally was displayed near the mine site of AMCI that disrupted the company's operations that caused the workers to miss their shift, caused heavy traffic and impeded the flow of trade and commerce. These rallyists demanded AMCI to give them work as the government ordered them to stop their small-scale activities.

Some of the rallyists were identified as non-residents of any host and neighboring barangays of AMCI. Those rallyists who were legitimate residents of the host and neighboring barangays were given livelihood opportunities by the company.

Those legitimate residents, who were formers small-scale miners, organized themselves as Lim-ao Rural Skilled Workers Association (LRSWA). The CEO of AMCI, Walter Brown, gave the association a win-win solution for them to end their protests by offering them productive livelihood opportunities. The association engaged in agricultural production, hollow block making using silt-trap methodology, and pebbles and sand production. It was also agreed that the LRSWA will supply the company's building construction projects as well as labor contracts.

Those non-residents were dispersed later that day with the help of Philippine National Police (PNP) as the company stated that they would not heed any demands from them as they were not legitimate residents of their host and neighboring barangays.

Conclusion

Apex Mining Company, Incorporated (AMCI) beginnings can be traced back from the exploration activity of Dr. Fernando Muñiz in Maco way back in 1970. Its started its operations in 1974 in the Maco mines.

Its glorious operations through the years had significantly contributed to the socio-economic conditions of the Municipality of Maco. AMCI's economic importance is tied to its large sum of revenues given to the local economy of Maco. It provided employment to the locals of Maco that gave the locals standardized living conditions. The company also extends its support to the community development programs such as health and sanitation, livelihood programs, educational programs, public infrastructure, and socio-cultural and religious activities. Indigenous People were also given importance by the company by giving them royalty payments and other programs.

Mining industry's negative effects to the environment did not make an exemption to the operations of AMCI. However, AMCI have implemented various environmental programs to ensure its responsibility as social responsible miner.

AMCI's successful operations, its economic contributions to the Municipality of Maco, its support for the communal development of the locals and its environmental awareness had made AMCI the only public-listed mining company in the Province of Compostela Valley after the mandated closure of mining companies by President Duterte. Thus, AMCI will continually perform its obligations and responsibilities to the locals and to the Municipality of Maco to continue to develop and progress in the future years to come.

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PROSPECTIVE OF REGIONAL FINANCIAL PERFORMANCE OF MAKASSAR TOWARDS A WORLD CITY

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Abstract

The condition of the city of the world is to have one or several strong characteristics. The right formulation of these characteristics makes a city superior or special. It is understood that the ability of a city to form its competitive advantage makes the city associate globally as a world city. Indeed the city of the world can be created and facilitated. Based on this understanding, present cities that are not world cities can become world cities, including Makassar City by creating strong characteristics, for example because they have good financial performance, as reflected in multinational business enterprises. Good financial performance, for example, has financial statements with an unqualified opinion, high rate of return, asset growth, budget surplus.

Keywords: ***Financial performance, asset growth, world cities.***

INTRODUCTION

Urban areas have a role and function in the national socio-economic life, where more than 50 percent of the National Gross Domestic Product (GDP) is produced from the region, while cities as centers of socio-economic, political and cultural activities have a major influence on national progress (Akib, Wagianto, Daraba, Farida, & Risma Niswaty, 2019; Milne & Ateljevic, 2001; Yigitcanlar, O'connor, & Westerman, 2008). Based on the expert's view, urban areas should not be narrowly understood and isolated as mere physical environments, but interact with broad socio-economic, political and geographical systems.

There are several problems in urban development that are currently emerging in the future, both global (external) and local issues, where one with the other interacts very intensively, namely: 1) the dynamics of the global economy greatly influence the development of cities large, 2) climate change that has a significant impact on urban development, 3) challenges faced in sustainable city development, 4) from a national perspective, the development of cities in Indonesia today also reflects a regional disparity (regional disparities), 5) urban development is more clearly identified with slum housing problems, very inadequate availability of urban infrastructure and facilities, especially for the poor, traffic congestion, 6) the era of reform and decentralization requires that planning, utilization and control of urban space must involve stakeholders, especially mas community in the process, by applying efficiency and effectiveness, openness and accountability which is indeed the principle of good governance, 7) spatial fragmentation problem, where the city and district where it is located is part of the city or territory system broader, and its existence is also determined in the interaction built with the system (Glock &

Häussermann, 2004; Juppenlatz, 1970; Miceli & Sirmans, 2007; Yigitcanlar et al., 2008).

One of the external factors that will influence the development of a city is its connection with other cities, both domestic and foreign, as well as the relationship with its hinterland or surrounding rural areas. Often this connection is manifested as a form of city systems (Bradshaw & Fraser, 1989; Sinkienė & Kromalcas, 2010; Soegijoko, 2011). This connection will occur if it is deemed to bring benefits to all parties. This connection can be through the movement of goods, services, materials, people, money, credit and investment. This linkage or interaction plays an important role in the formation of patterns and structures of urban systems, and in stimulating the development of cities.

In an urban system, the city becomes the main element or element and is the nodes or nodes in this system. While the relationship or interaction between these nodes is a forming factor between these systems, and is manifested in flows through a network (Berry & Harris, 1973; Glickman & Glickman, 1979; Johnston, 1982). According to Soegijoko (2011), there are four important roles carried out by the interaction or interrelationship between these nodes, namely: 1) Realizing a spatial role. Humans and their activities are separated in space, so this interaction is important to link them, 2) this linkage enables differentiation and specialization in urban systems, 3) vehicles for organizing activities in space, and 4) facilitating and channeling changes from one node to other nodes in the system. This system of cities can have a global scope that forms a global urban or international urban system. The city system has national or subnational coverage, or forms a national or subnational city / urban system where flow activities occur.

These flows can be in the form of information dissemination, population movements, capital flows in the form of tangible assets (machines, equipment), or non-intangible assets (certificates, and other securities), and the flow of human capital and information flows. The flow of goods and humans can be through transportation networks, land, sea and air – the flow of funds and capital through physical and non-physical movements. Likewise the flow of information can be physically through a newspaper or non-physical media through information and communication / ICT technology.

In the 25-year Long-Term Development Plan (2005-2025), the vision of the country's development in Indonesia is to achieve a developed, independent, just and prosperous country. This is realized through eight long-term development missions, one of which is an important war in the international community. Meanwhile, the Makassar City Vision 2014 as part of achieving a long-term vision was outlined in Regional Regulation No. 13 of 2006 concerning the Makassar City Long-Term Development Plan (RPJPD) for 2005-2025 namely: "Makassar as a Maritime, Commerce, Education, Culture city and services that are globally oriented, environmentally friendly and most friendly. To maintain the continuity of the direction of regional development from time to time, the vision and mission are outlined in Regional Regulation No. 6 of 2009 concerning the Makassar City Medium-Term Development Plan (RPJMD) 2009-2014, namely: Local".

The condition of the city of the world is to have one or several strong characteristics. The right formulation of these characteristics will make a city superior or special. According to Pomanto quoted by Ramli (2017), the ability of a city to form excellence will make it socialize

globally into a world city. Sassen (1991) has an opinion with a new color which states that the city of the world can be created and facilitated. Based on this understanding, cities that are not cities of the world can become world cities, including Makassar by creating strong characteristics, for example by having good financial performance, as reflected in multinational business companies whose financial performance is of course highly accountable. The financial performance in question, for example, has financial statements with an unqualified opinion, high rate of return, asset growth, and a budget surplus.

The city of the World. A sociologist named Saskia Sassen (1991), from Columbia University, New York (USA) defines a world city as a city that is an important point of the global economic system. Sassen equates the term world city with a global city. The assumption is that there are an attachment and mutual influence of one city and another to form global relations.

The concept of Sassen's world city is based on the results of geographic and urban studies of three cities, namely New York, London and Tokyo. These cities control several global businesses, become the location of multinational corporate headquarters, become the hub (center) of international flights and shipping, and become a global commodity and financial market. The three cities are the center of world economic growth. Meanwhile, according to Pomanto, a planner in Makassar City, the world city is a city with a world-class association. Cities of the world have certain characteristics and advantages that can be easily remembered by people throughout the world (Ramli, 2017).

According to Sassen (1991) the city of the world has the following characteristics:

- The name is very well known internationally so people do not need to associate the name of the city with the country where the city is located. For example, in Paris, people already knew Paris without relating it to France.
- Have influence and participate actively in various international goals like Helsinki (Finland as a city of peace or New York where the UN headquarters is located.
- The center of a Metropolitan area with a population of at least one million people. For example Mumbai (India), Beijing (China) and Jakarta.
- Has an international airport or main port that functions as an international hub for example Changi Airport (Singapore) and Hongkong International Airport.
- Has advanced infrastructure and transformation systems, such as highways or mass transportation networks with several modes of transportation (busway, subway, monorail, and regional trains).
- Have an international culture and community (such as Chinatown, Little Italia, or other immigrant communities),) such as New York, Los Angeles, Toronto, Sao Paulo, and Vancouper.
- Has investment attractiveness and trade centers such as Hong Kong, Moscow, Shanghai, Singapore, Jakarta, Kuala Lumpur and Tokyo.
- Places of International Financial Institutions, transnational corporate headquarters, and stock exchanges (World Bank or New York Stock Exchange) that influence the global economy.
- Has an advanced communication infrastructure where companies depend, such as optical cable networks, wi-fi networks, cellular telephone services, and high-speed communication access. Seoul and Tokyo are the world's digital technology cities.

- Places of world famous cultural institutions, such as museums and universities. Also cultural shows include films (such as the Berlinale, Tooronto, Bombay and Cannes International Film Festivals), theater or music shows (eg Woodstock or Java Jazz Festival), art galleries and interesting tourism objects.
- A very influential mass media center with international reaches, such as BBC, Reuters, The New York Times and CNN.
- Has a strong sports community, world-class sports facilities, the headquarters of the sports team, recognition and experience of hosting international sporting events such as the Olympics and World Cup.

There has been a kind of consensus among the people of the world about any cities that belong to the world city. Like New York, London and Tokyo as if they were not defendants. However, Sassen has an opinion with a new color stating that the real city of the world can be created and facilitated. Based on that, now cities that are not cities of the world can become world cities including Makassar in the future.

The condition of the city of the world is to have one or several strong characteristics. The right formulation of these characteristics will make a city superior or special. According to Pomanto (Ramli, 2017) the ability of a city to form excellence will make it socialize globally into a world city.

A city must establish relationships with other cities to guarantee the exchange and availability of products and services. The characteristics and advantages of a city are important capital in global relations. In the context of this relationship there is a hierarchy. Cities at the top of the hierarchy have the most global and large influences in the fields of economics, politics and culture.

The study of world cities is indeed associated with the phenomenon of global capitalism. Cities at the top of hierarchy play a role as the top of the world market for both commodities and finance with the main actors being international companies. The market always has the power to determine the type of commodity as well as the price policy for the commodity. Therefore, the development of markets at the top of the hierarchy will determine the development or decline of other markets in the world.

Today, the hierarchy of world cities is the third configuration in the long history of capitalism for more than five centuries. The first hierarchy was formed at the end of the 15th century until the beginning of the 17th century. This era is called preclonial capitalism or early capitalism. The second configuration was formed during the period of European colonialism in the early 17th century until the mid-20th century while the third configuration was formed from the middle of the 20th century until now and is called advanced capitalism (modern capitalism).

Capitalism, a system of capital-based power and run by free trade, is believed to have grown in the archipelago long before colonialism. Early capitalism arises when capital becomes the basis of trade. At that time there was no corporation (company) like now. In the 16th century Makassar had entered into early capitalism and carried out free trade practices and made ports open (Haerul, Akib, & Hamdan, 2016; Niswaty, Mano, & Akib, 2015; Ramli, 2017).

The issue of being a world city is a matter of enforcing trade supremacy. According to Ramli (2017) there are two things that determine the geography and political power. Makassar became a city at the top of the hierarchy or market center in

the East Nusantara region after the Kingdom of Gowa succeeded in conquering several small kingdoms around it (Poelinggomang, 2016). In the subsequent development, the city of Makassar was lost behind the horizon due to political, social and economic changes.

The era of regional autonomy is expected to make the regions more free in creating their progress. How does Makassar become a global city, a world city? "What is certain is that we have to start now," said Ilham Arif Sirajuddin (Mayor of Makassar) in Ramli (2017). Sultan Hasanuddin Airport was developed into a magnificent, port

Sukarno-Hatta was designed to be the largest port in Indonesia, governance was reformed, Mamminasata Metropolitan was planned.

Financial performance. Performance terminology is a term in management that is defined through different perspectives or points of view by experts. The conceptualization is very dependent on the implementation of the institution in which the understanding is placed. Performance that is translated from English vocabulary performance, also means work performance, work performance, the achievement of work, work results, performance, or work performance (Gibson, Donnelly, & Ivancevich, 1991). According to Gibson et al., (1991), performance is the level of success in carrying out tasks and the ability to achieve set goals. The limit implies that performance is declared good and successful if the desired goal can be achieved properly.

Business and government organizations will not be able to see their successes and failures if they do not have measurable performance standards and indicators of success. We need to realize, the performance measurement system is an improvement mechanism so that the organization can implement its strategy successfully (Anthony & Govindarajan, 2005). In other words, if there are no performance standards and indicators of success, that is tantamount to careless work that has no clear goals and targets. That means failure, both for business and government.

By the Regional Autonomy Law, the Regional Government as the party entrusted with the task of running the wheels of government, development and community service is obliged to submit its regional financial accountability report to be assessed whether the local government has successfully carried out its duties properly or not. One tool for analyzing the performance of local governments in managing their regional finances is to look at their financial statements and then analyze the financial statements.

Financial performance is important because it is one of the main indicators that can clearly describe the life conditions of the company (success or failure) and its operationalization. The closeness of the relationship between financial performance and other strategic aspects such as management performance and stakeholders' expectations, and at the marginal margins of financial performance can provide real guidance from a series of interactions between humans, ideas, activities and other organizational aspects in an effort to achieve the organization's mission, goals and objectives . Initially performance only focused on financial standards. This is based on the assumption that the success of a business or corporation is measured by the condition when the company can obtain large profits. The greater the profit the higher the success. However, it is now realized that measuring financial performance is not

enough. Because there are still important non-financial variables, such as customer satisfaction and the performance of human resources (HR). The clearer demand for non-financial measurements can be seen in the use of the balanced scorecard.

What about measuring bureaucratic performance in government agencies? Government organizations should not be much different from corporates in their work processes, if indeed they have the willingness to achieve success with clear and concrete measurements. Both of them talked about profit, the difference between corporate profits in the form of cash, while government profits are not directly in the form of money.

The success of operations, performance and survival of the organization in the long run depends on many individuals or collective decisions that are continuously made by management. Every decision taken will ultimately lead to financial or economic impacts that can be good or worse for business and government organizations. In essence, the process of managing business and government organizations involves a series of economic choices that activate the movement of financial resources that support the organization.

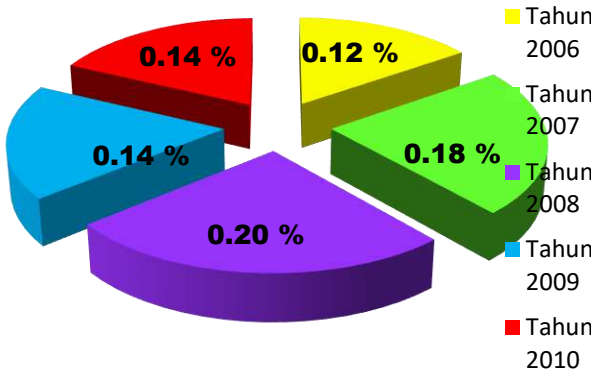
Management has a dual interest in analyzing financial performance: assessing the efficiency and profitability of operations, and weighing how effective the use of resources is. There are various analytical techniques, including various financial ratios, which can be used to conduct performance assessments.

Return on Asset. According to the theory of financial management, accounting and sciences, there are measuring instruments to measure the level of efficiency and effectiveness of an asset in generating returns. This is ultimately used as one of the bases for measuring the level of efficiency and performance of the company. The measuring instrument is a ratio between net income and total net fixed assets (Siregar, 2004) as follows:

$$\text{Return on Fixed Asset} = \frac{\text{Net profit}}{\text{Total Net Fixed Assets}}$$

The ratio shows how much percentage of income is measured by total fixed assets. The bigger the ratio, the better. If the ratio is too small, usually there are idle assets, namely assets owned by the company but do not generate returns because the company works below its normal capacity. While this idle asset is not only not producing but it requires maintenance costs that will further suppress the company's profits. In these circumstances and where the normal capacity of a company cannot be achieved for a reason, the only way for a company to work efficiently is to sell the asset. In conditions like this, accountants need an appraisal profession, because these assets cannot be sold at prices according to book value, but must be based on market transaction prices by the condition of the asset. The amount of return on fixed assets from the Makassar city government during the period 2006-2010 is presented in Figure 1 as follows:

Figure 1. Return on Makassar City Fixed Asset for 2006-2010



(Source: Makassar City Financial Report.

Acquisition of Return on Fixed Assets achieved by the Makassar city government in five years fluctuated between 0.12 - 0.20 percent or an average of 0.16 percent per year. The return on assets can be said to be low when compared to the acquisition of efficient private companies, they have a return on the asset value of 20 percent (Moeljono, 2004). The acquisition of return on fixed assets of only 0.16 percent is an indicator of the existence of idle assets or inefficient asset management of the Makassar city government.

The main and most important goal of all investments is to get a return. Investors generally want their investments to provide a positive and high return. A negative investment return results in a decrease in the total wealth of one's investors Just a positive return is also not necessarily satisfying because it does not always increase the real wealth of investors.

Positive investment returns but smaller than the periodic inflation rate will result in total investor wealth increasing in nominal terms but decreasing in real terms. Illustration, an investor who only gets a return of 10 percent in one year when the annual inflation rate reaches 12 percent will experience a decrease in real wealth by 2 percent (10 percent - 12 percent), although the amount of money in nominal terms increases by 10 percent, for example from Rp. 100 million to Rp. 110 million. It means that there are several items that can be bought a year ago for Rp. 100 million, at the moment the same items can only be obtained with the money of Rp. 112 million due to 12 percent inflation on average, thus purchasing power (real wealth) of money Rp. 110 million is currently 2 percent lower than the purchasing power of Rp. 100 million last year.

Growth of Fixed Assets. The investment made by the Makassar city government in its fixed assets in the five years 2006-2010 can be seen in table 2 as follows:

Table 2 Investment Growth in Fixed Assets and ROA Makassar City 2006-2010

Years	Total	Growth	
		IRD	%
2006	Rp.3.502.171.107.000	-	
2007	Rp.4.834.309.787.000	1.332.138.680.000	38,04
2008	Rp.5.169.880.646.000	335.570.859.000	6,94
2009	Rp.6.884.844.298.000	1.714.963.652.000	33,17
2010	Rp.8.023.345.257.000	1.138.500.969.000	16,54

Source: Financial Report of Makassar City Government (Data processed)

Based on the data in table 2, the growth of fixed assets investment fluctuates extreme, the average per year is 23.67 percent per year. The highest growth was achieved in 2007 (38.04 percent) and the lowest in 2008 (6.94 percent). The fluctuation in investment in fixed assets is an indication that the city government of Makassar has not made a consistent plan, even though fixed asset investment is related to service to the community. More clearly the growth of investment in fixed assets by the Makassar city government during 2006-2010 can be seen in figure 2.

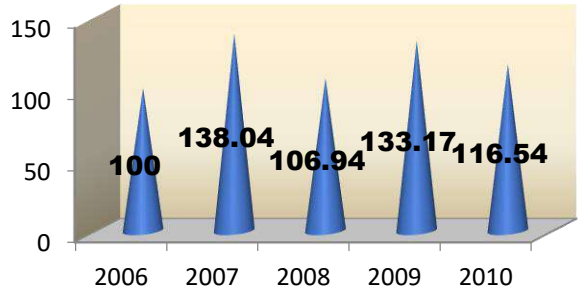


Figure 2 Growth in Fixed Assets Investment Makassar City 2006-2010

If this fixed asset investment growth is met with the acquisition of returns on fixed assets which are only an average of 0.16 percent per year, it can be concluded that the investment is ineffective and inefficient. It is true that the purpose of government organizations is not to pursue profit as the purpose of business organizations, but considering the deposit interest rate of 6 percent per year (BNI) in 2007 for example, this is viewed from the opportunity cost as a loss.

If the money is Rp, 1,332,138,680,000.- These are deposited in the form of deposits at the Bank, interest income of Rp. 79,928,320,800. Compared to Others, PAD obtained was only Rp. 8,738,248,000. - of the total investment of Rp. 4,834,309,787,000. - One percent interest in the city government will earn interest of Rp. 13,321,386,800 or greater 52.45 percent. This fact reinforces the theory put forward by Conway, Kaganova, & McKellar (2006) that in the management of public assets the costs of assets and opportunity costs are often overlooked in decision making and lack of understanding of highest and best practices on public assets.

The investment must be seen as a tool to bring results. The essence of this principle is by the investment perspective where each expenditure will be calculated profit. Investment is not a way to bring money, but a way to save money. So by calculating return on investment, management will realize that spending real money is saving.

Business activities will be reflected on both sides of the balance sheet, namely expenditure and income, debit and credit. Businesses do not pay attention to one side, but will sacrifice anything to maximize their income. In contrast, the government and public service providers only see one side, namely expenditure on the balance sheet. In other words, because it ignores income, the government concentrates only to minimize costs.

Capital expenditure allocated by the government should provide direct benefits to the community. People who are satisfied with the quality of service they obtain are expected to participate in paying taxes and levies. But in reality, the increase in capital expenditures made by the city government has not been able to boost the increase in local taxes and levies. Average capital/investment in fixed assets increased by 23.67 percent per year, while the growth of regional taxes and retributions was lower, which increased by an average of 14.75 percent. This is an indicator of a tax system that is not economical, efficient and fair.

Ouyang et al., (2016) state that the government needs to increase capital investment to increase regional economic growth. They found a strong correlation between investment spending on infrastructure and decentralization. The strategy for budget development in turn can encourage and accelerate national economic development, as well as a tool to reduce regional disparities (Jonsson, Madjidi, & Nordahl, 1997)

*Regional Original Revenue Growt*h. The saying that "Life is like a wheel, once upon a time is above, at other times it can be under". The same is true for the life of an organization/company. For company management the saying does not necessarily make them surrender but instead on the contrary makes them more

aware of the possibility of the company falling.

The problem is that the higher the growth of an organization/company, the more difficult it is to maintain it because of the greater threat to it. This problem is understandable if we analogize the growth with sugar which always invites ants to arrive. Day after day, the ants are increasing so that the portion of sugar that each ant can get is getting smaller, and over time the sugar will run out. That is basically what will be experienced by the company, the longer the growth gets smaller then it becomes negative before finally disappearing from the circulation alias bankrupt and liquidated. Likewise the case with the city government of Makassar. As an organization, they are also not spared from the ups and downs of growth. How is the growth of the source of income in the city of Makassar, especially Regional Original Income, which is an indicator of regional independence, can be seen in Figure 2 as follows:

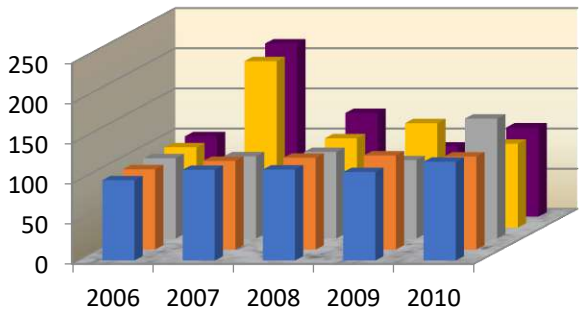


Figure 5.5 Growth of PAD and PAD Elements Makassar City 2006-2010 period (data processed)

Based on figure 2, it appears that PAD and various elements of PAD include regional taxes, regional levies, the results of separated regional wealth management, other legitimate PAD, fluctuating growth, tends to fluctuate. The highest growth of PAD in 2010 (23.10 percent) and the lowest in 2009 (10.19 percent). Regional taxes have fluctuated steadily, averaging 14.45 percent per year. The highest growth in 2009 was 17.19 percent and the lowest in 2007 (10.42 percent). Levies fluctuated extreme, in 2007 it increased by 2.45 percent, 2008 increased again by 5.43 percent. In 2009 it declined, and then increased significantly by 49.39 percent and was the highest achievement in 5 years. The average growth is 14.33 percent per year.

In conclusion, the growth of PAD from time to time is getting smaller. Although government organizations will not experience bankruptcy as well as private / business companies it does not mean the Makassar city government allows these conditions to take place. An effort is needed to prevent it, namely a strategy that can maintain that growth.

The strategy in question can be seen from two perspectives. The first perspective is called a deterministic perspective. This perspective was first introduced widely by Hannan & Freeman, 1977) through a theory which they called the organization's population ecology theory.

This theory states that an organization can survive in its environment, if the organization must be able to escape the rigorous selection process carried out by the environment itself. According to Michael Hannan and John Freeman, organizations will not be able to escape if they do not adjust quickly to their environmental conditions. However, the ability of an organization to adapt depends very much on what is called inertial pressures (ie inertial pressures) that is there is moisture or resistance to accepting change or renewal. There are two factors that affect the size of the pressure:

a. The internal organizational structure which includes various investments invested by the organization in the form of fixed assets and skills and skills of human resources, information that can

be obtained by decision makers in the organization, maneuvers and political intrigues that occur within the organization and history of organizational development.

b. Derived from external organizations, mainly various government provisions and regulations, information availability and legitimacy.

Organizational population ecology theory then provides three alternative strategies that can be applied by organizations to face environmental processes. The strategy is: First known as specialism which maximally exploits the environment but carries risks if the environment changes. Therefore this strategy is suitable to be applied in a relatively stable environment. However, in fact specialism can also be applied in a turbulent environment with terms of time between two relatively short shocks and there are differences in demand characteristics between one period and another.

Second is generalism. Unlike specialism, this alternative does not exploit the environment on a large scale to avoid the risk of environmental changes. The most suitable generalism is applied in a turbulent environment with similar demand characteristics between one period and another.

The third is a combination of two previous alternatives called polymorphism. This strategy is specifically designed to deal with turbulent environments but the long period between the two shocks must be relatively long and there are differences in demand characteristics between one period and another.

Subsequent developments, deterministic perspectives enriched by the presence of industrial organization theory with the main pioneers of Harvard Business School strategists (Porter, 1991). In essence, this theory says that the bad performance of a company is very much determined by its external conditions (its industry).

The company's ability to adjust to industrial conditions depends on its internal conditions. The usual way to assess internal conditions is to identify the strengths and *weaknesses of the organization.*

Budget and Realization of Regional Original Revenue. Regional revenue must be managed carefully, precisely and carefully. Local governments should be able to guarantee that all potential revenues have been collected and recorded in the regional government accounting system. Regions in this case need to have an adequate control system to ensure compliance with established management policies and procedures. The local government needs to examine whether there are revenues that have not been deposited in the cash receipts of the region and misused by field officers.

The main aspect of local government management that needs serious attention is "PAD management and balance management. Even though loan fund management is important to study, but now the focus of attention should be more on PAD management and balancing fund management, especially the General Allocation Fund (Mardiasmo, 2009).

The ability of the Makassar city government in PAD management is evident in the budget and realization of PAD as well as the elements presented in Figure 3 as follows:

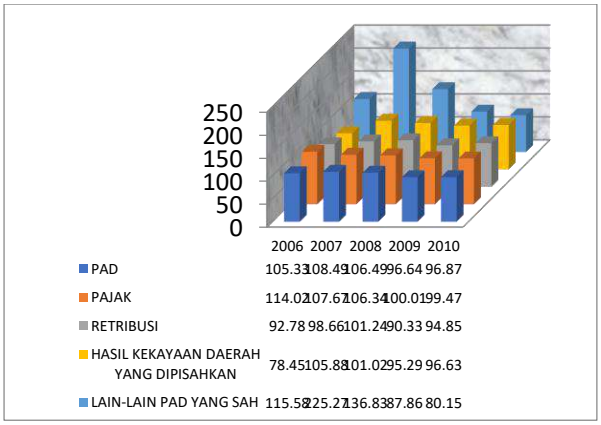


Figure 3. Realization of PAD and PAD Elements Makassar City 2006-2010

Within 5 (five) years the average realization was 102.76 percent of the budget. Regional tax performance is better than overall PAD, ie during 2006-2010 the average realization of 105.50 percent exceeded the budget. On the other hand, for retribution, the performance is not as good as local taxes, retribution at the same time the realization does not reach the target of only 95.57 percent. The results of the management of separated regional wealth are extreme fluctuations in realization. If in 2006 the realization only reached 78.45 percent, then in 2007 and 2008 exceeded the target of 105.88 percent and 101.02 percent respectively, and in 2009 and 2010 decreased where the realization did not reach the budget. The average realization of this element is 95.45 percent per year. Other legitimate PAD shows the best performance compared to the other three PAD elements. If in 2006 the realization reached 15.58 percent above the budget, in 2007 the performance was even better, increasing to 2.25 times the budget. But in 2008 it tended to decline, in 2010 it only reached 80.15 percent of the budget. However, the other legitimate PAD realization is 129 per cent per year on average.

There are a number of possibilities that can be stated related to these conditions, namely: first, the actual potential that cannot be achieved has not been known; secondly, the basis for determining the wrong target is still based on historical data (realization of previous year's PAD); third, resources to explore these PAD sources are not yet available properly; the four supporting facilities and infrastructure are still inadequate, and fifth, the implementation of supervision is less effective.

CONCLUSION

Makassar's big dream is included in the ranks of the world's cities, a comfortable and friendly city for international, national, regional business people and of course for residents of Makassar City is a necessity and demands the readiness of all parties, including the government, the private sector and the community. This city has the potential to become one of the important parts of the international world. From the historical aspect, geographical location, culture to the characteristics of the people known as hardworking, resilient, seafarers to accomplished traders. These aspects have become strong characteristics for the City of Makassar towards a world city. Also, Makassar has good asset growth, strategic asset location (not reflected in the balance sheet) of the surplus budget, it can be said that the city's financial performance has good prospects. The opportunity to attract investors is quite large because in addition to these aspects, Makassar City also has world-class facilities, such as star hotels, recreational areas, airports, seaports.

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ANALYSIS OF MASTERY OF VILLAGE SECRETARY COMPETENCIES IN KAHU DISTRICT, BONE REGENCY, INDONESIA

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Abstract

Observing the problems in the framework of implementing good governance, the village secretary has the task of assisting the village head in the administrative field and providing technical administrative services to all village government and community apparatus. Every village secretary is required to have technical and professional competencies as well as be accountable in carrying out the main tasks, functions and roles in the village. The purpose of this study was to explain the level of mastery of village secretary competencies in Kahu District, Bone Regency in terms of personality requirements, knowledge requirements, skill requirements and practice requirements. This study uses the descriptive type with a qualitative approach to conduct research whose results are analyzed by following an interactive model. The results showed that the dimensions/aspects of the village secretary competency studied, namely personality requirements, knowledge requirements, skill requirements and practice requirements, all showed a high level of competence mastery. Thus, village secretaries in Kahu District are considered to have competency and accountability. Mastery of the competency and accountability of the secretary has a positive influence on its performance to realize good governance at the village government level.

Keywords: Mastery of competence, Village Secretary, Kahu District

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INTRODUCTION

The village government is the leading unit in service to the community and strategic spearhead for the success of all programs (Akib & Salam, 2016; Daraba, Guntur, Kartini, & Salam, 2018; Evans, Holtemeyer, & Kosec, 2019; Farida, 2017; Hapsara, Imran, & Turner, 2017; Humphreys, Sanchez de la Sierra, & Van der Windt, 2019; M. S. Saggaf, Akib, Salam, Baharuddin, & Kasmita, 2018; M. S. Saggaf, Aras, et al., 2018; M. S. Saggaf & Salam, 2017; S. Saggaf, Salam, Kahar, & Akib, 2014; Salam, 2015, 2017; Salam, Rosdiana, Suarlin, & Akib, 2014; Syamsiar, Saggaf, Salam, & Ihsan, 2018; Tesfaye Gemechu, 2018; Wilfahrt, 2018). Government affairs which are the authority of the village include existing government affairs based on origin rights, government affairs are the authority of the regency/city which is given the arrangement to the village and co-administration tasks from the local government (Barron, Pereda, & Stacey, 2017; Lee-Geiller & Lee, 2019; Lv et al., 2018; Sherrier, Chang, Rawson, & Romanelli, 2012). It fits for the government to implement good governance, requiring a village secretary who can assist the village head in the administrative field (Anan, 2013; Kertay, 2019; Marrie et al., 2018; Otto et al., 2019; Painter & Yee, 2012). A current village secretary is also required to

have good competence and spirit of dedication and accountability which means being responsible for managing the village administration by the mandate given to him.

Government Regulation Number 72 of 2005, article 25 paragraph (1) has required the appointment of village secretaries from the element of education to be at least high school graduates, but with the Regulation of the Head of State Civil Service Agency Number 32 of 2007 concerning Provisions for Implementing Government Regulation Number 45 In 2007, the minutes were used for elementary school (SD) and junior high school (SLTP) graduates, so that the fairness of the competence of the village secretary was still questionable.

The placement of a village secretary who is deemed not in accordance with his ability sometimes results in a decrease in performance (Bearden, Murphy, & Rapoport, 2005; Ma, Jin, Liu, & Xu, 2019; Weer, Greenhaus, & Linnehan, 2010; Zhang, Xiong, Li, & Zhang, 2018). The decline in apparatus performance in organizations is generally influenced by the pattern of placement of secretaries who are not by their fields of expertise. In this regard, according to Schneider & Bowen (1993) and Rengifurwarin, Akib, Jasruddin, & Salam (2018) that people who have specialization expertise are scarce and indispensable personnel, but when placed in an environment or occupation that is not in accordance with their expertise, the results obtained from that energy are actually not profitable.

The placement of a village secretary who is deemed not by his ability sometimes results in a decrease in performance (Kadarmo, 2001; *Peraturan Kepala Badan Kepegawaian Negara Nomor 32 Tahun 2007 tentang Persyaratan dan Tata Cara Pengangkatan Sekretaris Desa menjadi PNS*, n.d.; Wursanto, 2006). The decline in apparatus performance in organizations is generally influenced by the pattern of placement of secretaries who are not by their fields of expertise. In this regard, it is pointed out that people who have specialization expertise are scarce and indispensable personnel, but when placed in an environment or occupation that is not by their expertise, the results obtained from the energy are not profitable.

Looking at the implementation of the task of the village secretary in Kahu District, Bone Regency, in carrying out its functions, there are several problems that become inhibiting factors in carrying out their duties, one of which is the lack of knowledge and skills of a secretary in communicating effectively. Therefore, a secretary must be able to communicate well and master the Indonesian language and some words/sentences of foreign languages (English) properly. A village secretary needs the ability to choose words and arrange sentences well and clearly to please all parties when communicating with him. Also, the village secretary is required to improve his way of thinking and behavior in identifying each problem and the chosen solution.

The existence of a village secretary who plays an important role in structuring administration in the village, but some problems arise when the village secretary does not have competence in what is his duty and function (Er, 2019; Neacşu, 2011; Romani et al., 2019; Xu, Gao, Wang, Gilroy, & Wu, 2018). The various problems that occur in the mastery of the village secretary's competencies which are currently assessed have not been able to carry out their duties properly to take care of and carry out work in the administrative field, so the articles of this study aim to determine the competence of village secretaries in Kahu District, Bone Regency, in terms of terms personality,

knowledge requirements, skill requirements and practice requirements.

LITERATURE REVIEW

Competency Concept. A competency is an underlying characteristic of an individual that is causally related to criterion-referenced effective and superior performance in a job or situation (Arakawa, Yamamura, Duggan, & Bates, 2019; Hofrichter & Spencer Jr, 1996; Moghabghab, Tong, Hallaran, & Anderson, 2018; Müller-Frommeyer, Aymans, Bargmann, Kauffeld, & Herrmann, 2017; Rodriguez, Patel, Bright, Gregory, & Gowing, 2002; Skorková, 2016; Ståhl & Kaihovirta, 2019; Telha, Quintas, Páscoa, & Tribolet, 2016). Underlying characteristics means that competence is part of a person's personality that has been embedded and lasts a long time and can predict behavior in various tasks and work situations.

In the view of experts (Abraham, Karns, Shaw, & Mena, 2001; Akib, 2012; Akib, Tambe, Darwis, & Salam, 2013; Fatmawada, 2016; Gangani, McLean, & Braden, 2006; Hofrichter & Spencer Jr, 1996; Rodriguez et al., 2002; Sutrisno & Purnomosidhi, 2013) the level of competence is as follows:

a. Skill is the ability to carry out a task well, for example a computer programmer.
b. Knowledge is information that a person has for a specific field (for example), such as knowledge of computer languages.
c. Social roles are attitudes and values that a person has and are highlighted in society (expressions of values), for example leaders in carrying out their leadership duties in society.
d. Self-image is people's view of themselves, reflecting identity, an example of seeing yourself as an expert.
e. The trait is an enduring characteristic of someone who makes people behave, for example believing in themselves.
f. Motivation is an encouragement for someone in a constitutional manner to behave, because such behavior is a convenience, for example: driving achievement.

Skill and Knowledge competencies tend to be more visible and relatively on the surface as characteristics possessed by humans. Social roles and self-images tend to be somewhat visible and can be controlled by behavior from outside (Bhatti, 2017; Chen, Zhu, Mason, Hammond-Bennett, & Colombo-Dougovito, 2016; Chuang, Lai, Chang, & Wan, 2018; Gebremeskel et al., 2018; Ghasemaghaei, 2019; Kottaridi, Louloudi, & Karkalakos, 2019; Leistner & Carlin, 2019; Nazim & Mukherjee, 2016; Roberts & Nyland, 2018) while trait and motivation lie deeper at the central point of personality.

Aspects, Standards and Types of Competence. Becker & Huselid (1999) stated that a study conducted by the University of Michigan School of Business that made a more complete competency framework said there were five competencies needed, namely: 1) personal credibility, 2) ablitiy to manage changes, 3) ablity to manage culture, 4) delivery of human resources practice, 5) knowledge of the business.

Referring to the views of experts (Abraham et al., 2001; Gangani et al., 2006; Gassing, Akib, Makkulau, & Kahar, 2015; Hofrichter & Spencer Jr, 1996; Nilwana, Akib, Rusdi, & Tahmir, 2015; Rodriguez et al., 2002), Hutapea & Thoha (2008) developed the following non-technical competency indicators:

a. Self-control, the ability to control emotions to avoid doing something negative when the situation is not as expected or when under pressure.

b. Self-confidence, the level of trust it has in completing work.
c. Flexibility, namely the ability to adapt and work effectively in various situations, people or groups.

Building a relationship, namely the ability to work to build or maintain friendliness, warm relationships or network communication with someone, or maybe one day useful in achieving work goals.

RESEARCH METHODS

Location and Type of Research. This research was conducted in Kahu District, Bone Regency, South Sulawesi Province. This location was chosen by "purposive". This research uses the descriptive type with a qualitative approach that emphasizes more on the disclosure of meanings and processes related to the behavior of the village secretary on their duties and functions (Bungin, 2007; Creswell & Creswell, 2017; Denzin & Lincoln, 2000, 2011; Miles, Huberman, & Saldana, 2014b; Moleong, 2001).

Description of Research Focus. Appropriate personality requirements, including having behaviors that are friendly, polite, wise, have initiative, are responsive to the situation, and are good at adapting to society. Terms of general knowledge, have knowledge of society and culture that can raise the standing or prestige of the organization such as foreign language proficiency (English) and special knowledge requirements about the things where he works, such as the science of administration, science of communication, management, leadership, mathematics for planning budget, and so on. Skills requirements and secretarial techniques, such as typing, correspondence, fundamentals of bookkeeping, basic archival sciences, and so on and practice requirements (internship, internship), for example practicing correct letter making.

The technique of Informant Selection and Data Collection. The informants in this study were village government officials in Kahu District (19 villages), Bone Regency, namely as many as 5 (five) people consisting of 3 people from village head representatives in Kahu District and two from the local community. The method of determining the informant was purposive sampling (conditional sample) where the informant was determined according to the research theme. While data collection in this study is: Library research, field research, documentation review, online data search, data collected and this technique utilizes online data, which uses internet facilities.

Data analysis technique. Using interactive models from Miles, Huberman, & Saldana (2014) to analyze the research data with the steps of data analysis as follows, namely: condensation of data, presentation of data, conclusions or verification.

RESULT AND DISCUSSION

The results of the study show that some of the main requirements that must be owned by a village secretary, namely personality requirements, knowledge requirements, skill and practice requirements, all show good results. Overall, the competency of the village secretary in Kahu District was generally considered good.

Mastery of personality competencies. Personality requirements are a reflection of an employee who is able or unable to carry out an activity and task with an attitude that does not conflict with the norms of the State civil apparatus when serving the community. Information from the informant (Interview, 20 September 2018) that "The village secretary in Kahu District is generally an average young person and they can show a good personality, where

the behavior of the village secretary is shown in a friendly and polite manner to the community, especially in a while serving the community. We have never found so far a village secretary who has an arrogant personality (arrogant with his position).

The results of interviews with several other informants (Interview, 27 September 2018) that "not all village secretaries behave who are considered unable to be fair in serving their citizens. In essence, the village secretary in Kahu District has a high level of innovation to take care of all rural administration activities, such as there are several village secretaries who serve their citizens not in the office but serving wherever and whenever.

The statements from several informants and the results of observations of the researchers regarding the secretary's personality requirements showed that the majority of village secretaries in Kahu District showed good personalities, in the form of attitudes and behavior that were polite, friendly, thoughtful, responsive to all problems and good adaptability. Thus, mastery of village secretary competencies in Kahu District seen from personality requirements is that they have met good requirements, or village secretaries have high personal competence.

The personality of each village secretary is very important to be built and developed sustainably to instill a spirit of professionalism within him. The good personality of the village secretary can strengthen his integrity and eventually will be judged both by others and the people served. The reality of the secretary's behavior is by Atmosudirdjo's view in Kadarmo (2001) and Wursanto (2006) that some aspects that must be owned by a secretary, include the appropriate personality requirements in the form of friendliness, wisdom, initiative, responsiveness to situations and clever adaptation.

Mastery of Knowledge Competence. The knowledge requirements for village secretaries are classified into two domains of knowledge, namely general knowledge and special knowledge showing the level of competence for a village secretary in carrying out his duties as a good village government apparatus. According to the informant's view (Interview, 18 September 2018) that, "every village apparatus has general knowledge about the culture of the community in his working area, including knowing the geographical conditions of his village. In general, the employees who served as village secretaries in Kahu District were mostly people who came from the local area, even some were born in Kahu District. Therefore, the village secretaries automatically know the culture and customs of the Bugis Bone community".

The results of interviews with other informants (dated October 6, 2018) confirmed that "almost all village secretaries in Kahu District are scholars or college graduates. So, judging from the level of education or knowledge it is classified as fulfilling the requirements to occupy the position of village secretary with the main task of helping the village in managing all administration in the village".

Based on the description above, it is understood that the competence of the village secretary in Kahu District is seen from the aspect of general knowledge and special knowledge is good or mastery of the competency of the knowledge of the village secretary is good/high. According to (Becker & Huselid, 2006; Gassing et al., 2015; Wawointana, Akib, Tahmir, & Kerebungu, 2016; Yusriadi & Misnawati, 2017) that, "education and training and experience in the workplace for a person will have a positive impact on him in the

future by constantly renewing and developing mindset and ways of acting, and always hone their skills, attitudes and knowledge appropriately to support the implementation of their duties.

Mastery of skill competencies and practice requirements. Seeing the role of the village secretary as a "front guard" in the village government system order, it is very important for the village secretary to make improvements to the hard skills that are owned to achieve the expected development goals. The informant stated that "generally seen from the capacity of the village secretary in Kahu District in this aspect is quite good, especially in the ability to use computers where work in the village office is done using a computer and the village secretary looks to be able to finish the job well (Interview, 18 September 2018). Another informant (Interview, 27 September 2018) also provided information and commented on this competence that "the ability to use computers for a village secretary in Kahu District has become a necessity to know, because there is no more work that is not related to computers, such as arranging plans work which is certainly made by using a computer".

The competence of the village secretary in Kahu District in the aspects of skill and practice in their duties is good. This can be seen from the abilities or skills possessed by village secretaries in completing their tasks. Skill requirements and practices that are also owned by a village secretary are communication skills, where it is understood that communication is the delivery of messages from communicators to communicants (delivery of messages from secretaries to other people or parties, superiors/village heads, fellow employees or community members served). At present, formal communication in the village office is needed to support the development and progress of rural community development. One example of the role of communication carried out by the village secretary to its citizens is to convey information about village development clearly and easily understood by the community. The communication process is also a reliable means of coordinating, cooperating and agreeing before deciding to be realized. The importance of the village secretary builds communication according to Silalahi's statement (2005: 18) that, the world of management is words, because about 78 percent of the time management is used to interact verbally with other people and only 22 percent work at the table.

CONCLUSION

The village secretary in Kahu District, Bone Regency as a whole is considered to have a good/high level of competency mastery. The competency of the village secretary is reviewed from the following aspects: Personality requirements, showing good results because of the behavior or attitude that is always adapted to serve the community and his attitude that is honest, friendly and wise in carrying out all duties as a State apparatus; The general and special knowledge requirements of the village secretary are also good, because the majority of village secretaries are well educated, so they have good managerial skills. While the skill requirements and practice requirements of the village secretary are good because of the technical capabilities they have such as the ability to process correspondence issues that are quite good.

Based on these conclusions, it is recommended that: Bone Regional Government seeks to appoint a village secretary in Kahu District to become a Civil Servant, as a form of appreciation for the dedication and hard work that has been done by the village secretary; the Kahu

District government is expected to continue to develop the resources of the village government apparatus, especially to develop the competence of the village secretary through training activities related to the duties and functions of the village secretary. The village secretary is always expected to remain open in accepting all input, suggestions and criticism from the community and still always be able to adapt by conducting interactive communication so that village development goals can be achieved to the fullest.

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GENDER AND DEVELOPMENT IN SOUTHERN PHILIPPINES: EXPERIENCES ON GAD BUDGET POLICY IN SOME *BARANGAYS* OF ILIGAN CITY

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Abstract

The Philippines is one of the early countries in Asia with strong advocacy for gender and sustainable development. As one of the signatory countries of the Beijing Platform for Action (BPA) and Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), the Philippine government and its national women machinery, the National Commission on the Role of Filipino Women (NCRFW) had adapted and implemented international gender policies and legislated Gender and Development (GAD) mandates and structures. The government's concern for women is embodied in the Philippine Plan for Gender Responsive Development (PPGRD) 1995 – 2025. Over the years, through various legal mandates, GAD has shifted from being highly centralized to decentralization, from national government to sub-national governments, more known as local government units in the Philippines. As Heilet *(et al. 2008) aptly stated, local government is in a unique position to contribute to the global struggle for gender equality and can have a great impact on the status of gender equality around the world, in its capacities as the level of governance closest to the citizens.*

This article adapts the Gender and Development framework embodied in the PPGD which promotes gender empowerment and equality. That is, sustainable development can truly be attained if the needs and issues of the marginalized women sector at the basic administrative local government units are addressed through representation and legislated gender budget. With more than 2 decades after PPGRD has been passed, the pressing need is to find out how gender mainstreaming and GAD Budget Policy compliance has fared in the southern part of the country, in the city of Iligan, specifically to its most basic administrative units, the barangay. The GAD Budget Policy, a vital component of Gender and Development (GAD) is the focus in this article that is to find out the gender budget compliance in the *barangay* level, specifically the 15 barangays in Iligan City. The study, conducted in 2016 to 2017 used Key Informant Interviews and reviewed national and local GAD ordinances and documents.

Barangay Gender and Development and gender budget policy has still a long way to go in the barangays with its triumphs and challenges. While GAD structures based on mandates from the city government cascaded to the barangay level it is noticeable women are still a minority at the barangay governance. There is however, a high level of compliance, to the 5% gender budget and the preparation of the annual GAD Plan & Budget (GDB). The limited gender budgets although allotted for gender-friendly programs, projects, and activities are not enough. Through women's representation and involvement, feelings of equality, empowerment and self-worth among the women beneficiaries are reported for having contributed to the family income and represented and involved in community development projects.

Key words: Southern Philippines, Gender and Development (GAD), Gender Budget Policy, GAD Budget & Policy (GPB), women empowerment, gender equality

INTRODUCTION

The Philippines is one of the countries in Asia with legislative mandates for gender budgeting. It's been 24 years since the Philippine Plan for Gender Responsive Development (PPGRD): 1995 – 2025 has been crafted. With only six years away from the target year of completion, the need to study the progress of Gender and Development in the country has become essential. A vital component of the PPGRD is the GAD budget policy. *Gender budgeting has been seen as a powerful tool to integrate gender into fiscal policy in the region to address gender inequality and women's development* (Chakrabotry, 2010:8). Gender programs and projects are costly and government budget resources are scarce. Systematic evidence is thus necessary to assess the worth and success of the gender budget policy and the programs through which it is implemented.

In Chackraborty's Review of Gender Budgetin Asia she noted, *gender budgeting at the national level does not fully address the fiscal challenges to countries with heterogeneous regions and populaces. With fiscal decentralization taking place and subnational governments having spending responsibilities for basic public services, subnational gender budgeting is also important and spreading, even though it is still only in a few countries.* The Philippines is one country in which the GAD Budget Policy started at the national government level which, over the years, has been expanded to include the local government units. Establishing genderized baseline information on how national and local mandates cascaded to barangay, the basic administrative units in the Philippines, is essential as it provides a systematic foundation to more in-depth analysis of gender issues and concerns towards sustainable development. The basic research issue is the extent to which gendered governance has been implemented to the barangays to generate realistic bases of mainstreaming gender in the local government development plans and programs. As Heilet (et al. 2008) aptly stated, *local government is in a unique position to contribute to the global struggle for gender equality and can have a great impact on the status of gender equality around the world, in its capacities as the level of governance closest to the citizens, as a service provider and as an employer."*

While the GAD Budget Policy in the Philippines has been studied and reviewed, it is done with selected line agencies of the government (Illo, 2010), case studies on selected state college, and provinces. In Southern Philippines, a study on Gender mainstreaming was done in the cities of northern Mindanao. The recent study of Mendoza et al (2018) focuses on the barangay level, the basic administrative unit, in the local government unit, in this case, the city of Iligan in Southern Philippines. Data used in this paper are culled from the study of Mendoza et al, (2018).

This paper limits its objectives to describe the experiences of some barangays in setting up of basic GAD structures, the allocation of 5% for gender concerns, the preparation of GAD Plan and Budget, and to assess if the programs, plans and activities indicated in GAD Plan & Budget are gender-responsive and how these affected the beneficiaries.

FRAMEWORK

This study is built on the assumption that realistic, inclusive and sustainable development can only be

achieved when it is geared towards addressing the needs, issues and concerns of women that are deeply rooted in their unequal power relations with men. It was in this context that the BPA identified 12 fundamental gender concerns of the Beijing Platform for Action (BPA) which were subsequently adopted as priority gender concerns that would be addressed for 30 years through the Philippine Plan for Gender – Response Development (PPGRD) for 1995 to 2025. These concerns include poverty, health, education, economic empowerment, power and decision-making, violence against women, the girl-child, and mechanisms for advancement, effects of armed conflict, women's rights, mass media and environment.

This study is framed with the ideals of gender empowerment and gender equality which are embodied in various GAD mandates and ordinances in the Philippines. In particular, Republic Act (RA) No. 7192, or the *Women in Development and Nation-Building Act,* set into motion the allocation of a certain percentage of official development assistance for gender concerns (Illo, 2010). The law has likewise been the starting point of what is now known as the Gender and Development (GAD) Budget Policy. The Gender and Development (GAD) budget policy, adopted under the term of former President Fidel V. Ramos, provides that all instrumentalities of government shall allocate a minimum of five percent (5%) of their total budgets for the implementation of policies, programs, projects and activities that will improve the status of women in accordance with the Women in Development and Nation Building Act (RA 7192). It subsequently developed into a regular provision under Republic Act 8250, the Annual General Appropriations Act of 1995, an effort that was championed by then Senator Leticia Ramos Shahani. In 1998, this policy became part of the Local Budget Memorandum which the Department of Budget and Management (DBM) issues annually to Local Government Units (LGUs) (Valdeavilla & Manapat, 2001). Thus, extending the GAD Budget Policy even to the barangay level. Adding more inputs to gender mainstreaming in local governance is the enactment of the Magna Carta of Women through Republic Act No. 9710 on August 14, 2009. This law has adopted gender mainstreaming as an approach to promote and satisfy women's rights and eradicate gender discrimination in government, structures, systems, processes and procedures, policies, and programs and projects.

In this study, barangay experiences on GAD Budget Policy includes the compliance and implementation of basic GAD structures, GAD budget policy, GAD Plan and Budget, impacts on project beneficiaries. GAD structures are indicated by the presence of VAWC Desk and Committee of Women and Children in the barangay. GAD Budget Policy in this study focuses on the 5% gender budget of the barangay. How the 5% GAD Budget is spent as reflected in the annual barangay GAD Plan & Budget. Measures of gender-responsive projects are based on*, Gender Responsive LGU (GeRL) ka ba? A Self-Assessment Manual*" prepared by the Commission for Women (PCW, Jun 16, 2014). Impacts on project beneficiaries include the enhancing of capacities of women to contribute to and benefit from local development processes.

REVIEW OF LITERATURE

Philippine Laws Promoting Gender Welfare and Equality

The Executive Order No. 273 known as *The Philippine Plan for Gender-Responsive Development-1995 to 2025*

was adopted on September 8, 1995 under the Ramos administration this mandates all government agencies, departments, bureaus, offices, and instrumentalities, including government-owned and-controlled corporations, at the national, sub-national and local levels to institutionalize Gender and Development (GAD) efforts in government by incorporating GAD concerns, in their planning, programming and budgeting processes, specifically in the preparation and assessment of their sectoral performance or investment plans. It provides that the National Commission on the Role of Filipino Women (NCRFW), in coordination with the National Economic and Development Authority (NEDA), shall be responsible for the implementation, monitoring, and periodic assessment of the Plan to be conducted by various government agencies.

The Republic Act No. 7192 known as *Women in Development and Nation Building Act* stipulates that the State recognizes the role of women in nation building and shall ensure the fundamental equality of rights and opportunities before the law of women and men. To attain the objectives of this policy, it provides that a substantial budget from foreign development assistance shall be set aside and utilized by the implementing agencies supporting programs and activities for women, that women benefit equally and participate directly in the development programs and projects of said department, and that agencies shall review and revise all their regulations, circulars, issuances and procedures to remove gender bias therein. The GAD Budget Policy authorizes government agencies, offices, bureaus, state universities and colleges, government-owned and -controlled corporations, and now, local government units (LGUs) to utilize at least 5 percent of their annual budget for GAD- related activities. It began as an expressed public financing commitment to the specific goals, services, and activities for women that had been identified in the Philippine Plan for Gender Responsive Development (PPGD), 1995-2025, followed by a Presidential Memorandum issued to the Department of Budget and Management (DBM) by former President Fidel Ramos in 1996. The issuance of administrative guidelines came much later by way of Joint Circular 99-4 issued by the National Economic Development Authority (NEDA), the DBM, and the NCRFW. The policy was further strengthened via Section 27 of RA 8760, otherwise known as the General Appropriations Act, passed also in 1999. Additional guidelines were issued by the three concerned agencies in Joint Circular 2001-1 (Francisco, 2001).

The Republic Act 9710, the *Magna Carta of Women* was approved in 2009 promotes empowerment of women and pursues equal opportunities for women and men and ensures equal access to resources and to development results and outcome. The law also stipulates that the State realizes that equality of men and women entails the abolition of the unequal structures and practices that perpetuate discrimination and inequality. With this, the State shall provide the necessary mechanisms to enforce women's rights and adopt all legal measures necessary to foster and promote the equal opportunity for women to participate in and contribute to the development of the political, economic, social, and cultural realms. Too, the State ensures the full integration of women's concerns in the mainstream of development by giving them opportunities to enhance their potentials maximize their potentials and obtain jobs.

A Joint Circular 2012-01 of the Philippine Commission on Women (PCW), National Economic and Development

Authority (NEDA), Department of Budget and Management (DBM) is known as the Guidelines for the Preparation of Annual Gender and Development (GAD) Plans and Budgets and Accomplishment Reports to Implement the Magna Carta of Women. The purpose of this circular is to prescribe guidelines and procedures for the formulation, development, submission, implementation, monitoring and evaluation including accounting of results of agency annual GAD plans and budgets (GPBs), and GAD accomplishment reports (AR); and to provide the mechanics for the development of programs, activities and projects (PAPs) to respect, protect and fulfill the rights of women at the socio-cultural, economic and political spheres. This Joint Circular was formulated in consultation with national government agencies (NGAs), state universities and colleges (SUCs) and government-owned and controlled corporations (GOCCs).

Studies on Philippine Gender and Development (GAD) Budget Policy

In 2001, *Josefa "Gigi" Francisco* published an article in Social Watch*, The GAD Budget Examining Public Financing with a Gender and Poverty Lens.* She traced the development of the GAD Budget Policy from the national down to the local government units. Francisco (2001) identifies some challenges in the GAD Budget Policy in the local government units and offered some recommendations for its betterment.

The compilation of Valdeavilla and Manapat (2001) is made up of 12 experiences from a national agency, a regional line department, a women's organization, a state university; and LGUs. The stories showed the struggles, difficulties and breakthroughs of GAD advocates in the field. They may not be phenomenal and could not be regarded as models. Yet, they share insights and lessons that would ignite the reader's inspiration and creativity. The implementation of the GAD budget policy has been beset by numerous political and technical difficulties. Yet, many agencies and LGUs continue to move on and confront the challenges. There have been failures, but there have also been learnings. More importantly, there are significant breakthroughs which now constitute a rich source of inspiration and ideas for others. This publication is an initial effort to put some of these experiences together.

In 2001, the United Nations Development Fund for Women (UNIFEM) CEDAW SEAP, 2001 *Going CEDAW in the Philippines.* The book has three sections documenting government– executive, legislature, and judiciary; organized women, schools and media interacting in various activities from 2005-2008. The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) also known as the International Bill of Rights for Women, the Women's Convention or the United Nations Treaty for the Rights of Women CEDAW was adopted in 1979 by the UN General Assembly and came into force on September 4, 1981. The Philippines signed it on July 17, 1980 and ratified it on July 19, 1981, making it a State Party to CEDAW.

The study of Clulow and Manson (2005) shows that despite the strong legislation to support gender equality and women empowerment, implementation of the GAD budgetary requirement is unevenly realized across government agencies and political units in the Philippines. The good example they cited is Los Baños which demonstrates an innovative engagement in the GAD planning and budgetary requirement

through an NGO which helped 30 barangay-level women's organizations in the area.

In 2010, Illo published, *Accounting for Gender Results: A Review of the Philippine GAD Budget Policy.* This research focuses on __ line government agencies in the Philippines and review the implementation of GAD Budget Policy in their respective offices. Illo's (2011) study determines whether the provisions of RA 7192, *Women in Development and Nation Building Act,* has been achieved among selected line agencies. Her research examines if support for gender mainstreaming was given; and whether or not women equally benefited and participated in the development process.

Chakaraborty's, (2016) *A Survey of Asia's Gender Budgeting Efforts.* In this IMF Working Paper, the authors presented selected nations in Asia and their experiences on GAD Budgetting. The Philippines is one of the Southeast Asian nations which had spearheaded GAD Budget as a national mandate. It is one of the early nations in Asia which championed the cause for women equality and empowerment through legislating GAD Budget Policy

In Southern Philippines, Aguja et al. study was on Gender Mainstreaming in Northern Mindanao cities. Their study reveals that the problem lies on policy implementation. Recently, Mendoza et al 2018) studied GAD mainstreaming in 15 barangays of Iligan City. Among the findings in the study are that most barangays in the sample group are GAD compliant and gender responsive barangays, yet not free from limitations and challenges. This article which is an offshoot of the study of Mendoza et al (2018) focuses on the barangay level, the basic administrative unit in the city local government, which had not been included in the previous researches.

METHODOLOGY

The research study was in Iligan City, classified as a highly urbanized city situated in Northern Mindanao (Region 10) located in Southern Philippines The City was one of the research sites of an earlier study of GAD Budget Policy in selected cities in Northern Mindanao. The present paper narrows its focus on the basic administrative units of the city, the barangay. Iligan is comprised of 55 barangays and 15 of these are randomly chosen for this study.

Data used in this article are culled from a bigger research project*, GAD Mainstreaming in Iligan City Barangay Governance: Policy Versus Implementation,* which used mixed methods of survey, Key Informant interview, and analysis of national and local GAD documents. Only the data from the Key Informant Interviews and document analysis were used for this paper. For the primary data, qualitative methods of Key Informant Interview were done among 39 barangay stakeholders, who are either the Barangay Captain/Chief, Barangay Councilor who chairs the Committee on Women and Children, Barangay Secretary, and or any Barangay Councilor who is familiar with the programs and projects of the barangay, the Federation President of women organizations. The use of secondary data included a review of the national and local GAD mandates and ordinances and the barangay GAD Plan and Budgets (GPBs) between 2014 - 2018.

FINDINGS AND DISCUSSION

Compliance to the Localized GAD mandates and structures

As mentioned earlier, GAD mandates started at the national government which cascaded to the local government units. The Local Government Unit of the City of Iligan has adapted and localized GAD national mandates and policies as indicated in the number of city ordinances on GAD. The city government's formulation of gender policies and ordinances has positively impacted its 44 barangays, specifically the 15 barangays in this study, which in turn, adapted these GAD local ordinances.

The creation of Iligan City Gender and Development Office (ICGDO) and the formulation of city ordinances has further strengthened the formation of GAD structures in the barangay level. A city ordinance grouped barangays into several sectors where each sector is assigned a coordinator who facilitates GAD in barangay level. Among the structures for GAD set up in the barangays are the Violence Against Women (VAW) Desk and the Committee on Women and Children. The VAW Desk Officer is designated by the Barangay Chief or the Barangay Council while the Chair of the Committee on Women is chosen among the elected barangay councilors. The creation of VAWC Desk is in compliance to JMC No. 2012-2 dated December 9, 2010 which set the guidelines of setting up Violence Against Women (VAW) Desk in every barangay. Later, it has become Violence Against Women and Children (VAWC) Desk. Setting up and maintaining a VAWC Desk is charged against the 5% GAD budget of the barangay. Some feedbacks from the VAWC Desk Officers include the observation that they are no longer as active several years ago because cases of violence against women had reduced significantly.

Findings show the minimal women involvement in the barangay leadership with 5 female and 10 male barangay heads in the 15 barangays at the time of the study. Such finding is reflective of the general profile of Barangay Councils in the city where having a male Punong Barangay is the mode. Women as a minority in the local government units are not only in the Philippines but even in other countries as well. In 2003, of 52 countries from all continents, the average proportion of women in local councils stood at 15 per cent (Prabha & Barth, 2008) and in Latin America and Carribean, women continue to be underrepresented in local decision-making structures (Hadley et al., 2007).

As to the Chairpersons on the Committee on Women in the 15 barangays, 9 out of 15 are women. While it may appear surprising why a few barangays in this study assigned men to chair the Committee on Women, the justification given was these persons even if they are men are likewise concern with the welfare and protection of women. As for the VAWC Desk, 13 out of 15 are VAWC Officers. While VAWC appears to be present in the 15 barangays, it was unraveled in the interviews that not all are functioning permanently due to lack of funds. As one KI disclosed the barangay GAD budget could easily be depleted if the salary/honorarium is taken from the GAD budget. Another KI reported that VAWC is not needed as frequently as before because cases of violence against women have dropped.

Thus at the barangay level, a simplified structure for GAD exists in the presence of VAW Officer and Committee on Women who are directly under the Barangay Council. Aside from the barangay-based GAD offices of VAWC and Committee on Women and Children, is a number of women organizations organized into a federation. There are 221 women organizations reported in the 15

barangays. The Federation President is the one directly representing all the women organizations, their issues and concerns in the Barangay Council through the Committee on Women and Children.

Compliance to the 5% GAD Budget Policy and the Preparation of GAD Plan & Budget (GPB)

In Section 36 of the RA 9710 Magna Carta for Women, at least five percent (5%) of the agency's or the local government unit's total budget appropriations was required. In this study, 13 out of 15 barangays provided the researchers with their GAD budget in varying years within 2014-2018. In a related study on GAD Budget Policy among 25 line agencies of the Philippine government, it was reported that, "*a number of agencies or offices have reportedly reached the required 5 percent, but the total gender budget makes up less than 1 percent of the total appropriations for each year*" (Illo, 2010). To have an idea on how little is the 5% budget of the barangay sample group in this study, the findings show that the barangay annual GAD budget ranges from PhP 807,304.13 (roughly $16,000/year) to Php 70,000.00 (roughly $1,400/year) for all the projects/programs/activities . In an earlier study on GAD budget policy, Francisco (2001), observed that the amounts dedicated to gender activities are inadequate.

In compliance to the Joint Circular no. 2012, Guidelines for the Preparation of Annual Gender and Development Plans and Budgets, ten of the 15 sample barangays in this study have complied. One Key Informant disclosed there while there is a 5% GAD Budget in his barangay, the barangay officials were not keen to submit a GAD Plan & Budget to the city government. The absence of penalty for non-compliance is one factor which explains why not all barangays have complied. The non-compliance to GPB finding is also similar to an earlier study among selected line government agencies nationwide where less than half of the 300 plus agencies submitted their GAD Plans and Budgets and Accomplishment Reports (Illo, 2010).

With the expansion of GAD Budget Policy down to the barangay (the smallest administrative units), the Barangay GAD Plan & Budget Form has been standardized nationwide, downloadable from the government line agencies such as the Department of Budget (DBM) and the Department of Internal Local Government (DILG) Websites. In the said form, the Program/Project/Activities (PPAs) are pre-categorized into Capability building, Provision of Services & Materials, Livelihood, and Education. Specific entries per barangay are in terms of specific activities under each Program/Project. The Form has provisions for intended beneficiaries, estimated cost, and the Committee in charge for each activity. The Barangay is also allowed to include other PPAs which are deemed necessary. Despite the available template for GAD Plan and Budget (GPB), 100 percent compliance was not attained. This is not only in the barangay level but even among government line agencies. As reported by Illo (2010), since 2002, compliance rates averaged at 36.1 percent of total for the gender plans and budgets, and 29.7 percent for the reports. Only 16.3 percent of all agencies have submitted their plans and budgets and their accomplishment reports. According to some key informants in this study the preparation of GPB intensified only recently with the DILG-sponsored seminar held last December, 2017. The said seminar workshop was for a day only and not many were able to

attend because of the short notice. Key informants also disclosed that they have difficulties in accomplishing the GPB Forms due to lack of detailed instructions. It was further found out that not all who are tasked to prepare the GPB have the necessary technical skills on gender planning and budgeting.

The preparation of the Barangay Gender Plan & Budget is a process not only of allotting the 5% to gender needs and concerns but also includes identifying gender needs in the local communities. In a related study (Mendoza, et al, 2018) it was reported that the Committee on Women and Children, which is based on the Barangay Council, coordinates with the Federation President of women's organizations in the community pertaining to gender issues and concerns. The final say of approving the GPB is with the chief officer of the barangay, known as the *punong barangay* or the barangay captain.

Gender Responsive Barangay GAD Plan & Budget and Effects on Beneficiaries

A closer look into the Barangay GPB shows how the 5% GAD budget has been appropriated into programs/project/activities.

- Capability building Program
  The most common entries under the capability-building program are the Gender Sensitivity Trainings (GSTs), Leadership training, Seminars on Gender issues, policies, values, and self-transformation, and reproductive health care awareness, and Forum of Health Sanitation and Security which were undertaken at least once in nine barangays between 2014-2018. These capability building activities were intended for Barangay Officials, some constituents in the barangay, and women leaders with a budget of at least Php10,000 (roughly $200) to at most Php 167,615. 07 (roughly $ 3,352) per activity.
- Provision of Services and Materials Program is comprised of several items such as barangay day care workers, barangay health workers, barangay nutrition scholars/services, health & medical services, free circumcision, purchase of medicine for indigents, and supplemental feeding between 2014 - 2018. Nine barangays had at least one of these projects with a budget of at least Php 30,000 (roughly $600) to at most Php 200,00 (around $4,000) intended for the indigent constituents and malnourished children. In this study, provision of health services is one of the most common PPAs reflected in Barangay GPBs.
- The Livelihood program includes livelihood skills trainings/ workshops and provision of small capital undertaken at least once by 4 barangays within 2014-2018 with a budget of at least Php 40,000 ($$800) to at most Php 106,000 ($2,120) for, indigent constituents, and organized women.
- The Sociocultural Program includes activities such as Women's Day, Barangay Gender Equality Celebration, ERPAT's Training, ERPAT's day, Women's Assembly, Sports and cultural activities. Women's Desk Officer is also reflected under this program. The budget for each activity costs at least Php 10,000 ($200) to at most Php 193,169.60 ($3,800) which is intended for women constituents in

10 barangays between 2014 - 2018.

- The Education Program includes scholarship to deserving indigents, Alternative Learning System (ALS), acquisition of reading & other educational materials, TESDA scholarship, and exposure trips/study tour undertaken in some barangays between 2014 - 2018. Each activity costs at least Php10, 000 ($200) to at most Php300, 00 ($600) intended for indigent men and women constituents. Only the exposure trip/study tour was for barangay officials**.**
- Protective Services such as the formation of Bantay Purok and VAWC Des are classified as Protective Services. Between 2014 - 2018, five barangays had at least one of these services.

In evaluating whether these Programs/Projects/Activities are gender-responsive, the study used the *Gender Responsive LGU (GeRL) ka ba? A Self-*Assessment Manual prepared by the Philippine Commission for Women (PCW, Jun 16, 2014). It turned out that overall, specific entries in the Barangay GAD Plan and Budgets are gender responsive. The said manual identifies gender-responsive programs and services that LGUs should have such as health, sanitation, nutrition services, GAD-mandated facilities such as day care center, VAWC center**,** and economic services**.** Still from the said Manual (2014:30), a local government unit is assessed as gender responsive if it has availability of the following health-related facilities/services such as day care center, access to safe potable water, barangay health center, and multi-purpose that can be accessed/used by women for recreation and other functions and activities.

Because of the limited funds (5% of barangay funds), not all mandated facilities and services mentioned in the assessment manual can be provided and funded under GAD funds. However, the bigger barangay infrastructure projects which are gender-responsive such as the construction of the barangay health center, day care center, waterworks system, canal, drainage, flood control system, and street lighting program are found to be included in the Barangay Development Plans (Mendoza, et al., 2017) of the same barangays in this article.

Aside from the clearly identified PPAs which are gender responsive, Gerl Ka Ba also include women's access to and use of information. The different barangays have provided women constituents access to and use of information through holding of barangay assembly which are usually done twice a year. Through the different women's organization, women constituents in a barangay are given ample information on the activities of the barangay and of barangay women's organizations, In addition, the barangay halls have bulletin boards where important information are posted from time to time. Women are thus, not isolated from barangay events and activities because of easy access of information.

One clear manifestation of gender-responsiveness in an LGU is its delivery of the mandated- basic services and facilities to its constituents with particular attention on the needs of women. Responses to practical gender needs pertain to those that improve the living conditions of women and address their lack of resources. LGUs should provide the means for women to have greater access to resources and have equal say in decision making. Services that

would include those aimed at reducing the incidence of exploitation and violence against women, backed by programs that make women more economically independent (PPGRD 1995-2025).

Aside from the guidelines in the assessment manual in order to determine if the PPAs are gender-responsive, the project beneficiaries themselves gave positive assessments on how livelihood projects affected them. From interview findings, economic themes emerged in the 15 barangays such as increase of income, having jobs and livelihood, becoming economically active. These women beneficiaries acknowledged that the livelihood projects in their barangays have provided them with economic benefits which helped them in contributing to their family income. Capability building, specifically, in developing skills for livelihood also emerged as a theme in the interview results among the 10 barangays. Through GAD projects, livelihood trainings were afforded to women beneficiaries which resulted to economic endeavors. Because of the economic advantages and capability building impacts of GAD projects, women beneficiaries in nine barangays felt empowered for their economic contributions in the family and realized their self-worth for their involvement in community development processes.

In another gender study in other parts of the Philippines Francisco, (2011) findings showed that indeed ordinary women's groups at the local level are benefiting from the allocation of funds in support of GAD activities, specifically by: (1) providing small loans for women's livelihood projects; (2) conducting education workshops on women's human rights and gender issues; (3) establishing local women's centers that respond to issues of women's health and violence against women, including abuse in intimate and family relations; (4) formulating integrated women's development/GAD programs and continuing GAD advocacy at various levels; and (5) strengthening citizenship actions by local women's organizations. Government agencies, for their part, highlighted the value of the GAD Budget by increasing their staff capacity to mainstream gender into plans and programs.

SUMMARY AND CONCLUSION

To recap, all the 15 barangays had complied with the GAD mandated basic structures such as VAWC Desk and Committee on Women and Children. Most barangays have complied with GAD 5% budget and the required annual GAD Plan & Budget between 2014 - 2018 as the coverage of this study. Project beneficiaries, felt they have contributed to the family income and community development.

Available GAD Plans and Budgets (GPBs) are shown to have gender-responsive programs, projects, and activities based on the PCW manual. However, because of the insufficient GAD budget, PPAs are mostly focused on short-term if not one-time activities such as seminars and observation of Women's Day. These short-term services and activities in their Barangay GPBs however are supplemented with medium-term infrastructures, services, facilities reflected in their Barangay Development Investment Plans (see Mendoza et al, 2018). Women involvement and participation in the making of GPBs is through the representation of the Chairperson of the Committee on Women and Children in consultation with the Federation President of Women's Organization. All these endeavors are attempts toward gender mainstreaming in barangay governance. Overall, results of the study show that while GAD national

mandates are cascaded to the city down to the barangay level, maximum implementation of such ordinances are still lacking. Insufficient budget for sustained development projects and lack of project monitoring and evaluation are among the reported challenges in gender mainstreaming in barangay governance.

RECOMMENDATIONS

The 5% GAD budget is indeed lacking for sustainable development projects at the barangay. The sample barangays have not complied 100% to setting aside 5% GAD Budget. Cognizant of the limitations brought about by placing ceiling of 5% for gender limited budget, the move to look into how the 95% budget is spent is recommended. The medium term or the five-year development plan of the barangay reflects infrastructures with bigger budget within the next five years should be studied to find out if there is gender mainstreaming.

Compliance to GPB preparation and submission, although high in the sample barangays is not 100% complied. Some reasons for the non-compliant barangays include lack of barangay funds and not compelled by the city government to submit these documents. The absence of penalty for non-compliance of GAD 5% budget and preparation of GAD Plan and Budget and Accomplishment Report is noted in this study. In the review of gender budgeting in Asia, Chakraborty (2001) reported that in the Philippines, that there is no penalty for not utilizing the GAD budget fully and efficiently. Illo (2010) in reviewing the Budget Policy in the Philippines also came up with the same observation. Thus a call for reviewing GAD legal mandates to include penalty clauses is recommended. In addition, reward and incentives for compliance could also be included in the revised GAD mandates.

The need for a continuous skills training for gender budgeting and project planning and implementation is recommended for barangay officials and women's organizations. Of crucial importance to the success of gender programs, projects, and activities is the systematized and period monitoring and evaluation which seems lacking in the sample barangays.

Because the barangay council is composed of elected officials with term limits, with the change of barangay officers, comes also change in GAD personnel and thus, continuity in GAD programs is disrupted. It is recommended that barangay staff assigned to GAD should have job tenure and that GPB should be sustained.

It is also recommended to conduct a similar GAD study in other barangays in the city of Iligan and/or in other cities and/or municipalities which may be comparative and longitudinal in nature and the use of 5-year Barangay Development Plan. This will determine the sustainability of GAD projects and its lasting impacts on the beneficiaries and local communities.

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Room 5

Overall
Program 2019

How Halal Industries Does Affects Awareness In Muslim Countries?

Case Study in Indonesia and Pakistan

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Abstract

Indonesia and Pakistan are two largest Muslim majority countries in the world, in which, Indonesia is a nation home to 12.7% Muslims followed by 11.2% in Pakistan of the world's Muslims. Economic growth of these countries is affected because of the global Muslim population; increasing demand for high quality and safe products; a strong partnership in the field of export and import. The fundamental understanding of halal industry has undeniably helped the Muslim consumers in taking halal into greater awareness in the last few decades. In the globalization era, halal has been upgraded from its traditional understanding to the modern era. According to academic term, halal studies can be defined as scientific knowledge with a multidisciplinary program which is based on the halal concept or halal framework. This study is to determine the halal frame of two countries between Indonesia and Pakistan under the partnership term of halal trade center PHDA and MUI since 2016. This research using literature review and primary data to finding the affected product of the two countries and the significance of the halal trade both state. The method of this research is using regression analysis to finding and clarifies the contribution of the halal awareness of both countries. The results of this paper have different aspects from each country between Indonesia and Pakistan that has been influencing the halal industry. All those aspects affected the awareness into halal industry are similar with different intuition and perspective.

Keyword: Halal Industry, Theory Planned Behavior, Muslim Country, PHDA, MUI, Indonesia, Pakistan

THE EFFECTIVENESS OF THE KITANGLAD GUARD VOLUNTEERS (KGV) IN THE ENFORCEMENT OF THE POLICIES AND PROGRAMS IN PROTECTION OF THE MT. KITANGLAD RANGE NATURAL PARK

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Abstract

Kitanglad Guard Volunteer (KGV) is a community-based park protection arm of the Protected Area Management Board (PAMB) of Mt. Kitanglad Range Natural Park (MKRNP). They serve as the forest guard when Mt. Kitanglad Range Natural Park become a Protected Area. This study is centered on the effectiveness of the Kitanglad Guard Volunteers in the enforcement of policies and programs in conservation of Mt Kitanglad Range Natural Park. It also includes the roles and services provided by Kitanglad Guard Volunteers and the challenges they have encountered in the performance of these roles.

Using a quantitative method, the research was conducted in Barangay Licoan, Sumilao Bukidnon with its residents and Kitanglad Guard Volunteer members as the respondents. The study revealed that, although the community are conscious of the prevailing policies and programs that are employed for the protection of Mt. Kitanglad Range Natural Park, they observed that the Kitanglad Guard Volunteer as an organization failed to function as forest guards. It is due to the deficiency of funds to capacitate the Kitanglad Guard Volunteers to perform their duty. Although the park management recognized the existence of Kitanglad Guard Volunteer's as significant in providing support for achieving the goals of conservation, the management fails to provide the funds required for them to function effectively.

Thus, this study recommends that the park management should capacitate the Kitanglad Guard Volunteers by providing them with the necessary financial support. As an afterthought, consolidating the support of various stakeholders and strengthen the commitment of Local Government Units is considered appropriate for them to collaborate with the conservation efforts of the Protected Area Management. It is also recommended that the various Government Organizations that are in command of the Kitanglad Guard Volunteers should conduct community orientation to make the community mindful of the roles and services of the Kitanglad Guard Volunteers towards the Mt. Kitanglad Range Natural Park.

Keywords: Protected Area Management Board, Kitanglad Guard Volunteer, Mt. Kitanglad Range Natural Park.

INTRODUCTION

Republic Act 8978 or the Mt. Kitanglad Range Protected Area Act of 2000 declared the Mt. Kitanglad Range Natural Park (MKRNP) as a protected area. Located within the Province of Bukidnon, the MKRNP ranges occupy portions of Malaybalay City and the municipalities of Lantapan, Talakag, Impasug-ong, Sumilao, Libona, Baungon and Manolo

Fortich. Its 47,270 hectares contain several peaks. The highest peak, Mt. Dulang-dulang has an average elevation of 2,718.2 meters above sea level (Mt. Kalatungan Range Natural Park, 2016)

MKRNP is considered a biologically rich area, serving as a natural habitat for several endemic mammals and endangered species, such as the Philippine Eagle. It is also considered a watershed area is providing services to numerous households and nearby provinces and cities like Cagayan de Oro City.

Most importantly, it is the ancestral home of the Talaandig, Higaunon and Bukidnon tribe. Due to MKRNP's abundant resources, a number of local people, migrants and corporations utilize their resources for food, shelter, tourism, and high valued agricultural products. These activities contributed to the deterioration of the environment and degradation of the mountains of the mountain's watershed.

The Protected Area Management Board (PAMB) is the authority managing the park. It is composed of various stakeholders such as the local government units, non-government organizations, businessmen and other private entities. PAMB also serves as a policy-making body, implementing and enforcing rules and regulation of the protected area and even mandated to resolve conflicts involving conservation and protection. The Protected Area Superintendent Office (PASu) serves as the secretariat for the daily operation of the management.

The PAMB deputizes interested individuals for the enforcement of the laws, rules, and regulations in the MKRNP. Together with the Council of Elders, the PAMB has re-organized the Kitanglad Guard Volunteers (KGV) as the community-based park protection arm. With the guidance of the tribal justice system, the PAMB guards the MKRNP against prohibited acts pursuant to the Mt. Kitanglad Act RA No. 8978. The KGV serves as the eyes and ears of the government to detect all forms of illegal activities happening in the area and reporting their observation to the concerned agencies for action.

This study is interested in identifying the effectiveness of the KGV in the enforcement of policies and programs in protecting MKRNP to ensure that biological diversity in the area is preserved for future generations.

OBJECTIVES OF THE STUDY

The study purports to investigate the effectiveness of the creation of the Kitanglad Guard Volunteer in the enforcement of implementing laws and programs to protect Mt. Kitanglad Range Natural Park (MKRNP).

Specifically, this paper attempts to;

1. Identify the implementing policy and programs that are enacted by the PAMB in protecting MKRNP.

2. Identify the roles and services provided by the Kitanglad Guard Volunteers in the enforcement of implementing policy and programs in protecting MKRNP.

3. Determine the challenges encountered by the Kitanglad Guard Volunteers in the enforcement policies and programs in protecting Mt. Kitanglad Range Natural Park.

4. Determine the effectiveness of the Kitanglad Guard Volunteers in the enforcement of the policies and programs to protect Mt. Kitanglad Range Natural Park

RESEARCH METHODOLOGY

This study used a descriptive research design. The descriptive design was used because once the instruments were formulated, it is distributed to the respondents to gather the data needed for the study.

Anchored on the quantitative research design, the phenomena were explained by collecting numerical data and analyzing the data using mathematically-based methods. The reliability of the quantitative method motivated its use in the present study, especially in terms of assessing the effectiveness of the creation of the KGV.

Respondents of the Study

In this study, there are two groups of respondents. The first group is composed of 15 KGV's. They were interviewed using a structured questionnaire. Complete enumeration was done to ensure that all possible KGV will be included in the study. On the other hand, the second group of respondents included household head/ representatives within the community of the chosen locale. Using Slovin's formula, 129 household head respondents within the Barangay was the target sample of the study.

Slovin's Formula:

$n = N / (1 + Ne2)$

N: 190, e: 05

$$\frac{190}{(1 + 190 * 0.052)}$$

$$= 129$$

N = Total Number of Respondents
e = Marginal Error
n = Total number of Respondents to be surveyed

Random sampling was then utilized to identify the respondents from the community household. The people within the community were interviewed because they were residing near the protected area. Hence, they are assumed to be aware of the impact brought by the KGV in protecting the Mt. Kitanglad Range Natural Park.

Research Instrument

A researcher-made questionnaire was developed to gather the necessary data. The items in the questionnaire were purported to provide answers to the specific problems of the research study.

The first part of the questionnaire included items to create a demographic profile sketch of the respondents. The second to fourth parts of the questionnaire included yes-or-no questions on the the extent of implementation of the policies and programs of the PAMB in terms of their mandate to protect the Mt. Kitanglad Range Natural Park, the roles and services the Kitanglad Guard Volunteer in exercising their duty and responsibility of protecting the Mt. Kitanglad Range Natural Park and the encountered challenges and problems of the Kitanglad Guard Volunteers, respectively.

The fifth part of the questionnaire included a typical five-level Likert Scale to measure the level of effectiveness of the Kitanglad Guard Volunteer in the enforcement of policies and programs in the protection of the Mt. Kitanglad Range Natural Park. Below is the qualitative description of the levels in the scale:

Strongly Agree	5: means the respondents see and recognized the effectiveness and importance of the existence

	of the KGV in protecting the MKRNP.
Agree	4: means the respondents see the effectiveness and importance of the existence of the KGV in protecting the MKRNP.
Undecided	3: means that the respondents cannot decide with regards to the matter concerning KGV.
Disagree	2: means that the respondents are unsure about their answers.
Strongly Disagree	1: means that the respondents do not see the effectiveness and importance of the existence of the KGV in protecting the MKRNP.

To analyze the data, the frequency counts and percentages were derived and interpreted. Below is the interpretation of the scores in the fifth part of the questionnaire:

Strongly Agree	**4.50-5.0:** means the respondents were utmost in favor with the statement
Agree	**3.50-4.49:** means that the statements coincide with the respondents' opinion and perceptions
Undecided	**2.50-3.49:** means that the respondents are neutral and do not have a stand on the issue stated
Disagree	**1.50-2.49:** means that the respondent disapproves with the statement
Strongly disagree	**1.10-1.49:** means that the respondent extremely opposes the statement

Locale of the study

This study was conducted in Barangay Licoan, Sumilao, Bukidnon. The municipality of Sumilao is one of the 20 municipalities of Bukidnon. Among the 10 Barangays in Sumilao, only respondents from Barangay Licoan were included in the study. It is because Barangay Licoan is situated near Mt. Kitanglad Range Natural Park. In addition, the said locale is accessible to the researcher, considering the strong presence of communist rebels in the area.

Sumilao is an agriculture-based community. This means that most of its residents are dependent on agriculture as its leading economic activity as well as its source of income. Corn and vegetables are stapled products among farmers in Sumilao. Other residents are dependent on large corporations like the DOLE Food Company Philippines-Skyland Division and the Del Monte Philippines, Inc. There is also an influx of agro-industrial establishments like piggery and breeder farms (Sumilao Province of Bukidnon, 2019).

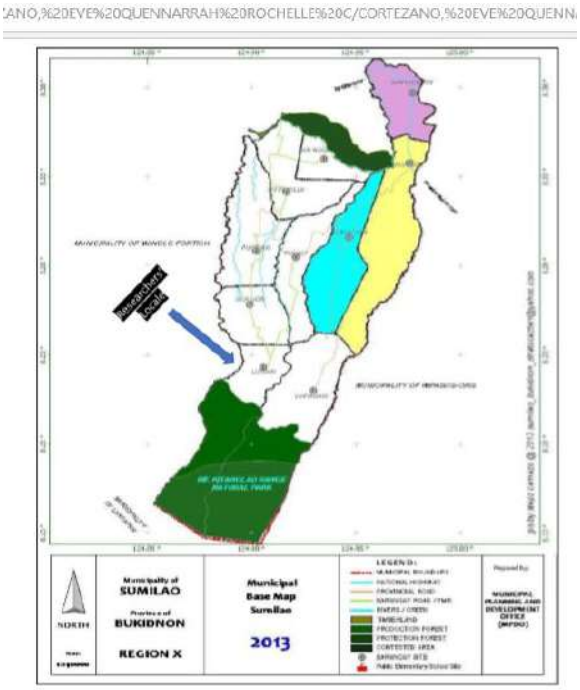

Figure 1. Map of Barangay Licoan, Sumilao Bukidnon.
Source: Department of Environmental and Natural Resources, Protected Area Superintendent Office.

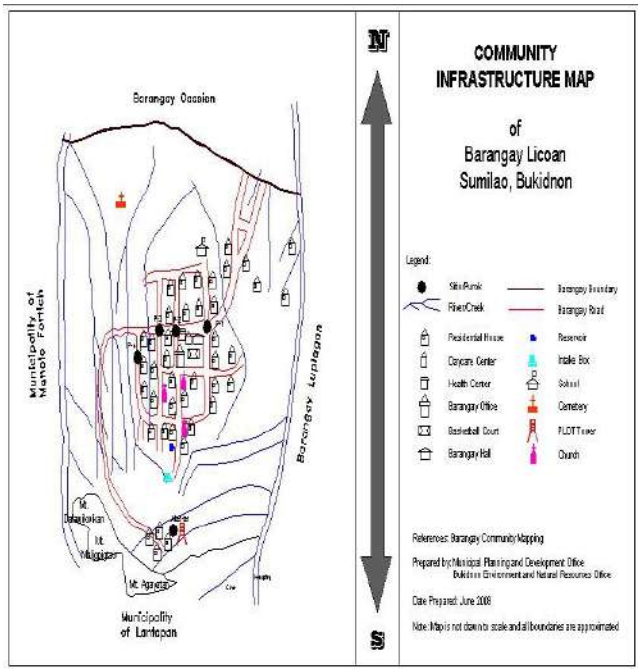

Figure 3. Community Infrastructure Map of Barangay Licoan Sumilao Bukidnon. Source: Municipal and Planning Development Office, Sumilao Bukidnon.

Conceptual Framework

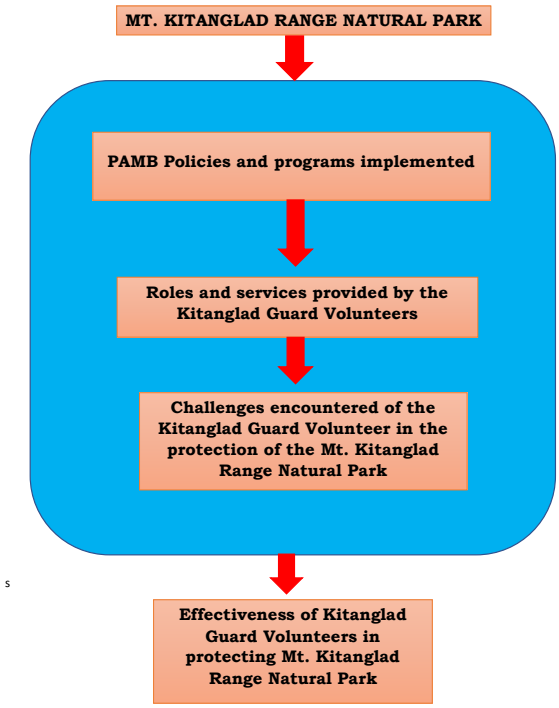

Figure 3: Conceptual Framework of the Study

Mt. Kitanglad Range Natural Park is a protected area. To protect its natural resources, the PAMB was mandated to serve as the policy-making body, ensuring the protection of the mountain's unique biological resources and its aesthetic, economic and ecological importance.

Meanwhile, the Kitanglad Guard Volunteers implement the policies and programs crafted by the PAMB. There are, however, challenges encountered by the KGV in carrying out the task of protecting the Mt. Kitanglad Range Natural Park. It is therefore essential to identify the challenges encountered by the KGV in the discharge of their function.

Hence, this study is centered on how the KGV enforce policies and programs in the protection of the MKRNP. The idea of deploying KGV as volunteers in the protection of the MKRNP is essential to ensure the effective implementation and enforcement of policies and programs in Mt. Kitanglad Range Natural Park.

REVIEW OF RELATED LITERATURE

The penultimate goal of the chapter is to produce a literature review on the KGV. In this chapter, literature is presented to substantiate questions and assumptions on the effectiveness of the creation of the KGV in terms of the discharge of their function to enforce policies and programs protecting the Mt. Kitanglad Range Natural Park.

Environmental policies and programs are rules or decisions on acting or dealing with problems. There are environmental rules and regulations adopted, implemented and enforced in protected areas. These policies serve as a cornerstone in most conservation

strategies. According to (Cunningham, 2016) the National Environmental Act (NEPA) is the cornerstone of the U.S Environmental Policy. It sought to establish the Clean Air Act and Mountain Preservation Act. Accordingly, forest guards are mandated to enforce laws on the conservation of protected areas.

The forestry personnel, such as forest guards, is part of the human resources serving in the forests. In the United States, forest guards are mandated to enforce state and federal laws on hunting, fishing, and camping (Environmental Science, 2015). Corollary to this, Onyangco (2013) said that forest rangers enforce various forest laws ranging from violation to felony levels. It is because forest guards are responsible for the protection of forest resources and the prevention of any illegal activities (Rajesh Kumar Singh, 2015).

Members of a volunteer team are expected to help Rocky's Wildland Firefighters fight the next wildfire before it starts. In these cases, volunteers assist fire crews with fuel reduction projects. In addition, forest rangers are prepared to protect the state's forests and the people who use these great natural resources from all kinds of dangers (Onyango, 2013). They provide care as well as custody and control. They even organize or conduct wildland search and rescue operations.

Forest guards are important. Onyango (2013) added that forest guards are responsible for regularly patrolling the protected area and preventing any illegal activities like the felling of trees, poaching, encroachments, grazing, forest fires, etc. Mall (2018) mentioned that forest guards help in protecting the forest from getting chop down, notably chopping down timbers and trees. They mainly help in providing a specific environment to the forest animals. It is because the growing development and population pose a threat to the number of trees. Hence, forest guards safeguard the forest from any threats, harm and illegal activities (AFA, 2017). In some countries, they are referred to as park rangers since they are guarding National Parks.

Forest guards encounter several problem and challenges in the discharge of their function. According to Rajesh Kumar Singh et al. (2015), forest guards work under challenging terrains and are exposed to adverse environmental condition. Therefore, safety for them is a must. Also, the safety in the forestry sector depends on matching individuals' work capacities to the conditions under which they perform their tasks (Singh R. K., 2015).

Forest rangers work in state and national parks within the most significant areas of national forests in most countries. Forest-related jobs are known as heavy duty and rather unhealthy. They are usually performed under severe and adverse circumstances. Around the world, there are often discouraging trends of rising accident rates and a high incidence of occupational diseases and early retirement among forestry workers (Bano, 2015). For instance, Sing N. (2014) narrated:

"During the duty of the forest guards, accidents will always be there and one of those happened in Kenya when a young male tiger attacked a forest guard named Gheesu Singh and then dragged him 50 feet inside the dense forest. The brave guard was on duty when he encountered a tough battle against the wild beast."

Unfortunate incidents like this are part and parcel of the jungle domain. Despite the occupation hazard, the gallantry and dedication of these forest guards are noteworthy. Their courage is inspirational.

Another challenge among forest guards is on financial matters. According to the Correspondent (2018), the allowance of forest guards is problematic: "We are being deprived of benefits by the administration from more than ten years, as there is no security for us, the irony is that we are not even provided with any risk allowances," The protesting forest guards mentioned how they asked the department to fulfil their demands through a 'disciplined manner,' but all that seems to be in "vain." They "blamed" the heads of the concerned forest department for their "woes" and for "failing them" from more than a decade. It is contradicting to the statement of Arado (2018) on how the Philippine Eagle Foundation (PEF) is pursuing its thrust to legitimize the Forest Guard program to give livelihood to more people in the community while taking care of the environment at the same time.

RESULTS AND DISCUSSION

This section is based on the analysis of the questionnaire responses of the 129 head of household respondents and the 15 Kitanglad Guard Volunteer respondents.

Demographic Profile

In terms of demographic profile, the majority of the household respondents are female (52.71%), ageing between 30-39 years old (39.53%), and married (100%). In terms of the household size of the community-based respondents, most of them belong to a household with 1-3 members (43.41%). They are also primarily affiliated with the Higaonon Tribe (65.89%) and working in family-owned or privately-owned farms (42.63%). On the other hand, the KGV are all male, ageing between 30-39 years old (33.33%), belonging to a household with 3-6 members (80%) and affiliated with the Higaonon Tribe (66.66%). All of them worked either in a family-owned farm, someone else farm or private sectors.

Policies implemented by the PAMB to protect MKRNP

The succeeding tables show the data on the implementation of the policies of the PAMB to protect MKRNP based on the responses from the Household respondents

Table 1. Frequency distribution and ranking of the Policies implemented by the PAMB to protect MKRNP

POLICY	FREQUENCY		TOTAL	RANK
	YES	NO		
Policy for open burning	97	32	129	6th
Policy over-deforestation	98	31	129	5th
Policy for water preservation	79	50	129	8th
Policy against mining	101	28	129	3rd
Policy for special allowance	104	25	129	1st
Land use policy	101	28	129	3rd
Research Policy	82	47	129	7th
Tourism Management Policy	78	51	129	9th
Policy for community and livelihood	76	53	129	10th
Policy for recognizing IPs rights	102	27	129	2nd
Policy of preservation of culture and tradition	100	29	129	4th

Table 1 shows the frequency distribution and ranking of the PAMB policies, based on the responses of the household respondents. Based on the results, the policy for "special allowance" is ranked 1. It means that the community visibly observes the policy for special allowance. This is primarily because one of the objectives of the PAMB is to give an honorarium to the KGV's in order to

compensate the KGV's in terms of the performance of their duties and responsibilities. In the second and third ranks are the "policy for recognizing IPs rights" and "policies against mining" and "Land use" respectively. The policy on recognizing IP rights is also visible because the respondents believe that the KGV acknowledges the importance of the opinion of the Council of Elders. On the other hand, the policy against mining and the land use policy are also visible to the community since mining, and the Barangay Council of Licoan strictly prohibits the illegal use of land.

Based on the frequency of "no" responses, the policy for community and livelihood is the least visible among the PAMB policies, with 53 of the 129 respondents saying "no." It might be because the community believes that policies intended to supplement the community and its livelihood are supposed to be performed by the Local Government Unit. Other less visible policies are "tourism management policy" (51 out of 129 respondents) and "policy for water preservation" (50 out of 129 respondents).

In sum, there are a number of policies less visible among the community-based respondents, as measured by the number of "no" responses in the questionnaire. It seems that the respondents perceive a failure on the part of the KGV's and the PAMB in exercising its duty to help the community. In general, there are policies supposedly implemented by PAMB and the KGV's but are less visible to the respondents. They even see KGV's as a failure organization. In another context, the respondents may also not be aware of such policies being implemented by the PAMB to protect MKRNP. It is in contrast to what is shown in the result of the survey where all 15 KGV's affirmed that all identified policies were being implemented by the PAMB to protect the MKRNP.

Programs implemented by the PAMB to protect MKRNP

Table 2. Frequency distribution and ranking of the Programs implemented by the PAMB to protect MKRNP

PROGRAM	FREQUENCY		TOTAL	RANK
	YES	NO		
Programs directed to control open burning	78	51	129	6th
Programs directed to control over-deforestation	100	29	129	4th
Programs directed to control illegal logging	77	52	129	7th
Programs directed to control water preservation	102	27	129	2nd
Programs directed against mining	98	31	129	5th
Programs directed to control cutting of trees	103	26	129	1st
Programs directed to control illegal land claiming	101	28	129	3rd
Programs for research	100	29	129	4th
Tourism Management Programs	102	27	129	2nd
Programs for community and livelihood	100	29	129	4th
Programs for wildlife conservation and sanctuary	100	29	129	4th

In table 2, it shows the frequency distribution and ranking of the answers given by the community base respondents on the programs implemented by the PAMB to protect the MKRNP. The "programs directed to control cutting of trees" obtained the highest rank (103 out of 129 respondents) among the listed

programs. It goes to show that the implementation of this program is very visible among the respondents. Second in rank is the "program directed to control water preservation" and "tourism management" which both acquired the frequency of 102 out of 129 household heads respondents. This is because the respondents feel that water preservation is being prioritized not only by the PAMB and the Local Government Unit but also by the community since the MKRNP is a well-known watershed area, providing services to numerous households and nearby provinces. Aside from that, tourism management program takes precedence to secure the MKRNP from abusive mountaineers. In the third rank is the "program directed to control illegal land claim" with a frequency of 101 out of 129 respondents. According to the respondents, this program is visibly implemented since people in the community cannot easily use the land, even if it is available for farming.

Conversely, the "program that directed to control illegal logging" is the least visible in terms of getting the highest frequency of "no" responses (52 out of 129 respondents). The respondents believe that it is not fully implemented since they can cut trees within the area for their household needs. Another less visible program is the "program that directed to control open burning" since wildfire is still a usual phenomenon despite the presence of the KGV.

In sum, there are some programs supposedly implemented by the PAMB and the KGV which are less visible among the respondents, precisely because they are not aware of these programs.

The KGV respondents, on the other hand, as shown in the results of the survey indicated that all of the 15 members affirmed that such programs mentioned are implemented in the MKRNP.

Roles and services provided by Kitanglad Guard Volunteers in MKPNP

Table 3. Frequency distribution and ranking base on the Roles and Services that the KGV offer to protect MKRNP.

ROLES AND SERVICES	FREQUENCY		TOTAL	RANK
	YES	NO		
Kitanglad Guard Volunteer required to do patrolling to its designated area	96	33	129	3rd
Role on controlling illegal logging	100	29	129	2nd
Role on controlling open burning issue	100	29	129	2nd
Authorized to conduct checkpoint for the security	94	35	129	4th
Role on conflict resolution concerning	92	27	129	5th
Kitanglad Guard Volunteer are allowed to arrest people that violate the given policy	90	39	129	6th
In charge of spreading information with regards to the policies that are being enacted	87	41	129	7th
Kitanglad Guard volunteer in charge upon spending information with regards the programs being enacted	39	90	129	6th
Kitanglad Guard Volunteer can execute its own policy	45	84	129	9th
Kitanglad Guard Volunteer expected to exercise first the work mandated by the PAMB	96	33	129	3rd
Do Fireline construction	84	45	129	8th
Kitanglad Guard Volunteer in charge upon handling all concerns	125	4	129	1st

Table 3 shows the frequency distribution and ranking of the answers given Household respondents on the roles

and services offered by the Kitanglad Guard Volunteers to protect Mt. Kitanglad Range Natural Park. The role of the KGV's as in-charge of handling concerns obtained the highest rank with a frequency count of 125 out of 129. The KGV's role in controlling illegal logging and open burning both ranked second with a frequency of 100 out of 129 household head respondents. Third in rank is the role of the KGV's in "patrolling their designated area" and in "exercising first the work mandated by the PAMB." Both gained a frequency of 96 out of 129 respondents.

In terms of the roles and services of the KGV, the least visible is on "Kitanglad Guard volunteer in charge upon spending information with regards the programs being enacted" with 90 out of the 129 respondents answering "no." Another less visible program is in terms of how the "Kitanglad Guard Volunteer can execute its own policy" with a frequency of 84 out of 129 household heads respondents. Accordingly, there is a higher authority in charge of policy-making, and the KGV is only an executive body mandated to safeguard the biodiversity of the park. They do not have the authority to execute and formulate its own policy.

In sum, there is an indication that a number of the community-based respondents are not fully aware of the roles and services of the KGV's in protecting the MKRNP.

On the other hand, the survey shows that all KGV's affirmed that they are required to do all the tasked mentioned by community respondents. Given that they are being recognized as an arm protection body of the DENR, PAMB, and LGU, the KGV's also execute their own policy relating to the protection of the MKRNP.

Challenges Encountered by KGVs in Protecting the Park

The succeeding tables show the data on the implementation of the policies of the PAMB to protect MKRNP based on the responses from the KGV respondents.

Table 4. Frequency distribution and ranking issues of mountaineering equipment

INDICATORS	FREQUENCY		TOTAL
Mountaineering Equipment	**YES**	**NO**	
Insufficient mountaineer equipment (blades, knives)	15	0	15
Insufficient Navigation equipment (compass and GPS)	15	0	15
Insufficient Insulation equipment (Pants, gloves, raincoats, boots and jacket)	15	0	15
Insufficient illumination equipment (headlamp or flashlight)	15	0	15

Table 4 shows that all KGV members respondents perceive that although the KGVs are given equipment to aid them in their patrol duty, it is still a challenge mainly because they are given mountaineering equipment once a year only, during the Anlaw ta Kitanglad celebration. Moreover, the given equipment is not a high standard, and are thus, easily damaged.

Table 5. Frequency distribution with regards to the threats

INDICATOR	FREQUENCY		TOTAL
Threats	**YES**	**NO**	
If there are any threats upon patrolling	15	0	15

This threat includes the presence of NPA in the mountain, as well as several lit-ag or animal trappings that are installed at present in the area.

Table 6. Frequency distribution of issues on health benefit received by the KGV's

INDICATORS	FREQUENCY		TOTAL
Health Benefit	**YES**	**NO**	
Insufficient first aid kit	0	15	15
Insufficient health benefits	0	15	15
Insufficient health insurance	0	15	15
Funds are given to the Kitanglad Guard Volunteer in case of an accident	0	15	15

Table 6 shows that all KGV stated that they are not given "first aid kit", "health benefits", "health insurance" and if "funds in case of accident". This indicates the absence of health benefits among the KGVs. This is a challenge because these KGVs have families and accidents are embedded in their line of work. They need to have health benefits. In addition, Ms Ann of the Local Government Unit of Sumilao stated that "the LGU is willing to help should accidents happen in the line of work of the KGV."

Table 7. Frequency distribution of issues on honorarium given to KGV's

INDICATORS	FREQUENCY		TOTAL
Honorarium	**YES**	**NO**	
Honorarium is given upon being a Kitanglad Guard Volunteer	15	0	15
honorarium equally divided among its constituents	0	15	15
Honorarium is given enough to sustain its daily needs	0	15	15
Honorarium given can be enough reason that the KGV will do its job according to what is mandated	0	15	15

Table 7 shows that honorarium is given to the KGV. However, the honorarium is not equally divided among the constituents, and it is not enough to sustain the daily needs of the KGV. The KGV is only given 300 pesos once a month. They also stated that the barangay captain within the locale is also receiving the honorarium even if they do not patrol the mountain, just like the KGV. Moreover, the honorarium given is not enough reason that the KGV will not do its job according to what is mandated.

Table 8. Frequency distribution on issues of LGU, Private Sector and community participation

INDICATORS	FREQUENCY		TOTAL
Participation in Gov't, Private, Community	**YES**	**NO**	
The Local Government Units prioritize Kitanglad Guard Volunteer	0	15	15
Kitanglad Guard volunteer acquired funding from the Local Government Unit	0	15	15
Kitanglad Guard Volunteer received funding from private sectors	0	15	15
People within the community are willing to help in preserving the Mt. Kitanglad Range Natural Park	0	15	15

Table 8 shows that in terms of the MKRNP stakeholders, the KGV perceive that the local government unit does not prioritize them. They also do not get from the LGU and the private sectors. Besides, the KGV do not believe that the people within the community are willing to help in preserving the MKRNP. A possible reason for this is that the KGV do not feel that the funding given to them can compensate for

the hard work they perform to protect the MKRNP.

On Effectiveness of KGV's according to community perception

The succeeding tables substantiate the effectiveness of the Kitanglad Guard Volunteers in the enforcement of the policies and programs in the community and in protecting Mt. Kitanglad Range Natural Park. The discussions are based on the responses of Household respondents.

Table 9. Effectiveness of the KGV's towards park management and enforcement of policies and programs.

Effect of the Kitanglad Guard Volunteer	**Mean**	**Qualitative description**
The KGV is effective towards control of illegal logging or deforestation	3.59	Agree
The KGV is effective towards the enforcement of direct control of illegal land claiming.	3.15	Undecided
The KGV is effective towards the enforcement of conservation of wildlife sanctuary.	1.63	Disagree
The KGV is effective in the implementation of the Tourism Management program.	1.79	Disagree
The KGV is effective in helping towards implementing programs for the community and livelihood.	1.82	Disagree
The KGV is effective towards the enforcement of the direct control of water pollution.	1.44	Strongly disagree
The KGV is effective towards the implementation of the programs that sought to the direct control of mining.	1.34	Strongly disagree
The KGV is effective towards the enforcement of direct control of cutting of trees.	1.45	Strongly disagree
The KGV is effective towards the enforcement of policy operation	1.41	Strongly disagree
The KGV is effective towards the enforcement of the tourism policy.	1.37	Strongly disagree
The KGV is effective towards the enforcement of land use policy.	1.47	Strongly disagree
The KGV is effective towards the promotion of tourism.	1.18	Strongly disagree
The KGV is effective towards the enforcement of Research policy.	1.15	Strongly disagree
AVERAGE MEAN	**1.86**	**Disagree**

Based on the results, the community-based respondents significantly perceive the KGV as effective in controlling illegal logging. A mean score of 3.59 is evident to this and ranking one among the statements. Accordingly, the respondents perceive that it is difficult to cut down trees in the interior of the park area because of the presence of the KGV.

The second ranking statement is on the effectivity of the KGV in enforcing direct control of illegal land claiming. The mean score of this statement is 3.15, indicating that the respondents are undecided on the effectivity of the KGV in the discharge of this function. Accordingly, some of the household heads respondents are not fully aware of the designated area that is only allowed to be used by the residents within the community.

On the other hand, the respondents rated these functions of the KGV as least effective with the mean score of 2.49 below: (1) The KGV is effective towards the enforcement of conservation of wildlife sanctuary (2) "The KGV is effective towards the implementation of the Tourism Management program" (3) "The KGV is effective towards helping towards implementing programs for the community and livelihood". As previously mentioned, the community has this perception on the KGV because of their perception that livelihood is not under the jurisdiction of the

KGV and the PAMB, but is rather a mandate of the LGU.

There are also some ineffective functions of the KGV from the perception of the community-based respondents. These are; enforcement of the direct control of water pollution, cutting of trees, tourism policy, land use policy, research policy, implementation of the programs that sought to the direct control of mining and promotion of tourism. This means to say that the performance of these functions by the KGVs is not effective because it is not familiar to the community.

The average mean rating of the statements is 1.86. This means to say that the community-based respondents do not perceive the KGV as effective in carrying out their tasks. Lack of proper orientation and knowledge on the policies and programs implemented by the Protected Area Management Board and enacted by the KGVs is a possible problem. There is also no formal introduction or orientation on the function and role of the KGV in the MKRNP.

Table 10. Effectiveness of the Kitanglad Guard Volunteer towards the community of Barangay Licoan, Sumilao Bukidnon

INDICATORS	Mean	Qualitative Description
I clearly understand the vision and mission of the Kitanglad Guard Volunteers concerning mountain preservation	2.27	Undecided
I clearly understand the objectives of the Kitanglad Guard Volunteers concerning mountain preservation	2.66	Undecided
I clearly understand the role of the volunteers in preserving the mountain	2.66	Undecided
Kitanglad Guard Volunteers can protect the Mt. Kitanglad Range Natural Park	2.68	Undecided
Kitanglad Guard Volunteers manage to secure the protected area	2.64	Undecided
Kitanglad Guard Volunteers influence the youth with regards to environmental consciousness	2.76	Undecided
Kitanglad Guard Volunteers educates the *Lumads* with regards to technologies that can help in the preservation of the mountain	2.65	Undecided
The Kitanglad Guard Volunteers presence is essential to exercise awareness to the community with regards to the importance of the mountain.	2.61	Undecided
Kitanglad Guard Volunteers helps encourage the community to help protect the mountains	2.68	Undecided
Kitanglad Guard Volunteers bring positive effect towards the community	2.61	Undecided
AVERAGE MEAN	**2.62**	**Undecided**

Based on the results above, the community-based respondents are undecided on the effect of the KGV to the community of Barangay Licoan, Sumilao Bukidnon. Specifically, they are considerably uncertain on the influence of the KGV on the youth in terms of environmental consciousness. The mean score of 2.76 indicates that the community-based respondents are unsure of the influence of the KGV among the youth sector, especially in formulating and implementing activities and programs to protect the environment, most notably the MKRNP.

The respondents are also undecided on the ability of the KGV to protect the MKRNP and on the clarity of the objectives and roles of the KGV. This means that the community of Barangay Licoan is aware of the existence of the KGV, but they are not sure if they are effective in the discharge of their function, given that there is no visibility of the KGV

performing their duties. There may be less visibility of the KGV because the community themselves do not understand the objectives and role of the KGV in safeguarding the MKRNP.

The mean rating for the effect of the KGV on the community is 2.62. This means to say that the respondents are undecided on the extent of their understanding of the KGV's objective. As such, the community failed to see the effect of the KGV in the implementation of policies and programs for the protection of the MKRNP, per policy and programs of the PAMB. This rating does not automatically mean that the KGV is not useful, but rather provides evidence that the community is not aware of the function of this entity.

Table 11. Effectiveness of the Kitanglad Guard Volunteer in the preservation of the Mt. Kitanglad Range Natural Park

Indicator	**Mean**	**Qualitative Description**
Kitanglad Guard Volunteer is essential upon preserving the Mt. Kitanglad Range Natural Park	3.88	Agree
Kitanglad Guard Volunteers existence creates change within the Mt. Kitanglad Range Natural Park	1.82	Disagree
The existence of the Kitanglad Guard Volunteer empowers the wildlife conservation within Mt. Kitanglad Range Natural Park	1.63	Disagree
The Kitanglad Guard Volunteers presence is essential for the Mt. Kitanglad Range Natural Park protection	1.82	Disagree
Kitanglad Guard Volunteer create a positive effect on the Mt. Kitanglad Range Natural Park	2.65	Undecided
Kitanglad Guard Volunteers existence creates help secure the Mt. Kitanglad Range Natural Park unique and aesthetic biodiversity	2.64	Undecided
Kitanglad Guard Volunteers existence makes the people knowledgeable with regards to mountains importance	2.65	Undecided
AVERAGE MEAN	**2.44**	**Disagree**

Majority of the respondents agree that the KGV is essential in preserving the MKRNP (Mean= 3.88). However, the respondents are undecided on the positive effect created by the KGV on the MKRNP as well as on the necessity of the KGV in preserving and securing the MKRNP's unique and aesthetic biodiversity. On the other hand, the respondents do not agree that the KGV creates changes within the MKRNP and that the KGV empowers the wildlife conservation within the MKRNP.

In sum, the community-based respondents of Barangay Licoan, Sumilao Bukidnon affirmed that the Kitanglad Guard Volunteers are necessary for the preservation of MKRN. However, the community did not observe that KGV's effort to preserve the MKRNP, based on the average rating of 2.44.

CONCLUSION

Based on the results of the data gathered for this study, the following conclusions were made;

1. The policies and programs implemented by the Protected Area Management Board such as policy for open burning, over deforestation, water preservation, Policy against mining, special allowance, Land use policy, Research Policy, Tourism Management, Policy for community and livelihood, Policy for conservation of wildlife sanctuary, Policy for recognizing IPs rights,

Policy of preservation of culture and tradition in order to protect Mt. Kitanglad Range Natural Park.

2. The roles and services provided by the KGV's are patrolling the park on schedule, controlling illegal logging, mining, open burning, spreading information about protection, Fireline construction, and all other concerns mandated by the PAMB. They are also authorized to established checkpoints, arrest people that violate park policies, resolved minor conflicts, use of traditional laws in the conduct of park protection activities.
3. Kitanglad Guard Volunteers also encounter some challenges upon supporting the goals of the park management. These challenges include threat faced during patrol operation, inadequate tools and equipment, insufficient funding for the operation, honorarium that is not equally distributed and lack of health benefits and insurance. On the other hand, the KGV's also lack initiative in tapping available public or private networks and linkages to support their goals and objectives. Lastly, the KGV's also failed to recognized to make the community as partners in their endeavours as they were not informed and even involved in the activities they have done.
4. Because of the scarcity of information, the community have an ambivalent opinion about the effect of Kitanglad Volunteers towards enforcement of park protection policy and management implementation. Although the community recognized the necessity of the KGV's in protecting the MKRNP, they had been undecided if their role had affected positively in its preservation. Therefore, KGV's should involve the community of Barangay Licoan in their effort to help protect the Mt. Kitanglad Range Natural Park.

RECOMMENDATIONS

Base on the findings of this study, the following recommendations were made:

First, the Protected Area Management Board (PAMB) and the Local Government Unit (LGU), should not only focus on the enforcement of policies to protect MKRNP but also enact policies and programs beneficial to the Kitanglad Guard Volunteers.

Second, the Municipality of Sumilao together with the Protected Area Management Board should conduct community orientation within Barangay Licoan Sumilao Bukidnon with regards to the activities done by the Kitanglad Guard Volunteers.

Third, Local Government Unit and Protected Area Management Board should provide enough funding for tools and equipment, honorarium, health and insurance benefits for the Kitanglad Guard Volunteers and livelihood projects for the community. This is to motivate and encourage them to fulfil their park protection objectives.

Fourth, the Kitanglad Guard Volunteers should recognize available alternative for funding through expanding their networks and linkages with Non- Profit Organizations and other private sectors. They also have to make an effort to establish the community as partners by providing enough information about their mission and objectives to enhance their relationship.

Lastly, this is useful as a reference to the future inquiry related to the topic, and researchers to other protected areas can also replicate this.

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THE EVALUATION OF LICENSING SERVICES IN THE INTEGRATED LICENSING SERVICE OFFICE PELALAWAN DISTRICT

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Abstract

The basis of this research is the low quality of services provided by the Integrated Licensing Service Office (KPPT) of Pelalawan Regency, specifically the Building Construction Permit (IMB). The phenomenon that is seen is that there are still many people who build buildings without obtaining an IMB, there are still licenses that are not completed on time which are more than the standard time set, the number of buildings that are not in accordance with the IMB due to additions and changes in the shape of the building. The method used is descriptive survey with a combination of qualitative and quantitative methods. Conclusion Overall, the implementation of IMB services in the Integrated Licensing Service Office (KPPT) of Pelalawan Regency has been good or in accordance with the established Standard Operating Procedure (SOP), although there are still indicators that have not been implemented in accordance with the SOP such as the application of sanctions. The constraints are the lack of civil servants, weak coordination and the absence of the same perception of integrated licensing services and the support of technical regional work units related to services, lack of facilities and infrastructure, lack of routes or routes or cheap public transportation routes from the road east cross to the Bhakti Praja office complex especially the Integrated Licensing Service Office and frequent power outages in the Bhakti Praja Pelalawan Regency office area.

Keywords: Public Service, Quality of Public Service, IMB Service Implementation

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A. BACKGROUND

The Republic of Indonesia has a very noble goal as contained in the opening of the Fourth Paragraph of the 1945 Constitution, namely to establish an Indonesian state government that protects the entire Indonesian nation and the entire Indonesian bloodshed and to promote public welfare, educate the nation's life, and implement world order based on freedom, eternal peace and social justice.

To achieve these objectives, a government was made consisting of the Central Government and Regional Governments. As stated in Article 18 of the 1945 Constitution, it is stated that the division of Indonesian territory over large and small regions, with the form of the structure of the government, is stipulated by law. In accordance with the provisions of

Article 18 of the 1945 Constitution, the territory of the Republic of Indonesia is divided into provinces and provinces divided into districts / cities that have their own government in managing and managing their households according to the needs and desires of the region.

The purpose of the establishment of Regional Governments is to prosper the entire regional community. In order to achieve the objectives of the State above the government it is not possible to reach areas that exist throughout Indonesia for that part of the authority that is given to regional affairs is given to the regions concerned.

In the process of administering regional government, the authority is

divided into the authority of the provincial government and the authority of the district / city government with details of bligatory matters and matters of choice. What is meant by mandatory business here is a very basic matter relating to the rights and basic services of citizens, including:

1. Protection of constitutional rights;
2. Protection of national interests, public welfare, peace and public order in order to maintain the integrity of the NKRI;
3. Fulfillment of national commitments relating to international agreements and conventions.

As for the obligatory affairs of the regency / city government as stated in article 14 paragraph (1) of Law Number 32 Year 2004 concerning Regional Government are as follows:

a. Development planning and control
b. Planning, utilization and supervision of spatial planning
c. Organizing public order and peace of society
d. Provision of public facilities and infrastructure
e. Handling the health sector
f. Organizing education
g. Overcoming social problems
h. Employment services
i. Facilitate the development of cooperatives, small and medium enterprises
j. Environmental control
k. Land service
l. Population and civil registration services
m. Government general administration services
n. Investment administration services
o. Organizing other basic services
p. Other mandatory affairs mandated by legislation.

Aside from compulsory government affairs, there are also optional matters, namely government affairs that actually exist and have the potential to improve the welfare of the community in accordance with the conditions, specialties and superior potential of the region concerned.

The current format of the regional autonomy policy marks the beginning of a fundamental change in the paradigm of administering the government in this country. If in the new order government, development is the most important mission of government (developmentalism) and the government which at that time made itself a control center of the development process (centralization at the national level), now must reposition themselves as servants and community empowerers and must spread their activities to various center (plusentris) at the local level.

In accordance with the demands of a new paradigm in the administration of government, where the main task and function of the government, including the regional government, is to provide services and community empowerment for the welfare of the community, the regional

capacity is required to realize the main tasks and functions. One of the main tasks of administering the government is to carry out services, with the regional autonomy policy giving great hope for the community to be able to carry out excellent service in various ways.

Pelalawan Regency is one of the regencies that is still relatively young but has a very rapid level of development in all fields, especially in the field of infrastructure development which will have an impact on increasing community needs for government services.

In order for the effectiveness and efficiency of the implementation of public services, an Integrated Licensing Service Office (KPPT) was established based on Government Regulation Number 41 of 2007 concerning Regional Organizational Organizations and Minister of Home Affairs Regulation Number 20 of 2008 concerning Organizational Guidelines and Integrated Licensing Service Unit Work Procedures in Regions, with the aim of improving the quality of public services and for the realization of public services that are fast, cheap, easy, transparent, sure and affordable.

With the establishment of the Pelalawan District Integrated Licensing Service Office (KPPT), all types of licensing services (54 types of licenses and 17 types of non-licensing) which were formerly the authority of several Pelalawan District government agencies (15 types of permits until 2012) have become the authority of the Service Office Integrated Licensing (KPPT) of Pelalawan Regency.

The Integrated Licensing Service Office (KPPT) of Pelalawan Regency has the task of coordinating and carrying out administrative services in the field of licensing in an integrated manner with integrated principles, synchronization, simplicity, security and certainty.

The partial authority delegated by the Regent to the Head of the Pelalawan District Integrated Licensing Service Office (KPPT) is as follows:

1. Operational Permit (SITU)
2. Interference Permit / Hinder Ordonantie (HO)
3. Billboard Installation Permit
4. Tourism Business License
5. Trading Business License (SIUP)
6. Company Registration Certificate (TDP)
7. Industrial Register (TDI)
8. Industrial Business License (IUI)
9. Building Construction Permit (IMB) and Planning Work Permit (SIBP)
10. Inter-Regional Work Permit (AKAD)
11. Public Transportation Business License
12. Livestock Business Licenses
13. Rural / City Transportation Business License
14. Route License
15. Fisheries Business Licenses

With the establishment of the Integrated Licensing Service Office (KPPT) of Pelalawan Regency, it is hoped that excellent service will be created as envisioned in the implementation of regional autonomy, namely services that are based on the principles of excellent service, namely:

a. Simplicity, service procedures must be carried out easily, quickly, precisely, smoothly, not convoluted, easy to understand and easy to implement.
b. Clarity and certainty in terms of procedures or procedures for services, requirements for both technical requirements and administrative requirements, work units or officials who are responsible and details of service fees including the procedure for payment.
c. Certainty of time, processing permit applications can be completed

within the stipulated time without regard to the scale of the applicant's business.

d. Legal certainty, process, costs and time must follow the applicable rules, so that the licensing documents produced have legal powers that become legal guarantees and security for their owners.
e. Ease of access, indicated by the availability of information that can be easily and directly accessed by the community, service responsive apparatus.
f. Comfort, must have adequate service space and other service facilities so as to provide comfort for the applicant.
g. Discipline, courtesy and friendliness, each service officer provides services to the applicant by paying attention to ethics and politeness in communicating both in terms of language, facial expression and body language and each officer provides services in accordance with established procedures.

In this study the author focuses on Building Construction Permits (IMB) specifically for shop buildings and residential houses with consideration because the number of Building Construction Permits (IMB) issued by the Integrated Licensing Service Office (KPPT) Pelalawan District has not been balanced with the pace of development in Pelalawan District especially residential buildings and shop houses.

Besides that, levies originating from Building Construction Permits (IMB) are a potential source of Regional Original Income (PAD), especially in supporting the running of government and development compared to other types of licensing, namely disturbance permits (HO). Based on the results of the report on the implementation of integrated licensing services at the Pelalawan District Integrated Licensing Service Office (KPPT), the realization of Building Construction Permit fees in 2012 was Rp.979,774,839, while the realization of disturbance permit (HO) was Rp.551,462,500 –

B. MAIN PROBLEMS

The main problem in this study is that there are still many people who build buildings without obtaining a Building Permit (IMB) which results in harmony between the form and layout of the building so that it can disrupt the beauty of the city, there are still licenses that are not completed on time ie more from the standard time set and the number of buildings that are not in accordance with the Building Construction Permit (IMB) because of the addition or change in the shape of the building.

This is indicated by the lack of supervision and application of sanctions against any violations / deviations from the relevant agencies.

C. RESEARCH METHODS

In conducting this research, the author uses a type of descriptive survey research with qualitative methods, namely by conducting direct research in the Integrated Licensing Service Office (KPPT) of Pelalawan Regency in order to get a precise, clear and detailed description of how the existing problems are based on actual facts when researching which is outlined in tabulation form and accompanied by an explanation.

D. POPULATION AND SAMPLES

The population in this study were all employees of the Integrated Licensing Service Office (KPPT) of Pelalawan Regency and the people who took care of

Building Construction Permits (IMB) at the Pelalawan District Integrated Licensing Service Office (KPPT). While the sample in this study is the Head of the Integrated Licensing Service Office of Pelalawan Regency, Head of Subdivision, Section Head, employees of the Integrated Licensing Service Office of Pelalawan Regency and the community who manage Building Construction Permits (IMB).

In drawing the sample the authors used two techniques, namely purposive sampling to determine the sample of elements of employees of the Integrated Licensing Service Office (KPPT) of Pelalawan Regency and incidental sampling techniques for the community that took care of building permit services (IMB).

E. DATA COLLECTION TECHNIQUES

To obtain data in the field, the author uses three data collection techniques, namely by using a questionnaire distributed to employees of the Integrated Licensing Service Office of Pelalawan Regency and the community that I met while taking care of Building Construction Permits (IMB).

Using interview techniques, the interviewees were the Head of the Integrated Licensing Service Office of Pelalawan Regency, Head of Subdivisions and Section Heads and several employees and the community. As well as using data collection techniques through documentation, namely through books, documents and legislation and the like that are relevant to research.

F. DISCUSSION

One function of government is the service function. In the implementation of regional autonomy, it must refer to efforts to provide excellent service to the community in order to fulfill the basic needs of the community, including education, health, transportation, environment, cleanliness, clean water, markets, business opportunities and security and order. The nature of public service is to provide good service to the community which is the realization of the obligations of the state apparatus as public servants. Good service is an easy service in managing interests, reasonable service, being treated equally without favoritism, being treated honestly and frankly.

Good service will only be realized with a service system that prioritizes the interests of the community. Apparatus in providing services should not prioritize personal interests above the public interest. Because the role of the apparatus here is the state apparatus as public servants. Public services are all activities carried out by public service providers as an effort to meet the needs of recipients of services and the implementation of statutory provisions. Public service providers are officials or government agencies who carry out tasks and service functions of government agencies.

Theoretically the purpose of public service is basically to satisfy the public. For this reason, quality service is demanded, reflected in transparency, accountability, conditional, participatory, equal rights and balance of rights and obligations. In order to provide excellent service, the government promoted public service reform.

Likewise with the Pelalawan District government, in order to carry out this excellent service, an Integrated Licensing Service Office (KPPT) was formed with the aim of the effectiveness and efficiency of service to the community and to improve the quality of public services and to realize fast, inexpensive, public services easy, transparent, sure and affordable.

One type of licensing service that is the task and responsibility of the Integrated Licensing Service Office (KPPT) of Pelalawan Regency is the Building Construction Permit (IMB), from the

observations of the authors in the community that there are still phenomena related to the Building Permit (IMB). For this reason, the author evaluates the implementation of Building Construction Permit (IMB) provided by the Integrated Licensing Service Office (KPPT) of Pelalawan Regency, which is guided by Menpan Decree Number 63 of 2004 and Standard Operating Procedure for the Integrated Licensing Service Office (KPPT) of Pelalawan Regency, with a description of indicators as follows :

1. Procedure

As one of the Regional Work Units of Pelalawan Regency, the Integrated Licensing Service Office (KPPT) has the task of assisting the regional government in carrying out the tasks of licensing services in an integrated manner with the principles of coordination, integration, synchronization, simplification, security and certainty.

Thus the community certainly expects that the Integrated Licensing Service Office (KPPT) of Pelalawan Regency serves the interests of the community by implementing quality services or excellent service in accordance with the basis of the establishment of the Integrated Licensing Service Office (KPPT) itself. One element that determines the quality of service provided by the Integrated Licensing Service Office (KPPT) to the community is how service procedures are implemented.

The principles of excellent service as explained in Minister of Finance Decree Number 63 of 2004 concerning General Guidelines for the Implementation of Public Services are as follows:

a. Simplicity, service procedures must be carried out easily, quickly, precisely, smoothly, not convoluted, easy to understand and easy to implement.
b. Clarity and certainty in terms of procedures or procedures for services, requirements for both technical requirements and administrative requirements, work units or officials who are responsible and details of service fees including the procedure for payment.
c. Certainty of time, processing permit applications can be completed within the stipulated time without regard to the scale of the applicant's business.
d. Legal certainty, process, costs and time must follow the applicable rules, so that the licensing documents produced have legal powers that become legal guarantees and security for their owners.
e. Ease of access, indicated by the availability of information that can be easily and directly accessed by the community, service responsive apparatus.
f. Comfort, must have adequate service space and other service facilities so as to provide comfort for the applicant.
g. Discipline, courtesy and friendliness, each service officer provides services to the applicant by paying attention to ethics and politeness in communicating both in terms of language, facial expression and body language and each officer provides services in accordance with established procedures.

Based on the Operational Standard Procedure of the Integrated Licensing Service Office (KPPT) of Pelalawan Regency as contained in the Decree of the Pelalawan Regent Number: KPTS.503 / KPPT / 2012/109 Regarding the Standard Procedure for Licensing and Non-Licensing in Pelalawan District, for Building Permit Management (IMB) the fixed procedures are as follows:

1. Fill out the application form
2. Check the complete requirements
3. Payment of regional levies
4. Field review (pattern II)
5. The process of issuing permits
6. Check and initial:
    a. Verification officer
    b. Check the Service Name
    c. Check II initials the Head of Administration Section
7. Signing permission by the Head of Office
8. Porpor
9. The applicant receives permission.

As for the requirements for Building Construction Permits (IMB), based on the Operational Standards of the Pelalawan District Integrated Licensing Service Office (KPPT), the following are:

1. Copy of Identity Card
2. Building Plan Pictures
3. A copy of the land owner's letter
4. A commensurate letter of approval
5. Recommended Sub-District Head
6. Recommendations from the Technical Team
7. Proof of UN payments
8. 3 (four) pieces of 3x4 photographs.

Based on the results of the questionnaire that the author distributed to 60 respondents combined with the results of the author's interview, it can be concluded that the procedures for building permits (IMB) carried out by the Integrated Licensing Service Office (KPPT) of Pelalawan Regency were good because they were in accordance with the Standard Operating Procedures of Licensing Service Offices Integrated (KPPT).

2. Time of Settlement

Time is an important factor in the effort to provide excellent service to the community. The shorter the time needed to complete a service, the better the quality of services provided, as well as the service for Building Construction Permits (IMB).

The time for completion of the Building Construction Permit (IMB) provided by the Integrated Licensing Service Office (KPPT) of Pelalawan Regency to the people of Pelalawan Regency is the stipulated period starting from the submission of the application, the processing of the application until the issuance of the Building Permit (IMB).

Based on the Operational Standards Procedure of the Pelalawan District Integrated Licensing Service Office (KPPT) when completing the Building Construction Permit (IMB) service using POLA II, which is a maximum of 14 working days, the survey is carried out by the technical team and complete files received.

Based on the results of the questionnaire that the author distributed to 60 respondents combined with the results of a brief interview the author concluded that the completion time of the Building Permit (IMB) service provided by the Integrated Licensing Service Office (KPPT) of Pelalawan Regency to the community was quite good because it was in accordance with the time which has been determined in the Standard Operating Procedure of the Integrated Licensing Service Office (KPPT) of Pelalawan Regency.

3. Terms of Fees

Service costs also become one of the factors that influence the quality of a service provided by the Pelalawan District Integrated Licensing Service Office (KPPT), which means service fees here are all forms of payments that must be paid by the community in arranging Building Construction Permits (IMB).

In general, the community expects that the services provided by the Integrated Licensing Service Office (KPPT) of Pelalawan Regency can be carried out by

setting costs that are relatively cheap and affordable as well as in building permit services (IMB).

The service fees for Building Construction Permits (IMB) stipulated in the Regional Regulations of Pelalawan Regency Number 04 of 2012 concerning Building Construction Permit Article 6 are based on building area and type of building established. For residential homes are as follows:

1. Permanent: Rp. 3,000 / M2
2. Semi permanent: Rp. 2.250 / M2
3. Permanent Pri: Rp. 1,500 / M2
4. Multi-storey building plus 50% of the previous floor.

Based on the results of questionnaires and interviews above, it can be concluded that the provision of fees for the management of Building Construction Permits (IMB) at the Integrated Licensing Service Office (KPPT) of Pelalawan Regency is already good because the imposition of Building Permit (IMB) service fees is in accordance with established regulations.

4. Application of Sanctions

Sanctions are actions that are given to those who violate the rules, regulations, provisions and decisions that apply. The sanctions referred to in this study are all actions given to parties who violate the provisions on Building Construction Permits (IMB). Sanctions are very necessary in the application of a public policy, so that the policies stipulated can be adhered to by the community. Without sanctions, the policies compiled will not be effective.

The application of sanctions is intended to encourage and motivate the community to take care of and have a Building Construction Permit (IMB) before establishing, repairing and dismantling buildings with the aim of besides orderly administration as well as to increase Pelalawan District's Original Revenue.

In Pelalawan District Regulation Number 25 of 2001 concerning Establishing, Repairing and Dismantling Buildings, it is explained that for each party that commits a violation, sanctions will be imposed either in the form of demolition or in the form of revocation of the Building Permit (IMB) concerned and subject to fines in accordance , but in reality in the field of research that the author applies the sanction has not been implemented effectively, especially about repairing and dismantling buildings.

In terms of repairing or dismantling community buildings, no one reported to the relevant agencies for changes to their Building Permit (IMB) which were added in addition to the lack of intensive supervision from the Pelalawan District Integrated Licensing Service Office (KPPT).

Based on the results of the questionnaire and brief interviews, it can be concluded that the application of sanctions for each violation of Building Construction Permits (IMB) is still not good because there is no effective application of sanctions against violations of Building Construction Permits (IMB), especially for activities to repair and dismantle buildings.

From the recapitulation data, it can be seen that the highest percentage of respondents' answers is 36.7% of the 60 respondents said that the implementation of building permit services (IMB) provided by the Integrated Licensing Service Office (KPPT) of Pelalawan Regency is good, because the implementation of the Building Construction Permit (IMB) is in accordance with the Operational Standards Procedure established by the Integrated Licensing Service Office (KPPT) of Pelalawan Regency which is seen from service procedures, service completion times, costs to be incurred by the community for services and sanctions for all forms

violation. While sanctions against violations of Building Construction Permits (IMB) in Pelalawan District have not yet been implemented or have not been implemented to the maximum.

Thus, the results of the evaluation that the author did on the implementation of licensing services in the Integrated Licensing Service Office (KPPT) of Pelalawan Regency, specifically the Building Construction Permit (IMB), were guided by Menpan Decree Number 63 of 2004 and Operational Standards. It was concluded that the implementation of the Building Construction Permit (IMB) at the Integrated Licensing Service Office (KPPT) of Pelalawan Regency in general was good or in other words it was in accordance with what was supposed to be, namely the Standard Operating Procedure established even though the implementation of sanctions had not been optimally implemented.

The results of the evaluation of licensing services in the Integrated Licensing Service Office of Pelalawan Regency are already good because in the process of granting licensing services that are in accordance with the standards according to the Operational Procedure established by the Integrated Licensing Service Office of Pelalawan Regency and Pelalawan District Regulation No. 04 of 2012 concerning Retribution Specific Licensing. Only the application of sanctions has not run optimally.

So thus, it can be concluded that the implementation of public services in the Integrated Licensing Service Office of Pelalawan Regency in particular the services of Building Construction Permits in general has been running well in accordance with the Standard Operating Procedure and in accordance with the principles of public services presented by Mahmudi and the Minister of Empowerment Decree State Apparatus Number 63 of 2004 concerning General Guidelines for the Implementation of Public Services, namely the simplicity of procedures, clarity, both requirements and costs, certainty of time, accuracy of public service products, security, complete facilities and infrastructure, responsibility, ease of access, discipline, courtesy and hospitality and convenience. It's just that the application of sanctions against irregularities in the IMB given has not run optimally.

G. CONSTRAINTS OF INTEGRATED LICENSING SERVICE OFFICE (KPPT) OF PELALAWAN REGENCY IN PROVIDING BUILDING CONSTRUCTION PERMIT (IMB)

As for the constraints or obstacles of the Pelalawan District Integrated Licensing Service Office (KPPT) in Providing Building Permit Services (IMB), based on interview data and the results of the implementation report of the implementation of integrated licensing services of the Pelalawan District Integrated Licensing Service Office (KPPT) are as follows:

1. There is still a lack of civil servants at the Pelalawan District Integrated Licensing Service Office (KPPT), both in terms of quantity and quality.
2. The lack of coordination and the absence of a common perception of integrated licensing services and the support of the related technical regional work units in one-door and one-roof services.
3. There is still a lack of facilities and infrastructure to support one-stop service licensing services such as car monitoring and mobile service cars for field permits.
4. There is no route or route or cheap public transportation route from the east cross road to the Bhakti Praja office complex, especially the

Integrated Licensing Service Office (KPPT).

5. There is still a lot of power outages in the area of the Bhakti Praja Pelalawan Regency office.

H. CONCLUSION

1. The implementation of the Building Construction Permit (IMB) in the Integrated Licensing Service Office (KPPT) of Pelalawan Regency as a whole has been good or in accordance with what is supposed to be, namely with the Standard Operating Procedure set. However, in the implementation of sanctions against various violations the Building Construction Permit has not been running optimally and even no sanctions have been implemented so that there are still many buildings that were built without building permits coupled with the absence of effective supervision from the Pelalawan District government towards Building Permits.
2. The obstacles faced by the Integrated Licensing Service Office (KPPT) of Pelalawan Regency in providing Building Construction Permits (IMB) are:
   a. There is still a lack of civil servants at the Pelalawan District Integrated Licensing Service Office (KPPT), both in terms of quantity and quality.
   b. The lack of coordination and the lack of a common perception of integrated licensing services and the support of the technical Regional Work Unit concerned in the service of one door and one roof.
   c. There is still a lack of facilities and infrastructure to support one-stop service licensing services such as car monitoring and mobile service cars.
   d. There is no route or route or cheap public transportation route from the eastbound road to the Bhakti Praja office complex, especially the Integrated Licensing Service Office (KPPT).
   e. The frequency of power failure in the area of the Bhakti Praja Pelalawan Regency office is still frequent.

I. SUGGESTION

1. For the Pelalawan District Integrated Licensing Service Office (KPPT) the authors suggest that they continue to improve services provided to the community, especially Building Construction Permit (IMB), although overall it is good but there are still some prime service indicators that have not been implemented optimally.
2. For the regional government of Pelalawan Regency, it is suggested that a right and fast solution be found to anticipate and resolve obstacles related to the implementation of public services.
3. For the community, it is suggested that they increase awareness about the importance of orderly licensing administration.

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The Impact of Oil Palm Expansion Towards Local Farmers Sense of Belonging In Sajingan Kecil, Sambas Indonesia

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Abstract

In the last few decades, palm oil has become an essential agriculture product to encourage the national economy especially for developing countries such as Indonesia and Malaysia. However, especially in Indonesia, The government is frequently generalizing that the expansion of oil palm plantation enhances local farmers economy and prosperity. In Kalimantan for instance, in 2005 The government planned the largest oil palm plantation called “Mega Project Oil Palm Corridor” while this project has received abundant of critics from local people and environmental NGOs. West Kalimantan is one of the objects of the extension which is led to the numerous dispute and conflict of land tenure. This research aims to examine the local farmers' response to the expansion of oil palm plantation in their areas. Moreover, this project also explores the impact of the oil palm plantation towards their livelihood on a daily basis. This study conducted by ethnography approach in which using participant observations and semi-structural interview. This study takes about two months fieldwork in Sambas, West Kalimantan, Indonesia. Early assumption of this study is the oil palm plantation bring negative impact towards local farmers livelihood. The result of this research is to provide a grass-roots understanding of the central and local government to consider their public policy about the extension of oil palm plantation. This research found that in the local community, the impact of oil palm expansion towards their territory has brought a more complex sense of belonging. On the one hand, the local farmers appreciate the improvement of the economic aspect through their regular income as oil palm plantation workers. On the other hand, the local farmers simultaneously consider non-economic aspects such as land right, the future generation, and environmental loss affected their sense of belonging to their place.

Keywords: Oil Palm Plantations, Sense of Belonging, Environmental Policy, Ethnography, Local Farmers

INTRODUCTION

For a last two decades the oil palm plantation has bring drastic changes in the developing of Indonesian economy. FAO in 2014 noted that Indonesia is the largest palm oil producer, ahead of Malaysia and Thailand. The government of Indonesia claim that the contribution of palm oil export has significant role to the Indonesian economy. Palm oil sector has contribute to GDP averaged 4.1 Billion Euro annually over eight years period (2010-2018). Moreover, in 2017 the total export of palm oil production reached about 15.5 billion

Euro.[9] From this data it could be seen that the government of Indonesia put palm oil production as a crucial means to encourage poverty eradication and improve national economy. Zen et al., (2015) also argue that the oil palm has been an effective way to reduce inequality of development between Java and other islands.

The expansion of oil palm plantation in Indonesia can be found in four largest islands; Sumatera, Sulawesi, Kalimantan and Papua. The local government in Kalimantan planned to expand the area of conversion of oil palm plantation from 1.5 million to 4.5 million hectares (ha) by 2025. However in 2010, the national government of Indonesia officially announced a moratorium for the new concession of oil palm plantation as part of commitment to reduce greenhouse gas emissions (Purnomo, 2012). For some stakeholders, this step was conceived as a good chance in reforming Indonesia's complex forest tenure system and mechanism to reduce deforestation in Indonesia.

Palm oil, however is the topic of controversy. in the level of scholars, some argue that many smallholders have benefited substantially from the higher returns to land and labor afforded by oil palm (Rist, Feintrenie, & Levang, 2010). They also considered that the expansion of oil palm plantation is the best option for improving smallholders financial needs. They conclude that in the future the expansion of oil palm expansion is inevitable, and it is not the matter of "yes or no" to oil palm, but how to manage and reduce the risk towards the negative impact of oil palm expansion. Susila (2014) argue that the activities of oil palm created a positive trend towards local people and smallholders' economic development and encouraging poverty alleviation. His research provided data that the oil palm plantation contributed about IDR 5-11 million for over 63% of smallholder household income in two different location in Sumatera island. It shows, how the income from the oil palm plantation has brought significant impact towards the main income source of smallholders in rural areas.

Despite the claim that the palm oil production lead to the improvement of national economy, NGO's and Research institutes expressed their concerns about the impact of the oil palm expansion not only towards the environment but also the social life impact of the smallholders in rural areas. Sirait (2009) concludes that the oil palm expansion in West Kalimantan as the main cause of the social dispute among the Indigenous people. the social impact of the engagement between the indigenous people with the oil palm plantation activities is that they are being detached from their environment and their customary system of natural resources. Moreover, the process of land acquisition from the local people towards the big company creates conflict and hard feeling among families, ad relationship among local people. This condition damages the solidarity of local institutions as the main basis of the social means to resolve horizontal conflict. Li (2015) explained that at least there are five major elements affecting the social issues of local people which related to their land acquisition, environmental consequences, degradation of customary institutions,

[9] Keynote Speech of Coordinator Minister for Maritime Affairs of Republic Indonesia at the International Conference "Eradicating Poverty Through Agriculture and Plantation Industry to Empower Peace and Humanity" (Rome,2018)

transparency of the plasma scheme, and the issue of workers in the plantation area.

First, The issue of land acquisition by the oil palm company diminishes opportunities for the local people to be and independent farmers and foraging. Furthermore, for the local people, farmland is their physical basis of their identity, cultural systems and farming communities are established. The consequences of land acquisition by the big company is that the destructing the social relations and the cultural values among the local people (Semedi, 2014).

Second, oil palm plantations are frequently associated with environmental degradation. The expansion of oil palm activities has led to the consequences of deforestation, loss of biodiversity, and water and air pollution (Laurance et al., 2010). According to Varkkey (2015) the activities of oil palm development has strong link with the forest burning to open the new land which generate air pollution in the massive scale. Moreover the location of mills are frequently located alongside water resources; this produce large amounts of waste which are then polluted the water source for the local people (McCarthy & Zen, 2010). As the consequences of this pollution, the local people's health, source of food and income are facing threat in their livelihood (Colchester, 2011; Colchester & Jiwan, 2006; Marti, 2008; Obidzinski et al., 2012).

Third, the issue of the degradation of customary institutions has been concern as the impact of oil palm expansion in Indonesia. Li (2015) explained that oil palm companies are frequently making deals with customary leaders, local government and security personnel to persuade landholders to agree with the company demands to release their land. this action has eroded the sense of trust and legitimacy of the local people towards their leader who reject the offer from the company.

Fourth, the lack of transparency of the plasma scheme towards the local which makes the smallholders lack of trust towards the company. Elmhirst et al (2017) argue that the lack of transparency in terms of distribution of benefits of the sales of FFB has been led to considerable mistrust among local community. In many cases, the plasma scheme holders are often unconcerned of the size of plots that they are entitled to. Moreover, there are also deficiencies of the information about the cost that the company expanded for the land clearance, planting and maintenance. In this sense the plasma holders has not enough information towards their amount of debt they had incurred. This lack of transparency is potentially lead to the conflict within the communities and between the community and the cooperative plasma board (Elmhirst et al., 2017).

The last concern is the issue about employment which related to the low payment wages, indecent standard of living for the labour force and low absorption of the labour force. In his field notes, Li (2016) draws her attention towards the condition of the labour inside the company plantation. She found that the labourers living condition in Buol were living in indecent conditions "miserable rotting wood houses for workers, isolation mud". The lodge was filled with ten or more young men sleeping in each room and had no electricity. The workers have to work in very strenuous work and pay was low. In related to the low absorption of the workers, Industrial oil palm cultivation is frequently requires an average of one workers per five hectares to cover the land (Cramb & Ferraro, 2012; Li, 2015). this fact is shows that the oil palm industry does not

require many workers to cover the land which generate low absorption of the labour force.

This research was conducted in Sambas district in West Kalimantan, one of the most fastest expansion of oil palm. this research focuses on the perception of the local farmers in Sajingan Kecil village in relation to their sense of belonging as the expansion of oil palm plantation in their areas. as Semedi (2014) found that the expansion of oil palm plantation has brought new wealth at an unprecedented rate in Kalimantan, yet it simultaneously brought the sense of loss of an ideal of social equality felt by the local people.

METHODS

This research focuses in the Sajingan Kecil village as part of Sambas district West Kalimantan. the main subject of this research are the local farmers from different backgrounds. Beside the local farmers, I also gained insights from other important stakeholders such as head of the village. The chief of the local farmers group, chief of the cooperative. Purposive snowball sampling is used to get high diversity of the informants.

For this research, I used Ethnographic approach which is helps me to gain trust from the local people and explore their daily activity as becoming participant observation. This approach was useful given the unpredictability of the kind of information that people would share. In this research, ethnographic approach is more effective obtaining a fuller understanding of people's perspectives. One of the advantage of this method is the flexibility it affords, which also contributes towards a more comfortable and open dialogue with the stakeholders. Moreover, I also conducted semi-structured interviews were conducted in order to collect the data from the stakeholders. For this activity, I sorted lists of topics of interviews which related to the sense of belonging to be covered in the interviews.

The ethnographic approach which I used in this research was conducted by being actively involved in the local farmers' on their daily activities. During the fieldwork period of two months, I joined with many activities of the local people. I was involved in the monthly coopetaive meeting, joined with the workers payment day in the company administration office, and also harvest the FFB (Fresh Fruit Bunch). Through these activities, I had enough opportunity to gather information and deep understanding about the history of land before and after the oil palm expansion. The benefit of participant observation is that I can observe directly their emotions and feeling through their expressions, verbal and non-verbal language (intonations and body language).

All the Information I gathered was recorded in my field notes. I also recorded the interviews on audio with the permission of the interviewees. During informal conversation and participant observation I took notes and make key words to remind me the topics of the conversation. During the analysis part, I used coding method in order to categorised the topics of data I found in the field. In the result of this research I found that some other crucial factors in considered by the local people influence their sense of belonging towards their place after the expansion of oil palm expansion.

Sajingan Kecil Village

The sense of Belonging of the Local Farmers in Sajingan Kecil Village

This chapter discusses the sense of belongin and perceptions of local farmers on the impact of oil palm expansion in Sajingan Kecil village, Sambas district, West Kalimantan. in Sajingan Kecil the local people experienced the expansion of oil palm plantation and conflict with company since 2005. The conflict between the local people and the company was eventually solved through a negotiation process facilitated by a local NGO (lembaga Gamawan) and the compliance Advisor Ombudsman (CAO) of the World Bank.

This Chapter is devided into two major sections consisting of: (1) a description of the village and the dynamics of the daily life of Sajingan Kecil and (2) the perception of the local farmers on the impact of the oil palm plantation on their sense of belonging. The local farmers in Sajingan kecil considered economu aspect is crucial for their livelihood strategies, however they also consider other aspects of life such as independence and freedom to manage their own property, maintaining social relations, future generations and the environmental living condition would also shape people's perception towards the expansion of oil palm expansion.

- The Social culture of people in Sajingan Kecil Village

Sajingan Kecil is located in Sambas district. Currently, about 300 families live in this village. It takes about one hour from Sambas by longboat which locally known as Kapal Tambang. This village is located along with the edge of river. Half of this village population built their houses above the water which makes river as an important elements for their livelihood activities.

The river is the primary source to support their daily activities in Sajingan Kecil since the people use the river to travel to the city and to the sea, as well as for bathing, fishing and sanitation. In the morning, when the people start their daily activities some women sell vegetables and fish door to door using a handcart. For the man, they start to turn on their boat engines crossing the river to find timber in the forest while others are fishing in the river. Daily activities such as washing clothes, cleaning utensils and bathing are mainly done in the river. For the local people, river is more than just their natural resources, it is their part of livelihood strategies.

In the past, farming was not primary occupation of the local people in Sajingan Kecil; local people primarily derive their income through logging, fishing and boat building. Before the expansion of oil palm plantation, the local people were not familiar with oil palm. it was after the company came to the village area to open the new land for their plantation without permission from the local people. The life of the local people in Sajingan Kecil was never be the same.

The social Relations among the local people are still maintained in the mids of changing socio-economic conditions. The value of "Gotong royong" (mutual aid) seems to have never faded from the lives of people in Sajingan Kecil. This strong value of "gotong royong" can be clearly seen when there is wedding celebration in the village. All families in the village will come to contribute food items such as chicken, rice and meat for the festivities. Before the wedding celebration day, the host will invites every head of families to discuss and manage the event together. During this meeting, other families will raise money and divide tasks for during celebration. Most of the man will in charge to build the stage for the entertainment and the women will manage the kitchen stuffs. Everyone in the village are invited to enjoy

the food, as well as acquintence of the married couple from outside the village, during the celebration.

This wedding celebration shows how the intimacy of social relations among the local people in Sajingan Kecil is maintained. The preparation of the wedding celebrations symbolizes the unity among the local people to maintained their strong social relations. However, the development of oil palm plantations in the village area affected their sense of communal. The expansion of oil palm plantation divided the local people who supports and against this company activities. This condition led to loss of trust among the local people and the emergence of competition over land. the expansion of oil palm plantation pose a real threat to the unity of this community.

- Agricultural Life

As mentioned before, the local people in Sajingan Kecil was not familiar with the agricultural life. They were derived their main income from logging activities and fishing in the river. However, the high demand for wood in Sambas district forced the local people to expand their logging activities. the fast growth population also putting pressure on the forest resources. this condition led the local people to consider alternatives resource of income in their area which makes them starts to change their livelihood strategies into agriculture. Nowdays, logging activity is no longer seen as the primary source of income due to scarcity of timber and the expansion of oil palm plantations.

Local people in Sajingan Kecil start their agricultural life with open some areas for rubber and black paper. They tend to clear land in groups of eight to ten people. this group usually clears the area of their plots of any wild plants and scattered twigs. Even though they used long blade to clear the land, the admit that burning was the most effective way to open the new land for plantation since it takes a short time. Sulaiman Said :

"...a long time ago, before the company came to this land, every year we would clear land by burning. However, this method never became a problem for our environment since we were only doing this on a small scale. We only clear land areas as large as we need."

The local people who open land for agricultural purposes usually do not hold a legal certificate from the national agency. They only register their land with the village administration in the form of "Surat Keterangan Tanah (SKT)", a letter stating that the specific area is theirs to cultivate. The local people believe that the form of SKT is more than enough to prove that they have a piece of land. according to local people by using this SKT, they are able to sell their land to other people who wants to buy. this might one of the reason local people in Sajingan Kecil have a low motivation to registering their land with the National Land Agency (BPN).

- When The Oil Palm Company Comes

It was around 2005 when the oil palm investors start expanding in West Kalimantan, including Sambas Region. According to local people, the company came to their village in 2005 when local people still working as loggers, they already felt bothered by the company activities in their forest. However at that time, the local people did not know how to channel their grievance since the company workers said that they have no idea about the legality and status of the forest, they just work for the money. Sulaiman is one of the local people who oppose the oil palm company in their area, he said :

"...at that time, we did not know how to protest against the company, we only protested as individuals. We got mad with the company workers, but they said that they were not the bosses or the decision makers, they did not have any idea about this matter and they just followed orders. Thus, some people had the initiative to create a small meeting to discuss this problem..."

When the local people doubted how they could protest towards the company, they were invited by local NGO to discuss about their complaint. The local NGO helped them to conduct meeting with the company to solve their protest about plantation expansion. However, in the first meeting with the company board, the company excuse that they did not know about the existence of Sajingan Kecil village in that area. The company got their permit from the local governance and expand their plantation based on the area within the agreement. in order to solve the problems, the company offers a plasma-nucleus scheme[10] for the local people and become oil palm farmers under the company management. Yet, the first meeting was unsuccessful since the local people stuck to their demand to get back their land form the plantation company. During the negotiation process, the local NGO assisted in carrying out a cost and benefits of the offer from the company. the local people realised that they would not get they had in the past. The only realistic choice that they had was to accept the offer of the plasma-nucleus scheme, yet they could negotiate the share of the land.

It takes about seven meeting within eight months negotiation period between the oil palm company and the local people assisted by the NGO to reach deal. This agreement resulted in benefit-sharing scheme (plasma-nucleus). Both party agree on the plantation areas of 763 hectares is under nucleus plantation and 403 hectares for plasma plantation. there are about 327 hectares remaining forest to be preserved as forest conservation and if someday it is found that it have been converted into oil palm plantation or stacking areas, then the company obliged to reforest the land. from the agreement, the company also agreed to provide compensation for planted areas in nucleus plantation at rate of IDR 300.000/hectare and the local people will get the compensation for development program wortj IDR 40.000.000/year for five years until the oil palm become productive. This concession between the oil palm company and the local people of Sajingan Kecil will be valid for 35 years, starting from 1 September 2006 and the commitment of the company to stop their expansion in the area of Sajingan Kecil village.

Local Farmers Perception Towards Oil Palm Plantations

As the conflict between the company and the local people in Sajingan Kecil reach the deal agreement, the company started to cultivate their plantation. the lifestyle of the people has changed drastically; they used to be an independent farmers who control their forest, yet now become company workers for the plantations. They depends their livelihood from the salary from the company and have lost their independence to manage their own land. the expansion of

[10] The arrangement of plantation models' regimes shares the division into the nucleus (inti) area that belong to the company and the smallholder (plasma) area that is allocated to small holder contract growers

oil palm plantation in Sajingan Kecil has brought about numerous impacts towards the people aspects of live. This section wil explore how the oil palm plantation affects the local people sense of belonging in their areas. six different aspects which related to the sense of belonging of people in Sajingan Kecil, which are: income, rights to land, lifestyle, social relations, future generations and the environment. These six elements are of utmost importantce in providing understanding of sense of belonging of the people in Sajingan Kecil village.

- Income

It is a common claim that an oil palm plantation brings many positive impats for the local farmers income (Feintrenie, Chong, & Levang, 2010; Pacheco, Gnych, Dermawan, Komarudin, & Okarda, 2017; Rist et al., 2010). Semedi (2014) found oil palm cultivation under nucleus estate scheme has proven capable of improving the economic performance of the people in rural Kalimantan, and it turn the socio-economic status of the local people. however in the same time, the positive impacts of economic development were entangled with the onset os social dissatisfaction. Income might be crucial for the livelihood of the farmers. This issue also become a commodity not only the company but also the local and national government to legitimate the existence of oil palm expansion. In the level of local people, it seems like I found different perspectives between the old and young generation of farmers in Sajingan Kecil village.

In 2005, the local people in Sajingan Kecil worked as loggers, fishermen, farmers and shipbuilders. The local people could benefit from the forest products such as honey, rattan, resin, jackfruit, and timber which located in the mount Senujuh. Some of these product were used to fulfil their daily needs and the rest would be sold at the market to gain some additional income. For the old generation people, they more appreciate their income from their own land and forest before the oil palm plantation came to their areas. they also believe that the economy is not the only aspect that impacts their sense of belonging. Currently, most of the people in Sajingan Kecil have become plasma farmers and plantation workers, and this transition has affected every aspect of their life. Sulaiman recalls his memories regarding the income that they had before the company came to the village. He stated:

"... the income from this work (logging) was not as high as what we have earned from the oil palm plantation, yet we have freedom and independence to manage our time to go to work. No one will force us to go to work, no rules, no one angry because of our results. I could say it is better income in the oil palm plantation because we are doing this work daily. I say if we are doing this logging as frequently as we work at the oil palm plantation, we would get a better income from logging..."

It is a different perspective for the young workers who works for the company plntation after the agreement was signed. They are tend to have more positive comments about current situation under the oil palm plantation. during the interview session, I spoke to three young workers (20-25 y.o) who express their opinion regarding oil palm company. they believe that current condition is the best way to get income. They feel that the company provides all their needs such as jobs, health care, and regular income, so they can feed their new family. Triadi is the

young workers who feels grateful with his occupation as workers. He said:

"...I think it is good now, we have a job, we have money because of the company. I need to feed my family. The more I work, the more I get money..."

As mentioned before this young workers just works for the company less than five years when the plantation was already productive. They are not really emotionally invested with the history of the expansion of oil palm in their areas. for the young workers, they seem to hope that the company will remain stable in the future and they can still get a regular salary for their family.

The claim that the oil palm plantation would bring positive economic impact for local farmers holds some truth in this case. However income is not only the only crucial aspects that needs to pursue in live. The older generation believe that the company has grabbed not only their land but also their livelihood autonomy. Therefore, they are more appreciative of the income from their previous job as loggers and independent farmers where they enjoyed greater flexibility towards their land and forest.

- Land Rights

Since the oil palm expanded their plantation area towards the territory of Sajingan Kecil village, the local people feeling insecure about their land will be grabbed in the future. This condition encourage the people to claim the rest of land as private land. the concerns of local people regarding their land rights has increased because of the impact of the greater competition over the land in the future. The loss of land felt in turn creates the fear that more land will be lost to the company in the future. For Sulaiman, land is the only property that their family can make a livelihood from since they cannot depend anymore to the forest products. He stated:

"...I have to legalise the status of my land to the village officials since it will have stronger legal status. With that legal certificate, I will share the land between each of my children equally. I have told my children that they should never sell this land since one day this land will run out and we will have nothing left for our grandchildren..."

the condition where the local people starts to claim their land as a private land by using letter from village officials (SKT) has raised a sense of individuality among local people. As the people starts to claim their personal land, they lost their sense of community which resulting an erosion of communal land use practices. As explained in the section of agricultural life, the people in Sajingan kecil used to work in group when they open the new land for agricultural purposes. The local people have no intention to claim their land since they use the land together and get their yields from their cultivation as a community. In this respect, the local people consider their feeling of their community and their fear about land competition in the future to be part of their sense of belonging.

- Lifestyle

It is important to look at the daily lives of the workers to get the perspective of the local people about the meaning of the life that they have. From this perspective we can see that the aspects of living that the local people consider crucial are not only financial, but also the change of their daily activities from independent farmers into company workers which affected to their sense of belonging. The story of Sulaiman and his family represents how local people have had to change their lifestyles to adapt

to the new condition in their village after the oil palm expansion

The oil palm workers usually wake up at 3 am in the morning. This is the regular routine of oil palm laborers family like Sulaiman. His wife, and three of his children have to work in the plantation to fulfil their daily needs. Sulaiman and his wife have to wake up earlier than other family members since they have to bathe, wash clothes and prepare food for breakfast and lunch for their work. Every morning before they leave the village, they have some snacks and hot water as their breakfast. Sulaiman wears his jacket, long pants and boots to protect him from the mosquitos. He also prepares his equipment, such as a machete and a scythe.

It's still 4 o'clock; in the dark, the laborers use a flashlight to get into their longboat which will bring them to their work sites. It takes about one hour and a half from their village to the plantation. Currently, there are two longboats in charge of delivering the workers every day. Each longboat has a capacity of forty passengers. This boat belongs to the local villagers, who leased it out to the company. On the way to their plasma garden, some women laborers have breakfast inside the boat because they want to save more time when they arrive in the plantation. White rice is their staple diet for breakfast, lunch and dinner. They usually bring some side dishes such as omelet, spicy anchovy, and fried tempeh. As they believe that carbohydrate and sugar will provide them more energy for their body to work for a whole day, they eat more rice and drink very sweet tea in the morning. In the dim light inside the boat, the women open their breakfast boxes with white rice, salted fish and chili sauce.

At 5.30 AM they arrive at the small dock of the plasma plantation. The sunrise illuminates the river channel and the boat sits in the dock. The workers will make a line to put their finger in the fingerprint machine as the proof of their presence. It takes about 30 minutes from the small dock to their shelter; some laborers use their motorcycles which they park in the small shop near the dock, some others just walk to get to the shelter, and the rest will be picked up by a truck which is leased from the company. The truck will carry the laborers from the dock to their shelter for about three kilometers on a rutted road.

The workers usually finish their work at 12.00 PM in the afternoon. It is time for them to take a rest in the longboat before returning to the village. Because the farmers have to work at different work sites, they have to wait for the others because the boat will not depart until they are complete. Some of them bathe beside the river and others choose to take a nap while waiting for departure. After their rest, the workers usually have lunch together on the deck. Each of them brings their own lunch box and they share their food among themselves. The company does not provide lunch for the workers nor a food allowance. They usually arrive at their home at 1.30 PM, where their children have been waiting for their parents. It is the only time that the local farmers have to gather with their children since they spend most of their time in the plantation. In the evening, the labourers sometimes watch dramas or a football match on the television with their family. About 22.00 P.M they already tired and retire to their rooms to sleep. This is the cycle of the daily lives of the people of Sajingan Kecil following the expansion of the oil palm plantation in their village.

For Sulaiman and his family, after the oil palm expansion, many things have changed in their lifestyles. Their daily

routine mostly spent in the plantation to work. They have a little time to take care of their garden and farms since they are too tired from working in the plantation. Moreover, the local people lose their freedom to manage their livelihoods as they are bound by company rules.

The lifestyle changes are considered by the local people as a crucial aspect of belonging impacts resulting from the oil palm plantation. The local people of Sajingan Kecil have to transform their lives to adapt to the new condition of their village. The change in their lifestyles has created a sense of insecurity over their belonging. I would argue that these lifestyle changes have been adopted by local people in order to survive in their current situation.

"...honestly, I could not compare the current condition and the past, because we have to adapt with the new condition, I think it is important. I had no intention become a plantation laborer until now, I am a victim and I have been forced by the situation. I could say that because I have no choice over my way of life. I have to be a laborer to feed my family; thus, I have no choice but to do this to survive..."

Looking at the daily activities of the local farmers in Sajingan Kecil has provided a clear image of how the local people have dealt with their current situation as workers. Most of them have shifted their lifestyles from that of independent farmers to that of company workers. The local people reflect upon their historical memories when they were independent farmers who had freedom to utilise and communally manage their lands. Antonsich (2010) argues that the auto-biographical facet place-belonging is related to the shared memories among the local people. However, the local people feel it is is necessary to adapt to their current conditions, even they though never expected this to happen. For those like Sulaiman, he never expected that the expansion of the oil palm plantation would affect their lifestyle to such an extent. The capacity of local people to be independent farmers has been eroded, and despite now receiving a regular income through plantation labor, their lifestyle changes leave them feeling insecure. This demonstrates the importance of values beyond those in the economic domain; people's daily routines and emotional connection to their work are also prominent factors shaping people's sense of belonging.

- Social Relations

The social relations amongst fellow villagers in Sajingan Kecil have been maintained since their ancestral times. As discussed in the beginning of this paper, the local people in Sajingan Kecil build their sense of unity which symbolized by wedding celebration. Baumeister and Leary (1995) explained that local people generate their sense of (group) belonging, as with long-lasting, pleasant interaction (filled with mutual assistance), and stable relations among them. However, the existence of oil palm plantations has ruined such strong relations, dividing communities between the supporters and the opponents of plantations in their area. The company's strategy to obtain land created a divide among local people, with people assessing the pros and cons in a different manner. Social relations were damaged during the process of negotiation.

When the company offers negotiation towards the local people to accept plasma-nucleus scheme for the plantation, Sulaiman and Mulawarman are two local people who totally oppose the offers in the beginning. During the process to protest to

get back their land from the company, both of them experienced intimidation and ostracized by other local people who support oil palm plantation. As the representatives of the local people in these negotiations with the company, Sulaiman and his colleagues were pressured by the local people and the village elites who supported the oil palm plantation. Mulawarman stated:

"...when we were still fighting against the company expansion on our lands, the village head threatened to have us arrested. We were not afraid, we wanted to prove to our fellow villagers that this struggle was not in vain. I remember that when Lembaga Gamawan was training us, I heard that some people accused us of being a communist group (a forbidden party in Indonesia), because during the training we engaged with the story of Brazilian people struggling for their land against outside companies..."

In brief, the social relations among the local people has been wounded by the emergence of the company in their territory. The social cleavage created between those emphasising the pros or cons of the plantation has eliminated the sense of unity which they always preserved before. In this respect, the local people feel uncomfortable in their current condition and their sense of feeling at home has been eroded.

- Future Generations

For local people like Sulaiman, he has been through difficult times struggling for their land against the domination of the company in the territory. Ideally, he wants the future of his next generation will be better than himself. However, this dream seems never will become realized since the future generation will face the greater threat of their livelihood as the existence of oil palm plantation. Li (2017) said that the children of the local farmers aspire to manage their own lands. On the one hand parents who can provide their young generation with the income from a productive smallholding (independent smallholders) are expected to prosper from oil palm. On the other hand, the children who inherit no land have very limited opportunities to improve their prosperity.

The future generation is also threatened by the triple displacement of the oil palm plantation (Li, 2017). The future generation could have no more land as the expansion of oil palm plantation will grab the remaining land. Moreover, the absorption of workers for the plantation is low (one worker per five hectares), and eventually the selection of the workers would be based upon ethnicity, age, and gender specifications. Only healthy young men are selected for oil palm harvesting since it takes specific skills and power to do this strenuous work (Li, 2017).

The wellbeing of future generations is one of the essential aspects determining the local people's sense of belonging. They wish for improved livelihood conditions for their descendants. However, the expansion of oil palm plantation in Sajingan Kecil has created anxiety among local people regarding their future generations. The future generation will have no chance to develop their own agriculture and very few workers will be absorbed as laborers in the plantation. Future competition over land and the uncertainty over whether future generations will obtain plasma plots are two further facets of concern.

- Environment

The River is the main resource for local people in Sajingan Kecil to make a living from. The waste from the palm oil extraction of mills has been pollute the river in Sajingan Kecil in 2017. This water pollution caused skin disease for over half

of the local people, especially children. The local people have already reported this issue to the local government in Sambas city.

The river is more than just a source to local people's daily life, they have attached their emotions to the river as their ancestors have done from generation to generation. The emotional attachment to the river relates to the relation between the people and their natural resources. Tollia-Kelly (2008) argues that people value their natural resources as it is a space for the people to engage with each other. When the river gets polluted, it not only affects their current living conditions, but also damages their sense of belonging regarding their natural resources. The threat is particularly acute for women who use water from the river to wash their utensils and clothes, and their children, who often swim in the river whilst they do so. As mentioned above, men, women and children use the river to bathe, and they usually chat amongst themselves. In this respect, the river becomes a medium for local people to maintain their relationships and generate their sense of community and belonging to their place. Water pollution is therefore an important issue for the local people in Sajingan Kecil in relation to resource insecurity and the resulting social implications.

CONCLUSION AND DISCUSSION

The central objective of this chapter was to analyse the local farmers sense of belonging in relation to the expansion of oil palm plantations in their areas. The analysis found that the matter of income may be valued by local farmers in order to improve the economic aspect of their livelihoods. However, the improvement of the economic aspect per se is insufficient to create a sense of feeling at home. Other facets like right to land, social relations, change of lifestyle, future generations, and environment are play crucial role to affect the sense of belonging of local people.

The findings suggest that the government should take into account how the local people perceive conditions within the plantation. The notion of development for local people does not solely revolve around economy and income, but also has to do with the immaterial aspects which influence their feeling of being at home. The government should pay more attention to these non- economic aspects for local people who are affected by the oil palm expansion. The clarity of land status for the local people who have conflicts with companies is the responsibility of the government to rectify. In the case of environmental pollution, the government should fulfil their role as regulators and be more assertive in dealing with companies who have been proven to pollute local water systems. This action is necessary to maintain the sense of belonging of the local people towards their place. In addition, regarding the workers of the plantation, the government could be more aware of the situation of casual daily workers and provide them with social insurance. My fieldwork suggest that companies prefers to hire casual workers so that they do not need to spend extra costs on insurance. Another crucial issue is that the government should ensure that decent facilities are provided for workers living inside the plantation. These all should be government responsibilities to adhere to sustainable development principles in the oil palm context.

While the principal concern for oil palm companies may be generating profit, this should not detract from sustainable development regarding environmental and labor prosperity. In this respect, companies should also engage with the local

community to protect rivers and forests which belong to local people. Companies should respect the traditional values and customary law of the local people in order to reduce the potential for conflict. Moreover, they should pay attention to their workers' sense of belonging to their plantation, which relates to the state of the plantation lodge and social insurance.

NGOs also play an important role in enhancing the awareness of sense of belonging for the local people. In many cases, NGOs were present to give education and training regarding the impact of oil palm expansion. Moreover, they also help the local community to negotiate with the company regarding land disputes. In this sense, the existence of NGOs can help to conduct training with the concept sense of belonging generating awareness among local communities about the feeling of being at home.

However, my main aim of this research was not to judge whether oil palm plantations are good or bad, but to capture the experience of the people experience living under oil palm plantation in relation to their sense of belonging.

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Analysis of the Kampung KB Program Implementation in Improving Family Welfare in Air Dingin Village Bukit Raya District Pekanbaru City

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Abstract

The population growth of Riau, especially Pekanbaru has continued to increase over the past 5 years. Even in 2015 Riau's population growth rate exceeded the national level. This is due to the low level of public awareness of the Kampung KB program and the low level of community participation. The purpose of this study was to analyze the implementation of the Kampung KB program in improving family welfare in the Air Dingin Village. The research method used in this study is descriptive qualitative with the help of Big Data. The data used are primary and secondary data, where data sources are obtained from informants selected based on purposive sampling. The results of this study generally indicate that the implementation of the Kampung KB program in the Air Dingin Village has been going well. It's just that there is one activity that has not been implemented, namely the Youth Counseling Information Center (PIK) for Youth. Input from this program High community participation for the progress of the family planning program, the variety of activities carried out in an integrated manner and the availability of facilities and infrastructure. The process of this program The running of activities in each section, the participation of government officials in synchronizing activities and the frequency and quality of extension activities is not maximal. The output of this program is improving the quality of human resources and controlling population numbers through increasing participation of family planning participants, family development programs through community empowerment, and increasing cross-sectoral activities.

Keywords : Implementation, Kampung KB, Family Welfare, Population

I. INTRODUCTION

The current population of Indonesia is accelerating and resulting in higher unemployment and poverty. Responding to the problem of increasing population in Indonesia, a policy was made to reduce the rate of fertility in order to improve family welfare through Family Planning (KB) programs by the National Population and Family Planning Board (BKKBN).

BKKBN was given the task of succeeding in the National Development Priority Agenda. One of these agendas is to build communities from the periphery by establishing a family planning program at the regional level that is in direct contact with the community.

Kampung KB is a village level unit or equivalent that has certain criteria for the integration of the Population and Family Development Population program systematically. Population management is important in order to control quantity and increase the quality of the population in order to reduce the rate of population growth through regulating the birth and maturation of the age of marriage.

Pekanbaru City Government continues to strive to reduce the high rate of population growth by conducting a family planning program to build a family-based community, prosper the community, and meet the needs of the community through the implementation of cross-sectoral program integration.

Kampung KB of Air Dingin Village was declared in August 2017. The Air Dingin Village was chosen, because it met several criteria for the formation of family planning programs, namely Border, Population Solidarity, Low level of public awareness of family planning programs.

Declaring Kampung KB is a step to encourage the community to receive services more quickly and efficiently. so that people can live more quality lives. If the achievement of the Kampung KB program in Air Dingin Village is quite good, then the area can be said to be feasible as an example for the implementation of the family planning program.

II. RESEARCH METHOD

The research method has a very important role in determining the direction of research activities so that the desired goals can be achieved optimally. In the study of "Analysis of the Kampung KB Program Implementation in Improving Family Welfare in Air Dingin Village, Bukit Raya District, Pekanbaru City " is a descriptive type of research using a qualitative approach with the help of Big Data. The data used are primary and secondary data obtained from informants selected based on purposive sampling. The data collection techniques use the method of observation, documentation, and interviews.

The target or object of this study is the community of Air Dingin Village which is directly involved in the Kampung KB Program. While the informants in this study were subjects who understood the research object information. The researcher divides the informants into principal informants and key informants.

So it can be concluded that the qualitative approach is an approach that is carried out intact to the research subject, where the researcher becomes the key instrument in this study, then the results of the approach are described in the form of written words from the empirical data obtained. In this approach more emphasis on meaning than generalization.

III. THEORY/CONCEPTUAL FRAMEWORK

The Concept of Family Empowerment.

Family empowerment is an effort to increase the dignity of the people and families who are not able to escape from the trap of poverty and underdevelopment. In other words empowering is enabling and empowering communities and families. In the concept of empowerment, according to Prijono and Pranarka (1996), Humans are the subject of themselves. The empowerment process that emphasizes the process of providing the ability for families / communities to be empowered, encourage or motivate individuals to have the ability or empowerment to determine their life choices.

Empowering the family / community in accordance with the Law of the Republic of Indonesia Number 52 of 2009 concerning the Development of Population and Development of the Prosperous Family, that development must be aimed at increasing the highest awareness, willingness and ability of family / community life, as an investment for resource development human / community. Everyone is obliged to participate in realizing, maintaining and improving the

welfare of the family and society as high as possible. The government is responsible for empowering and encouraging the active participation of families or communities in all forms of improving welfare (Notoatmodjo, 2005).

The concept of Kampung KB.

Kampung KB are village level units or equivalent, which have certain criteria, where there is integration of population, family planning, family development and related sector development programs carried out systemically and systematically. Kampung KB are planned, implemented and evaluated by and for the community. The government, regional government, non-government and private institutions play a role in facilitation, assistance and guidance (BKKBN, 2015).

Kampung KB are designed as an effort to empower the community to manage family planning programs. The activities are managed based on the principles of, by, and for the community itself. The ultimate goal is certainly the development of the community itself. The government only stimulates and provides assistance, the rest is the responsibility of the community. Namely through efforts to make Kampung KB as a program organized from, by, and for the community.

The participation of various agencies in Kampung KB is very important so that the full service can be felt directly by the community towards people's welfare. Kampung KB seeks to empower and provide convenience to the community to obtain total services for family planning programs as an effort to create a quality prosperous family.

IV. Findings

If the Kampung KB area of Air Dingin Village, Pekanbaru City, is seen from the success side of Input, the number of PLKB / PKB is still not proportional, but after this Kampung KB all PLKB / PKB work hand in hand to make the KKBPK program successful in the area and assisted by cadres who are so enthusiastic make it successful. There have been many visits from other provinces and also the practice of training Kampung KB in the Air Dingin Village. Operational support (budget) for the KKBPK programs from the State Budget and other funding sources is still small and has not yet focused on the Kampung KB area. The availability of contraceptive devices and drugs, health insurance, and other supporting facilities in the Kampung KB area has no problem being close to the health center (Puskesmas).

When viewed from the indicators of the success of the Process, there is an increase in the frequency and quality of advocacy activities and KIE that once PKB / PLKB rarely visited the area of the Air Dingin Village. After the area was chosen to become a Kampung KB to visit frequently, also formed a new activity group, namely BKB, BKR, BKL, UPPKS held regular meetings every month, and health services to improve family planning (KB) services.

If you see the Output success indicator, it turns out that there are changes in the Family Planning (KB) participants, active participants and KB MKJP Program, the meeting of the activity groups that have been formed has been running and carried out regularly. Also from cross-sectoral programs training has been carried out to increase the income of families in the Air Dingin Village.

Based on the findings, it can be stated that the general implementation of KB villages has been achieved. This can be seen from the community's satisfaction

with the program and the increasing number of family planning (KB) users in the Air Dingin Village. Here's the explanation:

a. Increasing the role of the government, regional government, non-government and private institutions in facilitating, mentoring and fostering communities. From the results of the study it is known that government institutions play a role in this policy. This can be known by the funding of this program through the state budget (APBN). However, the role of non-governmental and private institutions in developing the Kampung KB program in the Air Dingin Village still does not yet exist today.
b. Increase public awareness about population-oriented development; The results of this study indicate that community participation in participating in family planning programs in the Air Dingin Village, Bukit Raya District, Pekanbaru City is high. This is an indication of the increasing awareness of the community of Air Dingin Village about population-oriented development, one of them is the Kampung KB program.
c. Increasing the number of active modern family planning participants. Data obtained from the research shows that the number of active modern family planning participants has increased significantly after the holding of the Kampung KB program Air Dingin Village, Bukit Raya District, Pekanbaru City.
d. Improving family resilience through BKB, BKR, BKL, and PIK programs. The Kampung KB Program, namely BKB, BKR, and BKL has been established and implemented to date. However, the PIK For Youth program has not yet proceeded. This is due to the difficulty of finding teenagers who are willing to undergo the program.
e. Increasing family empowerment through the UPPKS Group (Efforts to Increase Family Welfare Income) has also been formed and implemented.
f. Reducing domestic violence rates Based on the results of the study, since the Kampung KB was held, there were no reports of domestic violence in the Air Dingin Village. This shows the decreasing rate of domestic violence after the holding of the Kampung KB.
g. Improving public health. Based on the results of the study, the health status of the people in Air Dingin Village, namely the health of infants and the number of mothers giving birth, increased.
h. Improving facilities and infrastructure, with the Kampung KB program in Air Dingin Village many facilities and infrastructure were built for the needs of Kampung KB activities.

Meanwhile, the standard used in the Kampung KB of Air Dingin Village, Bukit Raya District, Pekanbaru City is the Technical Guidelines from the BKKBN. This standard has been implemented in the implementation of the Kampung KB in the Air Dingin Village.

In the implementation, the Kampung KB Technical Guidelines are also very necessary, because with the standards, namely the Implementation Guidelines, it is expected that the activities in the Kampung KB run well and smoothly.

So, it can be concluded that the general objectives of this program have been achieved, but there are some specific objectives in this program that have not been implemented, including the Youth Counseling Information Center (PIK) for Youth. This is because it is difficult to find

teenagers who want to participate in this program.

Knowledge and understanding of the community of Air Dingin Village is quite good. This is indicated by the results of research that show that the community, especially cadres from the program can answer when asked about the purpose of this Kampung KB. While the knowledge and understanding of the contents of the Kampung KB in the community itself is still lacking. This is shown by the failure of some people regarding the contents of the BKR program. This is due to the lack of socialization regarding the contents of the Kampung KB program and the lack of implementation of some Kampung KB programs. While the knowledge and understanding of the contents and policy objectives of the PLKB itself are good. This is indicated by the implementation of this Kampung KB program by the PLKB based on technical guidelines.

The attitude of the Air Dingin Village community over the Kampung KB program policies was very enthusiastic. Generally the community of Air Dingin Village participated in this Kampung KB program. While the PLKB's attitude towards this program policy is already considered good because based on the results of the research, PLKB officers at Air Dingin Village are always ready and responsive to serve the community to participate in the Kampung KB program. Besides that they are also fast and swift in solving problems related to the Kampung KB program.

Overall, the intensity of the attitudes of the community and PLKB employees towards this program is high. This is because based on the results of the study, from the start the program was launched until now the attitude of the program implementers is just as good.

So it can be concluded that overall, the attitude of the implementer has supported the implementation of the Republic of Indonesia Government Regulation Number 87 of 2014 in the implementation of the Kampung KB program. It's just that the people's knowledge and understanding of the contents of the Kampung KB program is still lacking.

From human resources, to implement Kampung KB programs have been quite good and received a positive response from the community. The officers in maintaining continuity and development of activities in Kampung KB held regular coordination meetings and all developments both in terms of the realization of activities and plans for developing activities were coordinated through deliberation forums and so on.

From the time side, it can be seen from the increasing frequency and quality of advocacy activities, improving the quality of family planning services, regular meetings of Posyandu, BKB, BKR, BKL, and UPPKS activity groups. In addition, there was also an increase in the presentation of active family planning participants, increased participation in MKJP KB (Long-term Contraception Method), and all communities served in each of the existing programs.

V. CONCLUSION

1. Policies for KB villages have been supported starting from the center, provinces, districts / cities, sub-districts and villages.
2. The number of PLKB / PKB is still not proportional, but after this KB village, all PLKB / PKB worked hand in hand to succeed the KKBPK program in the area and assisted cadres who were enthusiastic to succeed it.
3. There is an increase in the frequency and quality of KIE advocacy and mobilization activities, before PKB /

PLKB rarely visited Kampung KB after their regions were chosen as Kampung KB to visit frequently, also formed new groups of activities and meetings regularly, and posyandu services to improve services KB.

4. There is a change in the number of family planning (KB) participants, especially KB MKJP. The success of the KKBPK program and other related programs in Kampung KB areas is also determined by the active role of the community itself from various levels and KIE as the final target of collective and continuous cultural movements, so Kampung KB can be considered public initiatives rather than government programs.
5. Kampung KB program in the Air Dingin Village, Pekanbaru City, was implemented including BKR, BKB, BKL, and UPPKS. However, the Youth Counseling Information Center (PIK) for Youth has not been implemented because of the difficulty of finding teenagers who want to participate in this program. The Kampung KB Program in the Air Dingin Village has a Technical Guideline standard and in its implementation is in accordance with these technical guidelines.

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Room 6

Overall
Program 2019

PERCEPTIONS OF THE REGISTERED VOTERS ON THE RE-IMPOSITION OF DEATH PENALTY IN THE PHILIPPINES

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ABSTRACT OF THE STUDY

The study was conducted to find out the perceptions of the registered voters in Maramag, Bukidnon regarding the proposed re-imposition of death penalty in the Philippines. The study employed an interview schedule and a structured survey questionnaire in gathering the data. Data are analysed qualitatively and quantitative approach using, weighted mean, chi-square test and Fisher Exact Test. The respondents of the study are consistently aware of the proposed re-imposition of death penalty in the Philippines. There are (81.3%) of the registered voters who favored the death penalty for it incapacitates criminals from committing heinous crimes. The re-imposition of the death penalty will ensure that local and foreign nationals caught violating laws will be convicted with the harshest penalties. The death penalty will provide a clear-cut safeguard of the normal economic operations of the country by incapacitating criminals. Lethal injection is the preferred method of execution for it is considered more humane as death is experienced without recognizing severe pain. Further, there is a significant difference in the perception of the respondents in terms of gender and educational attainment where educated women perceived that the death penalty in the country will bring significant economic, political, social and moral development.

Keywords: *Death Penalty, Awareness, Acceptability, Development*

INTRODUCTION

The death penalty is as old as humanity itself. Originally instituted as retribution and crime deterrence, the practice involves, among several others, mutilation, drowning, public dissection, quartering, garrote, stoning, burning at stake, skinning alive and crucifixion to the currently practiced lethal injection, electrocution, hanging, and shooting by firing squad.

Historically, the death penalty was terrorizing, cruel and degrading, but it changed through time. The changes in the methods of execution so with its usual public setting were fuelled by the common call towards more humane conduct in administering capital punishment (Patterson, n.d.).

Apart from the revolutionized method of execution, international perspective regarding death penalty changed as well due largely to abolitionist international organizations like the United Nations. Of the opponents' several justifications, it could be narrowed down to protecting the rights of an individual more than the state. They posit that capital punishment is contrary to the promotion of life and constitutes gross ignorance of the true criminal deterrence which may come in terms of "proper moral socialization,

sufficient material well-being, and harmonious social development." On the other hand, the proponents contend that it secures the citizens of their fundamental human rights to life, liberty, and property by incapacitating the criminals. They adhered to enliven the rights to execute persons by extremely powerful states subject to thorough considerations of the rule of law, leaving any possibility that all of which can be arbitrarily administered (Antilles Episcopal Conference, 2000).

The debates concerning the morality and appropriateness of the death penalty as a civilized form of punishment have, for years, sparked magnanimous interests. While there have been several states which abolished capital punishment, some states remained unaffected by the trend—the Kingdom of Brunei for example.

The Republic of the Philippines abolished capital punishment since 2006 by virtue of Republic Act 9346 aligning the country to its international commitment to the International Covenant on Civil and Political Rights (ICCPR) ratified on February 28, 1986. It affirmed and guaranteed that, *"*Every human being have the inherent right to life."

At present, this predominantly Catholic country is on the verge of resuming death sentence, especially that the Duterte administration is keen on its drug war campaign. The drive has been attributed to the rising crime rate before and upon his assumption of the Presidency.

Recent notable heinous crimes are the Barrameda slay case, Maguindanao massacre, Lozano-Evangelista case, and EDSA bus blast. These heinous crimes have ignited national as well as global controversies resulting in numerous resounding calls to reinstate capital punishment in the Philippines (Guerrero, 2011).

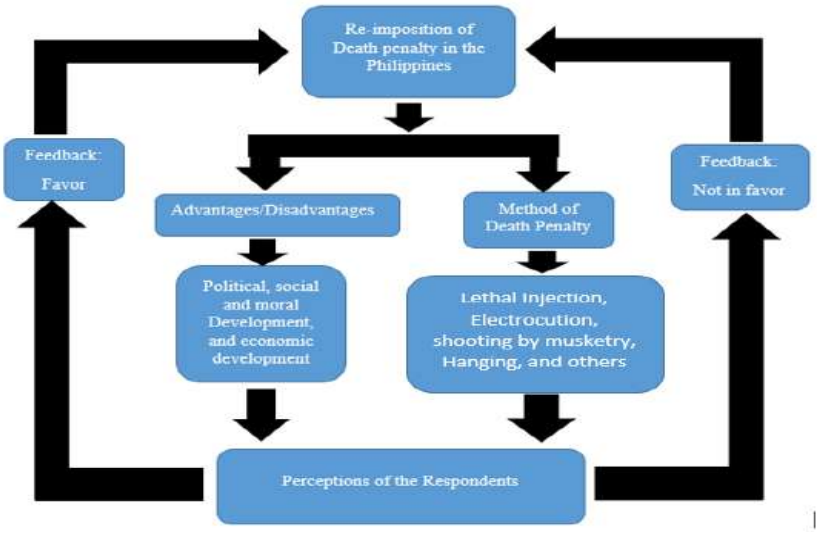
Below are the enumeration of the bills passed in the Seventeenth Congress, which endeavors to re-impose the death penalty. 1). House Bill No. 1 proposed by Congressman Alvarez seeks to re-impose the death penalty for all crimes covered by the repealed R. A. 7659 of 1993 (classified as treason, piracy and mutiny in the high seas or in the Philippine waters, qualified bribery, parricide, murder, infanticide, kidnapping and serious illegal detention, robbery with violence against or intimidation of persons, destructive arson, rape, plunder), violation of R. A. 6425 known as the Dangerous Drugs Act of 1972, and violation of R. A. 6539 known as the Anti-Carnapping Act of 1972. 2). Senate Bill No. 42 authored by Senator Panfilo Lacson penalizes death for crimes embodied in the R. A. 7659 except for minor additions such as violations of R. A. 9165 or the Comprehensive Dangerous Drugs Act of 2002, R. A. 9372 or Human Security Act of 2007, and R. A. 9208 or the Anti-trafficking of Persons Act of 2003. 3). Senate Bill No. 185, 186, and 187 authored by Senator Emmanuel Pacquiao subject death penalty for dangerous drug crimes, heinous kidnapping and aggravated rape, respectively. 4). House Bill No. 16 introduced by Hon. Rufino Biazon which put forward the institution of the death penalty for violators of the R. A. 9165 alone.

These bills are heavily influenced by the increase rate of criminalities which posed inimical consequences to the economy and also undermined the trust and integrity of the government to promote the general welfare of its constituents.

The study was conducted to offer a descriptive analysis on the current viewpoints of the people in Maramag, Bukidnonregardsg the re-imposition of death penalty by focusing mainly on the acceptability and its corresponding reasons in incorporating itintonthe Philippine criminal justice systemm. It also determined the respondents' level of

awareness regarding the subject, the best practical method of executing criminals and then the reasons behind such preferences, its advantages and disadvantages in terms of political, social and moral, and economic development as well as the significance of the profile of the respondents in relation to their level of awareness.

CONCEPTUAL FRAMEWORK



The figure presents the question about the proposed re-imposition of death penalty in the Philippines. This issue is then narrowed down through establishing the respondents' perception by determining their level of awareness, their acceptance and non-acceptance and their reasons, the preferred method of executions and the associated reasons, its advantages and disadvantages in terms of political, social and moral, and economic development, and lastly, the significance of the demographic profile of the respondents in relation to their level of awareness. The feedback will then give a comprehensive understanding of the merits of re-imposing the death penalty.

RESEARCH METHODS

Rational choice theory was applied as research design because it "explain social phenomena by assuming rational choice at the actor's level, it assumes that an actor chooses an alternative that he/she believes brings about a social outcome that optimizes his/her preference under subjectively conceived constraints (Sato, n. d.).

The question of the acceptability of death penalty preferred rational choice theory since respondents are expected to opt for choices which are perceived to be beneficial to them based on their subjective constraints like money, assets, prestige, privilege, authority and power.

The descriptive research approach was used in this study. Garcia (2003) asserted as cited by Guerrero (2011) that descriptive research endeavors to describe systematically, factually, accurately and objectively a situation, problem or phenomenon. It seeks to describe "what is."

The researcher prepared a structured questionnaire designed for the study. Questions in the questionnaire utilized closed-ended format as well as partial closed-ended format using the Likert Style Scale. In partial closed-ended format, the respondents were given choices to select

for possible responses, otherwise they could write in the 'other' section of the choices. The wordings of the research instrument were structured to prevent bias context.

Respondents of the study were determined through simple random sampling. There were only 96 respondents of the study selected out of the 2016 list of voters in the municipality. The total number of samples was reached through a formula from the Philippine Social Science Survey Research (PSSSR). This formula and along with its operations are presented below: in order to determine its reliability to achieve the desired objectives.

$$n = \frac{1}{\frac{e^2}{PQZ^2} + \frac{1}{N}}$$

Where,
n = sample size (total number of respondents)
N = 35,131 (total number of registered voters of the eleven (11) barangays of Maramag, Bukidnon)
P = 0.5
Q = 0.5
Z = level of significance (in this study, the researcher has chosen 1.96 for 95% confidence level)
e = allowable error (in this study, the researcher has chosen 0.1 for 10% allowable error). Hence,

$$n = \frac{1}{[0.1^2 \div (0.5 \times 0.5 \times 1.96^2)] + (1 \div 35{,}131)}$$

$$= \frac{1}{(0.01 \div 0.9604) + (2.846489e{-}5)}$$

$$= \frac{1}{0.01041233 + (2.846489e{-}5)}$$

$$= \frac{1}{0.01044079}$$

$$= 95.77 \text{ or } 96$$

n = 96 (total number of respondents)

Table 1.0 Summarized Sampling Frame

Barangay	Frequency	Percentage
North Poblacion	20	20.83
South Poblacion	19	19.79
Dologon	15	15.63
Base Camp	10	10.42
Camp 1	7	7.29
Panadtalan	7	7.29
Bayabason	4	4.17
Anahawon	4	4.17
Kisanday	4	4.17
Kiharong	3	3.12
Tubigon	3	3.12
TOTAL	96	100

Table 1.0 shows the proportional allocation of the sampling frame which was determined by dividing the actual number of registered voters in a given barangay and divided it with the total number of registered voters in the selected barangays which was 35,131.

The researcher used frequency, percentage, mean value, chi-square test and fisher exact test as statistical tools in the analysis of data.

The responses of the respondents on their awareness were determined through the following scale:

Table 1.1 Likert Style Scale on the Degree of Awareness

Numeric Value	Highly Unaware 1	Unaware 2	Moderately Unaware 3	Moderately Aware 4	Aware 5	Highly Unaware 6
1.0-1.50	: Have really no idea about death penalty in the Philippines to the point that it is just their first time to hear the topic					
1.51-2.50	: Did not know about the re-imposition of death penalty in the Philippines					
2.51-3.50	: Have prior knowledge about death penalty but did not know any move by congress to re-impose the death penalty					
3.51-4.50	: Have little knowledge about death penalty re-imposition					
4.51-5.50	: Have knowledge about death penalty re-imposition in the Philippines through mass media and social media.					
5.51-6.0	: Highly knowledgeable about death penalty re-imposition in the Philippines and know substantial information regarding pertinent bills passed in the 17th congress.					

Below is the Likert Scale for the advantages and disadvantages onthe death penalty re-impositionn.

Table 1.2 Likert Style Scale on the Advantages and Disadvantages of Death Penalty

Numeric Value	Strongly Disagree 1	Disagree 2	Undecided 3	Agree 4	Strongly Agree 5
1.0-1.50	: The statement is strongly disagreeable as it provides arguments that are unrealistic to the views of the respondent				
1.51-2.50	: The statement is entirely different from the views of the respondent and cannot be agreed by them				
2.51-3.50	: The respondent takes no sides on the statement				
3.51-4.50	: The statement is agreed upon as it provides arguments that are realistic in the view of the respondent				
4.51-5.0	: The statement is viewed as highly realistic and apparently agreeable				

RESEARCH LOCALE

The study was conducted in the Municipality of Maramag situated in Bukidnon, Region 10, Philippines.. It is a first class municipality component of twenty (20) barangays, namely: Anahawon, Bagongsilang, Base Camp, Bayabason (Spring), Camp I, Colambugan, Dagumbaan, Danggawan, Dologon, Kiharong, Kisanday, Kuya, La Roxas, North Poblacion, Panadtalan, Panalsalan, San Miguel, San Roque, South Poblacion, and Tubigon.

RESULTS AND DISCUSSION

Based on the data gathered, respondents proved to be consistently aware of the proposed re-imposition of death penalty in the Philippines with a weighted mean value of 5.36. Especially the statement that 1) it is to be imposed only among persons convicted of heinous crimes and 2) the country is on the verge of resuming death penalty. This popularity can be seen in the over-all weighted mean value of 5.36 which is near the highly aware description of 5.50. The death penalty is well known for the fact that the Philippines imposed this once in a while and was abolished in 2006. Further, the overt statement by the current President Duterte regarding his personal approval to re-impose the death penalty in relation to the war on drugs made the issue more popular among the citizens of the country. The pervasive information networks accessible to people of all walks of life today are highly instrumental in the diffusion of the policy agenda of the current administration.

Presentation of the Acceptability of Reimposing Death Penalty

78 or 81.3% of the respondents are in favour to re-impose the death penalty. While, there are 15 or 15.6% who are not in favor. Further, there are 3 or 3.1% respondents who are undecided.

The substantial acceptance of the respondents on the proposed re-imposition of death penalty in the Philippines is commendable as evidenced by their

awareness status. Moreover, as most of the respondents are women and married with a total frequency of 77 and 85 respectively, this must be a significant point to the common conception that women saw themselves as unsecure in terms of the varied potential criminal acts against their persons; added with the idea of protecting one's family against heinous acts especially their children, respondents are very much into re-instituting death penalty. The feeling of vulnerability to violence elicits an approval to re-institute death penalty. What is interesting out of this data is that respondents who were dominantly Roman Catholic (79) favor re-imposition debunking the common notion that Catholicism can become a stumbling block to the aforesaid proposal.

As to the significance of the demographic profile of the respondents in relation to their approval and disapproval to re-impose the death penalty, only educational attainment is significant with a p-value of 0.016. This implies that the respondents were substantially influenced by their educational attainment which happens to belong dominantly to college graduate/ level stratum. This proved that the responses of the respondents were grounded on their educational attainment and that responses may be considered to be products of a sound and literate understanding to the question of death penalty re-imposition.

Reasons on the Approval of Death Penalty Re-imposition

Based on this data, the respondents are in favor of re-imposing death penalty because of the primary reasons that 1) it deters the criminal from committing heinous crimes, 2) it discourages them from committing the same and 3) its imposition is filled with numerous legal safeguards thus the right person will be convicted. The recognition that there exist a rampant heinous violence in the country today finds it imperative to institute the death penalty once and for all since it deters and discourage the criminals to commit criminalities. Added to the recognition that its imposition is filled with numerous legal safeguard thus providing safety for the innocents, the drive for the re-imposition of death penalty is given due merit by the respondents at large.

Reasons on the Disapproval of Death Penalty Re-imposition

The disapproval of the respondents was basically grounded on the reasons that 1) life imprisonment without the possibility of parole is enough measure to mitigate criminality rate in the Philippines, 2) criminality can be stopped by adequate livelihood and economic programs rather than death penalty and 3) criminality can be eradicated by fighting corruption as it does not deserve death penalty. For them, the need of a policy alternative that empowered every citizen to have a decent standard of living is more effective not death for convicts of heinous crimes being the primary instrument of reducing criminality thereby achieving development. They adhere to the notion that the present justice system does not have the core defect which hindered the materialization of development initiatives because they believe that the lack of inclusive development and the inefficiency issues on development program implementation must be given substantial attention in order to attain the longstanding desire for a peaceful, progressive and resilient communities.

In relation to current administration's death penalty thrust, the respondents said that the link towards drugs and violence has to be resolved through adequate economic opportunities to guarantee that the criminalities will be reduced in the long run. Should these be one of the government's agenda, the respondents believed that it is already enough to mitigate the rising criminalities in the country and death penalty for them is not a solution. The respondents opted the present criminal justice system of life imprisonment for heinous crime convicts is enough to guarantee security for the society because criminality is ingrained in the nature of man and that it will always exist no matter what penalties the government may impose thereby it is better to institute life imprisonment instead. The root cause of the problem regarding the increase rate of heinous violence is primarily poverty arising from the lack or

absence of adequate livelihood and economic programs. The respondents debunk the idea that death penalty re-imposition is the answer to reduce heinous violence as they believe that these crimes are in their very nature inseparable to the existence of man and man owing to some economic or other subjective constraints does commit heinous violence which is oftentimes crimes of passion.

Presentation of the Preferred Method of Execution on Death Penalty and its Accompanying Reasons

Among the methods, lethal injection ranks 1st with 75 responses; electric chair followed by 10 responses; shot by firing squad comes next with 8 responses; and lastly, hanging is the least preferred method with 6 responses.

Reasons Associated with Lethal Injection

Based on the data gathered, lethal injection is preferred because it is a more humane alternative that will cause the criminal to die without experiencing severe pain (74 or 45.96%). While there are 50 or 31.06% who chose this method because the proper administration of the first drug in lethal injection procedure ensures that the criminal misses the experience of any pain associated with the paralysis and cardiac arrest caused by the second and third drugs. 37 or 22.98% responded that the lethal injection procedure follows a minimal risk upon its administration to the convict in death row.

The data proved that the choice of lethal injection was basically grounded on the idea that 1) the criminal should die without recognizing severe pain (74 or 45.96%) and that 2) lethal injection allows the criminal to miss any pain like cardiac arrest or paralysis associated with the injection of the second and third drugs (50 or 31.06%). In this respect, the respondents exhibited concern on the suffering of the convict to be executed although majority of them recognized the apparent necessity to wipe them out from the society.

Reasons Associated with Electrocution

Based on the data gathered, respondents who opted electrocution as the method of execution equally rated the reasons, with a number of 10 responses or 34.5%, that a current of electricity of sufficient intensity is enough to cause immediate death and it has less complication as it requires less sophisticated machinery, specialize knowledge and careful preparation to kill a person. In addition, the reason that sought a more humane method of execution that will reduce the suffering of the convict has a frequency of 9 or 31%.

The result shows that respondents choose the electric chair basically on the ground that 1) the current of electricity of sufficient intensity is enough to cause immediate death with 2) a minimum of complication in its procedure (10 or 34.5%). This implies that respondents wanted to inflict a sweep yet procedurally uncomplicated death to the convict.

Reasons Associated with Hanging

Based on the data gathered, respondents approved execution by hanging based on the prevailing equally rated reasons with 6 responses or 35.3% namely, the heinous crime convict deserves a slow and painful punishment and it is less expensive and easy to prepare unlike the other method. Another reason that followed is the need to instill public fear since it may be done publicly with a frequency 5 or 29.4%.

Thus, the respondents favored hanging primarily because 1) heinous crime convicts deserve a slow and painful punishment with 2) a minimum of preparation for its execution (6 or 35.3%). This implies that some respondents prefer violent means against criminals as they are, upon conviction of heinous crime, considered to be less of a human being.

Reasons Associated with Shooting by Musketry

Based on the data gathered, respondents choose shooting by musketry as the method of execution based on the two equally rated reasons with 7 responses or 35%: it is easy and quick to administer because one shot alone may be enough to cause the convict to die and if the gunshot is fired in the head, the likelihood of death is mostly a success. Another reason that followed is the idea that it may be made publicly which ensures potential criminals

to be discouraged to commit further crimes with 6 responses or 30%.

The respondents opted to shoot by musketry as the method for death penalty primarily because 1) it is easy and quick to administer yet 2) the assurance of immediate death is high if the gunshot is fired at the head (7 or 35%). This implies that the respondents viewed death penalty as a punishment that necessitates accuracy of death without further delay in its procedure in consideration of the suffering of the convict.

Presentation of the Advantages and Disadvantages of Death Penalty

- ***Advantages Political Development***

96 or 100% of the respondents unanimously **AGREE** with a weighted mean value of 4.24 that to re-impose death penalty in the Philippines is an advantageous move in the country's political development as it is expected to provide (1) parity with respect to penalties of death among criminals both local and foreign who are caught violating the laws on drugs of the country, (2) justice, public order, rule of law, and the need to rationalize and harmonize the penal sanctions for heinous crimes finds it compelling to impose death penalty and (3) the re-imposition of death penalty is an important component of the administration of law and justice which can be imposed only for heinous crimes.

The respondents' awareness about the number of Filipinos who are in death rows for drug-related grounds in various countries recognized the advantage the revival of death penalty in the Philippines could entail to the Filipino nation as it gives the same fate to foreigners convicted of heinous crimes involving the prohibited drugs in the country. Due to the present upsurge of criminalities commonly associated with drugs, the respondents found it compelling to re-impose the death penalty in the Philippines viewed to result in reduced criminalities which is a necessary tool for political harmony. Additionally, the recognition that the death penalty is an important component of the administration of law and justice that is applied only to heinous crimes evokes confidence to re-impose the death penalty.

- ***Advantages Social and Moral Development***

96 or 100% of the respondents **AGREE** with a weighted mean value of 4.13 that the proposed re-imposition of the death penalty will provide advantages for the county's social and moral development. Respondents believed that the efforts of re-imposing death penalty brings advantages to the social and moral development especially because 1) the tough approach to serious crimes may result to a significantly lower crime rates, 2) it preserves the safety of citizens and visitors alike in and out of the home, at all hours of the day and 3) it will ensure that penalty framework properly balances justice to the victim and the accused as well as mercy in appropriate circumstances.

Respondents believe that its re-imposition will lead to a relative social harmony and preservation of the moral standards of Philippine society. Death as the highest form of criminal sentence can induce the guarantee of peace and order because people are said to become more reluctant to commit heinous violence as this would cost them their lives. Hence advancing the preservation of social and moral make-up of the country in a time of a clear and present danger to its social fabric. The reported prevalence of drug addiction in Philippines properly balances justice to both the victim and the heinous convict when death is incorporated in the penalty framework.

- ***Advantages Economic Development***

96 or 100% of the respondents **AGREE** with a weighted mean value of 3.94 that the realization of death penalty re-imposition brings forth a number of advantageous effects to Philippine economic development because 1) it guarantees a safeguard to the normal economic operation of the country by incapacitating the criminals, 2) death as punishment of the criminal embodies justice that would be attractive to foreign economic investments and 3) it reduces expenditure per inmate and is the means

for providing safety environment to both foreign and local investments.

The idea that criminals, by their very nature, if not killed and eventually incapacitated, commit crimes given a favourable chance, even within the corners of their prison cells finds it imperative to institute the death penalty in our criminal justice system.

The respondents unanimously agreed that the economic backlash created by the rising rate of heinous violence in the country can be solved by re-imposing the death penalty thus providing an avenue for the maintenance of economic harmony. The secure and safety environment death penalty professed is said to invite substantial economic investments that would be beneficial to the growth of the economy and the living condition of the citizens in general.

- ***Disadvantages in Political Development***

96 or 100% of the respondents were **UNDECIDED** with a weighted mean value of 3.03 pertaining to the disadvantages of the re-imposition of death penalty in terms of Philippine political development. Further, they only agree with the view that 1) it is discriminatory to the poor population who are incapacitated to afford high-caliber defense lawyers. They are then generally undecided on the view that 1) it is risky as human beings are imperfect, leaving the possibility of an innocent to be convicted and 2) respondents are undecided that sluggish deliberations of cases undermine the credibility of re-imposing death penalty. The inconsistency of the overall qualitative description proved that in some ways it may bring disadvantages given the fact that the poor who are the most vulnerable in terms of being accused of committing heinous crimes cannot afford high-caliber defense lawyers. Nonetheless, the respondents as a whole are undecided that the death penalty brings with it disadvantages in terms of Philippine political development.

- ***Disadvantages Social and Moral Development***

96 or 100% respondents were generally **UNDECIDED** with a weighted mean value of 3.05 about the argument that the re-imposition of death penalty posed a disadvantageous effect to Philippine social and moral development. Among the questions on the disadvantages, the highest mean values are rated as **AGREE** based on the following reasons as 1) it disregards rehabilitation and promotes death to heinous crime convicts and 2) it provides a culture of fear as a means for societal harmony while respondents are rated as undecided on the idea that 3) it presents a culture of disgust and vengeance. Nevertheless, their mean values of 3.93 and 3.73 respectively, are near to the undecided scale of 3.50. Owing to the fact that the overall respondents were undecided, it is clear that the question of death penalty disadvantages on social and moral development is not sufficient enough to render the re-imposition of death penalty in Philippine society as appropriate and beneficial. Although the statements concerning rehabilitation and promotion of fear are agreed by the respondents, but they are generally undecided that its re-imposition may undermine the social and moral development of the country.

- ***Disadvantages Economic Development***

96 or 100% of the respondents are generally **UNDECIDED** with a weighted mean value of 2.67 in terms of the disadvantageous effects of the re-imposition of death penalty on economic development. The top three questions regarded as undecided by the respondents are 1) it is expensive since it takes too long to decide and often take years to convict a person, 2) it generates fear among the foreign nationals who may invest businesses in the country and 3) it incurs significant financial burden to the government without clear benefits. Further, the respondents take no sides that the death penalty may hinder to Philippine economic development, but looking at the weighted mean value, they are close to disagree scale of 1.51-2.49. This implies that the respondents, although they were undecided, still believe that the death penalty cannot bring disadvantages to economic development as the weighted mean value is close to disagree. For them,

the statements, especially involving the length of conviction, the fear death penalty may entail to the country's foreign investments and the significant financial burden this may incur to the government are not substantial to render it to be disadvantageous to the country's economy and its citizens. The respondents' approval that death penalty guarantees economic development is coupled by their ambivalence that it brings disadvantages as well.

As to the significance of the demographic profile, only **EDUCATIONAL ATTAINMENT** with a p-value of 0.039 is significant. This shows that the educational attainment of the respondents which are dominated by college level/graduates did affect their responses to the disadvantages in economic development. College graduate/level respondents believed that the professed disadvantages of the death penalty to economic development are contentious and the economic backlash it is said to inflict is not substantial as to render it disadvantageous. This must be a commendable argument as the educational attainment of the respondents can be considered satisfactorily literate.

Presentation of the Significance of the Demographic Profile to the Level of Awareness

Only **GENDER** is significant with p-value of 0.035. This means that the gender of the respondents affects their awareness status. This awareness is attributed to their daily routines at home and at their workplaces. This must also be attributed to the increased drive by the females to know and engage in social issues of which they are usually a victim of. The pervasive news on televisions and other information networks concerning the rape of women, children and other vulnerable groups drove them to be more informed on issues deemed beneficial to them and to society.

CONCLUSION

1. The registered voters of Maramag, Bukidnon is consistently aware of the issue of death penalty re-imposition with a total weighted mean value of 5.36.

2. The substantial majority of the respondents favored the re-imposition of death penalty which gained a total of 81.3 % because they mainly believe that it deters the criminal from committing heinous crimes.

3. 75.76% of the respondents preferred lethal injection as a method of execution because they mainly believe that it is a more humane alternative available to cause the criminal to die without recognizing severe pain.

4. In terms of advantages and disadvantages:

1) ADVANTAGES

There was a high agreement that its re-imposition brings advantages on political development with a weighted mean value of 4.24 compared to other factors like social and moral then economic development which all garnered an average agreement rating of 4.13 and 3.94, respectively.

a. Political development: the respondents **AGREE** with a weighted mean value of 4.24 that the death penalty brings advantages to political development. This perception was grounded on the idea that the death penalty ensures local and foreign nationals who are caught violating our laws on drugs will also be convicted with the harshest penalties.

b. Social and moral development: respondents **AGREE** with a weighted mean value of 4.13 that the death penalty brings advantages in social and moral development. This agreement is grounded on the idea that the tough approach to serious crimes may result to a significantly lower crime rate in the society.

c. Economic development: respondents **AGREE** with a weighted mean value of 3.94 that the death penalty brings advantages to economic development. This agreement is grounded on the idea that it provides a clear-cut safeguard of the normal economic operations of the country by deterring criminals.

2) DISADVANTAGES

On the other hand, the respondents considered the question on the disadvantages of death penalty or political, social and moral, and economic development as undecided.

5. Only **GENDER** is significant in determining the level of awareness of the respondents with a P-value of 0.035.

RECOMMENDATION

1. It is recommended that the study be replicated in a larger arena like the provincial, regional and national level so as to determine the overall perception of the entire country about the re-imposition of death penalty under the Presidency of Rodrigo Duterte.
2. It is highly recommended that similar studies about the re-imposition of death penalty be conducted with respect to its relation to the administration's war on drugs.
4. Future studies related to the death penalty must also give proper correlation to the significance of the character of the prevailing administration regarding its political and economic agenda.
5. Moreover, future policy studies concerning death penalty must deal with the causal variables like political will and strong performance rating of the prevailing administration and their effect to the popular acceptance of the death penalty.
6. The researcher recommends this study for consideration to our policy makers as an input for policy analysis.
8. It is recommended that future death penalty studies must be multidisciplinary in nature involving Psychology, biology and other relevant disciplines.
9. The researcher recommends that similar studies should employ Focus Group Discussions (FGD) as part of its methodology as this is a sensitive topic and FGD may solicit or reveal more opinions of the respondents.

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STUDY OF FRAUD PREVENTION IN INDONESIA NATIONAL HEALTH INSURANCE PROGRAM: A COLLABORATIVE GOVERNANCE APPROACH

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Abstract

Today, over 3-10 percent of healthcare costs in Indonesia are ravaged by fraud, waste, and abuse, with an estimated one-third of all these costs frivolously spent in such ways. Not until the mid of 2017, governments realized that there are no optimal efforts to prevent fraud by various stakeholders. In 2018, the Corruption Eradication Commission (KPK) has found that fraud prevention, detection, and resolution could help the governments in dealing with the financial deficit in National Health Insurance program (JKN). As a response to this, the Inspectorate General of the Ministry of Health initiated a collaboration along with KPK, BPJS Health, Health Facilities, and Healthcare Practitioners, and Non-Governmental Organizations (NGOs). It first lays out the justification of the need for collaborative governance, particularly in fraud prevention. Hence, this study examines whether the model of collaborative governance conducted in dealing with a financial deficit promotes shared understandings among stakeholders. Moreover, this study aims to identify the tendencies of collaborative governance model in practical through theoretical-based analysis and semi-structural interviews. This study is conducted through post-positivistic approach and qualitative methods by examining the tendencies of collaboration with two collaborative governance model as analysis tools, which are: (a) the collaborative governance model by Ansell & Gash (2007) and (b) the collaborative governance model by Emerson & Nabatchi (2015). This research found that the absence of policy legal frameworks or clear ground rules has most contribute to the use of these two theories. It then boils down the analysis on existing regulations and guidelines, a government-run fraud prevention scheme, and to what extent this scheme serves the needs of non-government stakeholders to participate in this collaboration. The findings suggest that several factors such as networks connectedness, access to participation, and politicization of the health care system are responsible for incorporating the shared understanding among stakeholders.

Keywords: Collaborative Governance Model, Financial Deficit, Fraud Prevention, Health Insurance

INTRODUCTION

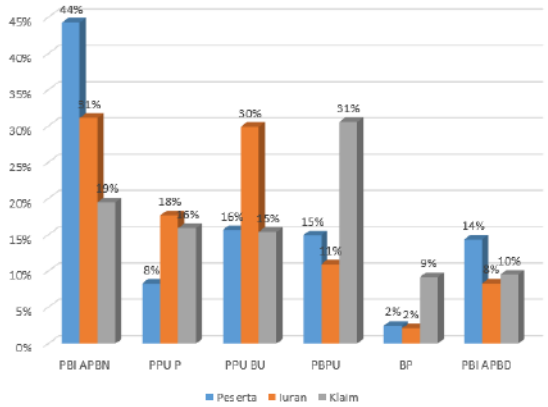
Health is one of the basic criteria for a country to be classified as a developed and developing country. Therefore, all UN Member States have agreed to achieve universal health coverage (UHC). The achievement of the UHC is part of the Sustainable Development Goals (SDGs) since the first time the 2030 SDGs were designed. UHC means that all individuals and communities receive the health services they need without experiencing financial difficulties. Because, with good health it allows children to learn and adults to work so as to help people get out of poverty, and provide a basis for long-term economic development.

The Indonesian government has established through Law Number 40 of 2004 concerning the National Social Security System (SJSN) which is a manifestation of Article 34 paragraph 2 of the 1945 Constitution concerning guarantees of social justice for all Indonesian people. As a manifestation, through the National Social Security System Law in 2014 a National Health Insurance (JKN) program was formed which was held by a public legal entity known as the Health Social Security Organizing Agency (BPJS).

The JKN program is an aspiration set forth in the 5th Nawacita, namely Improving the Quality of Indonesian Human Life and is one of the national strategic programs. The system that applies is the mandatory social health insurance system. The program aims to protect participants and / or their family members from the socio-economic risks that can befall them. At present, Indonesia is a country that has the largest number of participants in health social security programs in the world. By the end of 2018, more than 80 percent of Indonesia's total population of 265 million has been recorded in the UHC mission in Indonesia.

However, the achievements of the UHC are not in line with the effectiveness of financial management. One of the biggest problems faced by BPJS at present is the imbalance in the amount of income that comes from participant contributions to the amount of expenditure used for the costs of claiming participants and capitation to hospitals or health facilities in collaboration with BPJS of Health.

Graph 1 Comparison between Proportion of Number of Participants, Contributions and Service Claims



Source: BPKP Audit Report, 2019

The graph above indicates that the JKN program organized by BPJS of health has a budget deficit. There are three main causes for the slow handling of the budget deficit problem in the JKN-KIS program in Indonesia.

The first cause, during this time the program handling the budget deficit in the BPJS of Health still focused on partial policy options between Ministries / Institutions. Each has a handling agenda in accordance with its own perspective and glasses with the lack of a joint discussion forum formed due to the existence of sectoral egos between government institutions. For example, in efforts to prevent Fraud as one of the factors causing deficits, between ministries, institutions, and BPJS of Health themselves have a partial running agenda without a clear unity of legal umbrella.

One example is the strategic purchasing implementation as in the data in the table below:

Table 1 Problems and Potential Value of Deficits Due to Fraud

No	Problems	Value Potential (Million Rp)
1.	Capitation payments are not appropriate	3,677

2.	Commitment-based capitation is not optimal	46,983
3.	Referrals are not as needed	29,432
	Total	**80,092**

Source: BPKP Audit Report, 2019

The second cause, the existing effort still relies on a common top-down program (business as usual). For example, by providing assistance from JKN reserve funds. Mardiasmo (Deputy Minister of Finance) said the Ministry of Finance had prepared three policy mixes to overcome the deficit. One of them is through the Minister of Finance Regulation (PMK) 183/2017 concerning Procedures for Settling Arrears of Regional Government Health Insurance Contributions Through Deduction of General Allocation Funds and / or Revenue Sharing Funds (Ekonomi.bisnis.com, 2018).

The third cause, is the lack of overall coordination between government institutions related to the JKN program, the overlapping of duties and functions and misperceptions about the limitations of the authority of each institution. In addition, there is a lack of involvement of other stakeholders in disseminating government steps to the public. Sri Mulyani (Minister of Finance) said that there was no good coordination between one institution and another institution. He asserted that at this time one by one each conveyed a different matter to the public so that the public saw that the government had not been present in this matter and had not provided a clear solution to the public (delivered at the Hearings Discussion on JKN Deficit in the Commission IX of the Indonesian House of Representatives, 2019).

This article examines the fraud prevention in Indonesian National Health Insurance program through a collaborative governance approach. Moreover, this article is structured as follows: the first part of this article combines the background of the literature review and its relevancies with the practical issues. The second part explain the methodology used in this research. The third part combines more specific explanations regarding the comparative study of the collaborative governance models by Ansell and Gash (2007) and Emerson and Nabatchi (2015). This part, as the main part of this article that examines the pattern of collaboration in both concepts as well as the differences of the role and capacity of each actors involved. Finally, the conclusion of this article contains considerations on the results of the study and provides new stimulus for conducting more in-depth research and for developing a new concept related to the needs and shifting trend of the development in this fast and furious disruptive era. Overall, there is a general understanding that we still need much time to learn about.

LITERATURE REVIEW

In the current era of government, efforts are needed to address different public problems. It is very important to involve stakeholders from outside the government and required buttom-up governance. Donahue and Zeckhauser (2011) explain that government agencies at all levels have the opportunity to collaborate with the private sector in achieving public goals. In fact, the existence of private actors in certain cases can be a "mediator" or mediator for government institutions that have conflicts of interest and authority. This step can make the resolution of public problems run more effectively than only done by the government. When the meaning of public government has developed, so has its use scientifically and practically. George Frederickson (1999) states that the study

and practice of public administration has become a study and practice of governance and that new cross-border forms of government have developed far beyond the traditional approach to government services. The traditional pattern of governance will be obsolete along with the administrative reform movement in the global governance system. At least nowadays governance in Indonesia goes hand in hand with the development of a global governance system that leaves a traditional pattern. Goldsmith and Eggers (2004: 7) write;

"Traditional and hierarchical governance models do not meet the demands of this complex and rapidly changing era. Rigid bureaucratic systems that operate with command and control procedures, narrow job restrictions, and inward-looking culture and operational models are very unsuitable to overcome problems that often transcend organizational boundaries ".

Some experts describe this with the term "new government" (Salamon 2002). This new government consists of horizontal networks involving public, private and non-profit organizations rather than only hierarchical organizations (Bingham, Nabatchi, and O'Leary, 2005). In short, modern government is understood to be more horizontal, more cross-border, and more collaborative.

Departing from the conceptual argument above, it is necessary to have collaborative governance that is in line with the developments in handling JKN fraud programs. John Donahue (2004) emphasizes collaboration on the added value of the expertise and knowledge of the private sector that can be brought to deal with public sector problems. One example of a policy consensus initiative at Portland State University initiated the University Network for Collaborative Governance in 2008. In that case, their definition of collaborative governance included forums for public deliberation, community problem solving, and multi-stakeholder dispute resolution. The case has similarities to the handling of deficits in the current JKN program, where collaborative initiatives that come from organizations outside the government are also beginning to occur. The CGR network can be utilized in handling budget deficits by developing collaborative buttom-up patterns. Thus, the collaboration formed in handling deficits in the JKN program can involve grassroots stakeholders in a bottom-up manner.

The demand for the participation of actors outside the government in governance or public management according to Emerson and Nabatchi (2015) is influenced by two major factors. First, the public issue is "Wicked Problems". Wicked problems, a term used by Rittel and Weber (1973) in Emerson and Nabatchi (2015) is to describe problems that are difficult and impossible to solve with different and conflicting information, rapid environmental changes and increasing complexity of interdependencies among existing elements. Examples of wicked problems range from issues of education, health services, justice systems, transportation systems and other infrastructure systems. Wicked problems also cover crisis problems, ranging from financial crises, industrial markets to energy crises that are on global issues such as weather changes, food scarcity, human trafficking, and so on.

Second, as the number and complexity of public problems continues to grow, so does the context in which these problems must be resolved becomes more complex. Sustainable resources for public institutions and programs are dwindling every day, the public sector labor market is largely damaged and in trouble, the supply of political support that is inexorable for policies and programs declines very rapidly at all levels of government and throughout the world (Nabatchi, Goerdel, and Peffer

2011, i29). In this context, an integrative collaboration framework is needed in the handling of governance issues in Indonesia, more specifically in this study, which is related to the problem of financial management of the National Health Insurance program (JKN) which is a concern of all parties. Steps to increase the number of general programs carried out with "business as usual" schemes and increasing funding through funding from the APBN / APBD cannot always be relied on in the long term, proven during the 4 years of JKN-KIS program implementation from 2014 to 2018 assistance from APBN funds does not resolve problems effectively. Besides that, the diminishing availability of the State Budget is a threat to the sustainability of the JKN program in the future.

Collaborative governance is a new paradigm that is of concern in this century. This paradigm emphasizes the importance of the role of actors outside the government in government affairs. It appears to accommodate the interests of the private sector and the people who have not been involved in the public policy making process (Böcher, Giessen, and Kleinschmit, 2007: 1). Furthermore, in accordance with the demands of the times, Emerson and Nabathi (2015) emphasized that the initiator of unlimited collaboration is only top-down, but can be initiated by grassroots stakeholders or bottom-up. Based on the concept, collaborative governance itself includes integration between various sectors in a country. Ideally, the role of the state cannot be too dominant because future patterns of development of public management require that the state act as a partner who gives space to the public to become the main actor in the framework of the concept of participatory governance.

There are several government steps that have led to the paradigm of collaborative governance. At least the researchers managed to find an issue that addressed the involvement of private actors, the issue was related to Collaboration in efforts to handle Fraud on the JKN program. Fraud is a serious problem that is a concern of various parties. Recorded 5 to 10 percent of the financial deficit that occurs in social security financing or as much as Rp. 1.8 trillion - Rp. 3.6 trillion of the 2014 BPJS premium predictions are lost due to fraud, waste, and abuse (ICW, 2017). This shows that fraud is one of the biggest leaks of leakage that causes the deficit of operational funds for health insurance in Indonesia. According to the BPJS Health report, prevention of fraud in health care facilities has succeeded in controlling the deficit of Rp.5,298 Trillion in 2018. Massive fraud occurs both by BPJS Health, Health Facilities or hospitals, and the private sector through fraudulent companies to the community or patients through fraud related to participation.

Through Regulation of the Minister of Health No. 36 of 2015 concerning Fraud Prevention in the Implementation of the National Health Insurance Program (JKN), the government has sought to collaborate with stakeholders or stakeholders related to overcoming fraud which occurs as a form of efforts to deal with deficits in the JKN program. This effort is in line with Gray (1989) who states that collaboration is the process of negotiating interdependent organizational actors in response to finding solutions to shared concerns (p.12-13). In an effort to deal with fraud, the government has collaborated with the private sector and the community through a team formed under the coordination of the Ministry of Health.

Fraud is a sophisticated "white-collar" criminal form that has an effect on the public & private health payment system. Fraud in health services is one of the dominant factors that causes the cost of health services to soar in the United

States. In the United States, fraud occurs every year which absorbs at least 7% of the current budget. In Western European countries, no less than 5%. In Indonesia it is difficult to count because of many things, estimated at around 5-8%. Therefore all efforts to reduce fraud must be supported and succeeded. Based on experience in the United States, the type of fraud that is most often carried out by providers is falsifying diagnoses and service dates which account for 43% of cases. In addition, fraud was carried out to increase claim bills by making bills for services not provided reached 34%. Even though in principle the insurance business is a trust-based business.

Regarding the organization's management system, when viewed from its causal factors, deficits in an organization can be divided into two, namely: procedural deficits and structural deficits. An organization can be said to experience a procedural deficit if there are indications of irregularities in the procedure, one form of which is the existence of fraud (fraud). Besides that, structural deficits occur when the deficit that occurs is very significant and lasts for a long time.

In the analysis of researchers in the case of deficits experienced by BPJS Kesehatan, the cause of the deficit was caused by the two factors mentioned above. In the case of health services procedural deficits are many in the form of fraud.

Fraud is one of the major leaks that caused a deficit in the operational insurance of health insurance in Indonesia. According to the BPJS Health report, prevention of fraud in health care facilities has succeeded in controlling the deficit of Rp.5,298 Trillion. Massive fraud happened both by the BPJS Health, Health Facilities or hospitals, and the private sector through fraudulent companies to the community or patients through fraud related to participation.

Weaknesses and problems that make partial fraud prevention efforts among others are caused by the absence of a special law which is a legal umbrella that regulates fraud on the JKN program, while prosecution for perpetrators cannot be dealt with through the articles of the Criminal Code. Currently, the draft amendment to Ministry of Health Regulation No. 36 of 2015 is being discussed, but the discussion was conducted in a forum involving limited stakeholders including the Ministry of Health, BPJS Health, and Corruption Eradication Commission (KPK). The effort still reflects that the top-down governance system and government dominance are still quite high in this case.

The importance of the involvement of the community or non-government actors in governance today requires serious attention. The paradigm of participatory governance has developed globally and Indonesia is trying to go in the same direction.

Departing from the anxiety of the main actors and stakeholders regarding the potential of Fraud which will have an impact on the BPJS Health finance and on the JKN program in particular. Fraud problems in Indonesia are related to the dominance of health services that are concentrated in urban areas that have complete facilities. Fraud will siphon BPJS funds and are more often carried out by hospitals and individual doctors on the island of Java due to problems in numbers and opportunities. Fraud will worsen the balance of health financing between difficult areas and urban areas. Meanwhile, there is no adequate legal umbrella which is also a major problem in the difficulty of handling fraud on social security in Indonesia. Therefore, the analysis of the research is aimed at answering the research questions posed in this introductory chapter regarding collaborative governance in handling the JKN-KIS budget deficit. The theoretical

basis used as an analysis knife is a collaborative governance model formulated by Ansell and Gash (2007) and Emerson and Nabatchi (2015). Therefore, in this study, researchers will then analyze existing problems that focus on testing trends from the collaborative governance model that occurred in the case of Fraud handling on the 2014-2018 JKN-KIS program.

This study provides a novelty aspect of existing collaborative governance studies, especially in the construction of Collaborative Governance models in the effort to deal with fraud in the National Health Insurance program. This research is the first study related to the case of the BPJS Health budget deficit which will be analyzed from the aspect of collaborative governance through two collaborative concepts that have so far become a reference in looking at the collaborative variables identified. Furthermore, the output of this research is expected to be able to answer and produce the construction of collaborative governance models that are relevant to the problem; can be in the formulation that has been formulated previously, hybrid concept of an existing formula, or it can also produce a construction of a collaborative governance model that has never been analyzed and formulated in previous research.

METHODOLOGY

The approach used in this study is post-positivism with mixed research methods (mix-methods), namely qualitative and quantitative research methods. The qualitative approach is based on a participatory perspective, one component of which is collaboration, while the quantitative approach is used to answer the inclination questions by testing the dimensions of the two collaboration models used. This method uses quantification of the answers of informants in the form of numbers. This research was carried out limited to 13 institutions related to handling fraud on JKN.

In essence, this research was conducted with the aim of describing how the tendency of the Collaborative Governance model that was formed in the efforts of the government and stakeholders to deal with the Joint issues related to the budget deficit in the JKN-KIS Program organized by BPJS Health.

To prove the validity of the theory related to collaborative governance in the problems raised in this study, researchers used the Collaborative Governance theory with a model developed by Ansell and Gash (2007) and a model developed by Emerson and Nabatchi (2015) related to integrated frameworks in governance collaboration through the concept of Collaborative Governance Regime (CGR). The choice of the theory based on the suitability of the prerequisites in the two models is matched with the object under study. These prerequisites have been more comprehensively explained in the background section of this study. The elements in the next collaboration model will be the measuring knife for researchers in answering research questions. These elements are divided into 5 main variables, namely: Initial Collaboration Stage, Institutional Form, Collaborative Process, Results Control Process, and Leadership Pattern.

In this study, the researcher used a postpositivist approach because the researcher reduced the concepts, variables, and indicators regarding the process and dynamics of collaborative governance and the things that influenced them from the Collaborative Governance model developed in both models. The researcher tried to explore and understand the meaning of what happened to an issue, especially in the problems raised in this study. Furthermore, the researcher uses a deductive to inductive line of thought or starts from lowering the initial theory and

associated with the results of research in the field.

DISCUSSION

In analyzing the results of this study, researchers used two collaborative governance models formulated by Ansell and Gash (2007) and a more collaborative model expanded by Emerson and Nabatchi (2015). Emerson and Nabatchi (2015) explained that the models they built were broader meanings in the range of agent circuits, structures, processes, and actions compared to models previously built by Ansell and Gash (2007). As an introduction to analysis, researchers compiled different collaboration models and prerequisites that were the focus of each model that researchers used. This difference can be seen in the table below:

Table 2. Identification of Differences in Collaborative Models of Ansell & Gash (2007) and Emerson & Nabatchi (2015)

Ansell dan Gash (2007)	Emerson dan Nabatchi (2015)
✓ Emphasize that collaborative initiators are governments that directly involve non-government actors. ✓ Institution is formed only temporarily / short term until the achievement of outcomes and public policy consensus. ✓ The collaboration process begins with the initial conditions that are prerequisites. ✓ Formless collaborative systems that are mutually integrated and have no influence from the outcomes that have been generated on behavior patterns and collaborative activities. ✓ This model develops simple basic rules for guiding behavior in short-term efforts. ✓ The nature and quality of collaboration results depend on the contingency model that refers to the process, and the process itself is influenced by or depends on three main contributing elements: initial conditions, institutional design, and facilitative leadership.	✓ Expand collaboration to be across organizations, jurisdictions, and sectors and emphasize the cross-border nature that enables initiatives or initiations by non-government actors. ✓ Institutions go beyond the conventional focus on the public sector and public participation is linked to a long-term and sustainable participation system. ✓ The collaborative process begins with the drivers / initiatives of the actors who form the collaboration. ✓ Collaboration in the form of a system called an integrated regime and influencing each other's patterns of behavior and activities. ✓ CGR develops deliberate institutional and procedural norms and rules that encourage long-term collaboration. ✓ The nature and outcome of collaboration depends on a causal relationship from time to time that flows in a directed manner from the initial conditions or previous conditions to the intervention or process which then results.

Source: Literature review, modified by the authors

The phenomenon that occurs even shows that collaboration between government institutions tends to be difficult. This is due to the existence of authority boundaries and bureaucratic and political obstacles to the bureaucratic and political elites that have become the characteristics

of public organizations in this matter in Indonesia. Government institutions actually seem to "spy on" each other between one another. There is not a bit of competition and the action of blaming each other when conflicts occur in an area that is less effectively carried out by other government institutions.

Furthermore, the worst thing is the explicit effort to close opportunities for cooperation and avoid interaction and collaboration. This condition occurs in the external and internal environment in a system of contexts that influence each other in collaboration. The context system according to Emerson and Nabatchi (2015) is an environmental influence in the form of political, socioeconomic, cultural, and so on. Based on the analysis of the tendency of collaborative governance models on handling the budget deficit of the JKN-KIS program, it shows that there are several differences in the models tested with the practice of collaborative governance in handling the JKN program budget deficit. Those differences divided into five differences, they are:

1. There were no initial prerequisites formulated by Ansell and Gash (2007) as drivers of collaboration. Yet according to the model developed, imbalance factors of power, knowledge, and resources are the initial conditions for collaboration. On the other hand, in the collaboration practice that occurred it was found that the existence or absence of drivers / initiators was the initial requirement for the formation of collaboration according to Emerson and Nabatchi (2015). Furthermore, in this case it was also found that more collaboration took place initiated by non-government actors. This raises the assumption that there are problems in the system of relations and patterns of interaction between government institutions regarding the implementation of Health Social Security in Indonesia. The next problem is that the buttom-up initiation is not in line with the pattern of power relations which still tends to be bureaucratic and centralized (top-down).
2. In the form or institutional design, it is found that the tendency that occurs is that the institutions formed are temporary and unstructured. This can be seen from the absence of management arrangements, budgets, action plans, etc. on the collaboration that occurred. According to Emerson and Nabatchi (2015) there are two conditions that make collaboration formed in good institutional settings, namely: Ownership of collaboration and collective translation of collaboration. The findings of this study indicate that the two conditions formulated by Emerson and Nabatchi are not clearly visible in the collaboration formed.
3. The two collaboration models used as analysis tools have relatively the same perspective regarding the process or dynamics of collaboration. Both of them use a circle pattern that forms interaction relationships that influence each other. In line with the theory, the part of the collaborative process that occurs in practice also contains the same pattern.
4. In the process of controlling collaboration results, there are dominant results for the adaptation and reciprocal influence of the results of collaboration on internal and external environments. The external environment was found to include political influences, bureaucratic paradigms, and

patterns of relationships between collaborating participants. On the other hand, this study also revealed the results that collaboration occurs to produce outcomes that are not integrated in a single system. Therefore, there are hybrid conditions or mixing indicators in the Ansell and Gash models (2007) with the Emerson & Nabatchi (2015) model.

5. Finally, in the leadership pattern in this case, there is no facilitative leadership that initiates or drives the collaboration system. Meanwhile, cross-sectoral leadership is not formed due to the high sectoral ego of government institutions in Indonesia and the limitations of non-governmental actors in the sense of ownership and translation of long-term collective goals.

CONCLUSION

Based on the results of the analysis outlined in the discussion chapter, it can be concluded that the practice of collaborative governance in handling fraud in the JKN program in general and the proportion of trends seen more fulfilling the criteria in the concept of collaborative governance formulated by Emerson and Nabathi (2015). However, the model formed produces a new model in collaboration, where there are complementary conditions between the two collaboration models that become analytical tools. The resulting model is not necessarily ideal with how collaborative governance should be carried out. Therefore, the ideal collaboration concept for handling fraud in the JKN program is to refer to the organization's internal arrangements and to analyze the influence or external impact on the dynamics of collaboration itself.

Researchers believe that the practice of collaboration in governance promises sustainable prospects for public programs and problems. Therefore, in the present and in the future the scientific development of collaboration will still have a positive impact on this matter in public organizations. As we know, connectivity or connectivity in the system of government continues to grow. In the era of industrial revolution 4.0 and the digitalization era as it is now and moreover the transformation of civilization towards the era of artificial intelligent, collaboration is the life that brings that civilization to life. So that the existence of technology and connectivity makes collaboration an expensive item that must be owned by every organization; both private organizations and public organizations in order to run the wheel of competition in the arena of industry and governance that are innovative and competitive. This is very relevant to the needs of administrative and bureaucratic reform in Indonesia as a country that continues to make efforts to change the system of governance and public services.

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Political Advocacy Coalition: Urbanization and Policy of Food Security in Thailand

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Abstract

The study has two purpose: to review and analyze a transformation in urbanization, and review with analyze the agenda of food security movement in the city that affecting food security policy and co-operation of government, private and civil society. This research uses qualitative methods for both documentary analysis and secondary data from online media.

The study found that accelerating urban development, especially development is limited only to areas in the capital city. The result of this development resulted in economic resources. Administrative power, public health, education and development of good quality of life Included in all capitals. This is an important motivation for the migration of rural populations into the city. Moreover, the development of the city did not plan to support the expansion of the city, which resulted in a lack of direction and future growth contain with Speculation from real estate, unbalanced development of cities and rural areas and restrictions on decentralization.

The concentration of many immigrant people causes food security problems and therefore not only about the amount of food per population but also the quality of food. The movement of food agendas in urban areas resulted in the importance of encouraging urban people to realize their own power to fight food security issues that not being subjected to receiving food from companies that monopolize an industry without paying attention to the quality of life of people. Such reasons will affect the food security policy which relies on a policy advocacy coalition with government cooperation in policy and political bargaining. The private sector invests in agriculture and food while civil society supports food-related campaigns, finding additional options in a market mechanism about agriculture and food for negotiate and create the health of people in city to sustainability.

Keyword: Urbanization, Policy of Food Security, Political advocacy coalition

Introduction

Food security Considered a situation that occurred When the population came to live in the city the population needs physical access. Society and economy Humans need adequate food access. Safe and nutritious to meet nutritional needs and food needs for a healthy life "(R. Barichello & E. Clay, 2003). This condition often appears in many countries since the 20th century. Come especially in countries with a large population and poor among Asian and African countries

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From the study of Viral Patcharaprasertsak Studying the concept of food security can be divided into different periods of study. Often appear in the frame of "Production process" aims to produce to meet the needs of people or consumers. Until leading to the Green Revolution event, which is to use technology and machinery to help produce agricultural products in sufficient quantities If, on the contrary, the famine problem of the world population still appears and does not decrease in any way. The revision of the concept of food security took place. Scholars therefore turned their attention to relevant issues such as access to food for the local population. Production of food to be consistent and without shortage Maintaining food safety standards Reducing poverty among people in the country Self-reliance and community development are not too dependent on external food. (Viral Patcharaprasertsak, 2012)

Another important focus on food security issues is that the population should be consumed with nutrition. The nutrition of all members of the household is within the scope of access to food. That means the boat kitchen should have an economic status or have basic household assets appropriately. Because it will affect the health of members in the household as well The lack of income of family leaders or inadequate expenditure on income is often evident in the kitchen where migration from rural societies to industrial cities Causing the population to be restricted to accessing food in sufficient quantity and quality Including increasing the risk of changes in food prices

Establishing food security connections in many countries in Asia There is a process of linking the local food industry in Asia with the global market. The state needs to transfer a lot of lands for infrastructure development to support food production. The pressure of urbanization caused by the growth of new cities in Asia Has urged the introduction of a new liberal economic regime that is used by many Asian governments to promote private investment in agriculture Including foreign investment Therefore, farmers outside Asia and many others are investing in the land, whether it is long-term lease or direct purchase in Asia Noting that in many countries, land reform policies are enforced. Even though it is claimed to create investment attractiveness in the industry or promote food security but the major beneficiaries of the land agreement in the agricultural sector in Asia turned out to be the elite, civil servants and multinational companies.

The study review and analyzes a transformation in urbanization, and review with analyzing the agenda of food security movement in the city that affecting food security policy and co-operation of government, private and civil society. This research uses qualitative methods for both documentary analysis and secondary data from online media.

Why Food security Important?

Food security is important issue around the world. And is classified as a global problem that without good management or sufficiently effective I believe that in the future there will be a shortage of resources. And affect food that is nourishing human life Nutrition is an important part of food security that is influenced by the economy of the household.

Household assets and public services that affect the quality of life of individuals Which are important factors of food access Is the household income that

indicates the quantity and quality of food. Food insecurity And nutrition is a multi-dimensional challenge From the World Food Summit in 2001 1996 requires food security to be a situation that everyone should be aware of And realized the problem Later in the year, the World Food Security Summit in Thai 2009, the definition of food insecurity was confirmed again. And the concept was expanded Has increased the meaning of Four pillars of food security with a focus on physical access that is consistent with the social and economic conditions. Food must be sufficient, safe and nutritious. To meet the nutritional needs and food needs for a healthy life

According to studies, it has been found that Food security Caused by impacts in many areas, such as the risk of changing food prices Consumer education Gender equality in decision making To the allocation of household resources And in terms of nutritional status, the effect of raising in childhood Is the nutritional status of the child is directly determined by the nutritional status

If the population in the country lacks nutrients, it will adversely affect the economy. And development in aggregate Good nutrition is the basis for people to be aware of. Because physical and intellectual potential is an important basis for individuals and families Which is believed Well-being and human capital creation and as such is the key to society and quality economy

Deep economic growth and poverty through three paths

(1) Direct loss in the production of images from poor physical and mental work (Or death) of compulsory work

(2) Indirect losses from work decline and intellectual capacity of working population

Present and future

1. Food security situation in Iran

When considering the case of food security in the Asian region Food security in the case of Iran can be seen that the government sees food as an important factor that is important to the population. Until the government has to formulate a national security policy or in other words, the religious doctrines of the Islamic state of Iran focus on food security as well As a result, success has been determined in the strategy of relying on their own agricultural products. Causing Iran to focus on the production of wheat, barley, grains, oils, meats and dairy products, making it through to develop itself into a country with higher food security in one of the Arab countries

Network management of food security policy in Iran can be seen that the government has Supporting the establishment of agricultural cooperatives with the aim of creating a price guarantee system for crops and purchasing at a price higher than the market price. Causing the government to focus on policies in the form of subsidies to help farmers indirectly and adopt the farmers' tax exemption policy to help support another way

In addition, the Iranian government also sees the importance of livestock. The government therefore encouraged Create a space for raising animals along with growing crops the government has also implemented the same policies as mentioned above. Allowing farmers, farmers and animal husbandry to buy food-based fertilizers for animals and soil nourishing fertilizer at a cheaper price

The failure of the agricultural policy of the Iranian government. Aimed at ensuring food security during the years 1990-2012. The claims of Iranian officials try to divert people's attention from other economic and social indicators that the success of official's Agricultural development may not be true as claimed. For example, officials tend to avoid mentioning the fact that in terms of actual numbers During the period of 2533 - 2550 the number of people involved in agriculture increased from 3.23 million to 4 to 5.1 million of these amounts had not been proved yet. The growth of the productivity of Iran's agricultural sector appears to be the opposite. It shows the low efficiency of agricultural production and the lack of real food security.

The vulnerability of food security status in Iran has been clearly demonstrated from the crisis in the domestic poultry market during July-August 2012. The government limits the number of subsidies. Causing farmers to have fuel costs Increased animal feed and raw materials Due to the high level of inflation, the price of chicken meat in the city is increasing. At the same time, rumors indicate that the increase in chicken prices Is the beginning of a bigger food crisis

2. Food security situation in Laos

Laos, although a country with abundant natural resources And has a very small population of less than ten million people But the fact is that the terrain is a forest and mountainous terrain, while the cultivated area Only 5.1 percent of the total area Fertility from forests is not to enhance food security. Because products obtained from forests are not the main food consumed by the population, but the main food of the Lao people is like the Thai people, which is to focus on consuming rice as a main dish for almost every meal. Along with various fruits and vegetables, which are all derived from cultivation and livestock making that requires the use of areas for agriculture and farming. Although rice is enough for domestic consumption but in some years, rice production is not enough to meet the demand and resulting in Laos having imported rice from Thailand as well. In addition, Laos and other countries in Southeast Asia are also facing climate change as well as other countries and infrastructure systems. And transportation Including the irrigation system is not yet fully developed These things all affect the food production structure. In addition, Laos has a relatively small urban area compared to other countries. Most people live in rural areas. Highlands and mountains Including people with low incomes That may cause food security that currently exists in the future, may result in a clearer future. (Nontakan Chanyong, 2014)

3. Food security situation in Vietnam

Vietnam is a country with 5 million tons of rice production, with a total output of more than 5 million tons, but on the other hand, rice exports are less than Thailand Because the population is higher and the population growth rate is increasing rapidly The rapid economic growth of Vietnam, one of the world's countries Bring the expansion of urban areas Including being a cheap labor source, resulting in an expansion of industrial factories in the area That would result in the decreasing number of agricultural areas in Vietnam. Global warming problems include drought and flooding problems. Is considered an important factor affecting the production structure of rice that is likely to decrease steadily From the factors mentioned above And the inevitable consequences of rising food prices and rising inflation rates in Vietnam The majority of the population is

poor, so they may have little access to food. (Nontakan Chanyong, 2014)

4. Food security situation in Indonesia

Indonesia can produce the most rice in Southeast Asia. Because there is a large area but with a large population size Resulting in a food self-sufficiency ability of only 5.23 percent of the production and consumption of the whole country only. Resulting in Indonesia having to import a lot of rice as well Moreover, Indonesia, despite having a lot of gross domestic product (GDP) but when looking at revenue Nations per capita and then found that people still have low income. And have poor status Indonesia has an island landscape and frequent sea and earthquake disasters. Or various economic problems Which resulted in higher food prices May cause Indonesia to face food access problems

5. Food security situation in Singapore

Singapore does not have the ability to rely on food self (insufficient). This is because Singapore is a small country with little cultivation area. The terrain is an island and is trying to fill the island to expand the sea area. The area of the country is used for housing and industrial areas, making it more urbanized than other countries in Southeast Asia. Singapore therefore chooses to use food security strategies by importing food from abroad. Although Singapore's population has the highest per capita income but in the event of a crisis or severe disaster Singapore is at risk of encountering food insecurity (Nontakan Chanyong, 2014).

6. Food security situation of Brunei

Brunei does not have the ability to rely on food (Food Self-insufficient) because there is very little space resulting in less cultivation areas as well. Rice production situation is not sufficient for domestic consumption, causing rice to be imported. To strengthen food security for the population But Brunei is a country with good economic status from natural resources such as oil and natural gas. Although Brunei's national per capita income is still at a high level As a result, Brunei still has the ability to import rice, but in the event that the Brunei power source is depleted or the price in the world market fluctuates, it may affect the income of the country.

Urbanization and Policy of Food Security in Thailand

Thailand food security is a measure from the overview. In the household are not the main priority is the level of the household and community, Thailand is the most important production unit. Creating a food security policy focus on increasing agricultural productivity but to strengthen household and community is not yet clear.

Food security of Thailand

Food insecurity of the Thailand analysis from the UN FAO includes dimensions 4 1. access to the political, economic, social context into account, with access to food and food properly, and good nutrition. 2. the adequacy of the amount of food in the appropriate quality. From the manufacture or import of the domestic 3. utilization of adequate food, clean water and other 4. food stability so that food stability. Household and individual citizens to access enough food at any. Do not risk a crisis with food shortage. To contribute to food security management that must develop the contextual situation of the city more cities. Non-City Bangkok.

Thailand's Food Security Act 2014, the Food and Drug

Administration, the National Food security means access to food that is adequate for public consumption in the country. The country has food safety and nutritious According to the well-being with age. And advocating balanced ecological and natural food resources. In a normal situation or disaster or terrorism

Food security Not just the self-such as the production of their own. Household-level sufficient but the country is not sufficient to import from abroad.

For food security in the country. The base idea is that the community Food Security The local people are involved. Thailand has studied the food insecurity at the household level, regional or national level. A resolution on the macro-found stability in the country. But the lack of small farmers still lacks food security (Sompor akranon, 2014) attributed to migration from the agricultural sector, resulting in a shortage of workers from the region. (Northern Economic Development Agency, 2548) the labour shortage impacting production in the agricultural sector. Consistent with the livelihoods of farmers under the globalization process by changing agricultural production. 3 issues can be summarized as follows: 1. must rely on inputs from external funding 2. The production process is characterized by a focus on profitable business down. Management and Employment Act And the central belief that children are less likely to get the farmers to make a career on. As a result, the creation of sustainable food security (Vitu Langjonru, 2015).

Thailand's community areas. It found that villagers are commonly grown rice for consumption all-year-round planting ground monoculture causes land degradation. The subsequent economic problems as the debt, that is, the villagers have money, but they want money to buy food for other things. Causing liabilities affecting the Raiders more forest areas for rice cultivation, suggesting that food security issues of Thailand by marginal communities are linked directly to the base resources (soil, water, and forest workers).

The resources required to complete When the research is to study the pursuit of food security, natural ecosystems, agriculture, marketing and sharing food with each other. That is related to food security are intertwined lives of 7 areas: 1) self-reliance in food 2) food safety; 3) the sufficiency of food 4) the household economy 5) the right to manage. Food and reach 6) the communication of knowledge on food 7) production and reserves in the ecosystem.

Food security Management, social and economic area in the "Urban" of Thailand.

Urbanization, this is an important factor, such as population growth, pressure on food change. Other industries such as Sadoa Hatyai and Kwanglang are expanding from transportation and tourism, as well as reducing traffic. Shortage of arable land and agricultural labour This may affect the lack of food supply in the community and the consumption of urban residents.

1. There is enough food Each household Buy exchange market Both lived to absorb food from outside the area. The city relates to the community to have enough food because the food supply is rice, and with good transport links. Food easily moved, whether it is food or fresh seafood and fish sauce, condiments such as salt, vegetable oil,

2. food access. People who live in cities have access to food. With so much to absorb the rural community. But rural areas have natural food sources are dwindling by the changing ecological conditions. Access to food from the market. The hospital and the department had to replace its legacy

3. Utilization of food. The living area is shifted from the community. Taking advantage of the food consumed in the household. The little cook Adjustments to the purchase was made the division even more. Labour sector, food production

4. Food Stability Food security in the city Food must be stable in trading. Trade and production of goods within the Community. And passed on to consumers in the city.

5. In line with consumption and most importantly reflects the stability of the income of the household, if a consumer has a steady income occupation. Affect the stability of food.

Thailand's Food security driven by civil society

Driven by civil society the preparation of the strategy proposed by the public sector. To the political parties to push a policy highly strategic national food security. The following issues:

1. the proposal to discontinue the project development to review and cancel development projects that affect weather conditions. Food-producing area, and the way of life of communities, such as coal-fired power plants. Deep seaport project, a project to build a dam, including a special economic zone project and terrace.

2. promote and support community organizations provide conservation Restore the natural resources and the community's surveillance, which is a source of food security and natural medicines, natural resource management plan without the participation of the community.

3. deselect the use of agricultural chemicals which affect the environment and harmful to both people and animals.

4. support system for sustainable agriculture, with farmers, rubber. Palm Gardens Fruit orchards and rice paddies.

5. the right to protection and indigenous tree species, seeds, etc.

The important role of advocating food security. Civil society is very active and argued at length fields. And contribute to creating food security, urban agriculture is a working network Testament. The claimant Fairness for Farmers the Agricultural Testament in Thailand under the push of the state capital is located on the injustice to farmers. Farmers have a lot of debt and prosecution. Lost their land Bear the risk and the cost of labour and health risks from disasters such as massive floods of the past. It causes destruction of public resources and the degradation of the environment. Moreover, the raw material to produce food contamination and affect the health of consumers. And causing food insecurity.

Claims-driven example is interesting. Who is food production, farmers owe certain stages of force lawsuits due to unfair contracts, not data, and family circumstances of bankruptcy, which will need to receive immediately?

Farmers are changing. The structure of the agricultural production system in Thailand's current developer into the structure of the manufacturing industry, agriculture and food systems. It will require knowledge of the new management. Specific know-how in

production and marketing. This is to help farmers who are in the system and are logging in. Have knowledge in production management and logging in the system.

The main mechanism of government support in the strategic plan for fairness in contract farming. To use as a framework for practice in promoting and supporting the logging, and in the system the fair. The responsibility for the impact of social, environmental and natural resources of the public. The participation of the State is concerned. The National Farmers network consumers, civil society and the media, such as to the Council of Agriculture. The farmer's national administrative organization, consumer network, network the covenant, media, and civil society will have. It ชชา to listen to collect the problems and effects and offers to create a "statute of farmers" and the rural development, assembly Policy proposal for the development, improve the process of the strategic plan. And the need to reform the law can be helped achieve fairness to farmers, consumers, social integration the management of natural resources and environment

Urbanization and land shortage.

Urban land, water, and forest are important bases of agricultural resources. The reduction of their quantity or the complete loss of their ecology cannot be ignored. The impact of agricultural land problems, such as in 2015, is one-sixth of the farm area, with a profit of 131.7 million. Nationwide, about one percent of the area is holmium 320.7, millions of acres and forests are about 107 holmium millions of profits, 33 percent each. Non-agricultural areas, especially urban and industrial areas Rice planting area has been declining, and many landless agricultures, households, farmers, 650 thousand were found in 2007-2007. Families without land differ among different sectors, saying that the central government has a high proportion of land-free farming. The lowest Northeast Another evidence suggests that many families lack land. Moreover, the poor have no place to earn a living. Or he doesn't have enough career. It is illegal to land with the poor in government. It can be concluded that a land problem is a large group of farmers.

The causes from the structure of the system and economy. Land management system, the unfair.

1. Economy, capitalism, has changed the value of the land from a base of life and is social capital in the community to be the goods. In the market opportunities for the rich and powerful people grab the land. Under the legal mechanisms are weak.

2 direction economic development focus to grow the industry. This capital group, big power, while the economic, social, and a car. Lives of farmers' given little attention or neglected.

3 land ownership system. Individual-based on linked with the market mechanism. And the tax system conducive to clumps. Of the land in the hands of the rich.

4. Policy and sustainable forest management. Centralized power in the state, in the name of conserving forest area of the Often-become what crowding. Management

of land and resources of the community. And chase the dismantling the community out of the land. They live and eat continuously for a long time.

Therefore, the urgent policy is required to land reform, land reform, and a national agenda. The State must take resolute, strong policies, including political courage, and strong support from civil society will be able to resolve this problem also by solving the problem of food insecurity in Thailand.

There is also a problem of insufficient irrigation agriculture, Chairman. The problem is not an enough water supply only. But is that an effective water management. Degraded forests and climate Wetland degradation and soil quality unsuitable for agriculture.

Food insecurity on the rise in urban context dependency of farmers.

The decline of agriculture Mainstream Agriculture Today, agriculture is not to eat. But farming for sale Agricultural marketing is geared to agricultural monoculture. Farmers produce food, essentially the same kind of statements, but household consumption to many foods. So, farmers must buy food the most. Directors to meet household consumption. The trend is currently the Director of Agriculture, Thailand (Agriculture mainstream), making farmers self-sufficiency. The food was less If most households, local communities, and monoculture farming are in a steady decline. You must get food from outside Just remember this monoculture farming system on the market. The risk of loss and debt. However, there are areas of the city. Farmers need more monounsaturated Because food production to enter the capitalist system in the city the main market.

In fact, the capitalist economic system The Capital Group and Agribusiness agriculture to play a role in more and more directors retaining the monopoly Multiple inputs. Productivity and market exclusivity Capital Group and Business Director of Agriculture, these aircraft are both major corporations and domestic. Corporations cutting perfectly recognized overseas, which has been involved in the food system. Since production to food processing and marketing,

crisis workers in the agricultural sector fell by 68 percent to 41 percent as well as older workers is increasing. Young farmers, less choice. Most of the workers are older workers.

Co. KG is a town in Thailand to review the goals of food security, namely food security goals sorely needed to become a city because residents have food constantly. Producing quality food, adequate intake of all people in all circumstances with the safe production. Environmentally Farmers and producer’s own life and social stability so that the situation at present for the United States. The best thing to do is reform of agriculture. examples approach ICP contributing to food security. Headed households, communities and local authorities are autonomous food production based on the sufficiency economy are conducive to promoting agriculture. Biodiversity in terms of species and varieties of plants and animal species conservation and development. The unique endemic Nutritious and nourishing woo. And the policies and programs of national public participation. Legal measures to lay the framework for the development of a national framework and food safety

measures to tackle food crisis in times of disaster, disease outbreak or when the world crisis and measures to protect their interests. Adequately farmers under the trade relations between the countries.

Cooperation with the government, private sector, and civil society. Under the policy, think of a city. As one mechanism of the food city such as hat is to help link market develop packaging, the โดยจ. Hands with the private sector in the development of green marketing, the public state in the market area. "Greenway." the market open in a big city is another distribution area.

The main reason is agricultural security food security will follow. A good life is when developing as a city. The real value of agriculture is not money. But in food production for human life. Agriculture is "the base of life." Which supports health and connect all dimensions together. The whole economy, society, and culture.

Conclusion

The conclusion of the study and analysis. The accelerated development of the city by the concentration of global development is just in the capital area. Economic resources Raj and development in all aspects. Whether it is health, education channel live better. Included in one place all as an incentive to migration. Many of the rural population into the cities. The development of the unplanned expansion of cities. An expansion that direction and not sustainable in the future, which include. The good profits from property Unbalanced development of urban and rural areas. And restrictions on the distribution of power.

Speaking to identify areas that count as "Urban" by many academic works point to the negative impact of negative space formed by the city, such as congestion of living. The immigrant population in the city is very high. traffic jams the public service is not universal Reduced quality of life Management of the city is going to be tough in that area of the city. With the municipality to point out that the city has a municipality and the municipality.

Concentrations of many people immigration. The cause of food security is not just about the quantity of food to the population. But also, to the quality of the food. Food Movement Agenda Agriculture in urban areas, as a result, there is a focus on encouraging men to see themselves in a power struggle with the problem of food security. Not to be subjected to a system developed by scholarship. Industry and Trade Without paying attention to the quality of life of citizens. The policy affects food security. Living Network Alliance policy of cooperation with the government in policymaking and political bargaining. Private sector investment in agriculture and food. And civil society movements, issues-oriented cuisine. Find an alternative in the market. Agriculture and Food To negotiate and build the health of urban sustainability.

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RESTORATIVE JUSTICE AS IDEAL CONCEPT IN LAW ENFORCEMENT ON ENVIRONMENT POLLUTION CAUSED BY WASTE IN INDONESIA

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Abstract

Nowadays the regulation in dealing with waste problems has received a permanent legal, but it has not been able to reduce the volume of waste which increasing every year. Thus, it needs an ideal and long-term concept to overcome it. The responsibility in waste management not only on the government but also all parties. It needs a new idea in dealing with waste management. Through a social legal approach, this paper will examine two important aspects in overcome the problem of criminal waste management. First, there must be a paradigm shift in law enforcement against the completion of criminal acts waste management from retributive to restorative. Second, there should be making and formulating restorative justice as an ideal concept in overcoming and providing good solutions in waste management.

Keywords: Law Enforcement, Restorative Justice, Waste Management Crime, Legal

A. Introduction

Nowadays, waste management issue is not only an urban areas problem but also has become a big problem in almost all regions in Indonesia including in rural areas. The increasing of population growth rate makes the level of public consumption also high so the waste as a product of consumption increases every day (Sudirman, 2005, p.17). The high level of public consumption is not accompanied by the availability of land to collect garbage and good waste management patterns (Hayat et all, 2018, p.131).

Waste is one of the environmental problems and occurs in many developing countries which have not been handled properly. This happens because the ability in managing the waste is not balanced with producing the waste (Waluyo et all, 2012). It is not surprising if Indonesia called as a state of emergency waste, for the production of plastic waste only, Indonesia produces 175,000 tons of plastic waste per day and become the second largest waste contributor in the world, after China (https://www.liputan6.com/news/read/3531993/foto-indonesia-darurat-sampah-plastik?page=2,).

As the high production of waste, it needs a serious study that can minimize the impact that will occur and is expected to solve classic problems towards waste management. Indonesia has a law that is used as a basic for waste management, namely Law Number 18 of 2008. The law regulates waste management which has not been in accordance with the method and is not based on environmental insights which has a negative impact on public health and the environment.

The Waste Management Law in Indonesia mandates that waste management must be carried out comprehensively and integrated from upstream to downstream with the aim of providing economic benefits, creating a healthy society, a safe environment, and

[14] This article is the result of a study program superior grant organized by LP3M UMY in 201-2019.

expected to provide long-term benefits by changing lifestyles and community behavior towards waste.

Responsibility in waste management does not only belong to the central government, regional government, city government or village government, but is the responsibility of all parties, a person, a community, or those who are members of an institution. However, the state has an obligation to regulate how good waste management and give sanctions to people who commit violations of waste management. Sanctions as stipulated in the waste management law are intended for every Indonesian citizen and waste manager who violates waste management. Sanctions contained in the waste management law consist of administrative sanctions as well as criminal sanctions in both prison and criminal penalties.

After the waste management law occurs, the provincial and regency / city regions have their authority to make regional regulations relating to waste management. One sample of the district taken in analyzing the concept of solving the crime of waste management is Sleman Regency, located in the Special Regency of Yogyakarta Province, Indonesia. Management of household waste and household-like garbage in Sleman Regency is regulated in Sleman Regency Regional Regulation Number 4 of 2015. This regional regulation also regulates the process of resolving the crime of waste management.

In contrast to the settlement process contained in the waste management law that emphasizes administrative sanctions, imprisonment and criminal penalties, in Sleman Regency Regional Regulation there is no criminal sanction in prison, because the form of criminal acts of waste management is a criminal offense, so sanctions are known only criminal sanctions, criminal penalties, and administrative sanctions. Provisions on criminal penalties in Sleman Regency Regional Regulation are also lower than the provisions of criminal fines in the Waste Management Act.

Although the regulation in dealing with waste problems has received a permanent legal, it has not been able to reduce the volume of garbage that always increasing. Many factors underlie the difficulty of overcoming waste management. One of them is related to the sanctions that are too imposing and not look into the recovery of environmental conditions and patterns of punishment that tend to be retributive or prioritize reprisals only and not on recovery efforts. Whereas an important part in waste management is how to restore an environment that has already been polluted due to improper waste management.

It needs a new idea in dealing with waste problems. The Indonesian government must begin to be serious in handling waste, because the solution for handling waste in the downstream with the 3R program (reduce, reuse and recycle) is no longer effective (https://www.antaranews.com/berita/716635/indonesia-darurat-sampah-plastik-butuh-policies-pinsin-productors,), while the volume of waste annually increases. In addition to resolving waste problems, it must begin by changing the retributive sentence paradigm to become restorative. The concept of restorative justice is known as a model of solving problems that prioritize the recovery process of a situation that has returned to its original state by involving the parties concerned.

Restorative justice is a new frame of mind that can be used in response to a crime for law enforcers and workers (Eva et all, 2011). The concept of restorative justice can be explained as shown below.

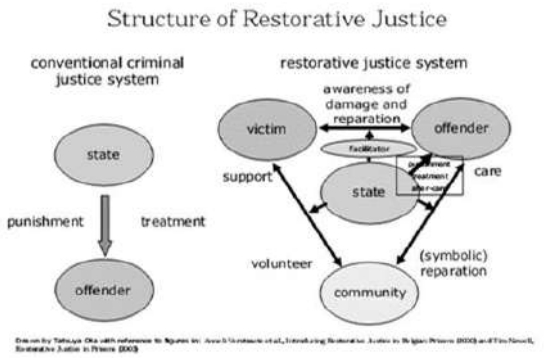

Chart 1. Structure of *Restorative justice* by Tatsuya Ota (John, 2005)

Restorative justice is not an instrumental choice but is rooted in social-ethical intuition which aims to restore with a process of deliberation with stakeholders rather than impose a decision that is not mutually agreed upon. It is believed that restorative justice will be able to be a good, more constructive and fairer justice (Lode, 2011, p.91).

The new policy in overcoming the problem of waste has become an aspiration for the realization of a cleanlines and healthy in Indonesia. To achieve these goals, a strategic approach is needed that can be considered as a sustainable solution. In analyzing the problem of waste management the researcher took a sample from Sleman Regency, to see how the pattern of resolution of the crime of waste management. Based on the prelimenary research, the researcher will try to form an ideal solution concept by changing the conviction paradigm to restorative justice which is expected to be an ideal concept to overcome the crime of waste management today.

B. Research Methods

This research is socio-legal research, namely research in the form of empirical research oriented to the discovery of theories about the process of occurrence and the workings of the law in society, or investigating the relevance of the law with other social symptoms. Socio-legal or non-doctrinal research is also developed from the results of research with a broad scope, macro and generally very quantitative to manage very mass data. These research used primary data and secondary data. Primary data was obtained from the results of interviews related to the decision of the Sleman District Court judges, while the secondary data consisted of primary legal materials sourced from laws and legal documents, as well as secondary legal materials sourced from books and legal writings. The data obtained were analyzed by flow models (Flow model of analysis) (Mattew, et all, 1992) data obtained from research, both library research or direct research, were processed and analyzed critically analytically and presented in a qualitative descriptive method. The data analysis stage is an important step in a research process. In this study, researchers will go directly to collect the data needed by visiting the research location in the Sleman Regency which is used as a sample of researchers.

C. Discussion

1. Law Enforcement of the Settlement of Criminal Waste Management in Sleman Regency.

The term "Throw of garbage in its place" is often heard and found in the corners of public places. The term is certainly not without purpose, clearly it can be interpreted that garbage that no longer has economic value and function is something that has no more benefits so it is better to dispose or destroy because it no longer has value. Waste originates from the remaining use of activities based on human needs and their existence often disrupt the environment and damage aesthetics (Mohammad, 2010, p.150-179).

The definition of garbage according to the World Health Organizaton (WHO) is

something that is not used, not liked, or something that is discarded comes from human activities and does not happen by itself (Budiman, 2006). While pursuing Article 1 Number (1) of Law Number 18 of 2008 concerning Waste Management, waste is the remainder of human daily activities and / or natural processes that are in solid form.

Waste consists of various types, one of which is explained in the Regulation of the Minister of Public Works Number 03 of 2013 concerning the Implementation of Solid Waste Infrastructure and Facilities in Household Waste Handling and Waste similar to household waste, including:

a. B3 waste or waste containing hazardous and toxic materials is usually labeled in red in the trash container
b. Organic waste or waste that is easily biodegradable and is usually given a green label in a garbage container
c. Inorganic rubbish or reusable and commonly used waste is labeled in yellow in the trash container
d. Recycled Trash or recyclable waste which is usually labeled blue in a waste container
e. Residue Garbage or other rubbish and usually labeled gray in waste containers.

Nowadays there has been a paradigm in waste management as mandated in Law Number 18 of 2008 concerning Waste Management. Initially waste management was carried out with a waste-collection-transport system shifting into sorting-residue-processing-utilization-disposal. It can be concluded that the new waste management consists of reducing and handling waste.

Waste handling activities include:

a. Sorting in the form of grouping and separation of waste according to the type, amount and nature of the waste
b. Collection is in the form of taking and transferring waste from waste sources to temporary shelters or integrated waste treatment facilities
c. Transportation in the form of carrying waste from the source or from a temporary garbage collection place or from an integrated waste treatment facility to the final processing site
d. Processing in the form of changing the characteristics, composition and amount of waste
e. Waste final processing in the form of returning waste or residue from the previous processing to the environmental media safely.

Waste reduction activities include activities to limit waste generation, recycle waste and / or reuse waste. While the procedure for reducing waste can be done as follows:

a. Use materials that can be reused, materials that can be recycled, and / or materials that are easily decomposed in natural processes
b. Collect and return waste from products and / or packaging that have been used

Even there has been a changing paradigm in waste management, there are other problems that arise and deserve to be a common concern because until today they have not been resolved properly and are solution in terms of the implementation and enforcement of the law. Moreover Indonesia already has a legal basis in imposing sanctions on perpetrators of criminal acts of waste management. Some arrangements relating to waste management can be found in Law Number 32 of 2009 concerning Environmental Protection and Management, Law Number 23 of 2014 concerning Regional Government, and Law Number 18 of 2008 concerning Waste Management and Regional Regulations as will be analyzed in this chapter, namely the Sleman Regency

Regional Regulation Number 4 of 2015 concerning Management of household waste and household-like waste.

Criminal acts related to waste management are within the scope of criminal offenses. The regulation of the crime of waste management in the Sleman Regency Regional Regulation is stipulated in Article 49 that everyone is prohibited from:

a. Dispose of waste outside a designated landfill
b. Dispose of specific waste not in accordance with the laws and regulations
c. Burn waste in an open place that can cause pollution and / or disturb the environment, and / or
d. Use the land to be used as a waste disposal site

The results of field analysis in the Sleman District Court area found that there were 3 judges' decisions handed down in 2017 related to criminal acts of waste management, including:

a. Case Number 211 / Pid.C / 2017 / PN Smn on behalf of defendant Anna Sri Haryati
b. Case Number 212 / Pid.C / 2017 / PN Smn on behalf of defendant R. Satrio Dananto
c. Number Case 213 / Pid.C / 2017 / PN.Smn on behalf of defendant Tyas Aryani

Based on the above decision, the three defendants have been proven legally and convincingly to have violated the provisions of Article 49 (a) Jo. Article 64 (2) Regional Regulation of Sleman Regency Number 4 of 2015 concerning Household Waste and Similar Waste for Household Waste, because it has already disposed of waste outside the designated waste disposal site. The three were tried in a fast trial and were convicted of a fine of Rp 100.000 (One Hundred Thousand Rupiah) which if the fine is not paid then is replaced with a 7 (seven) day imprisonment.

Law enforcement is supposed to be done to foster awareness of the community, so that law is a means that consists of values and concepts about justice, truth, and social benefits. Enforcement the law carried out aims to harmonize the relationship with the values contained in the rules or views and actions as a series of translation of the final stages in order to realize (social engineering), maintain and maintain (social control) the peace of life (Ridwan, 2011).

In three cases, it was clear that the Sleman District Court had enforced the law to resolve the crime of waste management that occurred. Unfortunately, the sanctions given in these cases are very ineffective and clearly will not have a deterrent effect. The defendant who committed the violation was only given a fine only Rp100.000 (One Hundred Thousand Rupiah). Damage or impact that will occur from these actions is not considered as a continuous and systematic impact, because people will not be afraid of the sanctions imposed. To answer these problems, the settlement pattern can be seen from two things, first is increasing sanctions imposed, second is to change sanctions into social sanctions by emphasizing the process of recovery of the act of disposing of waste in an improper place. Seeing the alternative answers, the second alternative is more logical to implement because the impact can be reduced or improved through social sanctions.

Social sanctions that can be offered to be used as an alternative solution to the crime of waste management so the law enforcement can function as a social engineering and social control by emphasizing repairs, the recovery of the impacts that will occur due to the act of disposing of waste include:

a. Social work with a certain number of hours set by the State. The form of social work can be in the form of

planting a number of trees at a certain point in the local court area, assisting in the process of sorting waste at the specified TPS / TPA, assisting the sea cleaning process or cleaning the ocean from plastic waste in cooperation with the environment, becoming a cleaning service in public determined by local courtesy.

b. Training and Education
Guidance on the importance of managing waste, making waste as a product that has high economic value and providing workshops on waste management into products, selling waste products and the results are donated to waste management activities, becoming garbage "ambassadors" by actively engaging in social waste management good and right by educating the community to build a good awareness in managing waste.

These social sanctions make more sense to be applied to violators of criminal acts of waste management than to only impose fines that have greater potential to be repeated again and clearly do not provide a deterrent effect. Indeed, social sanctions offered to overcome these waste problems also have the potential to be repeated and may not provide a deterrent effect, but at least social sanctions are clearer, the purpose is to improve the environment with business both through social work, as well as training and education, while sanctions the purpose of which is currently not clear because it is only retributive or retaliation for what has been done without seeing and not trying to improve the impact caused.

Law enforcement is also inseparable from the legal system. Lawrence Friedman said there are three components in legal systems that are interrelated, including legal structures, legal substance and legal substance. Each component stands alone but affects each other. Related to law enforcement in solving criminal acts of waste management can be seen as follows:

a. Legal Structure
Legal structure is an institutional component that has a function to support the operation of the system. This component consists of certain civil servant officials, law enforcement officers, from the police, prosecutors, to judges. In the crime of waste management investigators who receive reports or complaints from someone must take the first action and check on the scene. It also requires the maximum role of the police, especially the civil service police so that they can work actively to supervise, control and patrol the places provided to dispose of waste and places that are not provided to dispose of waste but are used to dispose of waste. If the number of human resources personnel in waste management is less then it can be sought to add the number of personnel.

b. Legal Substance
The legal substance is manifested in the regulations used in law enforcement, regulating such matters as related to general provisions, types, procedural law up to criminal provisions or other sanctions. In the crime of regulatory waste management that can be used is in Law Number 32 of 2009 concerning Environmental Protection and Management, Law Number 23 of 2014 concerning Regional Government, and Law Number 18 of 2008 concerning Waste Management and Regional Regulations as analyzed in this chapter, the Sleman Regency

Regional Regulation Number 4 of 2015 concerning Management of household waste and household-like waste. Regarding sanctions that can be imposed on the crime of waste management, social sanctions can be used as an ideal sanction in upholding the law on waste management which is a lot happening now, and more realistic to do than just giving administrative sanctions, imprisonment, imprisonment or criminal penalties as offered in the law.

c. Legal Culture

Legal culture is a rule that consists of values and attitudes that affect the operation of the law. This legal culture has the biggest influence in terms of waste management so far. The fact is that the community still has minimal legal awareness, so a better legal culture is needed to increase public legal awareness of waste management. Changing community behavior is quite difficult, but it does not mean that it cannot be done, with continuous guidance will definitely get maximum results in order to realize the goal of waste management. Dissemination of applicable laws or regional regulations relating to waste management can add information to the community.

It shows from the three legal systems, legal culture is a component that has the biggest factor in overcoming waste problems. Increasing the law awareness on waste management and the active role of the community can minimize the volume or production of waste every year. In realization, there are a number of challenges that must be overcome, the biggest challenges in waste management occur in urban areas. Communities in urban areas tend to be individual, very economical, and it is difficult to accept new programs, they are very critical and realistic so that a good and sustainable socialization process is needed. Urban communities must be given an understanding of the benefits, effectiveness and efficiency of waste management programs so that they can participate and participate well (Surahma et all, 2014, p.408).

In fact, the purpose of law enforcement for waste management is for people get a better and healthy environment by maintaining and defending an existing environmental conditions and fixing the damaged environment so that they can be used comfortably, cleanly and healthily by future generations. The government should have thought about alternatives to sanctions in law enforcement by emphasizing recovery or efforts to improve the situation to its original state.

2. The concept of restorative justice as a basic for overcoming waste management in Indonesia

Talking about the future, it is not to mention the current regulatory changes. Regarding the concept of legal change, according to Ahmad Ali, (Ahmad, 1996) it is not necessary to question which factor was the pioneer of change. It does not have to be questioned whether the law had just been followed by other factors, or the other factors of the new law were to move the change. However, in fact, the law can take part (as first or second or whatever does not matter) in moving the change. Next Ahmad Ali states that the law is simply a tool that moves the change indirectly.

In the framework of the renewal and development of national law, Ismail Saleh said there are three dimensions that must be implemented as follows:

a. Maintenance Dimension

That is the dimension to maintain the existing legal order, though it is no longer suitable for the present situation. Most colonial laws still apply, since

Indonesia is not yet able to create its own national law. In upholding the colonial law it should be law enforcement officers not to stick to dead passages, but should stand on the changing circumstances and conditions.

The maintenance dimension aims to prevent the occurrence of legal void, and is indeed a logical consequence of the provisions of the Transitional Rules contained in the 1945 Constitution. The law reform efforts in the "preservation" dimension remain oriented to mutual benefit.

b. Renewal Dimension

It is a dimension that is an attempt to further enhance and perfect national development. This is embodied in wisdom that the development of national law in addition to the formation of new laws and regulations will also be carried out efforts to perfect the existing legislation, so that it fits the new needs in the fields concerned. In order to change a rule of law it does not need to be dismantled as a whole, but enough parts that are no longer compatible with the present situation.

c. Dimension of Creation

This dimension is also called the dimension of creativity. The rapid development in all fields of science and technology has a considerable impact on the life of the nation and state, especially in the economic field which has given new ideas, new institutions that also require new regulations. In this dimension a new set of rules was created which had never before existed, but was needed for the welfare of the nation.

When reviewing law enforcement regarding waste violations as outlined above, the settlement pattern found in the Sleman District Court still puts forward the nature of retributive punishment by emphasizing punishment, which is not in accordance with the impact caused in violations of waste management, so that there is a need for renewal in the settlement process so that it is more focused on the joint recovery process than retaliation by imposing inappropriate sanctions.

The renewal process will involve three dimensions, each of which will collaborate in creating an ideal concept. The ideal concept offered is to propose restorative justice as a basis for resolving the handling of violations of criminal acts of waste management. The ideal concept can be analyzed as follows:

a. Maintenance Dimensions

Based on this dimension, even though Indonesia is still bound by the regulations contained in the Criminal Code and it must still be used until the Criminal Procedure Code is ratified or the existence of implementing regulations or other laws, the interpretation carried out on several articles must be adapted to the current social conditions.

The crime of waste management must be the focus because now the volume of waste is out of control and every year we create our own disasters that will become a boomerang in the future. The maintenance dimension must look at the common benefit, if a rule is no longer able to solve the existing problem, it must begin to think of ways to form an ideal regulation or policy for the community.

Waste management must begin to be considered by changing the paradigm focused on recovery efforts, so the goal of waste management will be realized by creating a clean, healthy and comfortable environment that will be felt for future generations.

b. Dimensions of Renewal

Based on this dimension, renewal efforts can be made on an existing regulation or policy. The renewal can be done in whole or in part. The crime of waste management so far clearly still requires a renewal because it has not been able to complete waste problem. The nature of this renewal can be seen from the sanction and also the settlement procedure.

The provision of sanctions can change existing sanctions that are highly retributive because they only emphasize criminal sanctions and administrative sanctions. The sanction must be changed because the sanction does not provide a deterrent effect so that the community has the opportunity to repeat it. Social sanctions in the form of social work and training and education can be ideal sanctions in resolving the crime of waste management because these sanctions place more emphasis on the recovery process, so even if someone has the potential to repeat the act at least the punishment given to them is "recovery circumstances "and no longer merely" retribution "are punished by imprisonment, fines or revoked business licenses only without seeing that environmental conditions that have been polluted due to the act of disposing of garbage must be repaired.

Further explanation of social work sanctions and training and education sanctions has been shown in the previous presentation, for example by "punishing" someone who violates certain social activities related to repairing, maintaining, or creating a new environment that is healthier, cleaner and comfortable as mandated by law.

From the procedure of settlement it can be done through a process of restorative justice which is currently widely applied in resolving conflicts that are far from the values of justice that cannot be answered in social institutions such as the Court. Restorative justice procedures are emphasized in the process of resolving a conflict outside the context of criminal justice (Ivo Aersten et all, 2013, p.2).

The renewal is the need to place restorative justice in resolving the crime of waste management in the law by obliging to prioritize the process of restorative justice in its settlement rather than through the judicial route. Even though it is resolved through restorative justice, the perpetrators must be accountable for their actions, sanctions that can be imposed on the perpetrators can be sanctions for social work, training and education, limiting rights to a certain time, until giving shame or apologizing generally to those who feel harmed.

c. Dimension of Creation

Based on this dimension, to create a new regulation related to the ideal waste management or it can also create a new institution or institution that has special attention in dealing with waste problems. For example by increasing the amount of landfill or the ideal landfill, creating a tool that is able to decompose waste quickly, effectively, efficiently and at a minimum cost, making ATM waste that has been done in many European countries by carrying bottle trash into trash ATM machine, then put the bottle into the machine, the bottle that has been entered will be counted and after counting the person will get money from throwing bottle trash into the waste ATM, creating and monitoring waste banks that have been pioneered in the countryside have emphasized the process of making waste as an item that has economic value so that it can create a new job market by selling garbage as a result of the creative process carried out, and helping in the marketing process.

In the sample of law enforcement on waste management conducted in Sleman Regency, it was seen that the settlement process was more emphasis on retribution or retributive characteristics as regulated in Sleman Regency Regional Regulation Number 4 of 2015 concerning Household Waste and Household Waste. The application of sanctions that already exist in the regional regulation needs to be seen from another approach, that environmental pollution in environmental management is something that is not only the responsibility of the state, but is the

responsibility of all parties, especially those who are still not aware of the importance of a cleanliness and healthy and also for other people who are victims of unhealthy environments.

The character of environmental pollution in waste management is not something that can be corrected by "retaliation" in the context of the retributive system that is manifested in the form of sanctions, both criminal and fine contained in the Regional Regulation. Then we need a form of system that can update and repair the "damage" caused by bad waste management. The system manifests itself in a "restorative" approach.

Criminal provisions in Article 64 of Regional Regulation Number 4 Year 2015 still have a retributive meaning by emphasizing retaliation with imprisonment and fines. So the basic concept of environmental pollution that occurs as a result of improper waste management will not realize and restore the environment back clean, healthy, and comfortable for the community. What is there is that the community will not be deterred from the sentence and will certainly repeat his actions. This is clearly not in accordance with the objectives of waste management in Article 3, namely:

a. Realizing a clean and healthy environment in all regions
b. Improve environmental quality
c. Improve public health, and
d. Improve community welfare.

There needs to be a paradigm changing in the settlement of criminal acts of waste management from retributive to restorative. The issue of waste management is not an issue that can be done by giving sactions to someone who violates both in the form of imprisonment and imprisonment, but there must be an effort to improve the process which certainly will not only restore the environment to be healthy again but will also make a violator seriously aware of actions that are very detrimental and damaging the environment.

Waste management problem need to be overcome through a restorative justice approach. Restorative justice is a concept of settlement involving many parties, every the perpetrators, victims, the community, and the parties concerned to jointly find a way out of the problem by prioritizing the improvement of what has already been damaged so that it can return to normal. Restorative justice uses the power of parties that interact with each other and each has the same voice and opportunity to convey wishes with mutual respect and not stigmatize (Shadd, 2016, p.293).

The restorative justice approach focuses on improving, accountability and also carrying out obligations carried out by involving the parties involved in finding solutions to remedy, reconcile and reassure. In addition, restorative justice also pays attention to the rights of the victim, improves the community and makes the defendant responsible for his actions, so that the conflicts that occur can be resolved fairly (Maureen, 2004).

A restorative justice approach is considered as a conflict resolution that upholds justice. Values in restorative justice that emphasize the importance of prevention and improvement are applied to solve problems and laws that have been practiced throughout the world. In addition, this approach prioritizes prevention efforts through negotiation and cooperation among citizens compared to formal legal treatment. Thus, restorative justice is directed at strengthening the relations of all parties involved and constructing the future together (Maureen, 2004).

The basic principle of developing restorative justice is to change the resolution of conflicts that were originally through imprisonment to become a form of understanding and benefit between parties, especially for those who are victims. The

settlement was realized in the form of forgiveness from the victim's side. The process of apologizing and forgiving is not an easy process to do especially by the perpetrators and victims. Then forgiveness is a positive transformation that can give birth to a shared life of harmony (Maureen, 2004).

Since the establishment of the 1974 victim-perpetrators reconciliation program in Canada, it has brought to a proliferation of new and diverse models of justice known later with restorative justice. Restorative justice has become a global social movement in criminal justice reform. More than eighty countries adopted several forms of programs in restorative justice to address crime (Yinzhi, 2016, p.77).

Indonesia is one of the countries that have implemented solutions through a restorative justice approach. It's just that this concept is still limited to a case or certain cases. The law which explicitly and straightforwardly has applied this concept is Law Number 11 of 2012 concerning the Child Criminal Justice System. Restorative justice must be applied by law enforcement officials with conditions that have been determined through a diversion process. Article 7 SPPA states that to be able to do diversion is a criminal offense under 7 (seven) years, and not a repetition of a criminal act.

Even though the crime of waste management is seen as a very private waste problem, it needs to be considered in the future, that the habit of disposing waste is one of the problems from the poor management of unsuitable waste that has an impact on human life in the future. In Sleman Regency which has firmly implemented the Waste regional regulation, it can be a reference for another region in suppressing violations in waste management. Nevertheless, sanctions that already exist in the Waste Regulations of Sleman Regency can be reviewed so that the expected results in waste management by suppressing the decline in waste volume can be realized.

Restorative justice approaches can be used to overcome the problem of waste management. This approach can be a good and ideal concept in the future in order to create a clean and healthy environment. The concept can be seen from several things as follows:

a. Subject matter;

The subjects for violators must be limited to the age category and also see the authority/skills in the law regarding the perpetrator. Provisions of the subject in Article 1 of the Regional Regulation on Waste only state that what is meant by person is an individual or entity. In its implementation, law enforcement officers must be observant in categorizing "private persons" and also "bodies". So that in order to be able to implement restorative justice, this needs to be taken into consideration, so that there are restrictions related to the parties that include polluting the environment.

b. Object:

Waste is not only the responsibility of the state but everyone involved in efforts to create a clean and healthy environment. So people take part and have an important role in reducing the volume of waste. Actually, in the Regional Regulation of Sleman concerning Waste, it has been regulated on this matter, so that the regulation related to the object has implemented a restorative justice approach.

c. Environment

The aim of the restorative justice approach in waste management is to do recovery and improvement. So the main focus of this approach is to restore and improve the environment into a better, healthier and more beautiful environment. To answer this problem there are several alternatives that can be done. First, make integrated waste disposal sites far from the residents' environment. And must begin to

record areas or places that are prohibited to dispose of waste. It is also necessary to make a time or schedule in the disposal of waste that is tailored to the type of waste. So that the process of recovery and improvement of the environment can be maintained properly. Secondly, there needs a paradigm changing in the handling of solid waste from a waste-collection-transport system to sorting-residue-processing-utilization-disposal.

d. Sanctions

Sanctions contained in the Waste Regional Regulations are still retaliatory sanctions. This is contained in the provisions for imprisonment and fines. The provision of sanctions in the form of crimes cannot restore environmental conditions that have been damaged due to environmental pollution in waste management. But not giving sanctions to violators will not create a deterrent effect, and violators will continue to commit violations. Sanctions still need to be created, but the sanctions must be based on a restorative justice approach where the aim is to make repairs or recovery to return to their original state. In this case, it is necessary to find the right sanctions so that the environment can be restored or at least improved so that the goal is to make the environment healthy and clean. The sanction is to provide penalties for violators to clean the surrounding environment or a designated place, become a transporter and sort the waste to the final disposal stage. Educational and sustainable sanctions can begin with reforestation and regular tree watering. The sanctions are indeed seen as trivial, but can make one aware of the importance of protecting the environment by carrying out proper waste management, besides that the final result of the sanction is clear to restore the situation to its original state. This sanction is also referred to as social sanctions.

Where restorative justice provision has been displayed coherence, durability and efficiency, its introduction and development has taken place in jurisdictions sharing the following factors (David, 2001):

a. a strong and sustained impetus for reform

b. a common ideology among those pressing for action

c. open-mindedness and the political will of successive governments

d. attention to practical detail in formulation and implementation of chosen interventions

e. all relevant agencies

f. reliance on validating research from the outset

g. sound financial planning and support

h. inclusiveness and

i. supervision by a responsible co-ordinating agency

The concept is expected to provide a deterrent effect that educates and restores the situation as before for the actors who carry out environmental pollution in waste management and are expected to reduce the volume of waste while also creating a healthy environment for the surrounding communities who are victims. Sleman Regency in particular and all cities in Indonesia in general, must start implementing a better waste management pattern.

The hope for the future to overcome the waste problem, it must be started by changing the paradigm from being retaliatory to improving the conditions back to normal. The application of sanctions in the form of prison or fines is no longer effective in resolving waste issues. There needs to be sanctions that are condition improvements. This is not impossible and may occur, restorative justice must be the basis for resolving the issue of waste management, because the essence of restorative justice is considered capable of answering the objectives of waste management, with a strong determination and a strong will, the

aspirations to a clean and healthy Indonesia for the generations of our grandchildren in the future can be realized.

D. Conclusion

Based on the description above, it can be concluded several things, including:

1. Law Enforcement of the Settlement of Waste Management Crimes in Sleman Regency against three Sleman District Court decisions which have been analyzed are based on the provisions contained in Regional Regulation Number 4 of 2015. However, the decision is still retaliatory because it still relies on criminal sanctions, fines administrative, so that other alternative solutions are needed by emphasizing the legal substance in terms of formulating social sanctions. In the legal structure it is necessary to have a maximum role of the police in monitoring areas that are prone to violations of criminal acts of waste management. Whereas in legal culture the need to increase awareness and active role of the community in resolving criminal acts of waste management
2. The concept of restorative justice as the basis for resolving waste management in Indonesia must be used as an ideal concept by emphasizing the process of restoring the situation as before through interaction and cooperation of the parties in resolving consensus. The formation of the concept must also look into the dimensions of maintenance, the dimensions of renewal, and the dimensions of creation that will produce 4 important components in forming the ideal basic concepts through regulation of subjects, objects, sanctions, and the environment.

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Fertilizer Subsidy Policy Implementation Evaluation Government Onion Farmers Increase Productivity In Enrekang

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Abstract

In an effort to evaluate the implementation of the fertilizer subsidy policy implemented in Enrekang do the assessment of these two aspects. Aspects First ie policy analysis based on aspects of policy content comprising (a) The interests of target groups, related to how to meet the needs of onion farmers in Enrekang (b) the benefits received by the target group, the extent of onion farmers enjoyed such assistance (c) namely the desired changes regarding the provision of subsidized fertilizers influence on the productivity of onion farmers (d) the accuracy of the policy objectives, whether the fertilizer subsidy did not experience diversion (e) Clarity Implementor the policy regarding who implement these policies and the extent of implementation of each function (f) Support resource that is about support facilities as well as the financial support of the program. Aspects Second Namely policy analysis based on aspects of the policy environment that consists of (a) The authority of the actors involved in the extent of the authority of actors involved in the fight kepentinggan / needs of onion farmers (b) Characteristics of the ruling regime with respect to the efforts of the government in supporting the implementation of the program (c) The level of compliance and responsiveness of the target group, both related to the knowledge of farmers, as well as the application of technical rules concerning the use of fertilizers,

Keywords : *Implementation* Policies, Productivity.

I. PRELIMINARY

Most of the onion farmers are poor or low-income, the average income of farm households is still low, only about 30% of total family income (Mardianto, 2001). In addition to dealing with the low incomes received by farmers, the agricultural sector is also faced with the decline in production and agricultural productivity. It is closely related to the difficulty of red onion productivity in irrigated rice lands that have many years of high fertilizer inputs without consideration of the status of soil fertility and organic fertilizers.

To solve these problems, the government launched two approaches to agricultural development. First of agricultural development vision of agribusiness and second, agricultural development is no longer seenas a partial development of commodity development but in its implementation was associated with the development of the region.

At the macro level of agricultural development agricultural development vision outlined in the 2025 first envisioned in the era of President Susilo Bambang Yudhoyono to the United Indonesia Cabinet I. At the national seminar and workshop March 12, 2005 on "The direction of the national agricultural development policy in the United Indonesia Cabinet", the Minister Agriculture was then held by Anton Apriyantono, delivered a speech stating that agricultural development is still faced with a number of obstacles and problems to be solved, among others: (1) the limitation and reduction capacity of agricultural resources, (2)

System technology transfer is still weak and less on target, (3) Limited access to business services, especially capital, (4) Chain ang Panj trade system and the marketing system that is not fair, (5) Quality, mentalist,resource skills of farmers is low, (6) Institutional and bargaining power of farmers is low, (7) Lack of coordination among relevant institutions and bureaucracy, and (8) macroeconomic policy are not siding with the farmers.

So pay attention to these problems, the vision of agricultural development till 2025 is: "The realization of a sustainable system of industrial agriculture competitive and able to guarantee food security and livelihoods". More specifically ang Panj-term goals to be implemented are: (1) The realization of industrial agriculture system that is energized; (2) the consolidation of food security on their own; (3) The creation of full employment for the agricultural community; and (4) Termination of poor farming communities and increasing farmers' income.

Efforts to increase onion production is followed by the provision of production support, one of which is the availability of fertilizer. The use of balanced fertilizerin onion farming is very necessary, but on one hand, the price of fertilizer is very expensive. Therefore, the government policy of subsidizing fertilizer for farmers. Besides, the government input subsidies and price supports for farmers, the subsidies which focuses on the means of production, such as fertilizer, seeds and agricultural tools and machines (input).

Enrekang in particular, red onion increased productivity significantly. According to data from the Department of Agriculture and Plantation Kab. Enrekang, showed that the vast planting and harvesting onions tend to increase, which means that the amount of land farmers and onion also increased. In Enrekang commodity onion is a commodity that is expected the government always pays special attention to the commodity in the form of implementation of policies that favor the onion farmers and supportthe interest of farmers in developing quite the commodity onion.

As well as the use of quality seeds, farmers orientation is the minimization of the cost of production, not toward maksilisasi advantage. In addition, farmers fertilizing technology is still relatively low due to limited capital ability of farmers or unavailability of fertilizer when needed by farmers. Therefore, a fertilizer subsidy given by the government to improve the productivity and welfare of farmers, especially in Enrekang.

Erwin research results Krisnawinata (2013) indicates that the fertilizer subsidy policy can increase the income of farmers in Central Bangka Regency. This means that the fertilizer subsidy policy could be expected to have a significant impact on farmers' income increase in other areas as well, particularly Enrekang.

Based on the strategic position, onion farming should be cultivated well and has an excellent competitive and increase profits. Such circumstances would be favorable for food security, the national economy, and even national security. Thus the fertilizer subsidy policy is intended to help farmers to obtain fertilizer at affordable prices so that the process can be run in a sustainable farming system, has a competitive advantage and increase profits onion farming.

So the need to study the influence of the fertilizer subsidy, because the impact caused by the fertilizer subsidy policy will affect the competitive advantage and profitability of farming Red onion.

In the implementation of the field sometimes onion farmers complain due to the lack of availability of fertilizer subsidies in the growing season so that farmers are forced to switch to using non-subsidized fertilizer that cost jauhh more expensive than the price of subsidized

fertilizer, while in the formulation of fertilizer requirements based on the Plan of definitive Needs Group (RDKK) but the true scarcity of fertilizer often happens in the market, especially at a time coinciding planting season arrives.

The problem of this research is how the execution / implementation of policies and the impact of the implementation of the fertilizer subsidy policy in improving the productivity of onion farmers in Enrekang. The purpose of this study was to evaluate the implementation of policies and mengalusi impact of fertilizer subsidy policy implementation in the improved productivity mearah onion farmers in Enrekang. Where research is expected to be useful to take a new policy in the farm system of onion in Enrekang in order to increase revenue and competitiveness.

As for some of the theories used in this study as According to Lester and Stewart (Winarno, 2008: 166) the policy evaluation can be divided into two different tasks, the first task is to determine the consequences posed by a policy by describing its effects. While the second task is to assess the success or failure of a policy based on a standard or predefined criteria. Evaluation of policy is a question of fact to be a good measurement and assessment of the stage of policy implementation and the results (outcomes) or impact (impact) on the workings of a policy or a specific program, thus determining the steps that can be taken in the future.

Suharto (2005: 86), the models are commonly used in the analysis of public policy are:

a. Prospective Model is a form of policy to guide its study on the consequences before a kebij policy will be applied. This model can also be called a predictive model
b. Retrospective Model is policy analysis conducted on the effects of policy after the policy is implemented. This model is commonly called evaluative models, because it involves many approaches in evaluating impactthe impact of policies that are being or have been applied
c. Integrative Model is a model of a fusion between the two models above. This model is often referred to as a model of comprehensive or holistic model, because the analysis is done to the consequencespolicy consequences that may arise, both before and after a policy is operated.

According Soeprapto (2000: 60) that the critical issue in evaluating the impact of policies is whether a program has already resulted in a better effect or not occurring naturally even without intervention or interference compared to the alternatives. The main objective of impact assessment is to interpret the effects of favorable or favorable outcome of an intervention.

Based on some understanding of the above it can be stated that the systematic evaluation of policies is an activity to answer questionsquestions such as whether the policy is executed goals as stated previously, how much money is issued as well as any profits derived, who receive the benefits of a policy program that has been run by the organization.

Evaluating the impact of a program or public policy necessary to have a criterion for measuring the success of the program or public policy. Regarding the performance of policygenerate information contained public policy impact evaluation criteria are as follows:

a. Effectiveness

According to Winarno (2002: 184) The effectiveness comes from the word effective implies the achievement of success in achieving the goals set. Effectiveness is also called effectiveness. Effectiveness is always associated with the relationship between the expected results with the actual results achieved.

b. Efficiency

According to Winarno (2002: 185) Efficiency (efficiency) with respect to the amount of effort required to produce a certain level of effectiveness. Efficiency is the synonym of economic rationality, is the relationship between effectiveness and effort, the latter is generally measured in monetary costs. Efficiency is usually determined by calculating the cost per unit of product or service. Policies that achieve the highest effectiveness with the least cost efficient named

c. Adequacy

According to Winarno (2002: 186) The adequacy of public policy can be said to destination been achieved already felt inadequate in many respects. Sufficiency (adequacy) with respect to how far suatutingkat effectiveness of satisfying the needs, values, or the opportunity to grow their adequacy problems still associated with the effectiveness of the measure or predict how far the existing alternatives can satisfy the needs, values, or the opportunity to resolve problems that occur.

d. flattening

According to Winarno (2002: 187) alignment of public policy can be said to have a sense of justice given and obtained public policy objectives. Criteria for equality (equity) is closely related to legal and social rationality and refers to the result and effort distribution between the different groups incommunity. Oriented policy is a policy that consequently flattening or business fairly distributed. A particular program may be effective, efficient, and sufficient if the cost-benefit equally.

e. Responsiveness

According to Winarno (2002: 189) Responsiveness in public policy can be interpreted as a response of an activity. Which means that the response of public policy objectives for the implementation of a policy. Responsivity with respect to how far policy can satisfy the needs, preferences, or the value of a particular community groups. The success of the policy can be seen through the public response that respond to implementation after the first to predict the effects that would occur if the policy will be implemented, as well as the public response after the policy impact has begun to be felt in the form of support / form of rejection.

f. Accuracy

According to Winarno (2002: 184) The accuracy refers to the value or price of the objectives of the program and on strong assumptions underlying these goals. The criteria used for selecting a number of alternatives to be recommended to assess whether the results of the recommended alternative is a viable choice destination. The eligibility criteria associated with substantive rationality, because this criterion is not the way the substance of objectives or instruments to realize these goals.

In connection with the analysis, to better understand the problems of the research in the fertilizer subsidy policy implementation increase the productivity of onion farmers in Enrekang, the following will describe some definition or concept of public policy. it can be concluded as the opinion Effendi (1989) that characterize public policy are:

1. Solve problems facing the public which can not be addressed by the public itself. If the public can be solved alone,the basic needs of the market, then it goes without no public policy.
2. Authorization of government action (just do the government can force policies do).
3. Carry out the duties and functions of the government.

Based on that means policies on agriculture, including public policy is a guideline for the implementation of the

tasks and functions of government in the agricultural sector, and the government has authority to force the agricultural policy adhered to by the public or other parties engaged in agricultural activities. Realization of public policy need to be carefully analyzed in order to know to what extent the public benefit.

Successful implementation according to Grindle *(In Nugroho, 2004: 176)*influenced by two major variables, namely the contents of the policy and implementation environment. Variable contents of this policy include (1) As far as theWhere the interests of the target group or *the target groups* contained the contents of the policy, (2) type of benefits received by *the target groups,* (3) The extent to which the desired change of policy, (4) What is the location of a program is correct, (5) Does the policy have already mentioned implementornya in detail, and (6) whether a program supported by adequate resources.

Variables include the policy environment (1) How much power, interests and strategies that are owned by the actors involved in policy implementation, (2) the characteristics of the institution and the regime is in power, and (3) The level of compliance and responsiveness of group target.

Definitive plan needs teridiri group of five stages, namely the first preparation of a definitive plan needs groups (RDKK) consists of arranging RDKK stages, stage and phase Distribution RDKK delivery. The second component in the preparation and submission RDKK RDKK Charging for subsidized fertilizer by farmers, growers, farmers and fish farmers / udangdilakukan through farmer groups. For farmers who do not belong to farmer groups can be served individually fertilizer needs by designation identity and got a recommendation from the local Department of Agriculture, along fertilizers available at kiosks in the area concerned farmers. The third movement builder consisting of Department of Agriculture / Ex / KCD fosters the development of RDKK to apply farming technology are recommended (specific location), state-owned fertilizer manufacturer to build distributor and authorized retailers of fertilizers designated in each area to be able to serve RDKK compiled by farmer groups and village heads fostering farmers / farmer groups so that the movement of the preparation of RDKK diwilayahnya running smoothly , As well as extension agents in order to escort the farmers' groups ranging from the preparation of RDKK, the redemption process manure and fertilizer at the farm level. Fourth strengthening oversight committees of fertilizers and pesticides (KP3), scope of activities of supervisory commission of fertilizers and pesticides, both provincial and district / city, among others Coordination Meeting of the Commission for Supervision of Fertilizer and Pesticides, Synchronization Control Fertilizer and Pesticide, Purchasing Sample Fertilizers and Pesticides, Construction Supervision Fertilizer and Pesticides, Inventory Distribution of Fertilizers and Pesticides, Analysis Samples Fertilizers, Analysis Samples Pesticides and Delivery Samples Fertilizer and Pesticide, fifth, empowering investigators civil servants, Event Empowerment of Civil Servant Investigators (investigators) fertilizers and pesticides carried out by the Civil Servant Investigators (investigators) fertilizers and pesticides are derived from the Department of Agriculture and Plantation Office or Provincial fertilizer and Pesticide Provincial investigators who carry out tasks in the district Diseases Laboratory. Empowerment activities PPNS fertilizers and pesticides include: Coordination of Research In Korwas Police, the Crime Investigation Socialization Law No. 12 of 1992, purchase samples of fertilizers, pesticides and analyzing samples of

fertilizers and pesticides, fertilizers and pesticides Circulation Development,

Fertilizer as factors of production and productivity of agriculture therefore AT Mosher has analyzed the terms of agricultural development in many countries and bracket-golongkannya become absolute terms and conditions of a facilitator. There are five conditions that must not bedoes not have to exist for the development of agriculture. If the course requirements do not exist, then terhentilah agricultural development, agriculturalviable but static in nature. The terms of the absolute must have in agricultural development (AT Mosher, 1965; 77) is the existence of the market for the products of farming, technology is constantly evolving, Tesedianya materials and means of production locally, existence of production inducement for farmersand Availability perangkutan smooth and continuous.

II. RESEARCH METHODS

A. Research design

The design used in this research is descriptive qualitative, which is a type of research that is intended for the careful measurement of certain social phenomena (Singarimbun and Effendi, 1989). This research uses descriptive analysis techniquesQualitatively, mainly aimed at solving the problems that exist at the present time, namely the problems of fertilizer subsidy policy implementation to increase the productivity of farmers in the red bawaang Enrekang.

B. Types, Sources and Data Collection Techniques

1. The type of data
   a. Primary data, in this research Primary data is the result of direct interviews with informants researchers as officials in relevant agencies, extension workers, subsidized fertilizer distributor, authorized retailers of fertilizer subsidies and onion farmers in the scope of area Enrekang.
   b. Secondary data, in this research is secondary data is the number of farmer groups and farmers' groups combined; recapitulation data plan group needs fertilizer subsidies and subsidized fertilizer allocation data in Enrekang.
2. Data source

   In this study the primary data source is the policy implementers and target groups, namely policy officials in the relevant government agencies; extension workers; authorized distributors and retailers of fertilizer subsidies and onion farmers. As for the secondary data sourced from documents (reports, papers, newspapers and magazines) or the data and information obtained by investigators from other people. Secondary data sources in this research Statistics Department of Agriculture and Plantation Estates in 2015; Figures Enrekang in 2015 and Definitive Plan Summary Report Group Enrekang.
3. Data collection techniques
   a. Interviews, informant in this interview is the policy actors fertilizer subsidy (Officials in related government agencies); officerFEA in District Anggeraja (a district with the largest onion production of the 12 districts in Enrekang); distributors and retailersOfficial fertilizer subsidy; onion farmers inSubdistrict Anggeraja Interviews were conducted using the instrument in the form of a list of questions that the results will be noted in the appendix of this study. The thing that is asked is related aspects of policy content

(the interests of the target group, benefits received, the desired changes, precision targeting policy, who policy implementation and support resources) and aspects of the content of the environment (the authority of the actors involved, the characteristics of the regime and compliance group target) in the implementation of fertilizer subsidy policy in Enrekang.

b. Documentation, documents required in this study in the form of written material related to the research problem, as a source of useful data to examine, interpret and predict. The documents included in this study is the Statistics Department of Agriculture and Agricultural Plantation Enrekang 2015; Enrekang in Figures 2015, Handbook Distribution of Subsidized Fertilizer in South Sulawesi province in 2015; South Sulawesi Governor Decree related Subsidized Fertilizer.
c. Literature study, the methods of literary study obtained by a variety of secondary data of various books and documents relevant to the problems and research objectives, namely by reading, quote, discuss books and documents considered relevant. In a literature study researchers used several posts as a reference include Fertilizer Subsidy Policy: Overview Against the Technical Aspects, Management and Regulation by Rachman (2009); Thesis titled Analysis Fertilizer Subsidy Policy Implementation In Pepper Farmers Increase Productivity in Central Bangka(2013).

C. The research instrument

The use of the researcher as a research instrument aims to obtain valid data and *reliable*, Which can be met through research into the field and doing observations and interviews with informant. Researcher as research instrument beforefield observation, first prepare and equip themselves to make observations and knowledge of *settings* and *field* research. Furthermore, after researchers carrying out these preparationsfollowed by primary research is conducted interviews with several informants Head of Agricultural and Plantation Enrekang, Head of the Department of Agriculture and Food Crops Plantation Enrekang Head of Horticulture Department of Agricultural and Plantation Enrekang, extension agents in the District Anggeraja, fertilizer distributor in EnrekangRetailer Fertilizer Subsidy in District Anggeraja and onion farmers in Sub Anggeraja.

D. Data analysis method

Data analysis plays organize, sort, categorize, coding and categorizing. The study used qualitative data analysis techniques that can generate descriptive data, ie data analysis in the description of the fertilizer subsidy policy implementation in improving the productivity of onion farmers. The data analysis was also instrumental in responding to the problem of research. The analysis is used to limit or narrow the present invention to be more meaningful data. Analysis carried out after going through the stages of data collection. Analysis of this data is to proceed inductively conclusions after the data was collected.

Once the data is obtained then the next is done steps as follows:

1. Data reduction, An electoral process, focusing on simplification data and information in the field. In the process

of data classification is done selectively so that the data is more directed atproblems and can help the process of analysis.

2. Presentation of data, is the process of preparing the data that has been obtained bycognitive tendency is to simplify complex information into simplified unit selectively form that is easy to understand so as to obtain the level of validity.
3. Conclusion,Is the process of formulating conclusions and decision making the results of previous analyzes that are tailored to the research question. The tendency of the results identified back andclarified that the final conclusion can accounted for.

To answer the research problem is how picture fertilizer subsidy policy implementation in improving the productivity of onion farmers in Enrekang. The research was conducted by assessing the observed phenomenaas contained in the analysis model based on theory Grindle. As for the observed phenomena, among others, Policy ImplementationFertilizer Subsidy views of:

1. Aspect Content Policy
   a. The interests of the target group, namely the extent to which the interests of in this case the target group of farmer groups contained in the contents Policy.
   b. The benefits received by the target group, namely to show or explaining that a policy must be some kind of benefit that shows the positive impact generated by the implementation of policies that are to be carried.
   c. The desired changes, namely that how big a change to be achieved through an implementation policies should have a clear scale for each policy has targets to be and want to achieve.
   d. The accuracy of the policy objectives, namely decision making in policy plays an important role in the implementation of a policy, then this section must explain where lies the decision of ne policies to be implemented.
   e. Clarity implementor of policies, namely in running suatuebijakan or program must be supported by the policy implementers competent and capable for the success of a kOLICY, and this should have been recorded or exposed well on this section.
   f. Support resources, namely the implementation of a policy should also besupported by adequate resources in order implementation is going well.
2. Environmental Aspects Policy
   a. Authority of the actors involved, which is a necessary policy taken into account the strength or power, interests, and strategies used by actors involved in order to facilitate the course of the implementation of a policy implementation. If this does notreckoned with mature very likely program which is about to be implemented is not going well.
   b. The characteristics of the regime, ie environments where a policy is implemented also affect its success, this section would like to explain the characteristics of an institution which will also influence policy.
   c. The level of compliance and responsiveness of the target group, namely the extent to where the target group can actively participate in the implementation of the policies as well as the rules and regulations.

E. Informant

In this study as a source of data and informants are onion farmers, agriculture department officials and estates scope

Enrekang, The provincial agriculture department official scope, extension agents (PPL), as well as distributors and retailers region Enrekang seprti Head of Agricultural and Plantation Enrekang, Head of Agricultural and Plantation Enrekang, Section Chief of Supply Infrastructures Production Agriculture / Horticulture Field of Horticulture Department of Agricultural and Plantation Enrekang, extension agents (PPL) in District Anggeraja, and Farmers onion Subdistrict Anggeraja, Baraka, and Malua.

III. RESULTS AND DISCUSSION

Enrekang is the largest vegetable producer in South Sulawesi. It is also envisaged that the GDP Enrekang indicate that horticulture Sub categories accounted for approximately 24.46% of the total Gross Value Added GRDP Enrekang 2015. Rice production showed a slight decrease from the previous year, and corn production showed an increase that significantly compared previous year. Then for horticulture almost entirely showed an increase in production. For example, broad commodity onion harvest in 2013 was approximately 3,744 ha, in 2015 has been widely harvest had reached about 5,356 ha with a production of about 58 357 tons, or increased production of approximately 32.20% the previous year. Likewise fruits. Commodity papaya production in 2013 of about 5,132 tons, then in 2015 Enrekang papaya production is around 10 196 tonnes. Similarly, plantation crops such as coffee, for example, Enrekang Arabica coffee production in 2014 was about 8319 tonnes, a slight decrease in 2015.

A. Policy analysis based on aspects of policy content.

Policy implementation stage can be characterized and differentiated from the policy-making stage of the policy-making on the one hand is a process that has a bottom-up logic, within the meaning of the policy process begins with the submission of the aspirations, the demand for support from the community. While the implementation of the policy on the other hand in it has a top-down logic, in the sense that alternative reduction abstract or macro policies into concrete actions or micro (Authority, 1994: 2).

The approach in fertilizer subsidy policy planning using bottom up is very common, which is similar to the approach IBE market approach (Stewart, 2000: 108). Highlights the bottom-up approach is the implementation of policy is formulated from the analysis of the community. Agrumentasi given are problems and issues that occur at the local level can only be understood sebara either by local residents. So that at any stage of the implementation of a policy always involves a participatory society. While the approach in the implementation of fertilizer subsidy policy using a top down approach. Commonly known in the public policy debate, but decisions are often not aligned with the desired material by society as a result of the motion of change,

The discussion on the implementation will be focused on the content and the policy environment Merilee Grindle Theory. Each section will be discussed based on the observed phenomena research. The process of analysis of the phenomenon of the observations were made with good triangulation process and content of information resources.

1. Interests Target Group

Some fertilizer subsidy policy issues related to the interests of the target group, among others, the drafting of the Definitive Group (RDKK). Definitive Plan of the Group in principle is of the farmers, by farmers and for farmers is the basis for the determination of the purposes of fertilizer for farmers. As contained in the Regulation of the Minister of Agriculture Chapter 3 Article 3 that the subsidized fertilizer

requirement specified filed by farmers, planters, cultivators fish, or shrimp based RDKK approved by the technical officer, counselor or local Head Office Branch.

RDKK is the key to whether their fertilizer requirements at farm level will be met or not. With the government RDKK direct means knowing how much fertilizer is needed by farmers. Their ongoing shortages of fertilizer (almost every year) raises a big question. Is the wrong predictions farmers in determining the required amount of fertilizer alone. Or maybe the playback system RDKK uneven cause less government in providing fertilizer subsidy. Logically, farmers can not be wrong prediction of fertilizer needed, excessive in determining the amount of fertilizer is still possible, but if less is certainly absurd, farmers certainly do not want to harvest failed only because the plants need of fertilizer. However, if the playback RDKK not even get into the hands of farmers, the scarcity of cases will continue. If RDKK just not up to the farmer, how could the government can know the number of the fertilizer needs of farmers. This is confirmed by the informant 3 (Addi, SP.Kasi. Provision of Facilities and Infrastructure Agriculture):

"Fertilizer distribution system is now better than in previous years, with a closed system and application RDKK the target distribution becomes more effective. However, there are still weaknesses and problems that we encountered among other things the preparation of data base does not accurately correspond to the conditions on the ground, and some farmers outside the group can obtain sibsidi fertilizer ". (Interview*15 November 2016: Documentation 3)*

If you look at the statement above is known that the problem of the scarcity of fertilizers is more due to the difference between the number of farmer groups RDKK fertilizer subsidy allocation by the central government. The following compilation of data submitted related data base fertilizer subsidy requirements planning in Enrekang as in Table 4.11 below:

Table 4:10 Total Gapoktan and farmer groups Plantation per subdistrict in the district. Enrekang 2015

No	Kecamatan	Jumlah Gapoktan	Jumlah Kelompok Tani
1	Maiwa	23	255
2	Bungin	6	72
3	Enrekang	18	228
4	Cendana	7	89
5	Baraka	16	157
6	Buntu Batu	8	139
7	Anggeraja	29	144
8	Malua	8	156
9	Alla	16	64
10	Curio	11	147
11	Masalle	6	47
12	Baroko	5	71
Jumlah		153	1.569

Source: Department of Agriculture Plantation Kab. Enrekang

Table 4.10 of the above can be explained that in 2005 in the District Maiwa has a number of Farmers Group (Gapoktan) with the highest number of 23 gapoktan which is a combination of 255 farmer groups. Furthermore, the District gapoktan Anggeraja with the number 29 which is a combination of 144 farmer groups. If you look carefully there are exceptions to the trend of 2 districts where the District of Anggeraja contained 29 Gapoktan and 144 farmer groups with a ratio of 4.97 in each Gapoktan farmer groups while the District Baroko contained 5 and 71 Gapoktan Farmers Group which means that there are 14.20 Group Tani in each Gapoktan this will certainly affect the preparation of the implementation RDKK,

Table 4:11 Recapitulation RDKK Subsidized Fertilizer for Onion Commodity Enrekang per Districts in the period April-September 2015

No.	SUB-DISTRICT	Needs Fertilizer (Kg)				ORGANIC	KET
		UREA	SP-36	NPK	ZA		
		MT I	MT I	MT I	MT I	MT I	
1	2		7	8	9	10	13
1	Enrekang						
2	sandalwood						
3	Bungin						
4	Malua	128 500	64 300	168,000	63 900	654 500	
5	Curio						
6	Baroque						
7	Anggeraja	235 893	336 990	943 572	539 184	2.69592 million	
8	Baraka						
9	Alla	50 750	25 375	10,150	76 125	25 375	
10	Maiwa						
11	Masalle	26 580	6,645	19 935	26 580	66 450	
12	Stone dead end						
	TOTAL	396 048	433 310	1141657	705 789	3442245	

Source: Department of Agriculture and Plantation Enrekang

At 4:11 table above show that by recapitulation RDKK from each district in the period April 2015 s / d in September that the District has a plan fertilizer requirements Anggeraja susbidi greatest compared to other districts, namely urea 235 893kg; SP 36 total336 990 kg; ZA much539 184 tonne and NPK as much 943 572 ton. While the District has a plan Masalle smallest subsidy fertilizer requirements are urea 26 580 kg; SP 36 total6,645 kg; ZA much26 580 Kg, and total NPK 19 935 kg, and as much fertilizer Organin 66 450 kg.The data in Table 4:11 shows the high demand for fertilizers in the District in accordance with the amount of land Anggeraja onions exist in districts, sub-districts and to propose Alla smallest fertilizer needs in accordance with the amount of land that a little red onion as well. Of the 12 (twelve) districts in Enrekang only four (4) applying fertilizer

requirements for the District of Malua onion, Anggeraja, Alla, and Masalle.

Table 4:12 Recapitulation RDKK Subsidized Fertilizer for Onion Commodity Enrekang per Districts in the period October-March 2015

No.	SUB-DISTRICT	Needs Fertilizer (kg)				ORGANIC	KET
		UREA	SP-36	NPK	ZA		
1	2	6	7	8	9	10	13
1	Enrekang	-	-	-	-	-	
2	sandalwood	-	-	-	-	-	
3	Bungin	-	-	-	-	-	
4	Malua	128 500	64 300	168,000	63 900	654 500	
5	Curio	-	-	-	-	-	
6	Baroque	-	-	-	-	-	
7	Anggeraja	235 893	336 990	943 572	539 184	2.69592 million	
8	Baraka						
9	Alla	76 125	154 995	15 225	61 998	380 625	
10	Maiwa	-	-	-	-	-	
11	Masalle	18,030	9,015	36 060	27,045	90 150	
12	Stone dead end						
	TOTAL	**342 898**	**507 430**	**994 857**	**634 617**	**3166695**	

Source: Department of Agriculture and Plantation Enrekang

At 4:12 table above show that the popularity of each village recapitulation RDKK October period s / d in March 2016 that the District Anggeraja that dominate the fertilizer subsidy requirement compared to other districts, namely urea 235 893 kg; SP 36 total336 990 kg; ZA much539 184 kg and NPK as much 943 572 kg. While the District has a plan Masalle smallest subsidy fertilizer requirements are urea18,030 kg; SP 36 total9,015 kg; and NPK as much36 060 kg and ZA as much 27,045 kgAnd as many as 90 150 kg of organic fertilizer, In the period, the need fertilizer for onions per subdistrict average did not change sigifikan compared to the previous period, only the District of Alla there is a change in the needs of urea decreased by 25 375 kg, SP-36 fertilizer increased by 238 251 kg of NPK fertilizer decreased by 5,075 kg, ZA rose 14 127 kg and 126 875 kg of fertilizer organiak decline.

4:13 From the table above can also note that in 2010 there was a decline of subsidized fertilizer RDKK recapitulation of the previous year. A change in the amount of data subsidized fertilizer requirement was caused by the adjustment of the allocation of the first semester, O is intended to match the needs of the fertilizer subsidy according to the data in the field.

It is also expected that farmers are not so dependent on the availability of urea alone but has begun to take advantage of

the availability of other types of fertilizer with a combination of, as a way to address the availability of fertilizer subsidies. Supported also by the application of a balanced fertilizer suggestion that other types of fertilizers can also be utilized. This is confirmed by informants 9 (Simba, Stone Village Farmers Noni district. Anggeraja):

"Already from PPL and from the department also has been delivered on balanced fertilization depending on the commodity, be it onions, peppers, maupaun other plants, so we have to follow the advice which we normally mupuk per quarter, continuing a combination of customized fertilizer. For example, for onions in infancy, we used to wear NPK. If already started production for pembesaraan new bulbs to use fertilizers that can stimulate the growth of tubers. "(Interview: 30 November 2016: Documentation 9)

From the description of these tables above may allocation of subsidized fertilizer requirement of the central government according to the table 4.8 it will show a significant difference to the amount of needs in accordance with RDKK farmers in Enrekang, and it can be concluded that the allocation of the fertilizer needs of the central government can not meet all proposals farmers. It can be seen that there are considerable differences between the proposed number of farmer groups in Enrekang through RDKK formulation mechanism with fertilizer subsidy allocation set by the central government. It can be said that the proposal needs of farmers for fertilizer subsidy is not fully realized by the central government.

Besides the discrepancy between farmers fertilization schedule with the time of redemption of fertilizer subsidy by retailers to distributors also led to the scarcity process where farmers consider when they are in need of fertilizer subsidies but these items can not be obtained. This is confirmed also by the informant 7 (Yusuf, Peasant Village Tanete district. Anggeraja):

"Sometimes it's hard sometimes easy, meaning that at a certain moment where maybe the stock in warehouse or the factory has not been entered so khan, fitting we again need sometimes fertilizer dealer here empty in channeling pack Haji Yusuf so we are forced to wait, sometimes fitting come again a lot when we need is not much, but in fact from the dealer to the farmers it was easy, so fitting the goods come usually informed to us. Just occasionally the timing of coming to this village which is not appropriate. Because of this dealer system he first deposited into a new distributor after the item was sent. If farmers pay cash and carry system. (Interview*29 November 2015: Documentation 7)*

Equally, with what is presented by the informant 4 (Kamal, SP Extension district court. Anggeraja):

"Particular target area I am very transparent, so the fertilizer was down to retailers so they relied on RDKK there, so fertilizer down representatives of the group on the call and divided perjata respectively, if it turns out the needs of farmers still lacking sometimes submitted to a distributor if still no allocation, if not there they wait for the next stage. Constraints just one for fertilizer subsidy in fact, the fertilizer subsidy is the arrival at any time, sometimes farmers do not need or timing is not fertilizing manure was coming, but it has to be paid while the farmers are not ready money to pay for the fertilizer, sometimes feel heavy the retailer,

Besides, it also has not been ongoing peasant movement in the container farmer groups to formulate RDKK deliberation in accordance with the annual agenda agreed time period. This condition is mainly caused by the absence of an appeal or motion planning of central / provincial / district, and is still a severe lack of leadership dynamics village chief in

motivating and facilitating the movement of peasants deliberation. With the coordination and awareness among the various parties involved in the preparation and implementation mechanisms RDKK, in an effort to further curb subsidized fertilizer distribution system in the field.

To increase the determination in determining the allocation of fertilizer needs bersubdi required synchronization between the proposal of the fertilizer needs of the region and the ability of the government budget. The local government should conduct training Enrekang RDKK intensive preparation as the basis for the preparation of the subsidized fertilizer requirement. Through intensive coaching expected RDKK preparation can be done properly with accurate data and fast, so that the derivatives of RDKK in the form of subsidized fertilizer requirement at the village level, district level in the Region Enrekang also right.

Lapngan extension workers should always socialize that fertilizer requirements proposed by the groups (contained in RDKK) should consider the amount of subsidized fertilizer that has been set out in the regulations outlined in the Minister of Agriculture and the Governors regulatory decree. In this case the security ketersidiaan masinh fertilizer in each area that needs attention is the management of the stock should be done by the producer of fertilizer. At the height of the growing season is expected to stock fertilizers can be improved, especially in areas difficult to reach (remote areas).

Based on the analysis that has been done, it was concluded that the interests of the target group (target group) can not be achieved optimally. It is still there due to several problems, among others, have not met all proposals basic needs subsidies to farmers with the allocation provided by the central government through the mechanism of the drafting of the definitive needs of the group (RDKK) annually, the discrepancy between the schedule for fertilizing the farmers with the time of redemption of fertilizer by retailers and distributors and not adanaya understanding and awareness of the importance of farmers overall definitive planning group needs due to the lack of coaching and support from relevant agencies.

2. The benefits received by the target group.

Fertilizer subsidy policy is also a positive impact on agricultural development and the welfare of farmers combines the arguments put forward by Hutagaet et.al (2009). In general, such a positive impact fertilizer subsidies to: 1) capital increase farmers, and 2) the development of the fertilizer market that had previously not functioning so as to reduce the cost of distribution. Posisitf impact can also be diarasakan as also stated by the opinion of the informant 3 (Addi, SP, Head of Supply Infrastructures Agriculture / Horticulture:

"Sure there is, if the plus I suppose that prices become more affordable and there is certainty of price and fertilizer distribution system menajdi more regularly so that the productivity and income of farmers increased .." (Interview 15 November 2016: Documentation 3)

The first positive impacts that are directly from the subsidy is the increased availability of capital for farmers. With subsidized fertilizer prices, farmers in part of capital that should be used to buy fertilizer can be allocated for the purchase of other inputs. Contributions cost of fertilizer ranges between 9-22% of the total cost. Depending on the dosage and the technology set. If at first the farmers use fertilizer with a lower dose, fertilizer subsidies to encourage them to be optimal fertilizer increase it in accordance with what is stated informant 3 (Addi, SP, Head of Supply Infrastructures Agriculture / Horticulture:

"The purpose of this policy is to help limited capital financing needs of farmers in other businesses, namely the provision of salh only fertilizer production. The benefit of course the farmers' production costs to be lower than if they use non-subsidized fertilizer "(Interview 15 November 2016: Documentation 3).

As well as informants question 3 (Addi, SP, Head of Supply Infrastructures Agriculture / Horticulture) next, namely:

"As I said before the benefits of this policy would be the farmers 'production costs lower than if they use non-subsidized fertilizer with it will affect the increase of farmers' income." (Interview 15 November 2016: Documentation 3)

Similarly, the opinion asked by the informant 4 (Kamal, SP Extension Courses district. Anggeraja):

"My view of the fertilizer subsidy was very helpful at all, sir, should be forwarded for what, especially dibangka pack ya labor costs it is very expensive, then plus the price of fertilizer is expensive without subsidies, weve farmers tidap there is nothing but the presence of power expensive labor offset by government-subsidized fertilizer that farmers still hope to get a result. "(Interview November 29, 2016: Documentation 4)

From the statement above can also be seen that the farmers benefited greatly from the fertilizer subsidy policy, especially in terms of helping ease the burden on farmers to reduce production costs, which currently total cost of production of onion farmers per hectare is very high among other things characterized by high labor costs and farmers' production facilities (seed, fertilizer and petisida).

Table 4.13 Comparison Fertilizers and fertilizer subsidies Unsubsidized 2015.

type Fertilizer	Price Subsidy (Rp.)	Price Unsubsidized (Rp.)	Price ratio (Sub./Non Sub.)
urea	1,800	**4,082**	**1: 2,27**
Superphos	2,000	**3,900**	**1: 1.95**
ZA	1,400	**2,650**	**1: 1,89**
NPK	2,300	**4,600**	**1: 2.00**

4:17 From the table above can be seen that the comparison (ratio) between the price of fertilizer subsidies and non-subsidized fertilizer is high enough on the average price of non-subsidized fertilizer 2 times greater ranges of fertilizer price subsidies. This is certainly a great influence on the production costs incurred by farmers in every cropping season. As an example for per hectare of onion crop in the first year of fertilizer needs to be prepared by the farmer on the advice of the general balanced fertilizer is 500 kg urea, 1110 kg and 1300 kg ZA SP 36. If the calculated ratio of production costs that should be incurred anatara fertilizer and fertilizer subsidy non-subsidized then the calculation can be seen in the table below 4:18 this:

Table 4:14 Total Production Cost Comparison between Fertilizers and Fertilizer Subsidy Unsubsidized per hectare

type Fertilizer	Dose (kg)	Total Cost of Fertilizer Subsidy (USD).	The amount of costs Non fertilizer subsidy (Rp).
urea	500	800,000	2.041 million
Superphos	1110	2.22 million	4.329 million
ZA	1300	1.82 million	3.445 million
NPK	1100	2.53 million	5.06 million
Total		7.37 million	14.875 million

4:18 From the table above shows that total production costs per hectare per year incurred when using fertilizer subsidy is Rp. 7.37 million, whereas if you use non-subsidized fertilizer is Rp. 14.875 million which means it is assumed that if the use of fertilizer subsidies that farmers can save on production costs for the purchase of fertilizer requirement of 100% compared to using non-subsidized fertilizer.

The positive impact of the two is the fertilizer subsidy can overcome the fertilizer market working efficiently or failure of the market (market futures) market structure that is less competitive, the asymmetry of the power of information anatara buyers and sellers so the profit margins and distribution costs are high can be pressed with the fertilizer subsidy policy. This argument is valid if the fertilizer subsidy could provide a fertilizer in accordance with the principles of six precise, the right quantity, quality, time, price, type, and place.

From interviews and explanations above we can conclude that all parties involved in the implementation of this policy is very happy, feeling benefited and aided in the provision of one of the elements of production facilities in this regard fertilizer subsidies for farmers. Some of the informants who met stated that this policy should continue to run with the proper fulfillment of the principle 6 better. In general the fertilizer subsidy positive impact on the capital increase of farmers, as well as the development of the fertilizer market that had previously not functioning so as to reduce the cost of distribution, farmers as a group means and the policy implementers also feel the benefits of the implementation of fertilizer subsidy policy, so judging this policy is still feasible.

3. Desired changes

The fertilizer subsidy policy implementation in addition to providing direct subsidies to farmers is also aimed at changing the attitudes and behavior of the target farmer groups in this regard in order to better understand farmers to increase production and productivity more effectively and efficiently. In this case certainly makes the fertilizer subsidy policy is more complex and more difficult relative to diplementasikan.

Fertilizers have a very significant role in the increase of production and quality of agricultural commodities, availability of fertilizer subsidy to farmers to become A top priority that must be considered by all relevant parties (Syahyuti, 2007). Research conducted farming show that the potential increase in farm profits came

mainly from the adoption of new technologies such as seed and fertilizer and the availability of quality seeds at affordable prices. The increase in productivity is the key to increasing production. With the fertilizer subsidy policy's small farmers become more able to buy fertilizer and helped because the price is relatively cheaper.

With affordable prices of inputs are subsidized fertilizer prices, farmers can reduce production costs so that revenues were boosted farming and agricultural production has also increased. This is in accordance with what is stated by the informant 3 (Addi, SP. Kasi Pennyediaan Infrastructures Agriculture / Horticulture):

"I guess it must have an effect on production and prokduktifitas although no precise figures a few percent but once I get information from a resource center that this policy affects the increase of production plus other technology components." (Interview On November 15, 2016: Documentation 3)

Fertilizer subsidy policy can also encourage adoption of the technology. It is valid for farmers who do not yet know well the benefits of fertilizer. Including a balanced fertilizer or optimal. with the fertilizer subsidy, farmers do not fear for the use of new technology (type of fertilizer rate) for the price of subsidized fertilizer. This is supported by Hutagaol et al (2009) which states that the effectiveness of the fertilizer subsidy menignkatkan extension and farmers' organizations.

The adoption rate of technology illustrates how big an innovation technology has been applied by the farmers according to the recommendations that have been recommended. According Sumardi, S, (1997), the application of technology innovation is influenced by several factors such as the level of knowledge of farmers, the price should be excluded from the application of technology, the benefits and the ease of getting the ingredients. associated with the level of knowledge of farmers, it is reflected in the information presented by the informant 9 (Simba, Noni Subdistrict Batu Village Farmers Anggeraja):

"Done, of the PPL and from the department also has been delivered on balanced fertilization depends komodinya, be it onions or other crops, so we have to follow the advice at the time of fertilization, continuously adjustable fertilizer combination. eg for onions in infancy, we used to wear NPK, if already started forming tubers plus fertilizer to increase the quality of tubers ". Interviews On November 30 2016: Documentation 9)

Likewise, in the opinion of the informant 10 (Muliadi, Peasant Village Balla district. Baraka):

"If for fertilizers we obtain information from extension"(Interview 30 November 2016: Documentation 10)

Ease concerns of farmers in getting the ingredients in this case the fertilizer subsidy also described by the informant 11 (Muallim, Village Farmers Kolai district. Malua):

"We ask the retailer before purchasing the RDKK. Other than those listed in the group should not be bought. Sometimes it's also the problem of stock jammed. If a new empty for more Ngaju No longer is it about two months."Interview On December 5, 2016: Documentation 11)

Likewise, as presented by informants 8 (Herman, Village Farmers Tanete district. Anggeraja) the following:

"We live to retailers, but sometimes the goods out when we need to cultivate so we are forced to use non-subsidized fertilizer are expensive. "(Interview on November 30, 2016: Documentation 8)

Based on the opinions of the informants as mentioned above can be seen that the level of farmers' adoption of the application of the technology is good enough. This is reflected on the level of knowledge of farmers on fertilizer

technology that is in conformity with the recommendations, among others, due to the farmers who are already experienced and retailers subsidized fertilizer. The price factor to be incurred and profits obtained, would have a very clear diaman cheap subsidized fertilizer prices would have an impact on the low cost of production means increasing farmers' profit margins. Furthermore, for the ease to get fertilizer subsidy in the form of technological means supported by the retailer of fertilizer in each village with the stock according to the RDKK.

But if you look at the data contained in Table 1.4 shows that the there has been no significant improvements in the productivity of onion farmers in Enrekang ranging from 2013 to 2015. In 2013 the numbers of red onion farmer productivity in Enrekang amounted to 104.95 tons / ha later dropped in 2014 to 99.61 tons / ha which later rose in 2015 to 108.98 tons / ha, if you see these differences, it is likely due to the fertilizer subsidy policy target group is limited to farmers who are members of farmer groups only. In other words, the productivity figures do not only refer to the fertilizer subsidy policy target group but an overall farmer productivity figures.

From the analysis, as mentioned above it can be concluded that the effect of the fertilizer subsidy policy on production figures and red onion farmer productivity and the level of technology adoption by farmers in Enrekang is good enough. This shows that there is a fairly close relationship between fertilizer price subsidy to the productivity generated. This means that if farmers use the fertilizer subsidized fertilizer prices paid farmers less so farmers will apply fertilizer technology in accordance with the recommendation which recommended that the resulting production increases linearly.

4. Target Accuracy Policy

With the implementation of the subsidized fertilizer distribution system that are closed more effective in preventing the scarcity of supply and ensure the achievement of the highest retail prices. What is meant to be closed is that the subsidized fertilizer distribution system consists of at least delivery system (System acceptance by farmers). Both these segments must be aligned so that the flow of fertilizer from manufacturers, distributors, retailers until the farmer does not leak, particularly from retailers to farmers. However, it is also possible with a closed distribution system are still found violations of the fertilizer subsidy policy implementation at the field level. So it remains necessary to have effective oversight mechanisms and efficient to minimize the violation. The concept of subsidized fertilizer distribution control is still a perusal where supervision at the planning, procurement and distribution still walk on their own. under the supervision aspect, local governments tend to be passive because it considers that such policies are the responsibility of the central government.

Similarly, if the implementation of policies still found indications of irregularities implementation, all stakeholders including parties need to know or complain at the same solution to the problem through the available complaints. As stated by the informant 7 (Yusuf, Farmer Ex. Tanete district. Anggeraja):

"Know especially in districts already formed KP3 and PPL also convey where we also contribute to supervise for instance no fertilizers were sold out and no fertilizers are sold not in accordance with the HET." (Interview November 29, 2016: Documentation 7)

In the presence of the KP3 as above, monitoring and supervising the implementation of the procurement and distribution of subsidized fertilizer at the

rate of distributors and dealers in Line IV can not be carried out to the maximum so they often deviations forms of monitoring and surveillance is more dominated than reporting compared to the investigation is an opportunity to deviation. if no improvements in monitoring and surveillance system of subsidized fertilizer eat these deviations will persist in the future. one form of rehabilitation is to seek swadanya monitoring and supervision by the community of users of subsidized fertilizer, ie directly by farmers and / or farmer groups. As stated by the informant 3 (Addi, SP,

"This time our society is mature enough and understand, the more they receive the socialization of the fertilizer subsidy policy of gradually they will be more understanding. This I think is very helpful in the implementation and monitoring of fertilizer field level. Moreover, this policy involves their interests of course they become more critical if there are things that are not fair "(Interview On November 15, 2016: Documentation 3)

Besides, the role of extension workers in helping to enforce rules fertilizer subsidy policy is also quite important as the parties directly in contact with the critical point that is at the field level course extension workers is expected to explain to farmers and facilitate the monitoring of the distribution as expressed by the informant 4 (Kamal, SP, Extension Courses district. Anggeraja):

"Constraints in socialization and coaching, there are no obstacles, There was little usually in terms of fertilizer subsidy, for the farmers that in fact it was more than the rule, for example, which has more land than 2 hectares yes, it actually would also buy, Just because it is associated rule, we suggest to switch to a non-subsidized fertilizer, that we do "

"In particular the target area I am very transparent, so the fertilizer was down to retailers so they relied on RDKK there, so fertilizer down representatives of the group called and divided per share of each if it turns out the needs of farmers still lacking sometimes submitted to a distributor if they allocation, if not there they wait for the next stage. Constraints Only one for fertilizer subsidy in fact, the fertilizer subsidy is the arrival at any time, sometimes farmers do not need or timing is not fertilizing manure was dating, but it must be paid while the farmers are not ready money to pay for the fertilizer, sometimes feel heavy the retailer,

For that subsidized fertilizer distribution system must be thoroughly pursued behind closed doors. planned proposed by farmers and / or farmer groups and distributed to farmers or farmer groups are proposing through a control tool in the form of RDKK, system utilization built transaction should be able to minimize the deviation.

Based on the above analysis of the current policy target accuracy has been better than the previous times. The implementation of a closed distribution system with a control tool in the form of RDKK, enhanced performance monitoring through supervisory commission and petisida fertilizers and the role of extension workers increasingly narrow the opportunities for the creation of irregularities or leakage in the distribution of subsidized fertilizer.

5. Clarity of Policy Implementor

Implementor or program manager, in this case the parties concerned among other things the Department of Agriculture and Plantation Enrekang, agricultural extension field, distributors and retailers have understood each of the duties and mendikung fertilizer subsidy policy. Socialization fertilizer subsidy policy is supporting activities to provide full information at the same time understanding and true to all stakeholders especially the executor, beneficiary farmers. Infromasi and correct understanding and shall

include the background, government policies, goals, objectives, managing, organizing, monitoring and reporting obligations and the rights of each. This is confirmed by the informant 3 (Addi, SP, Head of Supply Infrastructures Agriculture / Horticulture) of the following:

"Our agency's role in this case the Department of Agriculture Farm and Ranch province Ke. Bangka Belitung is certainly very important, role in guarding the provincial office as well as facilitating this policy to comply with the principle of 6 right because it would affect agricultural production and productivity. As an example of the provincial agencies prepare aloaksi utilization TV CONNECT implementation fertilizer subsidy annually, to supervise the distribution and use of fertilizer subsidies, disseminating and facilitating RDKK counseling, as well as collecting data and implementing the allocation of subsidized fertilizer needs every year to the central government. So you could say nprovinsilah agriculture department is coordinating this policy in the area "(Interview On November 15, 2016: Documentation 3)

So is the case with enough field extension workers understand their role as spearhead and an intermediary directly from the relevant authorities that relevant agencies in providing information to farmers. As pointed out also by informants 4 (Kamal, SP, Extension Courses district. Anggeraja) the following:

"Disseminate to the public that the government helps farmers to increase the production of one of them is reduce cost or cost of production of one of them was subsidizing fertilizers, it is necessary to explain to the farmers so that the subsidized fertilizer production costs than farmers that more can be suppressed in the hope farmers will be benefited especially the results can be enjoyed by farmers, the purpose utamnya, the task to oversee the program extension pack "(Interview November 29, 2016: Documentation 4)

The role of distributors and retailers are also quite important in the dissemination and implementation of fertilizer subsidy policy, which the distributor is penangngung responsible for the procurement and distribution of subsidized fertilizer in accordance with the designation of Line II (warehouse distributors) to Line IV (Kiosk Retailer) region of responsibility. while the retailer is in charge of procurement and distribution of subsidized fertilizer from LINE IV (kiosk retailer) to the farmers of these explanations can be seen that the distributors and retailers can play an important role in mengsoisalisasikan policy objectives and to help monitor in the field such as that delivered by the informant 2 (Ir . Muh. Arief, M.Si, Head of the Horticulture Department of Agricultural and Plantation Enrekang) the following:

"Not in spite of the actors from below, namely farmers, farmer groups, extension agents and agencies. They have mutual collaboration and cooperation compile fertilizer needs of farmers in accordance with the principles right. Besides, it also involves distributors and retailers who distribute fertilizers "(Interview 12 November 2016: Documentation 2)

And statements from informants 3 (Addi, SP, Head of Supply Infrastructures Agricultural Production / Plantation) as follows:

"In recent years the level of compliance of all parties has been good enough, this may be because there have been a legal action is taken against those who violate the rules, so they are quite careful. For the critical point I think there is on the part of distributors and retailers. But even then still found the existence of things that are not in accordance with the rules but I think it is still at the stage of reasonableness. For example, for retailers who sell above HET's because sometimes the farmers purchase or repay debt system, but it was no agreement of both

sides, especially for problems between the places or the freight was to speak. For this year there has been no serious problem sounds unlike last year,"(Interview On November 15, 2016: Documentation 3)

From some of the information and explanations above we can know that the policy implementers fertilizer subsidy is enough to understand the role of the duties and functions of each with increasing coordination between related parties are also expected to help improve the understanding as elements so that the constraints and problems encountered can be resolved through fertilizer subsidy policy dissemination is also expected implementation of the field from the beginning to run smoothly, orderly, timely and appropriate provisions of the specified planned.

6. Support Resources

Several problems subsidy policies related to support sunber power among others, the problem of imbalances between supply and demand, the target is and misappropriation distribution of the first two problems mismatch between availability (volume of subsidies) and the needs and objectives common to rich farmers / large, generally can be improved through better planning mechanism. In the fixing mechanism for the planning, there are two things that need to be underlined, that the availability of adequate resources for planning and empowerment of field extension workers, the availability of adequate power sunver in planning is something that is absolute, the complexity of the issues and the volume of large subsidies, the government needs to provide sufficient resources so it can be arranged that mature and comprehensive planning that includes six right, that is the right number, the type of quality, time, price and place. To that end, the budget for better planning involves intensive extension workers will adequately help improve the quality of planning. Extension workers play a strategic role in planning for their anataranya familiar with the region and its auxiliaries farmers so that data accuracy to meet precise six could be improved. It as also stated by the informant 4 (Kamal, SP, Extension Courses district. Anggeraja), namely: budgets for better planning involves intensive extension workers will adequately help improve the quality of planning. Extension workers play a strategic role in planning for their anataranya familiar with the region and its auxiliaries farmers so that data accuracy to meet precise six could be improved. It as also stated by the informant 4 (Kamal, SP, Extension Courses district. Anggeraja), namely: budgets for better planning involves intensive extension workers will adequately help improve the quality of planning. Extension workers play a strategic role in planning for their anataranya familiar with the region and its auxiliaries farmers so that data accuracy to meet precise six could be improved. It as also stated by the informant 4 (Kamal, SP, Extension Courses district. Anggeraja), namely: Field Extension Agent district. Anggeraja), namely: Field Extension Agent district. Anggeraja), namely:

"Facilitating the government in the preparation of this RDKK no. no facilities what, but clearly the government was only determine the type of fertilizer subsidized by this is this, and then we just arrange with farmers, if the special facilities from the government a matter of compiling RDKK does not exist. "(Interview November 29, 2016: Documentation 3)

The third problem is misuse of subsidized fertilizer is due to the market dualism which creates intensive to do abuses distribution. Diversion of subsidized fertilizer in the form of leakage to unauthorized parties due to a big difference, to create opportunities for corruption, it needs an accurate database of individual farmers who are entitled to a

subsidy, comprehensive materials, cropping intensity, as well as the commodity is cultivated. Empowerment extension workers will greatly help build an accurate database for field extension officers have a pretty good understanding of farmers under its assistance.

The success of a program supported by an adequate power source, in this case the quality and quantity of human resources so that there is sufficient for the implementation of the program. Resources in implementing environmental policies Enrekang may be quite educated and experienced than sufficient training to its quality.

In terms of financial resources can be seen that for the provincial level has been no budget allocation for fertilizer subsidy policy implementation both derived from and the national budget and the provincial budget funds. The following information from informants 3 (Addi, SP, Head of Supply Infrastructures Agriculture / Horticulture):

"For example, for 2015 we received state funds from the Director General of Agricultural Infrastructure in each district with its activities, namely strengthening KP3 and mentoring subsidized fertilizer distribution. While the budget funds we raise funds with activities such as meetings held KP3 district level, supervision and coaching."(Interview On November 15, 2016: Documentation 3)

If viewed from the description above can be said that the size of the budget is not quite optimal in supporting the implementation of the fertilizer subsidy policy in Enrekang it is supported by a statement from the informant 3 (Addi, SP, Head of Supply Infrastructures Agriculture / Horticulture) as follows:

"District KP3 important role but in reality is not quite optimal because of its human resources are lacking and the lack of financial support and operational facilities "(Interview On November 15, 2016: Documentation 3)

Similarly, the results of an explanation of informants 6 (Usman, SP, Extension Courses district. Baraka) as follows:

"There is in the form of charging RDKK blank, the other self-help course "(Interview on 28 November 2016: Documentation 6)

Plus the lack of funding (budget) by the local government Enrekang specifically support the activities of the fertilizer subsidy policy custody. Planning support and supervision so that fertilizer subsidy policy in Enrekang district does not meet expected goals. This is possible because the local government Enrekang consider this a central policy that only forwarded to the district, sehingtga not a regional program should be supported optimally and not the main program area.

Broadly speaking, it can be said that the support resources in the implementation of the fertilizer subsidy policy chiefly in the district Enrekang not optimal, there are no special facilities for field extension workers in the planning needs of fertilizer subsidies and financial support that is not optimal in the supervisory activities in the field, showed that at operational level, this policy has not been fully supported. it would need the attention of the district Enrekang that the implementation of the fertilizer subsidy policy to be better in the future.

B. Policy analysis based on aspects of the policy environment

Policy analysis based on aspects of the policy depends on the positive or negative nature. If the positive outlook environment so that the environment will affect the successful implementation of the policy. Conversely, if the negative environmental believes there will be a clash of attitudes, so that the implementation process threatened to fail. Over the three

factors that exist on the environmental aspects of the policy, the policy target group compliance factor is the direct result of the implementation of policies that determine their effects on society.

1. Authority of the actors involved

The success of a program is also influenced by how much power. Interests and strategies that are owned by the actors involved in policy implemntasi. Power and interests are possessed of an existing impelentasi expected to be able to realize the will and expectations of the people. Implementation strategy will be able to achieve success in the implementation of the programs being implemented.

Sometimes the fertilizer subsidy policy that power, interests and strategies that are owned by the actors involved in the implementation of these policies can be divided into three (3) phases of sub-systems, namely the planning phase control and distribution / procurement of power or interests and strategize planning stages of subsidized fertilizer requirement came from the village is the village chief, officer field extension (PPL) and farmer groups that will produce a plan fertilizer requirements the village level, the role of extension workers the field is very important because it is spearheading the implementation of this policy where they come face to face with farmers who constitute the target group or the policy targets. As conveyed by informants 4 (Kamal, SP Extension Courses district.

"It must take place because it did because of the absence of socialization and training, farmers in particular who did not enter the group will have another perception as eligible for subsidized fertilizers is only farmers who fall within the group, for farmers who do not fall into that group not entitled to receive fertilizer subsidies and there is a limit, the limit for plantation crops was limited to a maximum of 2 hectares, while for horticultural crops and crops it is not the limit, it is necessary to socialize "(Interview November 29, 2016: Documentation 4)

For the district level is the Coordinator of Agricultural Extension Centers that will produce fertilizer needs recapitulation Kecematan level. The level Enrekang that the department of agriculture and plantation Enrekang that will produce fertilizer needs recapitulation Enrekang district level, at the level of South Sulawesi Province which will produce fertilizer needs of the province. Furthermore, recaps fertilizer needs of each province will specify to plan fertilizer needs of the national level by the Minister of Agriculture and set of figures the allocation will be in charge anyway tuntunannya for each province and district allocations set by each head of the region through recommendations provincial agriculture and districts. This is in accordance with the statement of the informant 3 (Addi,

"Agriculture department here just recap the data needs of the district fertilizer subsidy alone, and then posed as fertilizer subsidy rekapitulasikebutuhan provincial level. For permanent mechanism starts from the preparation RDKK farmer groups are guided by PPL. From there later in the recap per Kecematan were then forwarded into a recapitulation per district. "(Interview on November 15, 2016: Documentation 3)

Power or interests and that makes surveillance strategies in stages subsidized fertilizer requirement in the districts of the supervisory commission of fertilizers and pesticides (KP3) Enrekang district consisting of relevant local governments. While the powers or interests and that makes strategies in stages of procurement and distribution of fertilizer needs bersubsdi in districts of distributors and authorized retailers subsidized fertilizer.

Based on the above analysis can be in the know that the authority of power and interests of the actors involved is quite

capable of realizing the will and expectations of farmers. With a variety of implementation strategies undertaken is expected to achieve the goals and objectives are keseluruahan kebijakn.

2. Characteristics of the regime

Characteristics of the ruling regime will affect the government's policy in the capture. If the regime were berukuasa forward kepentinga people, the welfare of the people will easily realize the objectives of the program. But what will happen otherwise if the regime prefers personal or group interests. In these circumstances people will be marginalized and not a top priority, so that people become a victim of the regime of the ruling leadership.

The heads of both districts at the provincial level, Kecematan, and villages that support a fertilizer subsidy policy inplementasi can run smoothly in accordance with the conditions msyarakat farmers. This is reflected in the regulations or the decisions made whether help achieve policy objectives and achieve the interests of the target group as an example of the district government level Enrekang this can be seen from the follow-up to the regent regulation Enrekang no. 26 / Kep / I / 2014 on Retail Price Determination and Allocation of Fertilizer Subsidy for Agriculture Sector Enrekang Fiscal Year 2015 The regent regulation is a commitment from the district government's obligation to follow-up Enrekang fertilizer subsidy policy at the local level.

In addition, the establishment of oversight committees Enrekang district fertilizers and pesticides that stipulated through Enrekang regent decree on the establishment of Fertilizer and Pesticide Control Commission Enrekang also a form of positive response to the need for institutional oversight of policy implementation at the field level. Although it has not been supported by targeted funding and operational support for surveillance. This is in accordance with the statement of the informant 1 (Arsil Bagenda, MM, Head of Agricultural and Plantation Enrekang), namely:

"I think local government support is good enough because we are active and continue to coordinate with the provincial agencies in implementing the fertilizer subsidy policy, especially members of the regional council is very interested Enrekang discuss the needs of fertilizer subsidy" (Interview dated November 7, 2016: Documentation 1)

Based on the analysis and the information above can be seen that the local government Enrekang enough attention and responsiveness in supporting the implementation of fertilizer subsidy policy. This can be seen through the Government komitmern Enrekang further in cracking down on fertilizer subsidy policy areas such as the preparation Enrekang decree on the allocation of subsidy fertilizer requirements on time, as well as the establishment of oversight committees Enrekang fertilizers and pesticides district as an effort to improve supervision in the field.

3. The level of compliance and responsiveness of the target group

The target group is expected to play an active role of the government-run program, because it will greatly affect the implementation of government programs. In the program dasaranya do is in the interest of the people, so that the people here are expected to often in line with the government. People should be able to be a partner of the government, so as to assess the performance of the government, this will be mempernmudah to hold the correction of errors or kekeliuruan happened so that it can more easily be quickly addressed and the program can be run properly.

The fact that occur in the field shows that the system of distribution of fertilizer applied has not been sufficiently effective in

order to fulfill the principle of 6 right which has been the target of government and other actors in the distribution of fertilizers to farm there are several well as the cause of a distribution of fertilizer is not in accordance with the plan ,

First, the use of urea for farmers exceed the recommended dosage excessive use of fertilizers occurs because farmers still assumed that urea is the principal fertilizer and absolutely necessary, while other fertilizers such as SP36 and KCl only a supplementary fertilizer (Adnyana and Kariyasa 2000). So often encountered many farmers are using fertilizers KCl addition because the price is relatively expensive. In the sense that farmers do not know and apply a balanced fertilizer is good advice, as required to do related to the preparation of RDKK. it is as described by the informant 4 (Kamal, SP Extension Courses district. Anggeraja):

"Before the RDKK the use of fertilizers to farmers was not controlled, as long as he wants so fertilizer so yes that they do, but with RDKK, RDKK dosage in komonitas specified, so there RDKK it was obvious to use the fertilizer will be more controlled than before their RDKK, it was her understanding "(Interview November 29, 2016: Documentation 4)

And received informant 5 (Asmawaty, SP, Golf Extension District, Malua) others related to the application of balanced fertilizer recommendation is:

"It has been followed, but there are not obedient because they follow the customs and some are obedient because it was willing to accept suggestions "(Interview on November 28th, 2016: Documentation 5)

Second, the selection of the narrow land also led to the use of fertilizer when converted into 1 hectare to be very high.

Third, the lack of accuracy in calculating the area of horticultural crops including onion, number plan fertilizer requirements set yanmg agriculture ministry proposed new districts provincial department of agriculture are generally lower than the actual area planted, so that the amount of fertilizer demand always exceeded allocated.

Fourth, the ketidaksiplinan farmers in planting pattern on crop fertilizer needs hortukultura also very difficult to quantify, given the weather conditions and the rainy season is uncertain and ever-changing.

In general overview of targets achieved in the fertilizer subsidy policy coordination and communication execution up to now quite good compared to the previous period. This is because the application of a closed distribution system through a mechanism to make the data RDKK recipient farmers become more coordinated through the container group of farmers, resulting in leakage of fertilizer beyond the targets can be minimized.

C. The impact of fertilizer subsidy policy implementation in the improved productivity onion farmers in 2015 in Enrekang

Increasing agricultural productivity, especially in horticulture it must be balanced with efforts to supply and distribution of inputs such as fertilizer availability. Regarding the impact or benefit for the improvement of farming in fertilizer subsidies in Enrekang considered to help farmers in the provision of the means of production in improving the productivity of farmers in Enrekang.It as also stated by the informant 1 (Head of Agriculture Kabupatten Enrekang), namely:

"It is worth ... I demonstrated here this culturing Enrekang farmers in gardening so they are very sensitive to the needs of fertilizer let alone been there some time ago excited for fertilizer rare, so the presence of this policy is very helpful in ensuring the availability and convenience of farmers to obtain fertilizer (interview on 7 November 2016: Documentation 1) "

Especially important is the preservation of the stock (inventory) fertilizer which impact on the stability of prices at the farm level as the main consumer of the production facilities. Relations with the fertilizer subsidy increase farmer productivity mentioned by informants 2 (Head of Horticulture Department of Agricultural and Plantation district. Enrekang) as follows:

"Very helpful for people because of the price to be affordable and operating costs can be reduced so that the production is expected to increase, and helps farmers to support their families. (Interview 12 November 2016: Documentation 2) "

Admittedly, indicated still common scarcity of fertilizers which impact on the stability of the higher prices. In fact, the government is obliged to provide security for farmers on the availability of subsidized fertilizer. Therefore, the supervisory activity on the availability, distribution, quality fertilizer production facility has a strategic role in supporting the achievement of the level and quality of agricultural products is optimal.

Moreover, during the production facilities demand amount increasing with the emerging distributors and retailers stall rapidly growing both official and unofficial including seasonal retail kiosks. In connection with increasing the effectiveness of the implementation of fertilizer subsidy policy, the informant 2 (Head of Horticulture Department of Agricultural and Plantation district. Enrekang) menebutkan that:

"Not in spite of the actors from below, namely farmers, farmer groups, extension agents and agencies. They have mutual collaboration and cooperation compile fertilizer needs of farmers in accordance with the principles right. Besides, it also involves distributors and retailers who distribute fertilizers, (Interview 12 November 2016: Documentation 2) "

Increasing productivity onion farmers in Enrekang, then the implementation of the subsidy policy of the onion help farmers reduce production costs and the availability of fertilizer which the distribution of fertilizer subsidy has been carried out in accordance with the schedule and requirements that have been proposed by the farmers. As well as to improve the effectiveness of the implementation of subsidized fertilizer in the district Enrekang, is expected to supervise the supply, distribution and use and the price of subsidized fertilizer to farm gate, then the use of fertilizer in addition to the recommended / needs also increased production of cultivated plants can be achieved as targeted.

To see an increase in productivity of onion farmers dii Enrekang can be seen in the table below:

Table 4:15 Data Planted Area, Harvested Area, Production and Productivity Shallots Year 2013-2015

No	Uraian	Tahun 2013				Tahun 2014				Tahun 2015			
		Luas Tanam	Luas Panen	Produksi (Ton)	Produktivitas (kg/Ha)	Luas Tanam	Luas Panen	Produksi (Ton)	Produktivitas	Luas Tanam	Luas Panen	Produksi (Ton)	Produktivitas
1	Bawang Merah	3.789	3.744	39.295	104,95	4.460	4.436	44.189	99,61	5.477	5.356	58.357	108,96

Source: Department of Agriculture and Perkebuan

From the data above, that although in 2014 had decreased, but in 2015 again increased to reach 108.96 productivity, it shows the interest of farmers in developing commodity onion good enough.

As well as the use of quality seeds, food farmers orientation is the minimization of

the cost of production, not toward maksilisasi advantage. In addition, farmers fertilizing technology is still relatively low due to limited capital ability of farmers or unavailability of fertilizer when needed by farmers. Therefore, a fertilizer subsidy given by the government to improve the productivity and welfare of farmers, especially in Enrekang.

Red onion is one of the commodities with the demand continues to increase with increasing population. Onion cultivation can create jobs and increase the income of farmers. Development of onion basically have an opportunity that is promising in spite of the risks that can be on the responsibility of farmers dikatakaan quite large due to pests and diseases with the cost reduction is large enough, and dijharapkan available technology that is easily adopted by farmers, the amount of support from the local government in development red onion and a private number that is already active in the seed industry development and marketing of onion. But behind these opportunities, there are several challenges facing the onion farmers.

As well as the use of quality seeds, food farmers orientation is the minimization of the cost of production, not toward maksilisasi advantage. In addition, farmers fertilizing technology is still relatively low due to limited capital ability of farmers or unavailability of fertilizer when needed by farmers. Therefore, a fertilizer subsidy given by the government to improve the productivity and welfare of farmers become priorities in favor of onion farming activities in Enrekang.

Basically, input subsidies (fertilizers and seeds) are still needed by the farmers, who need to be improved is the delivery mechanism and targets so that the effectiveness and efficiency of such subsidies. However, input subsidies are important, but only one tool for the policy would be meaningless if it were assisted only on the input side without an adequate output policy.

IV. CONCLUSION

Implementation of policies subsidized fertilizer in Enrekang in principle has been using a top-down planning system and by using a closed distribution system. Discussion of policy implementation of subsidized fertilizer in Enrekang focused on the content and the policy environment by referring to the model of policy implementation by Merilee Grindle. From the discussion regarding the fertilizer subsidy policy in Enrekang concluded that:

1. However, there are still some things that need the attention of government that is unfulfilled proposal fertilizer needs of farmers and the mismatch between the schedule for fertilizing the farmers with the time of redemption of fertilizers by the retailers and distributors and has not adaanya understanding and awareness of farmers on the overall importance of planning the definitive needs of the group, yet their special facilities to extension workers in the planning needs of fertilizer subsidies and financial support that is not optimal in the supervisory activities in the field. Therefore, the role of government in caring for the resources in the provision of operational funds to support the implementation of the guidance and supervision of subsidized fertilizer policy in Kebupaten Enrekang is expected.
2. The impact of fertilizer subsidy policy implementation on the productivity of farmers in Enrekang that the effect of the fertilizer subsidy policy on production figures and red onion farmer productivity and the level of technology adoption by farmers in Enrekang is good enough. This shows that there is a fairly close relationship between fertilizer price subsidies with the resulting

productivity. This means that if farmers use the fertilizer subsidized fertilizer prices paid farmers less so farmers will apply fertilizer technology in accordance with the recommendation which recommended that the resulting production increases linearly.

Furthermore, in an effort to improve the implementation of fertilizer subsidy policy in improving the productivity of onion farmers in Enrekang in the future, then it can be shown through the indicator which have been set. As for the six (6) The appropriate indicator among others, the right place, right quantity, pricing, timely, appropriate type and quality.

Based on the analysis that has been done it is seen that there are only 2 (two) indicator of achievements is good enough right place and the right quality. While the four (4) other indicators still need improvement, among others, the right amount, the right price, the right time and the right kind. The fourth indicator can be repaired in accordance with the standards if supported by the right fertilizer demand planning and detailed, and supported by the data base and complete information so that the preparation of a definitive plan in accordance with the needs of the current condition.

A fertilizer subsidy given by the government to improve the productivity of farmers dengann lower production costs and it impact on improving the welfare of farmers become priorities in favor of onion farming activities in Enrekang. Basically, input subsidies (fertilizer) is still needed by the farmers, who need to be improved is the delivery mechanism and targets so that the effectiveness and efficiency of these subsidies,

Faktor affecting implementationsubsidized fertilizer policy in Enrekang (downloadsequence theory of Edward III) include:

1. *Komunikasi*need to be intensified in view of program performance indicators is still there that has not been achieved to the fullest among others, the right amount, the right price, the right time and the right kind, With the intensive communication of stakeholders ranging from farmers' groups as target groups and the government as policy maker and distributor commissions as a contractor as well as fertilizers and pesticides as supervisor, of indicators will be achieved to the maximum.
2. *Resource*, untuk owned human resources to support the analysis of the needs and the use of fertilizer subsidy at the group level so that more RDKK determination in accordance with appropriate. While the financial resources to support the achievement of the target of the fertilizer needs in accordance with the proposed RDKK and operations group in supporting the implementation of farmer group coaching as well as the regulatory commission to monitor pesticide fertilizer subsidized fertilizer distribution.
3. *disposition*, which, consists of hiring agricultural extension and incentives. Appointment of agricultural extension staff in each village in order to maximize farmer extension and advisory services to help farmers be more productive. While the incentives given to agricultural extension and to the commission of fertilizers pesticides as motivation to improve their performance.
4. *Bureaucratic structure*yang portrait position and division of tasks is in good order. In the implementation kebujakan subsidized fertilizer in Enrekang basically is in good order in which farmer groups filed RDKK accompanied by agricultural extension and filed by the department of agriculture for the verification to be

submitted kepusat as well as the commission of fertilizers and pesticides as a control in supervising the circulation and distribution of fertilizers.

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