PROCEEDINGS

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STRENGTHENING THE ROLE OF PUBLIC ADMINISTRATION IN THE GLOBAL CHANGING SOCIETY: PUBLIC SECTOR REFORM & DIGITAL TRANSFORMATION IN ASIA

Bali, 11-12 November 2019

PROCEEDINGS

IAPA Annual Conference 2019

"Strengthening the Role of Public Administrationin in the Global Changing Society: Public Sector Reform & Digital Transformation in Asia"

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Preface

Welcome to the 2019 Annual Conference of the Indonesian Association for Public Administration (IAPA) organized by the Indonesian Association for Public Administration in collaboration with the Ministry of Administrative and Bureaucratic Reform of the Republic of Indonesia and Asian Group for Public Administration. We gather here to share and discuss an important issue on "Strengthening the Role of Public Administration in the Global Changing Society: Public Sector Reform and Digital Transformation in Asia". Many Asian countries are now facing a serious problem on how to transform their public sector through digital government. Therefore this year's conference raised six sub-Themes namely: (1) Studying and Learning Public Administration; (2) Ethics and Integrity in a Digital Era; (3) Accountability and Performance in the Public Service; (4) Politics, Administration and Governance Relations in a Globalized World; (5) Artificial Intelligence and the Future of Government; (6) Best Practices and Lessons Learnt of Public Sector Reform in Asia. All for the purpose of inciting productive and insightful discussions, which would hopefully contribute to the wider public sector transformation.

I am very grateful for our esteemed colleagues from Asia and other parts of the world who have taken the time to come and share their knowledge in this occasion. I also welcome the many representatives of universities, associations and governments who have joined us. Thank you for your active participation and contributions to IAPA. I am convinced that you will have fruitful and rewarding exchanges in the next few days. Alas, I'm wishing you all a very successful conference and I look forward to learning about the outcome.

Bali, November 2019
Chairman of Indonesian Association for Public Administration

Prof. Dr. Agus Pramusinto, M. Dev. Admin

Table of Contents

Preface.. i
Table of Contents ii

Azwar Anas and Innovation in Local Government: A Phronesis Leadership Study
Bima Katangga.. 1

Evaluating The Performance of Flood Prevention Programs in Bandung Regency:
Using Logic Model
Rosy Riani Kusuma, Ida Widianingsih, Sintaningrum, Rita Myrna 18

Strategic Human Resource Management in Clean Water Management at District
Jeneponto, South Sulawesi
Herlina Sakawati, Muh. Nur Yamin, Sulmiah, Widyawati... 48

Service Culture Chain: Increasing Public Satisfaction
Aldri Frinaldi, Muhamad Ali Embi, Aziza Bila 58

Government Collaboration of Pentahelix Models in The Management of Ecotourism
D'Bendungan View Telaga Tunjung (Case Study Management of Ecoutourism D'Bendungan
View Telaga Tunjung in Timpag Village, Tabanan Bali)
I Made Wimas Candranegara, I Wayan Mirta, I Nyoman Mangku Suryana 68

Public Sector Transformation in the Digital Age: Obstacles and Challenges or
the Government of Indonesia
Putri Hening, Gozali Harda Kumara 75

Cross-Sector Collaboration and Public Policy Accountability: Implementation Network
of the Food Security Policy in Bone Regency
Alwi Azis 88

Institutional Capacity Building of Disaster Resilient Village in Garut Village
Ahmad Buchori 103

Indonesian Tax Reform: Inappropriate Policy Choices of Administrative Problems?
Bambang Irawan... 118

Ethical Dimensions of Public Services
Bambang Kusbandrijo, Ni Putu Tirka Widanti 127

Assessment of Compliance to Indicators for Seal of Good Barangay Governance
of Selected Barangays In Makati City: Towards Improved Barangay Governance
Rosalyn R. Flores 141

The Effectiveness of SIAP TARIK to Improve the Quality of Health Services
Lailul Mursyidah, Ilmi Usrotin Choiriyah, Mai Puji Lestari, Isnaini Rodiyah 168

Policy Implementation: E-Village Budgeting in Banyuwangi Regency
Entang Adhy Muhtar, Dody Hermana, Dewi Gartika, Riki Satia Muharam 176

Network Model of Local Development Planning (Case of Local Development Planning Forum in Bone Regency)
Nani Harlina Nurdin, Alwi 185

Multi-Perspective Approach to Identify Strategic Issues: A Case Study of Traditional Market Management at West Java
Arip Rahman Sudrajat, Edi Setiawan, Fepi Febianti, Rika Kusdinar, Lalas Sulastri 199

Implementation of Pay For Performance in the Public Sector in Indonesia
Vidya Imanuari Pertiwi, Revienda Anita Fitrie 210

Best Practice Program Corporate Social Responsibility (CSR) PT. Pertamina RU II Production Sungai Pakning
Dadang Mashur 230

The 2018 Recruitment and Selection of Civil Servants in Indonesia: Problems and Solutions
Ismiati Nur Istiqomah, Atika Indah Nur Atsarina 245

BUMDES Acceleration Towards Mandiri Village
Khairul Amri 268

Social Capital in Forest Management of Village Gunung Sahilan District, Kampar Province, Riau Regency
Mayarni, Sujianto 282

Standardization of Integrated State Border Post Development
Rachmawati Novaria, Rudy Handoko, Kodrat, Andria Marchelia 292

The Implementation of One-Stop Integrated Service Policy in Klungkung Regency
Ni Putu Tirka Widanti, Anak Agung Gde Raka, I Made Surya Atmadja 303

Strategy for Strengthening Institutional Capacity of Badan Penangguangan Bencana Daerah (BPBD) in Garut District
Indra Kristian, Yaya Mulyana 324

Corporate University and Development of HR Street-Level Bureaucracy
Dedi Kusuma Habibie 346

Money and Family Matter: Political Recruitment in the Golongan Karya Party of Banten Province
Ismanto, Sjafari, Listyaningsih 357

Strengthening Public And Private Sector Collaboration For The Dumagat In STA INES, TANAY, RIZAL: Basis For A Four-Year IP Development Plan
Anna Christina M. Dela Cruz 370

Accountability of Bali Regional Officers in Applying Good Governance Principles
I.G.A.AG Dewi Sucitawathi Pinatih, I Wayan Joniarta, Ni Luh Yulyana Dewi 378

Collaborative Governance: Managing Residential Areas in Malang based on Public Private Partnership
Fitri Amalia Sari 387

Government Official Political Neutrality in Digital Era: Challenge for Administrative Ethics?
Rino A. Nugroho, Dinda Pramitha Shaila Putri, Teguh Budi Santoso, Daffa Rifqi Utomo, Kristina Setyowat 406

Village Funds Mismanagement in Policy Evaluation Perspective in Jejangkit Pasar Village of South Kalimantan
Taufik Arbain, Erma Ariyani 427

Public-Private Partnership in Indonesian Urban Water Sanitation and Hygiene Program Human Resource Capacity's Innovation
Nida Hanin Dary 448

Why The Implementation of the Clean-Up (Saberpungli) Policy For Illegal Levies Has Not Yet Reached The Target In East Java
Zakariya, Teguh Santoso, Samsul Arifin, Taufillah Ifada, May Yusita Sari 472

Smart Governance in Public Financial Management: A Study of Government Resources Management System (GRMS) in The City of Surabaya
Sulikah Asmorowati, Erna Setijaningrum, Falih Suaedi, Yuniasih Fatmawati Dewi 481

Capacity of Local Institutions in Good Governance Implementation at the Local Context: The Case of Sleman Regency, Indonesia
Bagus Wahyu Hartono 502

Complexity and Public Policy: Network Model of Food Security Policy Implementation In Bone Regency
Novayanti Sopia Rukmana S, Alwi, Gita Susanti 522

Institutional Collaboration on The Lake of Bakuok in Sustainable Management
Afrizal, Mayarni, Mimin Sundari Nasution 534

Development of Community Potentials in Management of Sustainable Peatlands
Zulkarnaini, Abdul Sadad 542

Regional Development Policy Through Housing Programs For Poor Communities in Pekanbaru City
Zaili Rusli, Adianto 552

Collaboration in Implementation of Kota Tanpa Kumuh (KOTAKU) Program in Palangka Raya City
Farid Zaky Yopiannor, Novianto Eko Wibowo 574

Evaluation of Poverty Reduction Programs in Batam City
Bobby Mandala Putra, Azhar Abbas 596

The Biosafety Regulatory Approach And Governance Mechanism For GM Crops in The Philippines: Experiences, Consequences and Lessons Learned
Leonardo M Pasquito 620

Transmigration Policy in the Context of Autonomy Era in East Kalimantan
Purwaningsih, Dusadee Ayuwat, Jaggapan Cadchumsang 650

Analysis of Local Economic Potential and Economic Competitiveness in Surabaya City
Yusuf Hariyoko, Anggraeny Puspaningtyas 662

The Enhancement of Work Motivation In Agrarian Affair Office of Makassar City, South Sulawesi, Indonesia
Aslinda, Muhammad Guntur, Henni Zainal, Andi Cudai Nur, Syurwana Farwita 680

Policy Network: Smart Village Program in Banyuwangi Regency
Dewi Gartika, Budiman Rusli, Atik Rochaeni, Riki Satia Muharam 690

Competence Based Learning Implementation for Public Administration Student Programs to Improve Competency in Facing Industrial Era 4.0
Dewi Maharani 700

Educational Curriculum Scenario Planning in Facing Revolution 4.0
Koento Pinandito Nugroho Irianto 709

Interferences of Bandung Creative City Forum in Developing the Creative Economy of Bandung City
Mohammad Ichasa Nur, Roy Valiant Salomo, Khaerul Umam, Siti Alia 729

Innovation in Public Services Through The Kawi SMara Program at Klungkung Regency Bali Province
Ida Ayu Putu Sri Widnyani, I Made Siswambara 748

Unfinished Agenda: Understanding Poverty and Determination of Targets through the Data Collection of the Poor Population
Nunuk Dwi Retnandari, Astri Tantrina Dewi 762

Fostering Human Capital Development through the Triple Helix Model of Innovation: Cases From Selected Local Colleges and Universities (LCUs) in Metro Manila
Juvy B. Hermosura 788

Conception of Social Justice in Eastern Indonesia within the framework of the Republic of Indonesia
Anak Agung Gede Oka Wisnumurti, I Putu Eka Mahardhika 815

The Administration of Development and the Fourth Industrial Revolution: the Transformation of Management of the Life and the Nation and State
Murdiansyah Herman, Murakhman Sayuti Enggok 823

The Role of the Local Government in Monitoring and Maintenance Bridges, Learning from the Case of the Collapsed Bridge in Nusa Lembongan Bali
Nyoman Diah Utari Utari Dewi, V. Rudy Handoko 834

Revitalization of Batu Songgan Traditional Village in Sustainable Development
Mimin Sundari Nasution, Risky Arya Putri 857

Azwar Anas and Innovation in Local Government:
A Phronesis Leadership Study

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Abstract

Phronesis leadership is the extraction of Aristotle's philosophy which involves judgment from the individual leader in determining the good value of reality. This article aims to analyze leadership practice in developing countries, qualitatively using 6 criteria of Nonaka's et al (2018) frameworks. The purpose of this article is to find out how Azwar Anas's phronesis leadership in Banyuwangi, Indonesia, can produce service innovations such as the "Lahir Procot Pulang Bawa Akta" program and Banyuwangi Ethno Carnival (BEC) and observe the dynamic process that arises. The results of this study indicate that Azwar Anas succeeded in expressing 'common good' by understanding reality and using his political abilities to influence the organization and its population, creating 'Ba', and articulating the desirable future.

Introduction

While leadership skill is considered to be matter in improving the performance of public sector organizations (Andrews & Boyne, 2010), but the debate is still underdeveloped compared to business administration studies (Orazi, Turrini, & Valotti, 2013). Innovation in public services are also more urgent than ever before but gain little in the way of rigorous research on the political dynamics of bringing about public service innovation (Hambleton & Howard, 2013). This article contributes to which enrich the leadership theory by providing actual practice of how innovation could occur in the public sectors especially in a developing country

The purpose of the article is to analyze how practical wisdom (phronesis) in the local government could produce innovation using six criteria of wise leadership provided by Nonaka, Nishihara, and Kawada (2018). Azwar Anas was considered to be one of the most recognizable leaders in Indonesia who well known for his innovation in the public sector. His leadership gains much attention after the launch of the Banyuwangi Ethno Carnival and Lahir Procot Bawa Akta Program to get several rewards from the national level to the international level. Thus, it is important to understand the dynamic process behind these innovations.

The article organized as follows: First, we discuss leadership in part on innovation in public organizations. The second part will highlight several important information about the subject of the article, Azwar Anas. The third part will present the methodology of the article, The fourth paer will be disscussion and finding. The last part will be closed by a conclusion.

Conceptual Framework

Leadership is broadly defined as a process of influencing (Gespersz, 2007). Leadership can also be defined as an action rather than a position, as Mc Gannon suggested in Adair (2006) "*leadership is action, not position*". Yulk defines leadership as processes to influence the interpretation of an event to followers, target choices for groups or organizations, organizing to achieve goals, motivation, cooperation, and obtaining support from people outside the group (Yulk, 1998). Many scholars have researched the leadership literature which includes transformational, authentic, spiritual, and strategic leadership.

Burns classifies leadership into two types: transactional leadership and transformational leadership (1978, within Elenkov, Judge, & Wright, 2005). The two leadership styles differ in their relation to the process by which leaders motivate subordinates as well as in the types of goals set. Kuhnert and Lewis (1987) explain it in simpler language, that transactional leaders practice exchanges with workers depending on their performance, and transformational leaders make an impact on staff and modify their goals. Kim and Yoon (2015) mentioned that transactional leadership is still important to accelerate cultural change in organizations. On the other hand, transformational leadership styles, and styles that are more dedicated to motivating employees, taking risks and including others in decision making are also considered important by public personnel (Ricard, Klijn, Lewis, & Ysa, 2017).

Another scholar has study authentic leadership. Authentic leadership is a pattern of leader behavior that draws upon and promotes both positive psychological capacities and a positive ethical climate, to foster greater self-awareness, an internalized moral perspective, balanced processing of information, and relational transparency on the part of leaders working with followers, fostering positive self-development (Walumbwa, Avolio, Gardner, Wernsing, & Peterson, 2008). According to Whitehead (2009), an authentic leader is one who: (1) is self-aware, humble, always seeking improvement, aware of those being led and looks out for the welfare of others; (2) fosters high degrees of trust by building an ethical and moral framework; and (3) is committed to organizational success within the construct of social values.

Another paradigma lays in the spiritual aspect of the leadership. Fry (2005) defines spiritual leadership as comprising the values, attitudes, and behaviors that are integral to an endeavor of intrinsically motivating self and others to enhance experiences of spiritual survival through calling and membership. Gotsis and Grimani (2017) argue that spiritual leaders draw on spiritual values to display inclusive behaviors and promote inclusive practices that mediate the positive relationship between spiritual leadership and inclusive climates. A spiritual leader is expected to cultivate follower's capabilities, allow workplace integration of identity groups, as well as harmonize multiple, intersecting and stigmatized identities, no more considered an impediment to personal fulfillment and career advancement.

However, this article argue that wisdom is embedded within transformational, authentic, religious (Tredget, 2010), and strategic leadership, because they carry out cognitive processes based on values (Lambright & Quinn, 2011) in making judgments, as McKenna, Rooney, & Boal (2009) state that wisdom is the key characteristics to leadership.

Phronesis Leadership

In carrying out their duties, the organization's leader will face a situation that is dilemmatic, ambiguous, and shocking, so that it is necessary to take action based on judgment, which is understood as *phronesis* in Aristotle thought, which means practical wisdom (Shotter & Tsuoukas, 2014). Rooney, McKenna and Liesch's (2010) who searched for evidence through literature, discovered five principal elements of wisdom: 1) wisdom is based on reason and observation; 2) incorporate non-rational and subjective elements into the assessment; 3) directed towards authentic human and wholesome results; 4) it is articulating, aesthetic and intrinsically beneficial; and 5) practical wisdom.

The conception of phronesis leadership has roots in the theory of Knowledge-creation (Nonaka & Takeuchi, 2011), by balancing knowledge based on subjective judgment (*tacit*) and knowledge that can be rationally concluded clearly (*explicit*). *Tacit* is obtained based on experience by making quietly observations of a phenomenon, while *explicit* is objective knowledge that can be expressed in words, sentences or numbers. Aristotle also identified *episteme*, or universally valid scientific knowledge, and *techne*, or skill-based technical know-how. If *episteme* is know-why and *techne* is know-how, phronesis is know-what-should-be-done. Furthermore, conversion between two types of knowledge – *tacit* and *explicit* - facilitates the creation of new knowledge, demonstrated through the SECI model in consists of four dimensions (socialization, externalization, combination, and internalization) (Nonaka, Toyama, & Konno, 2000).

To sum up, practical wisdom (Nonaka & Takeuchi, 2011) is tacit knowledge acquired from experience that enables people to make prudent judgments and take actions based on the actual situation, guided by values and morals. Thus, it is an experiential knowledge that enables people to make ethically sound judgments. Phronesis also enables managers to determine what is good in specific times and situations and to undertake the best actions at those times to serve the common good.

In line with this definitions, Shotter dan Tsuoukas (2014) argue that phronetic leaders, are people who, in their search for a way out of their difficulties, have developed a refined capacity to intuitively grasp salient features of ambiguous situations and to constitute a "landscape" of possible paths of response, while driven by the pursuit of the notion of the common good. According to Küpers & Statler (2008), phronesis must be seen as an individual-level phenomenon, a trait or ability acquired through long experience. A phenomenological understanding of wisdom requires a systematic expression of "sensing" and "intention" as consideration.

Driven from SECI model, Nonaka, Nishihara, and Kawada (2018) developed an updated version of six abilities that phronesis leadership should conduct: (1) challenge a good objective; (2) observe reality; (3) create Ba; (4) articulate a narrative; (5) maneuver the objective; and (6) foster phronesis. The first is the ability to set a good goal and make judgments on its degree of goodness. This process required tacit and explicit knowledge. The second ability is to perceive reality as it is, and this allows one to correctly and quickly recognize constantly changing situations, and to sense what lies behind phenomena to envision the future (grasp the essence). The third ability is to create "Ba," which is the

Japanese word for a place, space, or field. Ba defined as a shared context. A leader with practical wisdom exercises this ability to find, locate, gather, and place appropriate personnel in a timely fashion, and furthermore works to create Ba with empathy and resonance.

The fourth ability is the capacity to articulate the essence behind phenomena and contexts into narratives (communication skill). This is the ability to grasp the essence, conceptualize, and create a narrative by linking micro concepts to the macro context as a convincing vision and narrative for the future. The fifth ability is to exercise political power to achieve an envisioned story. This is the ability to bring people together, spur them into action, to combine and synthesize everyone's knowledge and efforts, and to pursue goals by choosing and utilizing the power and rhetoric suited to each situation with shrewdness and determination. The sixth ability is being able to promote phronesis in others (distributed) to build an organization that is resilient and responds flexibly and creatively to any situation for its good. These six abilities will be used to analyzed leadership practice throughout the article.

Leadership And Innovation In Local Government

Leadership skills truly do matter in improving the performance of public sector capacity (Andrews & Boyne, 2010), and it is highly likely that the optimum leadership style is an integrated one that behaves as transformational, and moderately leveraging transactional relationships with their followers, and preserving integrity and ethics (Orazi, Turrini, & Valotti, 2013).

While leadership study tends to emerge in the 1960s, leadership study in the public sector was not gain much attention from many scholars until the 1990s, when Larry Terry publish *Leadership of Public Bureaucracies: The Administrator as Conservator* in 1995 (Wart, 2003). Thus, public sector leadership is emerging as a distinctive and autonomous domain in public administration/public management studies, although the debate is still underdeveloped compared to business administration studies (Orazi, Turrini, & Valotti, 2013).

Orazi, Turrini, and Valotti (2013) who sought through literature find different specific aspects between the public and private sector leadership. 1) Public sector tend to have more complex and ambiguous goals than private sectors, 2) Public sector are more judge to moral rules, 3) work satisfaction remains low in the public sector (Wart, 2003) but recent literature by Lindorff (2009) has found that aggregate satisfaction levels are actually similar, 4) money are less motivating than private, 5) stakeholders can exercise greater control over public sector leaders than over their private sector, and 6) while private leaders are motivated by power, public sector leaders are motivated by achievement (Andersen, 2010).

Many leadership theories emerged from the public sector, including phronesis leadership. Ding, Choi, & Aoyama (2018) conduct research at Chinese innovation firm, find that wise leadership has positive effects on organizational innovation performance (Popadiuk & Choo, 2006), and knowledge management (KM) also has mediating effect between wise leadership and innovation performance (Chen & Huang, 2009). As Nonaka and Toyama (2007) comprehensively considering phronetic leadership has an advantage ability to synthesizing knowledge and assets for decision-making (Darroch, 2005). Darroch (2005) also presents empirical evidence that a firm with a knowledge management capability will use resources more efficiently and so will be more innovative and perform better.

Demircioglu & Audretsch (2018) who study innovation at Australian public personnel, find that innovative behavior and cooperation, along with collaborating with important external sources and the ability to work in a complex environment, are positively associated with complex innovations in the public sector, suggesting that the influences on complex innovations span the individual, workgroup, and external environment levels. However, an organization's leadership quality and innovation climate do not have any statistical effect on complex innovations. However, Elenkov and Manev (2005) find that the socio-cultural context directly influences leadership and moderates its relationship with organizational innovation.

Method

This study uses secondary qualitative data because participant observation was not possible. Personal and life documents include documents, electronic sources, and interview archives had been used to gain greater insight into people's way of life and to help us understand their behavior. The source and the material tend to be highly valid.

Results and Discussion

Azwar Anas, Banyuwangi, and Innovation

Azwar Anas is the current leader of the Banyuwangi regency. Anas was born and raised in Banyuwangi on August 6, 1973, a graduate of the master's degree literature program from the faculty of social and political sciences at the University of Indonesia. His political career began when he joined the Religion Based Political-Party (PKB) and ran for the national legislature in 1999 but failed. In 2001 Azwar assumed the position of deputy party secretary at the national level (Viva.co.id). He ran again as a member of the national legislature in 2004 and was elected to represent the electoral area 3 in East Java, including Banyuwangi, Bondowoso, and Situbondo, and gain 135,377 votes. After occupying the national legislature from 2004 until 2009, Azwar ran for the next general election but was not elected. Then he decided to return to Banyuwangi and take part in the general election as a candidate for the Bupati (leader of rural and sub-urban areas equivalent to the mayor) and was elected to serve the community from 2010 to 2015. In the next election for the leadership of 2016 to 2021, Azwar was re-elected as Banyuwangi Regent with 86% of votes.

Banyuwangi Regency, where Anas is in charge, is located in the easternmost part of the island of Java and is the largest district on the island of Java with its territory covering 5,782.50 km^2 or 578,250 Ha. On the coast of the Banyuwangi Regency, there is the Ketapang Port, which is the main link between the island of Java and the island of Bali (Gilimanuk Port). Banyuwangi was formerly known as a city of "*santet*" (a black magic practice) because of a certain incident, but now Banyuwangi has several new nicknames that are more famous, for example, The Sunrise of Java because it is the first area exposed to sunlight on the island of Java. Another nickname is the city of Gandrung which is a traditional dance and became the mascot of Banyuwangi.

Banyuwangi has a government budget of 3.1 trillion in 2019 to serve a population of 1,735,845 people. The budget is large compared to regions that border directly with Banyuwangi such as Situbondo, Bodowoso, and Jember. The majority of Banyuwangi residents work in agriculture, animal husbandry, or fisheries with a percentage of 19% of the total population. Human Development Index in Banyuwangi was scored 64.54 in 2010 and increase to 70.06 in 2018.

In the first period of his leadership, Azwar has launched various programs in tourism such as the inauguration of Blimbingsari Airport, free education, holding Banyuwangi Ethno Carnival cultural events, Banyuwangi Jazz Festival, Tour de Ijen, and Banyuwangi Festival, as well as Banyuwangi tourism planning with the concept of eco-tourism, and have already considered successful by getting various national scale awards.

Azwar regarded as one of the "regional leaders" who were successful in leading and receiving various acknowledgments, one of which was an award for exemplary leader award by Tempo Magazine (2017), and the Satya Lencana Karyabhakti Praja Nugraha award for its good governance performance (Tribun Bali, 2017). In his first period, until 2016, his leadership succeeded in getting 72 national and international awards (Tribun Surabaya, 2016). The main problem in Indonesia is that innovation success is usually inherent in the leader, who when he is not in the office, there is a possibility that the achievements and innovations that have prevailed will stop (Pramusinto & Purwanto, 2018). For these reasons, it is important to see how such leadership is successfully carried out and how it can produce changes that serve as valuable lessons to other leaders.

The birth of Innovation: What Is Good And What Is The Essence

Shotter and Tsoukas (2014) have argued that making phronetic judgments requires deliberative imagination: emotionally responsive attunement to the situation at hand; focusing on concrete particulars in such a way as to see each one of them as a “something” within a larger whole; bringing forth experience to the present context. The dichotomy between fact and values should be abandoned due to its lack of realism. The leader needs to see the decision as a whole to get a more comprehensive understanding of reality (Melé, 2010).

Culture becomes an important value for Azwar Anas. He often cites as an example of how developed countries in Asia such as Japan, China, and Korea preserving their respective cultures (Merdeka.com, 2018). He believes that to become a developed country, the first thing to do is preserving the culture. This thought was obtained by Anas by researching the actual condition in other countries. Also, he tried to emerge his cultural value as a new identity from Banyuwangi. "For Banyuwangi, culture and tradition are not in the past, but preserved in the future," he said in the opening speech of the Angklung Paglak

Festival which was held in the field in front of Banyuwangi Airport on Saturday (4 / Aug / 2018). Realizing the potential of his culture, Anas manages to propose it into a tourism platform. These ideas embed within the Banyuwangi Ethno Carnival (BEC) annual agenda, which was held for the first time in 2011. This event is a form of tourism innovation that has received a variety of recognition and appreciation.

Another innovation is the "*lahir procot bawa akta*" program. The term " *lahir procot bawa akta* " can be translated as *Lahir*, which means the person who is giving birth, while *Procot* itself come from Javanese terminology, which means to come out from within. So, it can be interpreted as "a newborn baby is immediately made a birth certificate on that particular same day" (Liputan6.com, 2014). This program was born from the past of Abdullah Azwar Anas because many children in Banyuwangi did not have a birth certificate after the child was born. While a birth certificate is a basic document that will be the basis for obtaining rights as citizens. This can be understood in the conception of phronesis as the ability of the leaders to judge and create good goals.

Innovation is the process of ideas (Lewis, Ricard, & Klijn, 2017), results, and products of efforts to develop and introduce new and better ways of doing things (Hughes, Lee, Tian, Newman, & Legood, 2018). "*Lahir procot bawa akta*" program changes the procedure for birth certificate services that were previously complicated, to be easy, sure, fast and also free (JIPJATIM, 2016). Before this program is available, the community that takes care of a birth certificate must first take a Family Card (usually 2 weeks). Then take care of the birth certificate at the Department of Population and Civil Registration with one month of service. Now, birth certificate services are served by health facilities where babies are born or sub-districts, so people do not need to come to the Department of Population and Civil Registration. Parents only need to prepare a copy of their identity card, a copy of legal proof of marriage, and on that day also get an update to their population data. Using ICT, the applicant must be verified by the operator of the health facility to get the data uploaded into the online system (http://akta.banyuwangikab.go.id). In 2016, it reached 70.88% in the implementations according to the Department of Population and Civil Registration of Banyuwangi Regency (2018).

These two innovation is concerned with creating products and services that have economic value in markets (Popadiuk & Choo, 2006). Within BEC, it lays potential economic activity that desired to increase Banyuwangi citizen's income throughout tourism activity. In line with this assumption, the "lahir procot bawa akta" program wants to solve specific problems that predicted to be social constraints in the future. Knowledge creation, indeed, is a process of internalization of tacit and explicit knowledge to understand the problem and to define what is good, and than externalization it.

Preserving The Innovation: Articulate The Essence, Exercising Political Power, And Creating Shared Contex

As Shotter and Tsuoukas (2014) mention above, in carrying out their duties, the organization's leader will face a situation that is dilemmatic, ambiguous, and shocking, so that it is necessary to take action based on judgment. Conducting the BEC program was never be easy for the first time. Anas must face resistance to organizing the festival. BEC received criticism from the local legislature where they argued that holding the festival could disrupt basic services (Merdeka.com, 2018). International Tour de Banyuwangi Ijen (ITdBI) is a tourism event in the form of cross-field bicycle sports activities passing through tourist destination locations in Banyuwangi. ItdBI which is part of the BEC was criticized because it used massively many public personnel to be involved in the preparation of the event. Using his political power, Azwar responded to this criticism by arguing that the involvement of public personnel was necessary, and that was also a form of integrity. On that statement, Anas won praise from the bureaucratic reform ministry. Furthermore, Anas invited all structures in the government to the lowest position, to be involved and collaborate in providing support for the festival. This is was proof, of how Anas's expertise in politics. Küpers and Statler (2008) who used the integral model in their research argue that practical wisdom involves a capacity to integrate and balance various levels, dimensions, and apparent opposites. Wisdom brings together separated processes of logical knowing and reflection, integrating them more comprehensively through enactment.

Another problem occurs in the 2nd edition of the festival. Fashion Carnival, which is also part of the BEC, is a fashion show event that combines traditional and modern culture. this also gets criticism (DetikNews, 2012). The protest came from local artists. They questioned the decision to choose the pink color in Barongan (traditional mask art). According to them, that action changed the essence of Barongan. The masks suppose to look scary, not sweet. Anas resolved the problem by sending the creative team behind the festival to dialogue with local artists. The meeting agreed to change the color of Barongan to red. The team also put the protester as a judge in the fashion show. With that strategy, the protester turns into a supporter. This was the evidence that not only able to distribute the phronesis, he also capable to communicate the essence of the festivals.

BEC, which was held from 2011 to 2019, this article argues that it has functioned as a shared context and played an important role in providing space for interaction between government, and society. Professor Nonaka in his interview with Kawamura (2016), describes one of the characteristics of ba (shared context in motions) is shared objective, not onlookers (commitment). This was proofed by the support of the people, and by the result of Anas election in the next couple of years from that time. Banyuwangi Festival managed to get a good reception because of its flexibility to accommodate the wishes of the community and invite them to get involved in it.

Azwar Anas believes that the tourism sector will be resulting many positive impacts on society and creates economic growth in the community. As the result indicates that in 2017, the number of domestic tourist arrivals coming to Banyuwangi increased to 4.9 million people and foreign tourists numbered 989,700 people. This number increased from the year 2010 which is 497 thousand domestic tourists and 5,202 foreign tourists (Kabupaten Banyuwangi, 2019). This contributed to the increase in regional income per capita from Rp. 20.8 million / person / year in 2010 to Rp. 41.5 million / person / year in 2017.

The most noticeable impact is the increase in homestays managed by residents who have jumped to 300 in 2017. The homestay managers are now starting to offer traditional attractions such as making hospitality, presenting gandrung dances, traditional food, and trips to agricultural sites (Kompas.com, 2018). Through the festivals, Azwar Anas has managed to change the mindset and perspective of the community to see tourism as a valuable commodity and increase community participation to help promote it. By January 2016, BEC gain international recognition from UNWTO for “UNWTO Awards for Excellence and Innovation in Tourism” in Innovation of Public Policy and Governance category (UNWTO, 2016).

Conclussion and Lesson learned

This article tries to explain how Phronesis Leadership could produce innovation through 6 criteria provided by Nonaka. The results of the study indicate several considerations. First, Phronesis Leadership can be found within the public sector organization. In defining the good goals, the leader considers through what he believes, experiences, and the future that he desired. Second, the leader articulates the future he wants to achieve clarity. It also involves participation from the community in the event and used it as a platform for sharing contexts. Third, the purpose of the innovation is to overcome specific problems, accelerate the service process to be easier and also effective. it represents how he grasped the essence of reality then translating it into actions. Fourth, innovation in the public sector requires more complex handling, and rapid response from leaders, because it involves public scrutiny. An appropriate political power to a particular situation is needed to guarantee the fate of the innovation.

In sum, to produce innovation, leaders must be able to express "common good" by understanding existing realities, articulating the future they want to achieve in clarity, and using their political power to support the innovation, and providing a space for interaction between government and society in efforts to support share context.

The study limits in the unbalance data between the two cases. It is reflected through how the "*lahir procot bawa akta*" program received little attention in the discussion. Furthermore, general conclusions may be debatable depending on the method used. For future study, the research may concentrate on gaining a better understanding of what considerably importance for public leaders in determining what is good, and what factors influence it, and how he proceeds it.

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Evaluating The Performance of Flood Prevention Programs in Bandung Regency: Using Logic Model

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Abstract

In this era of, the public gives more attention to the achievements of government performance, including the regional government. One of the problems is the repeated floods in the Citarum Watershed. However, because disaster events can occur at any time with different locations, there are difficulties for regional leaders and their staff to measure and evaluate the quality and performance of the disaster management programs that they have carried out, especially in situations of emergency response. The large flood of Upper Citarum has damaged buildings and disrupted infrastructure functions due to 12,654 buildings submerged and damage such as potholes and foundation damage many local roads and the closure of a number of schools and other social buildings. Evaluation of the performance of disaster management programs is needed in order to know program performance to develop and to increase capacity and services performed. This study will expose what has been done by the Bandung District Government to overcome the problem of flooding in the Upper Citarum watershed during the last 3 years and evaluate the performance of the Bandung Regency Government to tackle the problem of floods that have recurred in that area using Logic Model.

Keywords:
flood management; logic model; program evaluation

Introduction

In this era of transparency, the public gives more attention to the achievements of government performance including local government performance in disaster management program. According to Lehtonen (2005) there is an increasing interest in the use of evaluation of government policies relating to the environment due to the pressure on the public sector to increase accountability and the relationship between environmental policies and sustainable development. Previous studies show there is a political problem if the government is less successful in handling disasters. For example (Akbar & Aldrich, 2015) concluded that flooding in Pakistan has a negative influence on people's perceptions of leadership and studies (Nicholls & Picou, 2013) revealed about the negative effect of

Hurricane Katrina on the level of community trust in the government and the level of community satisfaction. However, (Albrecht, 2017) concludes that there is no relationship between disaster management by the government and the level of trust and satisfaction with the government.

Interestingly, more than four decades ago (Poland, 1974) had questioned why public administration paid less attention to the role of evaluation as well (Stame, 2006) which stated that there was pressure on the culture of public administration to undermine the role of evaluation. This pressure has made the need for program evaluation in the United States particularly unclear coupled with the limitations of evaluator and budget capabilities (Hatry, 2013). However, studies show the benefits of performing local government performance evaluations, for example (Busson, 1983) concludes that performance evaluation is one of the government's ways to develop programs and improve performance and also (Kariuki & Reddy, 2017) shows the importance of monitoring and evaluation carried out by local governments and the need for political and regional leadership support for the monitoring and evaluation.

Twigg (2007) states that monitoring and evaluation methods for disaster management receive less attention and less than monitoring and evaluation of matters relating to development. In his notes, he also emphasized that in the evaluation process there is a need for balancing portion between external and internal evaluators and the determination of participants. However, (Hansson, Danielson, & Ekenberg, 2008) concluded that a standardized method for evaluating flood management strategies is needed so that decisions can take effective and efficient disaster management measures. In addition, some studies offer a framework for evaluating local government performance in managing disasters. In the past two decades a number of researchers have sought to determine a framework for evaluating disaster emergency management programs in local government level including (Henstra, 2010), (Dr George Argyrous & Rahman, 2016), (Birnbaum, Daily, O'Rourke, & Kushner, 2016), (Larsson, 2008), (Ritchie & MacDonald, 2010) and (Zantal-Wiener & Horwood, 2010).

Disaster management is a set of policies and practices / activities aimed at preventing, managing and reducing the impact caused by disasters (Henstra, 2005) as well as flood management which according to (Burrel et al., 2007) is a set of activities to prevent and minimize the possibility the effects of damage caused by flood disasters. Initially, public policy only focused on disaster response because disaster was seen as a natural event (Henstra, 2005) while according to (Sutardi, n.d.) flood management policies in Indonesia initially focused on preventing floods from the view of the development of flood prevention infrastructure. However, (Hapsari & Zenurianto, 2016) reveal that there are still weaknesses in the stage of flood disaster preparation and prevention in Indonesia. In addition, based on the Report of the Deputy for Facilities and Infrastructure, the Directorate of Irrigation and Irrigation (Deputi Bidang Sarana dan Prasarana, 2010) in research on flood management policies in Indonesia also concluded that community participation as a stakeholder is still lacking with the government's role still dominant, local government policy on disaster management still very limited in prevention activities. It was further concluded that funding for disaster management is still very dependent on the APBN and APBD of the Province and Regency / City, especially in the prevention and rehabilitation stages.

Several attempts have been made to evaluate the performance of local governments in managing disasters with a diversity of multi-dimensional approaches which is related not only to the evaluation of the program but also to projects, strategies and policies. For example, in the USA, a study by (Aerts, Botzen, Emanuel, Lin, & Moel, 2014) developed a scientific approach to evaluating flood management strategies, by combining storm risk assessment with the level of vulnerability to assets and applying this method to New York City. Another study was done by (Liaw, Tsai, & Cheng, 2006) that conducted an assessment of flood mitigation in Metro Taipei. In addition (Moe & Pathranarakul, 2006) developed an integrated approach to effective natural disaster management by taking lessons from disaster management in Thailand who experience tsunami in 2004 and then continued by (Moe, Gehbauer, Senitz, & Mueller, 2007) who conducted research to the flood disaster management project in Hai Yai City, Thailand using the Balance Score Card (BSC) approach. This study offers a BSC approach to maximize the achievement of the objectives of an activity. Kaushik & Sharma (2012) also conducted research on flood management in India. An evaluation of flood mitigation has also been carried out in Malaysia by (Khalid & Shafiai, 2014) to report the effectiveness of the Flood Delivery System.

The performance of local governments in dealing with disasters is also examined by (Gerber & Robinson, 2009) where they conduct an assessment at the stage of preparation and response to disasters. This study concludes that there are limitations to performance measurement and measurement of the outcome of a disaster management policy. (Col, 2007) also conducted a study and comparison of the role of two local governments, the New Orleans government, and the Qinglong County Government in China. While in Indonesia, research (Ulum & Chaijaroenwatana, 2013) on governance and capacity building of the Bojonegoro Regency Government in overcoming the issue of flooding and Research and (Sari, 2017) on evaluating the effectiveness of the implementation of flood disaster management programs in West Aceh District. Moreover, Study by (Ayumahani & Ruslanjari, 2018) evaluating the assistance of the Japan International Cooperation Agency (JICA) program to the Regional Disaster Management Agency (BPBD) of Sumbawa Regency in the capacity of flash flood disaster management in Sumbawa Regency, West Nusa Tenggara Province.

However, because disaster events can occur at any time with different locations, there are difficulties for regional leaders and their staff to measure and evaluate the quality and performance of the disaster management programs that they have carried out. One of the flood disasters that are of concern to the community is the recurring flood in three districts of Bandung Regency. In the past ten years, although as an internal auditor, the Government Internal Supervision Apparatus (APIP) in this regard, the Bandung District Inspectorate has the capability to carry out an evaluation program when the APIP capability has reached level 3 in accordance with the BPKP Head of Rules as APIP builder No. 16 of 2015 (BPKP, 2015) on APIP's Enhanced Technical Guidelines, the Government of Bandung Regency has not conducted an Evaluation of the Flood Management Program which is a Regional Development Program in the 2016-2020 and 2010-2015 Medium-Term Development Plan.

Research on evaluating disaster management is an important issue, one of the reason is that there are still failures in disaster management (Zantal-Wiener & Horwood, 2010). Although some researchers have evaluated the performance of local governments in flood mitigation programs, few have used a public administration approach. Based on the formulation of the problem above, this study aims to evaluate the extent of program performance from the efforts made by the Bandung Regency Government in tackling floods in the Upper Citarum Watershed with the performance of the Flood Prevention Program in

Bandung District in the last three year. The limitations of the study of the evaluation of disaster management, especially regarding evaluating the performance of local governments on flood prevention programs seen from the point of view of public administration in Indonesia have not been done much, so this research is needed to add empirical evidence on evaluating the performance of a program and is expected to increase the accountability and effectiveness of local governments, especially in terms of flood disaster management.

Methods

The research method used in this study is a qualitative method of a case study approach. According to (Jonker & Pennink, 2010) the core of qualitative research is to identify the characteristics and structure of the phenomena and events studied in their natural context. Then, these characteristics are put together to form a mini theory or conceptual model. Qualitative research requires an 'open' attitude to do so, understanding how others experience their situation. The case study approach generally investigates in depth and involves or explores through data collection to describe a phenomenon to gain an understanding of the phenomenon. According to (Yin, 2015), the benefits of evaluating a case study approach include capturing complexity including relevant changes from time to time, being fully present in contextual conditions and being able to explain how cases are usually planned or ongoing initiation.

The purpose of establishing a unit of analysis clearly is to direct how to answer research questions and set limits to avoid checking everything (Yin, 2015). The main unit of analysis is the Bandung Regency Government while the focus of the research is the Disaster Management Program in Bandung Regency. In this study, the Flood Mitigation Program in Bandung Regency is in 2 (two) Regional Apparatus Organizations (OPD), namely the Public Works Agency and the Regional Disaster Management Agency (BPBD), while in the case of finance it is in the Revenue and Finance Office, the planning function is the Agency Regional Planning and supervisory function at Bandung Regency Inspectorate. This study also uses triangulation where primary data in the form of questionnaires and interviews and secondary data in the form of literature studies and other documents are examined to obtain complete data and support overall analysis. The study covers interpretation and interpretation of data, conducting field research, setting research focus, constructing phenomena and making reports systematically.

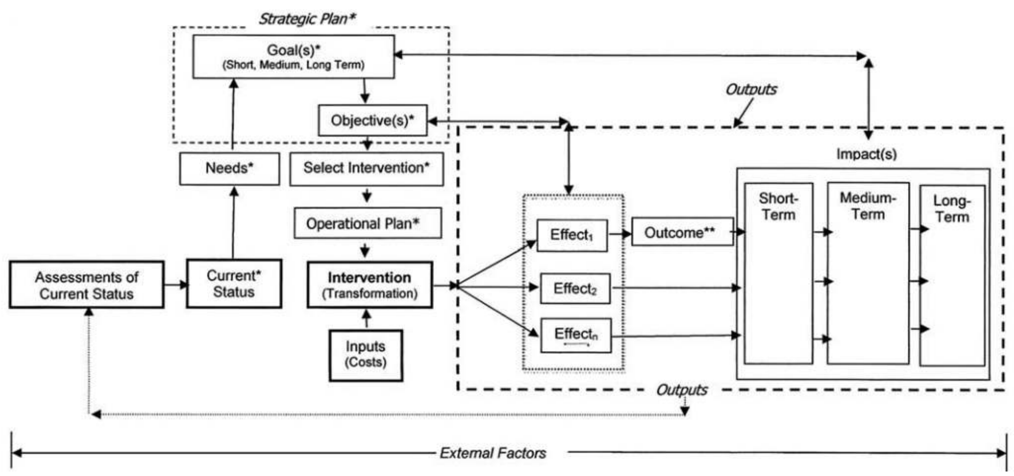
This study uses data collection techniques such as:

1. Literature study to collect research-related literature
2. Interviews with key actors (informants) for data collection
3. Reviewing documents related to regulations on disaster management especially the Flood Management Program in Bandung District, strategic planning documents and annual performance plans, performance agreements, performance accountability reports for the last 10 years starting from the district level up to the OPD level, activity reports related to the Program Flood Management, financial accountability reports, district-level risk registers and OPD levels.

This study uses the Disaster Logic Model (DLM). According to (Birnbaum et al., 2016) although there have been many studies conducted to evaluate disaster management programs, there are limitations in evaluating several intervention activities related to disaster because it is difficult to do randomize control trials (RCT). DLM emphasized the importance of research related to interventions on disaster management in order to get the development of standards and best practices and accountability of a program. Birnbaum et al (2016) offer a DLM where the term logic model was first used by Wholey in 1979. This research is motivated by the absence of a logic model that can be applied appropriately in evaluating interventions carried out before, during and after a disaster or other emergencies. The DLM is inspired by the University of Wisconsin Logic Model which has been used to evaluate educational programs, as shown in the example in Figure 4. Based on (Birnbaum et al., 2016), the differences between ordinary logic models and DLM are:

- DLM links the goals and objectives of an intervention with identified needs
- DLM links the effects of interventions with goals and objectives
- DLM links results to the objectives of the intervention
- DLM links impacts to the overall objectives of an intervention

Figure 1.
Disaster Logic Model



Source: (Birnbaum et al., 2016)

Results and Discussion

In 2011, Bandung Regency was ranked fourth in the Indonesian Disaster Hazard Index (Lilik, Yunus, Muhammd, & Narwawi, 2011) as a district in Indonesia with high category of disaster-prone classes and 12th for the Flood Prone Index with high categories. Bandung Regency based on the Report (BNPB, 2016) has a risk of flooding with 419,647 fatalities, physical risk valued at Rp1,697,137,000,000.00 in the high category and economic risk worth Rp538,200,000,000.00. This problem has occurred since 1931 so it requires a thorough and serious treatment (Hidayat, Murtilaksono, Wahjunie, & Panuju, 2013). Some of the sub-districts affected by the flood are located in the Upper Citarum River Basin (DAS) where the Citarum watershed in 2013 was the third polluted region in the world based on reports from Green Cross Switzerland and Blacksmith (Blacksmith Institute, 2013). In addition, in 2016 there was a drastic increase in flood events, the number of people affected by floods and a surge in refugees as a result of the disaster flooding as shown in the table 1 below, however flooding due to annual overflow of the Citarum River still occurs in the Baleendah, Bojongsoang and Dayeuhkolot areas and inundates more than 1,500 houses in 2019 (Liputan 6, 2019).

Table 1.
Number of Events and Flood Victims in Bandung Regency
(For The Year 2012 – 2017)

Year	Flood Incidents	Victim	Evacuee
2015	12	20.155	316
2016	55	124.413	5.694
2017	19	54	16

Source: BPBD Bandung Regency

The Performance of Bandung Regency Government indicators for the 2014 Flood Control Program were not presented in the Bandung District Government Performance Accountability Report (P. K. Bandung, 2015) while in 2016 the Bandung Regency Government performance indicators for the Flood Control Program were programs to achieve the target: "increasing efforts to handle flooded communities "with a budget realization of Rp. 9,221,532,760.00. Even though it has reached 92.43% of the realization target previously set but based on the 2016 Performance Accountability Report (P. K. Bandung, 2017b) the efficiency value of achieving the target performance is only 54.34%. It can be stated that the process of achieving performance on this target for 2016 carried out through the Flood Control Program has not been carried out efficiently. In the 2017 Bandung District Performance Report (Bandung, 2017) it was also stated that the handling of annual flooding was not optimal and the target achievement of targets for “increasing efforts to deal with flooded communities” had not been met.

Regulations and legal basis for managing disaster management in general in Indonesia in general and Bandung Regency in particular uses the applicable provisions as follows:

1. Law Number 24 Year 2007 (P. Indonesia, 2007a) Regarding Disaster Management Disaster Management. The law in principle regulates the stages of a disaster including pre-disaster, during emergency response and post-disaster. This law contains the main provisions in implementing disaster management, including:
   a) The implementation of disaster management is the responsibility and authority of the Government, and the Regional Government which is carried out in a planned, integrated, coordinated and comprehensive manner.

b) Disaster management in the emergency response stage is fully implemented by the National Disaster Management Agency (BNPB) and the Regional Disaster Management Agency (BPBD).

c) The implementation of disaster management is carried out with due regard to the rights of the community including obtaining assistance in meeting basic needs, social protection, education and skills in disaster management, as well as participating in decision making.

d) Disaster management activities carried out by providing broad opportunities to business institutions and international institutions.

e) Supervision of all disaster management activities is carried out by the Government, Regional Governments and the community at each stage of the disaster so that there are no irregularities in the use of disaster management funds.

f) The government is responsible for disaster risk reduction and the integration of disaster risk reduction with the implemented development program.

2. Law Number 26 of 2007 (P. Indonesia, 2007b) Concerning Spatial Planning. Spatial planning based on disaster mitigation is needed in Indonesia considering that Indonesia is in a disaster-prone area. Article 33 states that in the preparation of water resources stewardship considerations, among others, meteorological, climatological, geophysical, and availability of water resources infrastructure, including drainage network systems and flood control.

3. Government Regulation (PP) No. 21 of 2008 (P. Indonesia, 2008b)concerning the Implementation of Disaster Management which regulates the implementation of disaster management including the pre-disaster stage, during the emergency response, and post-disaster. The implementation of disaster management in the pre-disaster phase includes:

   a) in a situation where there is no disaster; and

   b) in situations of potential disaster.

4. Government Regulation of the Republic of Indonesia Number 22 Year 2008 Regarding Funding and Management of Disaster Relief which includes:

   a) sources of funds for disaster management;

   b) use of disaster management funds;

   c) disaster relief management; and

d) supervision, reporting and accountability of funding and management of disaster relief.

This Government Regulation also regulates disaster management funds in the post-disaster phase which includes rehabilitation and reconstruction activities (P. Indonesia, 2008a) .

5. Presidential Regulation No. 08 of 2008 concerning the National Disaster Management Agency states that BNPB has the task, among others, to provide guidance and direction to disaster management efforts that include disaster prevention, emergency response management, rehabilitation, and reconstruction fairly and equally and report the implementation of disaster management to the President once a month under normal conditions and at any time in a state of disaster emergency (P. R. Indonesia, 2008).
6. Bandung Regency Regulation No. 11 of 2010 (P. K. Bandung, 2010) concerning the Establishment of the Organization of the Bandung Regency Regional Disaster Management Agency
7. Bandung Regency Regulation Number 2 Year 2013 (P. K. Bandung, 2013b) concerning the Implementation of Disaster Management in Bandung Regency
8. Regent Regulation Number 23 of 2013 (P. K. Bandung, 2013a) concerning the Distribution of Authority, Duties and Functions of Regional Work Units in Disaster Management in Bandung Regency.

This study adapted the Disaster Logic Model from (Birnbaum et al., 2016), by evaluating the performance of the Bandung district development program, the flood prevention program in the strategic planning document 2016 - 2021 with the following evaluation steps:

1. This study conducts an initial assessment and obtain preliminary information on the existing conditions through document evaluation and literature review, as an example of an assessment of the initial conditions before the intervention, infrastructure damage caused by the disaster or the health condition of the affected community.

   In the territory of Indonesia, the potential for flooding is caused by approximately ten percent of the 5,590 main rivers in Indonesia (Deputi Bidang Sarana dan Prasarana, 2010). Meanwhile, repeated major floods in the upstream area of the Citarum watershed occurred in 1931, 1984, 1986, 2005, 2007, 2010 and 2012. Specifically in the Bandung

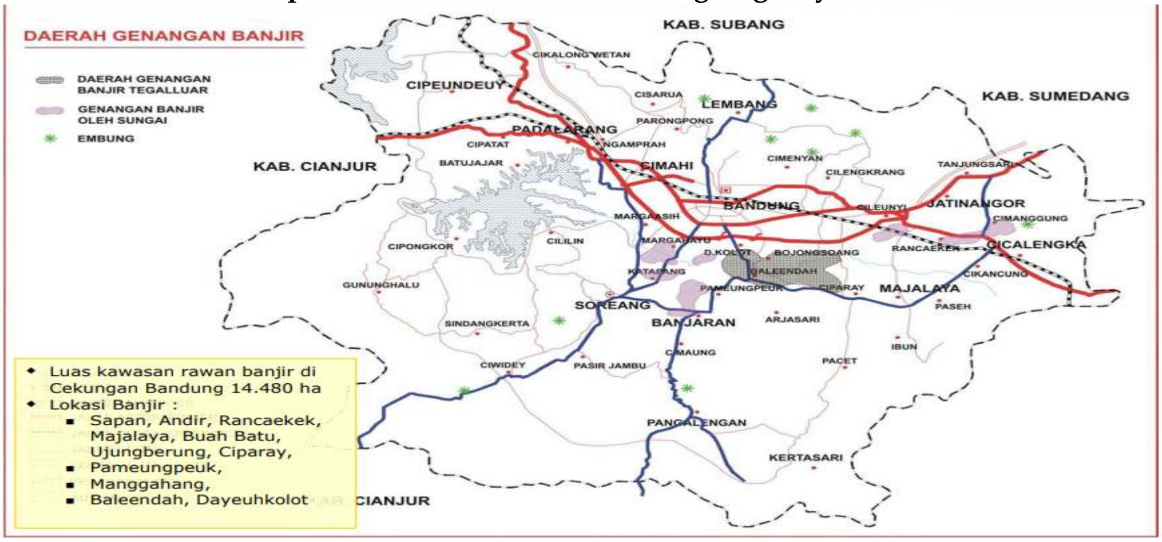
Regency area, in 2015 there were 12 floods spread in 22 sub-districts in 2016 and 2017 as many as 55 and 19 times respectively (BPBD Kab Bandung, 2017). In general, flood-prone areas have three main causes of flooding, namely floods originating from activities carried out by humans, floods that occur due to natural events and the third cause is floods caused by environmental degradation. Meanwhile, upstream areas that are bare, excess water use and resulting in land surface declines and poor habits of the people who live around rivers are some factors that contribute to flooding in the Citarum watershed according to (Arief, 2013). In addition, changes in land use in the upstream Citarum watershed from forestry to agriculture also triggered flooding in the South Bandung area.

Flooding in the Upper Citarum has caused damage to the building and disrupted the function of infrastructure due to 12,654 buildings submerged and caused damage such as potholes and damaged foundation on many shoulders on local roads and the closure of a number of schools and other social buildings. Coupled with the frequency of flood disasters in the Bandung Regency region is classified as high where in the period October 2013 to September 2014 (within one year) floods occurred 128 times, and the still vast area of potential flooding where in 2014 reached an area of 14,91790 Ha (BAPPEDA Kabupaten Bandung, 2015).

Muhamad, Sekarningrum, & Yusar (2017) research on the dimensions of social capital in three districts in Bandung Regency shows that after the flood there was a decrease in the level of trust in the government due to suspicion of manipulation and delay in the provision of aid. While the level of trust between communities is still quite strong but there is a weakening. Weakening also occurs in the norm dimension because people are starting to depend on government assistance. However, a positive thing for the network dimension is the formation of local communities in flood management. Meanwhile according to (Istiani, 2016), the health condition of the people who experienced flooding in Baleendah suffered from itching, fever, flu, water fleas and aches, with the total value of the economic loss of the community during 2015 amounting to Rp1,282,906,077,421.00.

Figure 2 shows a broad map of flood disaster areas along the Citarum watershed which covers three sub-districts in the Bandung Regency region, namely Bale Endah, Dayeuh Kolot and Bojongsoang Districts.

Figure 2.
Map of the Flood Area in Bandung Regency



Source: Bandung Regency RPJMD 2005-2010

One of the infrastructures associated with flooding is the drainage network. In 2014, out of 398 km of drainage in Bandung District, 311 km of drainage was blocked, in other words only 78.06% of drainage was in good condition while road infrastructure was in good condition at 54.28% and the volume of waste handled was 31.23% (BAPPEDA Bandung Regency, 2015). Another thing related to environmental conditions related to flooding is the percentage of critical land planted in 2014 only reached 49.15%. The report also describes the achievement of the 2010-2015 RPJMD target where the fifth mission is to increase the availability of infrastructure and integrated spatial planning with the goal of increasing the fulfillment of infrastructure and the basic area with performance indicators of the percentage of roads that guarantee vehicles can run safely and comfortably from flooding. has not been shown so that researchers cannot know the achievement of the achievement of these targets. While in 2014, the Flood Control Program at the Bandung Regency Water Resources Office (SDAPE) with a program indicator of regional scale and city scale drainage management with a budget realization of Rp11,218,186,000.00 had a performance achievement of 232.8% with financial realization 56.65%.

2. This study determine what needs assumptions are needed. In this case the needs (needs) are interpreted as the difference between resources or infrastructure needed to achieve certain goals with goods and services needed to meet these requirements.

   According to (Deviana, Kridasantausa, & Suryadi, 2011) some strategies that can be applied to tackle floods in West Bandung regency are divided into short, medium and long term strategies as follows:

   A. Short Term Strategy

   - Opening opportunities for maintenance Fund Sharing with private parties for the costs of building and maintaining flood control buildings,
   - provide facilities for non-pollutant industries in applying for an extension of business licenses.
   - Arranging an Incentive Mechanism for Agricultural Activities in Accordance with Conservation Rules

   B. Medium-Term Strategy

   - Develop an Environmental Services Mechanism for the Management of Conservation-Based Watersheds
   - Restrictions and Control of River Border Space and Flood Plain with vertical Area Development.
   - Evaluation of Borderline River according to its Characteristics

   C. Long-Term Strategy

   - Flood Proofing
   - Relocation of Settlements on Existing River Border.
   - Disincentive Mechanisms in the Form of Order and Progressive Taxes
   - Development of Early Warning Facilities and Emergency Response Mechanisms
   - Flood Disasters, in the context of Mitigation and Adaptation Efforts to Climate Change

3. Reviewing the strategic planning. In this case the strategic plan is a document used to communicate with the organization, organizational goals, actions needed to achieve these goals and all other important elements developed during planning activities (Strategic Planning Basic as cited in Birnbaum et al (2016)). The outcome of the

intervention is the achievement of the level of function stated in the intervention's objectives.

Bandung Regency Government in the past ten years has made efforts to reduce the occurrence of flooding in the region. These efforts are stated in the Regional Medium-Term Development Plan (RPJMD) for 2010 - 2015 which has established the Flood Control Program.In the Bandung Regency RPJMD 2010 – 2015 (Pemerintah Kabupaten Bandung, 2011) there are Flood Control Programs and Emergency Management Programs which are Regional Development Programs. In the RPJMD 2016 - 2021, the third mission of Bandung Regency is "Realizing the development of integrated basic infrastructure with regional spatial planning". Bandung Regency medium planning has considered aspects of disaster. This is based on the condition of Bandung Regency which has several potential disasters, one of which is a flood that disrupts the stability of development.

Based on this, the efforts related to handling disaster aspects in addition to accommodating mitigation efforts, the Bandung Regency government has also made adaptation efforts in the form of infrastructure engineering and public facilities in order to have resilience to disasters. The purpose of the third mission is to improve the quality of basic infrastructure that is sustainable, integrated with spatial planning. There are two targets to carry out these objectives, namely the first target: increasing flood disaster management with inundation area indicators and the second target is increasing disaster management standards with indicators of response time to disasters as seen on Table 2.

Table 2
The Linkage of Vision, Mission, Goals and Objectives of Bandung Regency 2016-2021

Vision: "Strengthening the Bandung Regency which is Advanced, Independent and Competitive, through Good Governance and Synergy in Rural Development, Religious, Cultural and Environmental-Based Development"		
Mission	**Goals**	**Objectives**
Third Mission "Realizing the development of basic infrastructure integrated with spatial planning"	Improving the quality of basic infrastructure that is sustainable, integrated with governance planning	1. Increased flood control

Sumber: RPJMD Bandung Regency 2016 -2021

For RPJMD 2016 - 2021, the Regional Development Program related to flooding is the Flood Management Program and Disaster management program. The Flood Management Program consists of a Drainage / Sewerage Development Program, a development, management and conservation program for rivers, lakes and other water resources, a Flood Control Program and a drainage / rehabilitation channel / drainage program with the person in charge of the Office of Public Works and Spatial Planning, with details on Table 3:

Table 3
Strategies Regarding Flood Management (RPJMD 2016-2021)

No.	Objectives	Performance Indicators (*outcome*)	Performance Achievement in 2016 (baseline)/Targets 2021	SKPD in Charge
1.	Increased flood prevention	Flood inundation area	1,3 / 1,55	BPBD, DPUPR, DLH

Source : (RPJMD Kabupaten Bandung 2016 - 2021, 2016)

Quality of Strategic Plan for 2016 - 2021 Goals and targets in the RPJMD relating to flood prevention efforts are results oriented but the objectives and indicators contained in the RPJMD and do not fully meet the criteria of good indicators that can be measured objectively, relevant to the conditions to be measured, although its already illustrates the results that are will be achieved however not enough to describe the LG's performance. This is very influential on the results of evaluating the quality of performance targets, because programs / activities as a way to achieve the targets and the quality of alignment with the planning documents above.

While in the main indicators (IKU) (P. K. Bandung, 2017a) and performance agreement (B. Bandung, 2017) of Bandung Regency RPJMD in 2016 - 2021, third mission is realizating infrastructure development that is integrated with spatial areas with due regard to disaster aspects. The aim is to increase the availability of quality basic infrastructure that is resilient to disasters and to realize harmony of development with regional spatial planning. The objectives were changed to "Increased efforts to deal with flood-stricken communities with two performances indicators: the percentage of polders / retention ponds (5%) and the percentage of drainage treatment at the Regional and Urban scale (10,02%). The formulation of objectives in KPI and PK is still a process and not outcome oriented and the indicator still output while the formulation of target performance indicators how to calculate them was explained in the 2017 Performance Accountability report (Pemerintah Kabupaten Bandung Tahun 2017, 2018). Based on the 2016 and 2017 Performance Accountability Report, the performance of this target is still not effective due to the unrealized pool retention (P. K. Bandung, 2017b), (B. Bandung, 2017).

4. Reviewing selected interventions and determine operational plans that link strategic goals and objectives with operational goals and objectives, usually carried out by the unit underneath, regarding what and how and who will carry out or be responsible.

   Based on data obtained from the RPJMD Flood Mitigation Program for the period of 2016 - 2021 carried out by three OPDs, but after the researchers examined the documents, the flood control OPD program only exists at the Public Works Department with the following details:

Table 4
Programs Regarding Flood Management in Bandung Regency (RPJMD 2016-2021)

3.1.6.1	**Program Penanggulangan Banjir**
1.3.1	DINAS PEKERJAAN UMUM DAN PENATAAN RUANG
3.1.4.16	Program for the construction of drainage channels / culverts
3.1.4.26	Development, management and conversion program for rivers, lakes and other water resources
3.1.4.28	Flood control program
3.1.4.33	Drainage / Culverts Rehabilitation / Maintenance Program
1.5.2	BADAN PENANGGULANGAN BENCANA DAERAH
3.2.1.24	Flood Control Program

Source: RPJMD 2016 - 2021

As for the program inputs mean the resources that are invested in the program initiative can be divided into money, people, and time. Financial assistance comes primarily from the budget and local budget revenues (APBD) or through grant funding. People include regency leaders, district leaders, heads of organization, officials who making commitments on flood-related programs, disaster management teams, school administrators, community partners, residents living in disaster areas, farmers, companies/factories located around rivers, media representatives, first responders, experts, and evaluators. The time and resources that people put into the program include programming, coordination between Regional Organization (OPD), meetings and training, and instructional supplies.

Some things that must be done before intervening include determining the specific objectives and assessment indicators of the intervention, by whom, how and where the intervention is carried out, who is the recipient of the intervention and the cost of the intervention. In DLM, the terms output and effect are basically interpreted to mean the same thing that describes the results of an intervention. All effects of interventions must be documented including the relationship of effects to the objectives of the intervention including how and when effects are measured (indicators used) and all other effects (positive and negative including how and when they are assessed.

While outcomes are changes or results of a particular intervention that is expected to be achieved, the results of interventions relative to the objectives of the intervention (William, 2013 and Zint 2013 as cited in Birnbaum et al. 2016) While the impact in The Business Dictionary (2011) and Thomson (1995) as cited by Birnbaum et al, (2016) is defined as social, economic, civil and environmental consequences of a program / intervention, long-term changes that occur in a community, organization, community, or environment as a result of effects (interventions). Impact outcomes may include increased functional knowledge and skills, improved village/district safety, faster response time to emergency drills, and changed attitudes and beliefs about emergency management especially in flood disaster.

Table 5
Logic Model related to the Flood Mitigation Program
(RPJMD 2016-2021) of Bandung Regency

Intervention			**Process**	**Output**	**Outcome (expected)**
Tahun 2016					
Dinas Pekerjaan Umum					
1	*Construction of drainage channels / culverts Program*				
	a	Planning for the construction of drainage channels / culverts	Availability of development planning documents draenase / culverts (11 Documents)	availability of Draenase / Culverts Development Planning Documents (100%)	decreasing inundation area
	b	Construction of drainage channels / culverts	Construction of draenase / culvert channel (163 locations)	draenase / culvert drainage construction (100%)	decreasing inundation area
	c	Drainage Development (Governor's Support)	Construction of draenase and culvert channels (2,311 km)	draenase / culvert channel construction (42.02%)	decreasing inundation area
Tahun 2017					

1	*Construction of drainage channels / culverts Program*				
	a	Planning for the construction of drainage channels / culverts	Availability of development planning documents draenase / culverts (15 Dokumen)	Draenase / Culverts Development Planning Documents (100%)	decreasing inundation area
	b	Construction of drainage channels / culverts	Construction of draenase / culvert channel (514 Location)	draenase / culvert drainage construction (100%)	decreasing inundation area
	c	Drainage Development (Governor's Support)	Construction of draenase and culvert channels (158 Kegiatan)	draenase / culvert drainage construction (100%)	decreasing inundation area
2	*Development, management and conversion program for rivers, lakes and other water resources*				
	a	Master plan for water resources	Availability of Ciwidey Sub-watershed DED Documents (1 Document)	Directional planning and implementation of river and drainage channel conservation (1 dump planning channel (Rancamalang)	increased comprehensive planning of water resource management
3	*Flood Control Program*				
	a	Rehabilitation and maintenance of river banks and embankments	Implementation of river and embankment rehabilitation (56 rivers / drainage canals)	Reduced water damage (56 locations)	Reduced water damage
	b	Increasing community participation in flood management	Flooding material available (Temporary Countermeasures) (4 Sub Das)	Increased community participation in flood management (4 Sub Das)	Increased community participation in flood management (4 Sub Das)
	c	Improved river cleaning and dredging	Implementation of River O & P / Sewer (14 locations)	Increased optimization of drainage network functions (14 rivers / drainage canals)	decreasing inundation area

	d	Retention Pool Construction	Implementation of land acquisition preparation for the construction of polders for flood control (Appraisel and Site Determination) (1 activity)	Availability of reference for land acquisition for flood control poder manufacturing (1 Activity)	decreasing inundation area
	e	River / Sewer Normalization	Implementation of river / drainage normalization (8 River / Sewer)	Reduced Water Damage (8 Locations)	decreasing inundation area
Tahun 2018					
1	*Construction of drainage channels / culverts Program*				
	a	Planning for the construction of drainage channels / culverts	Number of Drainage / Culverts Development Planning Documents (38 Documents)	Percentage of availability of Draenase / Culverts Development Planning Documents (100%)	decreasing inundation area
	b	Construction of drainage channels / culverts	Length of Drainage Drains / Culverts Built (72451 meters)	Percentage of Draenase / Culvert Channel Construction (100%)	decreasing inundation area
	c	Drainage Development (Governor's Support)	Number of Monitoring and Evaluation Documents (4 Documents)	Percentage of Monitoring and Evaluation Documents available (100%)	decreasing inundation area
2	*Development, management and conversion program for rivers, lakes and other water resources*				
	a	Master plan for water resources	Availability of Master Plan Documents (32 Documents)	Percentage of availability of drainage planning documents (100%)	increased comprehensive planning of water resource management
3	*Flood Control Program*				
	a	Rehabilitation and maintenance of river banks and embankments	Number of river banks and embankments being rehabilitated (4 Sub Das)	Reduced water damage (100%))	Reduced water damage
	b	Increasing community participation in flood management	Amount of Material / Materials (5 Types)	Percentage of material fulfillment (100%)	Increased community participation in

					flood management
	c	Improved river cleaning and dredging	Number of Cleaning and Dredging of River / Sewer Channels (41 Locations)	Percentage of Number of Cleaning and Dredging of River Channels / Drains (100%)	decreasing inundation water due to flooding
	d	Land acquisition for flood control	Amount of Land Acquisition for Lake and Flood Control Folder (7 Locations)	Percentage of total land acquisition for lakes and flood control folders (100%)	decreasing inundation water due to flooding

BPBD					
Tahun 2018					
1	*Flood Control Program*				
	a	Community empowerment in facing disasters	Implementation of DRR Socialization	The formation of the DRR Forum	improved coordination of disaster management between actors
	b	The socialization of gender mainstreaming in the field of disaster management	The implementation of gender mainstreaming socialization in the field of disaster management	Dissemination of PB Gender Mainstreaming	increased involvement of women in disaster planning and management
	c	Disaster risk map making (PRB)	Implementation of the making of disaster risk maps (DRR)	Availability of disaster risk map (PRB)	mitigate the threat of disaster
	d	Preparation of disaster risk assessment documents	The implementation of Disaster Risk Assessment Document Arrangement	The availability of Disaster Risk Assessment Documents	increased public awareness of disasters

Source: Badan Keuangan Daerah

Based on the matrix above, it appears that over the past three years, the focus of intervention from the Flood Management Program in Bandung Regency lies in the drainage development by the Bandung District Public Works Department, this is contrary to the findings (Hapsari & Zenurianto, 2016)that the policy on flood prevention is still lacking. However, in 2018, intervention to the community has been carried out through activities to increase community participation in flood management, community empowerment, socialization on gender mainstreaming in the field of disaster management. While to improve the quality of planning related to disasters, other activities undertaken are the preparation of a water resources master plan. In the past three years, there have not been any interventions for activities in the event of a disaster (response) and after a disaster (recovery), noting that flooding in these three regions still occurred within that time period. This is in line with (Deputi Bidang Sarana dan Prasarana, 2010) that local government policies are still limited to flood prevention.

However, because the DLM connects needs, goals and targets in strategic planning with interventions carried out, the achievement of Key Performance indicators over the past three years has been aimed to increase efforts to manage flooded communities with two indicators where percentages of retention ponds are only 0% in 2016 and 40% in 2017 signaled that some of its activities could not be carried out due to land acquisition that was owned by the community. While the indicator "Percentage of regional scale and city scale drainage treatment" unable to reach the target set given because there are parts of the road that do not yet have drainage. In addition, some of the existing drainage needs to be revitalized because it is not enough to accommodate water discharge, especially during the rainy season.

The change in target indicators from inundation area to two indicators that are still in the form of output indicates the asynchronization between the Strategic Plan and IKU / Performance Agreement. The target indicators at IKU are more directed towards structural improvement (drainage) while the needs indicated in the second phase imply that the interventions needed in tackling the flood problem in Bandung Regency are also related to the problem of garbage, industrial waste, community's dependence on assistance, conservation of the area protected forest, reforestation and the reluctance of people to move their homes. In other words, interventions can be carried out by DPOs other than the Public Works Office.

Although in the Bandung Regency Government Performance Report (P. K. Bandung, 2019) the achievement of strategic objectives in the 2016-2019 RPJMD received a very satisfying category, but in terms of the use of performance indicators namely inundation area, it has not shown good performance indicators. The area of inundation referred to is still categorized as a process and has not produced results because what is used as an indicator is the handling of flood inundation. The formulation of performance indicators that can reflect the increase in flood prevention is a decrease in the area of flood inundation at a certain point (Table 6)

Table 6
The Achievement of Flood Mitigation Performance Until 2018

Sasaran Strategis	Indikator Kinerja	Realisasi		Kinerja 2018				
		2016	2017	Target	Realisasi	Capaian (%)	Ketercapaian	Kategori Ketercapaian Kinerja
Meningkatnya penanggulangan banjir	Luas genangan (penanganan)	1,30	1,35	1,4	1,42	104,43 %	Tercapai	Sangat Memuaskan

Source: (P. K. Bandung, 2019)

5. Determine external factors. External factors include: the situation / environment in which the intervention was implemented; community culture, weather, terrain, security, and / or other interventions planned or underway in the area. External factors relating to the evaluation of risk reduction interventions include other interventions previously carried out to reduce the risk of an event from danger, and / or increase the absorption, buffering, and or capacity response of the community or system being studied.

   The problem of flooding in the Upper Citarum Watershed does not only involve the Bandung Regency Government but the West Java Provincial Government and the Central Government which has programs aimed at and located in the Citarum River Basin area. One of them is the Integrated Citarum Water Resources Management Investment Program (ICWRMIP) which based on studies (Husein, Nurasa, Adiwisastra, & Myrna, 2018) concluded that coordination between actors involved in the Citarum watershed area is still ineffective, there is still a sectoral ego to make the Citarum problem a unity of planning and management. Meanwhile according to (Arief, 2013) floods that occur in the upper reaches of the Citarum watershed are caused by changes in land use, where the forest area is turned into an agricultural area.

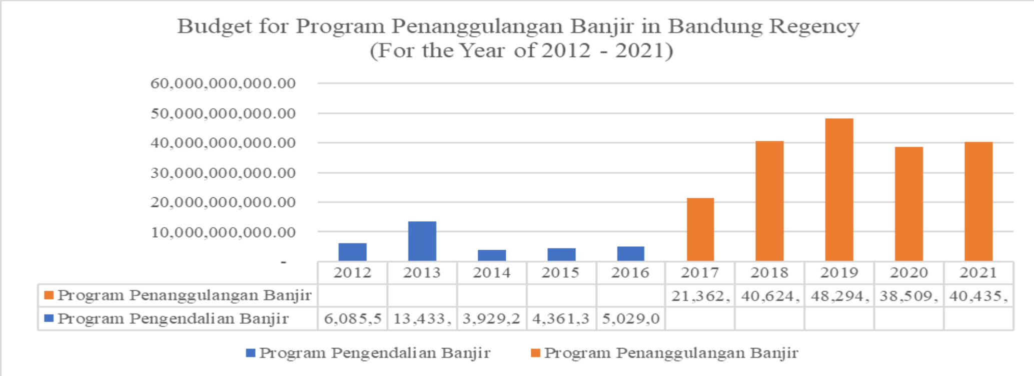
In addition to the ICWRMIP Program (2008 - 2023) which aims to improve the upstream water catchment area until the availability of drinking water and quality improvement, since 1989, the government has launched various programs, one of which is the Clean River Program (Prokasih), one of which focuses on the watershed Citarum but not within the authority of the Bandung Regency Government. In 2001 there was the Citarum Bergetar Program by the Government of West Java Province whose main agenda was to improve policies, control pollution, conservation and empowerment which then continued with the Bestari Citarum Program in 2013 with the target that in 2018, Citarum river water could be drunk. Then in 2018 under the leadership of the Coordinating Ministry for Maritime Affairs the Citarum Harum Program was launched (Kumparan, 2018).

The community structure of the Dayeuh Kolot and Andir people is dominated by the middle class and is educated so that they have more social resilience when facing flood disasters than Bojongsoang villagers, who are partly classified as poor and geographically isolated. While NGOs provide the impact of community dependence on outside assistance (Muhamad et al., 2017)

6. In DLM input consists of resources used by interventions that have been carried out, including human resources, finance, opportunities for goods and services, environment and politics.

   The budget for the Flood Prevention Program in Bandung District in the past ten years experienced a significant increase starting in 2016 as seen on Figure 3 compared to the budget in the previous five years. In 2012 the program budget amount for Rp 6.085.507.500,00 and to be three times higher in 2017. However, floods in the last year still occur in three districts of Bandung Regency (Liputan 6, 2019).

Figure 3.
The Budget for Program Penanggulangan Banjir in Bandung Regency
(For The Year 2012 – 2021)



Source: Bandung Regency RPJMD 2010-2015 and 2016-2021

Conclusion

According to the analysis above, researchers have not been able to categorize the flood control program performance in Bandung Regency as an effective program. The performance of the flood disaster management program in 2016 - 2018 which was assessed from the achievement of the performance indicators in RPJMD and from key performance indicators and also from the result of logic model analysis. The ineffectiveness of the implementation of flood disaster management programs is especially because the absence of appropriateness of performance indicators in mid-term planning with key performance indicators and indicators in performance planning. In addition, the selection of performance indicators that do not describe the results and key performance indicators that do not reach the target because some activities cannot be carried out and activities that had been previously planned not implemented and did not achieve the expected goals. The Bandung Regency Government is expected to make improvements in the strategic planning for this program by involving the participation of the community and other stakeholders as well as preparing a master plan for flood mitigation, which contains flood prevention strategies at the stages of flood preparation, mitigation, response and recovery that is integrated between regional and cross-sectoral agents.

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Strategic Human Resource Management in Clean Water Management at District Jeneponto, South Sulawesi

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Abstract

Problems of water supply in coastal areas become difficult job for government, especially local government. Required a variety appropriate strategies to cope with water scarcity. one of them with the implementation of HRM with a view to improving the performance of employees that will impact on organizational performance. This study was conducted to see the HRM strategy to applied water management in Jeneponto. Descriptive qualitative research method was chosen to manage the data collected from observation, interviews and secondary data collection. The results from this research is that HRM strategies in the management of clean water as seen from indicators such as: 1) Recruitment and Selection System; 2) Training and Development; 3) Performance and Appraisal System; and 4) Compensation System; 5) Retention Plans and Culture has not been able to improve performance in the management of clean water in Jeneponto district, South Sulawesi. Lack of attention to education and training influences employee creativity in finding clean water supply solutions. In addition, the delay in provision of employee benefits reduces motivation and performance of employees in providing solutions to problems that occur in the management of PDAMs in Jeneponto district.

Keywords:

HRM strategy; performance and management of clean water

Introduction

Era globalization, digitalization and industrial, are picture of times that demands the importance of human resource competence (HR) in maintaining organization's existence. (Alwiya Allui & Jolly Sahni, 2016; Zhang, Dolan, Lingham, & Altman, 2009), Some research also concludes that HR is the only competitive advantage for organizations in dealing with change. (Bontis, 1996; Alwiya Allui & Jolly Sahni, 2016; Hasani & Sheikhesmaeili, 2016),

Optimizing the use of HR in accordance with organizational needs can be done by taking into account human resource management strategies. (Ngo, Lau, & Foley, 2008; Melton & Meler, 2016). Implementation of an appropriate human resource management strategy will affect organizational performance, (Ngo, Lau, & Foley, 2008; Kramar & Parry, 2014). Because human resource strategy is a pattern of planned deployment of human resources according to activities that enable an organization to achieve its goals, (Ngo, Lau, & Foley, 2008). However, some literature shows, human resource management strategies are leaning to applied in private organizations, (Brown, Metz, Cregan, & Kulik, 2012; Kramar & Parry, 2014; Zhang, Dolan, Lingham, & Altman, 2009; Ngo, Lau, & Foley, 2008).

Based on the phenomena that occur, current human resource management strategies are needed by public organizations. In recent years, the performance of government has become a highlight, especially in the management of clean water. One reason is the inability of clean water service providers, in this case the Regional Water Company (PDAM) in providing services to the community.

PDAM Jeneponto, which is located in South Sulawesi Province, is an example of a PDAM that is unable to provide quality services to the community. This is based on the chaos of the human resource management system. There are employees who have backgrounds only at the elementary school level. In addition, 58 of the 84 employees are high school graduates. 46 of them are high school graduates (predominantly majoring in social studies), 7 graduates of vocational school, and 5 graduates of MAN. For S1 graduates only 20 employees. The low educational background affects the skills of employees in completing work. In addition, there are six employees who have an educational background that not appropriate to their job. There are 2 employees of S1 Agricultural graduates, 1 graduate of S1 Religious Education, and 3 graduates of S1 Education.

Based on problems that faced by PDAM Jeneponto in the management of clean water, it is necessary to focus on the implementation of human resource strategy. Because the focus of human resource strategy is development and performance improvement, (Kramar & Parry, 2014). According to (Alwiya Allui & Jolly Sahni, 2016). Human resource strategy can be done by pay attention to this dimensions: 1) Recruitment and Selection System; 2) Training and Development; 3) Performance and Appraisal System; and 4) Compensation System; 5) Retention Plans and Culture.

The need for PDAM Jeneponto to implement a human resource strategy, in addition to improving the management system, is also based on increasing demand for clean water services in the Jenepoto District, and the presence of environmental influences that affect availability of raw water sources.

Method

Bad system management in PDAM Jeneponto cause problem to PDAM performance in clean water management, so that underlies descriptive research with a qualitative approach, to analyze the strategy of human resource management in providing water services.

The research data consist of primary data and secondary data. Data obtained from the results of observation, interviews and review of documentation. Informants in this study was determined by using the snowball technique. According to (Nemuan, 2013) determination of the informant with snowball technique is determined based on the information that has been obtained, which then become a reference for determining the next informant.

Furthermore, the informants in this study consists of the Director, Head of Finance, and employee of PDAM Jeneponto. Vice Regent Jeneponto Regency, and community in Jeneponto. For data analysis, using data analysis techniques presented by (Miles, Huberman, and Saldana, 2014) which is called interactive model, which consists of the data reduction, data display, and conclusion, drawing / verification.

Results and Discussion

This study discuss about human resource management strategy in PDAM Jeneponto in management of clean water. Human resource management strategies in this regard relate to recruitment and selection systems, training and development, performance and assessment systems, compensation systems, and retention plans and culture. More details are described as follows:

1. Recruitment and Selection System

Every organization has an employee recruitment system. The human resource management strategy is successful if the employee recruitment system is implemented properly. Employee recruitment systems must be implemented in a rigorous, valid and sophisticated way to help the organization find the right prospective employee candidates and the potential to carry out a series of jobs in achieving organizational goals.

Employee recruitment system in PDAM Jeneponto basically has similarities with various government agencies and other BUMN, which consist of several requirements and stages. However, in education qualifications, the PDAM Office does not emphasize the educational background with the required job vacancies. The PDAM of Jeneponto, for the requirements only determines the minimum educational qualifications of high school graduates, so that many applicants who have educational backgrounds that are not in accordance with the work required take part in applying for a job. So this also causes the inconsistency of the current educational background of the employee with his work.

2. Training and Development

Training and development of human resources (HR) need to be emphasized in each organization. HR training and development aims to help the organization to achieve its objectives, so that in forming training and HR development plans it must be aligned with the organization's strategic objectives.

The HR development plan in PDAM Jeneponto is formulated to support the community service development strategy. Human resource development that has been carried out in the form of trainings in the fields of engineering, institutional, finance, management, and information technology. The training was carried out through a cooperative relationship with other PDAMs in South Sulawesi Province. Where the Regency PDAM will send staff to attend seminars, workshops and workshops carried out by other PDAMs. The PDAM of the Jeneponto itself has never held seminars, workshops and workshops to improve the ability of employees.

The low performance of the PDAM Jeneponto, according to the 2017 Ministry of Public Works and Public Housing report, encouraged the PDAM Jeneponto to undertake HR development. In 2018 PDAM Jeneponto has drawn up indications, methods and plans for HR development. The development is focused on financial and management aspects. Indications, methods and plans for HR development, can be seen in the following table:

Table 1.
Indications Finance and Management Aspects

No.	Issues / Existing Condition	Issues	Target	Program
1	Employee knowledge of engineering parts and operations is still low	Solution to problem solving techniques and operational finalized based on experience	Employee has a good knowledge in the field of engineering and operations Improve employee performance taps each year	Employee training and management aspects of special education institutions (Class room training and On the Job Training)
2	Society / The customer is not satisfied with water quality and the services provided customer service	System service procedure a new connection and anticipatory action against customer complaints have not been up to resolve the issue.	Employees have a good knowledge in the areas of services and marketing Improve employee performance taps each year	Training for employees and prospective employees servicing and marketing materials (class room training and On the Job Training)
3	Employee knowledge the financial part still low	Financial management is not accountable	Employee has a good knowledge in finance	Financial aspects of employee training and special education institutions (Class room training and On the Job Training).

Source: PDAM Jeneponto, 2019

Table 2.
Method of Human Resource Development Activity taps Jeneponto

No.	Type of activity	participant	Number of people)
I	Class room training		
1	Drinking Water Management	General Manager, Manager Engineering, Finance, Planning Division of Engineering, Research & Lab Section, Division of Finance, subscriptions Relations Section, Administration Section.	8
2	RIP preparation of SPAM	General Manager, Manager Engineering, Finance, Planning Division of Engineering, Research & Lab Section, Division of Finance, subscriptions Relations Section, Administration Section	8
3	FS SPAM	General Manager, Manager Engineering, Finance, Planning Division of Engineering,	4

		Research & Lab Section, Division of Finance, subscriptions Relations Section, Administration Section	
4	DED Water	Manager Engineering, Engineering Planning Division, Section Research & Lab, BagianKeuangan.	4
5	Cooperate Plan Formulation	General Manager, Manager Engineering, Finance, Planning Division of Engineering, Research & Lab Section, Division of Finance, subscriptions Relations Section, Administration Section 8 6. EIA General Manager, Engineering Manager, Manager	8
6	EIA	General Manager, Engineering Manager, Financial Manager, Engineering and Planning Section Section Research & Lab	5
II	On Job Training		
1	Production & Distribution	Staff of production and distribution	10
2	Laboratory Water	Staff of Research & Laboratories	5
3	Integrated Management Information System	The staffs of Planning Techniques, Part Research & Lab, Finance, Relationship subscriptions, Section Administras	2
4	GIS	The Engineering Planning Division staff, Subscriptions Relations Section	4
5	finance	Staff of the Treasury	
III	Comparative study		
1	PDAM has advanced	PDAM employee	5

Source: PDAM Jeneponto, 2019

Table 3.
Human Resources Development Plan 2018-2037 taps Jeneponto

No.	activity	Fiscal year	Source of funds
A	**Financial aspect**		
1	Financial Management Training	2022, 2027, 2032, and 2037	Regional Water Utility Company
2	Training courses cost accounting and budgeting	2019 and 2027	Regional Water Utility Company
3	Training budgeting and controlling costs intem	2019, 2032, and 2037	Regional Water Utility Company
4	Training of accounting program	2019, 2027 and 2037	Regional Water Utility Company
B	**Management aspects**		
1	Training management information system management of drinking water	2019	Regional Water Utility Company
2	Training meter reading system	2022, 2027 and 2037	Regional Water Utility Company
3	Water loss mitigation training	2019, 2027 and 2037	Regional Water Utility Company
4	Training quality testing	2022, 2027 and 2037	Regional Water Utility Company

5	Training of operation and maintenance procedures	2019, 2022, 2027, 2032, and 2037	Regional Water Utility Company
6	Training preparation Cooperate Plan	2022	Regional Water Utility Company
7	Training preparation of DED	2019, 2027, 2032, and 2037	Regional Water Utility Company
8	Training preparation of feasibility studies and environmental studies	2019, 2027, 2032, and 2037	Regional Water Utility Company
9	GIS mapping Training	2022, 2027, 2032, and 2037	Regional Water Utility Company
10	Public relations training.	2022, 2027, 2032, and 2037	Regional Water Utility Company

Source: Processed Researcher, 2019.

The HR development plan in PDAM Jeneponto, as involved in the table above, has not yet been implemented. Table 3 shows that the implementation of HR development began in the 2019 fiscal year. The constraints in implementing HR development activities in Jeneponto Regency were due to the limited budget of the PDAM in the Jeneponto District.

3. Performance and Assessment System

Performance appraisal is the foundation of an effective human resource system. Performance appraisal has two objectives, namely: 1) providing information to make strategic decisions by paying attention to the suitability of the human resource system with the system needed for a change. 2) is a control system to measure individual performance, (Devanna, 1984; Alwiya Allui & Jolly Sahni, 2016). However, many people who think that the assessment system on employee performance is sometimes considered difficult to do.

In PDAM Jeneponto according to the rules, employee performance appraisals are conducted every month. At the beginning of the month a target was formulated for each work target that had to be achieved by an employee during the next month. Furthermore, at the end of the month an assessment is carried out beginning with the preparation of an assessment form which contains the assessment indicators, weight values, and assessment standards.

This employee performance appraisal is carried out by the Head of Subdivision of each section in PDAM Jeneponto, and for the Heads of Subdivisions are assessed by the Section Head of each section, while the Division Head is assessed by the Director. However, the employee performance appraisal in PDAM Jeneponto has not been carried out in the last few months. Employees consider performance appraisal to not have benefits both for the organization and for the employees themselves. When the results of the assessment have been determined will not provide a change for the organization, because to make improvements requires a budget. And the PDAM Jeneponto does not have a budget, sometimes even to carry out employee wage activities that are used.

4. Compensation systems

Rewards are given to employees for their work results. The reward that given can be likes wages, bonuses, commissions and promotions and recognition. According to (Nawawi, 2005) the reward is an effort to foster a feeling of being recognized in the work environment, which touches on aspects of the relationship between one employee and another. Furthermore (Stonich, 1981) emphasized that the rewarding system was part of the management system needed by the leadership to achieve the organization's strategic objectives. The reward also influences employees in carrying out work.

The motivation of PDAM Jeneponto employees in carrying out their water management tasks is more influenced by their awareness and sincerity in providing services to the community. This is because the District PDAM cannot give financial rewards to employees who have good performance. In fact, the salaries of employees themselves for less than three months in 2018 are not paid. This is due to the financial crisis experienced by PDAM Jeneponto due to corruption carried out by the director of the Jeneponto Regency PDAM in the 2014-2018 period.

5. Retention Plan and Culture

One key to success in achieving the goal of the organization is able to retain employees. Continuous employee turnover can cause new problems among employees, which can reduce the level of harmony and employee participation in the work.

In PDAM Jeneponto, the average employee has a working life of more than 5 years. There are even 3 people who have reached 30 years of service. However, from an educational background, the length of service of an employee is not accompanied by an education level. It is the employee who has a good tenure and education level that will be able to influence the success of the organization in achieving its goals

In addition, the organizational culture of PDAM Jeneponto, does not contribute well to the human resource management strategy. The election of directors and new employees is still strongly influenced by the family system.

Conclusion

This study discusses five strategic dimensions of human resource management in PDAM Jeneponto District in management of clean water. The five strategic dimensions of human resource management in PDAM Jeneponto have not been implemented as well as possible in achieving organizational goals. Employee recruitment system is not able to find potential employees in accordance with the strategic goals of the organization. The budget problems of the PDAM in Jeneponto have an impact on the performance appraisal system, the awarding and implementation of human resource development activities, and employee experience is not accompanied by an increase in education.

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Service Culture Chain: Increasing Public Satisfaction

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Abstract

Job Satisfaction is a cognitive assessment of an employee's effective evaluation of work. Employee satisfaction at work must be the main thing to be realized before satisfaction service is provide to customer. Employee who have good satisfaction at work will give a good performance, because job satisfaction is results of assessmet of employee performance toward job quality. Employee are inseparable from work culture of organization. Therefore, to improve value and image of organization, a service culture is needed to increase work satisfaction. This research uses quantitative methods with survey strategy. Determination of respondent using total sampling techniques. While data were collected using a questionnaire instrument that was valid and reliable. The collected data was processed used IBM SPSS application version 20.0. Analysis of research data was used path analysis. This study found that work culture have direct and indirect effects on job satisfaction of employee in Health Office of Pariaman City.

Keywords:

work Culture; job quality; job satisfaction

Introduction

The failure and success of an organization is influenced by human resources in the organization. The organization will be able to achieve its goals if done with effective and joint action. This explains that the attitudes / behaviors of employees are needed to support the organization for the better. Therefore, a service-based work culture is needed, so that organizations especially government organizations can provide good services, as a form of implementation of government functions.

Employee as human resources must have a work culture. The work culture must be able to give impact on performance, one of which is improve the service, so that work culture in service is very important. Service culture is one form of strategy used in order to retain employee with a customer-focused culture. This is very important because it will have an impact on the success of an organization (Edvardsson & Enquist, 2002)

Work culture has a very important role in extracting the best things from employees so that employees remain in the organization for a long time. Organizations must provide a comfortable and positive atmosphere for employees, so that employees concentrate on their work and do not interfere with other employees at work. In addition, the existence of a good work culture in an organization will also give an organization a move to create a conducive organization and for higher customer retention (Takada & Westbrook, 2009).

Work culture is also an important part of bureaucratic reform that aims to improve the quality of human resources that will have an impact on improving the quality of services to the community and other stakeholders (Frinaldi, 2017). In addition, a good work culture will provide satisfaction to employees as internal customer (Frinaldi, Khaidir, & Rahayu, 2019). Work culture was built from values that exist in religious teachings, state philosophy, habits that develop well in indigenous peoples (Frinaldi & Embi, 2013)**.** Appropriate and appropriate work culture is the key to achieved success of organization, because with the existence of an appropriate and appropriate work culture, have an impact on the quality of employee work. A good work culture will be directly proportional to job quality owned by its employee. The more appropriate of work culture, the better quality of work that is presented by the employee.

work culture is closely related to the quality of human resources and determine employee satisfaction in carrying out their work. To get employee satisfaction, the quality of work becomes the thing that has an influence on employee satisfaction at work, because the quality of work takes into account wages and non-wages for their work. The existence of an assessment of satisfaction by employees for their work, making them as assessors of their own satisfaction (Kponou & Kamga, 2019)Work quality is a multidimensional concept and individuals have preferences for several elements of work quality. The origin of job quality is based on several theories. These theories help show this in the work relations, workers and employers are sensitive to non-monetary mechanisms (Sisson, Green, & Lee, 2017). Theoretically, there is no general definition of work quality, but work quality can be understood as a dependency between values, work and its consequences (Clark, 2005).

The list of work quality that can be used as an empirical analysis includes work autonomy which consists of the task of policy and schedule control, the ability of policy, effort in work and work inconvenience. Work autonomy was interpreted as the level of employee independence in their work, including in making decisions, ability to solve problems, make judgments and take responsibility, all of which require knowledge and ability (Green, 2006). The measurement of work quality used in this study have seven indicators, namely sufficiency of time sufficiency (no applicable / available), job content (skill variety), autonomy (control over work), workload (work pressure and stress), recognition, employee relation management , and advancement (Cheng, Nielsen, & Cutler, 2017).

Customer satisfaction is an emotional and cognitive response related to something that happens at a certain time (Tjiptono & Chandra, 2007). Satisfaction or dissatisfaction is a cognitive or affective reaction that arises in response to various actions that are received at the first meeting or prolonged **(rush dan oliver)**. Whereas in concept, satisfaction is a form of comparison of perceived quality with expected quality, whereas quality itself refers to the global evaluation of service delivery systems (Parasuraman, Zeithalm, & Berry, 1988)

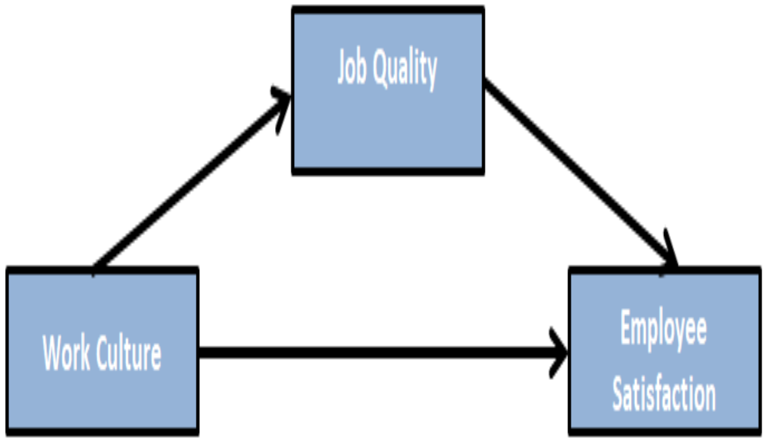
Methods

This research uses a quantitative approach with a survey strategy. Data is processed using a questionnaire that has been tested for validity and reliability. The collected data is selected from a determined population, namely employees who work under the Pariaman City Health Office. The number of samples was determined using a total sampling technique, totaling 82 respondents. Data that has been collected is processed using the IBM SPSS version 20.0 application. Data were analyzed using path analysis. This study has three variables, namely work culture as an independent variable (X1), job quality as an interveing variable (X2), and employee satisfaction as a dependent variable (Y).

Results and Discussion

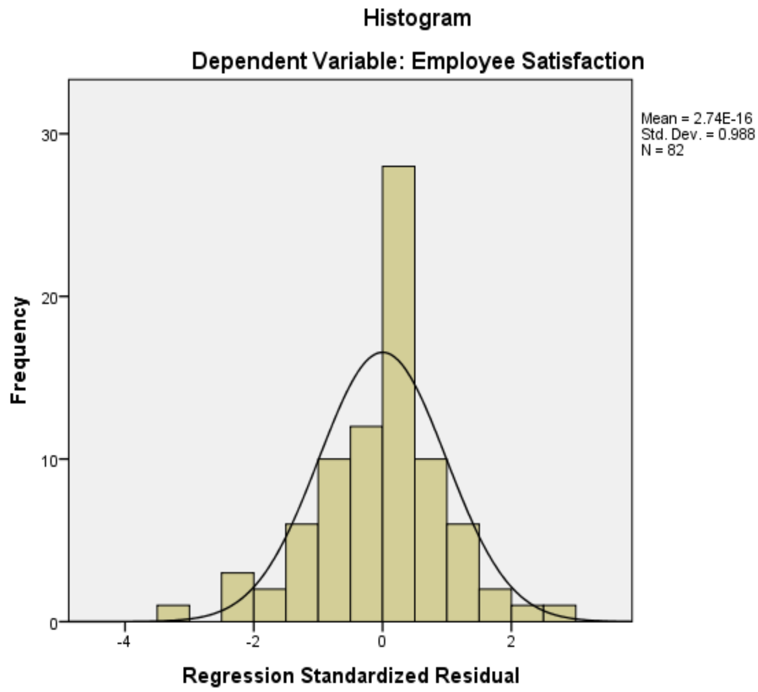
This study was conducted to find formulations of work culture models that have direct and indirect effects on employee satisfaction at work. The research model can be seen in the following figure:

Figure 1.
Research Flow



In the picture above, it can be seen that in this study there are two models. Model I is the variable X1 toward X2. the model II of this study is the variables X1 and X2 toward Y. Based on the results of data processing that has been done using the IBM SPSS application, a classic assumption test is conducted on the research variables, as below:

Figure 2.
Normality Test



Based on the data above, it can be stated that the regression model in this study has normal data and meets the classical assumption test. Then for the next classic assumption test is multicollinearity test, are as follows:

Table 1. Multicollinearity Test

Coefficients[a]								
Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.	Collinearity Statistics	
		B	Std. Error	Beta			Tolerance	VIF
1	(Constant)	1.476	3.313		.445	.657		
	Work Culture	.214	.071	.317	2.998	.004	.923	1.084
	Job Quality	.156	.076	.217	2.053	.043	.923	1.084

a. Dependent Variable: Employee Satisfaction

Based on the data above, it can be seen that for the tolerance value is large at 0.10, while for the VIF value it is smaller than 10.00. This states that in the regression model multicolonierity symptoms do not occur. Next test is heteroscedasticity test, which can be seen below,

Figure 3.
Heteroscedasticity test

Based on the data above, it appears that the points are scattered above and below zero. Then the points are also patternless. It states that there is no heteroscedasticity problem, so that a good regression model can be met. Based on the classic assumption test that has been fulfilled, then the next test can be done. The steps to do a path analysis test using SPSS is to determine the regression of model I and model II. The first regression model is X1 to X2, which can be seen the results of the regression test as follows:

Table 2.
Regression Test Model I (X1 against X2)

Model Summary[b]

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.278[a]	.077	.066	3.267

b. Dependent Variable: Job Quality

Coefficients[a]

Model		Unstandardized Coefficients B	Unstandardized Coefficients Std. Error	Standardized Coefficients Beta	t	Sig.
1	(Constant)	21.837	4.207		5.191	.000
	Work Culture	.260	.100	.278	2.591	.011

a. Dependent Variable: Job Quality

Table 3.
Model II Regression Test (X1, X2 against Y)

Model Summary[b]

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.431[a]	.186	.165	2.225

a. Predictors: (Constant), Job Quality, Work Culture

b. Dependent Variable: Employee Satisfaction

Coefficients[a]

Model		Unstandardized Coefficients B	Unstandardized Coefficients Std. Error	Standardized Coefficients Beta	t	Sig.
1	(Constant)	1.476	3.313		.445	.657
	Work Culture	.214	.071	.317	2.998	.004
	Job Quality	.156	.076	.217	2.053	.043

a. Dependent Variable: Employee Satisfaction

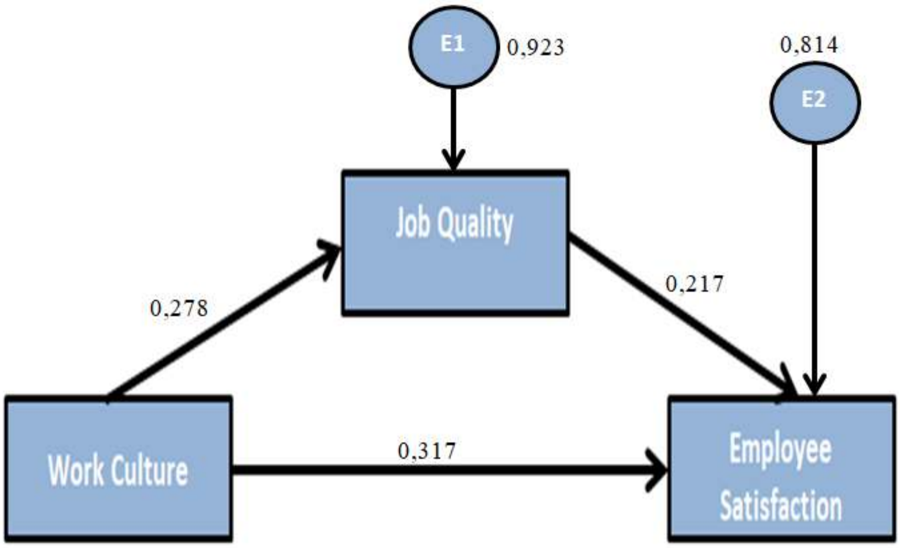
Based on the regression output above, it can be seen in the first on the table coefficients model that the significance is smaller than 0.05, which is 0.011. This states that there is an influence of X1 toward X2 and the test results can be trusted 98.9%. As for the amount of R Square contained in the Summary Model is 0.077. This shows that the influence of X1 toward X2 is 7.7%.

In Model II, the coefficients table can be seen the significance of X1 toward Y is 0.004 and X2 toward Y is 0.043. This states that the influence of X1 toward Y can be trusted 99.96%, while the influence of X2 toward Y can be trusted 95.7%. The amount of R Square contained in the Summary Model is 0.186. This shows that the influence of X1 and X2 simultaneously toward Y is 18.6%

The next step is to calculate the path coefficient. The path coefficient in this study is divided into two models, namely model I and model II. In model I, the beta value in the coeffecients table of variables X1 toward X2 is 0.278. As for model II, the beta value in the coefficients table of variables X1 toward Y is 0.317, and X2 toward Y is 0.217.

The value of the path coefficient outside model I (e1) can be calculated by finding the root of 1 minus R Square (e1 = √1 - R). The result is e1√1 - 0.077 = 0.923. Whereas the value of the path coefficient outside model II (e2) is e2 = √1 - 0.186 = 0.814. The model can be seen in the picture below,

Picture 4.
Path Analysis in This Research



In the table above, the indirect effect of the variables X1 toward Y through X2 can be searched by multiplying the beta value X1 toward X2 with the beta value X2 toward Y, which is 0.278 x 0.217 = 0.0603. Based on these results, it can be seen that the total effect of X1 toward Y is 0.3773. The direct effect of X1 has a greater effect than the indirect effect on Y.

Based on the data above, this study found that work culture directly and indirectly has an influence towards employee satisfaction. Job quality can also be used as a variable connecting the work culture to employee satisfaction. The importance of work culture has a large influence on the organization. Work culture possessed by employees can bring organizational change to improve job quality and organizational quality (Schraeder, Jordan, & Tears, 2005). The work culture can direct employees to be able to work quality and productive, which will be seen from the quality of work of these employees (Frinaldi, 2014) . Quality work culture will help the organization to build a conceptualization that is compiled into a system of cognition as symbols, norms and shared meanings, so that the work culture contributes to the quality of employee work in the organization.

work culture is related to quality of work. If there are some employees who have a low commitment work culture, it means that there is a disruption to the quality of work and work performance to be achieved. Therefore, socialization and internalization of work culture for employees should be the main program (Kurniawan, Lubis, & Adam, 2012). In organizations, the quality of work has a strategic importance that influences organizational performance. Job quality also has a positive impact on organizational commitment and performance. In addition, high job quality decreases employee turnover intentions(Appelbaum, Bailey, Berg, & Kalleberg, 2000; Green, 2006). Therefore, it is necessary for an organization to be able to provide a good culture at work, so that high-quality employees at work can be maintained (Ruuskanen, Selander, & Anttila, 2016).

Based on the data above, work quality has become an intervening variable, which has not contributed greatly to the work culture to influence employee satisfaction. This is because there are still other factors that affect work quality, such as work experience, level of education, work contracts, hours of work, formal status of the company and affiliation to the union (Kponou & Kamga, 2019).

Employee satisfaction is defined as a comparison between expectations and reality at work. If what is obtained is far from expectations, the employee is not satisfied and if in accordance with expectations, the employee is satisfied. But the process is more complicated than what appears. It is more important for any organization to offer high satisfaction, because it reflects high loyalty and it will not cause a transition once a better offer is entered (Mishra, 2013).

Conclusion

Based on the results of this study, it was found that directly and indirectly, there was an influence of work culture on job satisfaction. Indirectly, joq quality can be a link between work quality and job satisfaction. However, based on this study, the direct effect has a greater effect than the indirect effect through joq quality. Therefore, further research is needed to be able to see other variables that affect the relationship between work culture variables and job satisfaction.

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Government Collaboration of Pentahelix Models in the Management of Ecotourism D'bendungan View Telaga Tunjung (Case Study Management of Ecoutourism D'Bendungan View Telaga Tunjung in Timpag Village, Tabanan Bali)

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Abstract

The development of nature and cultural based tourism by developing the potential of tourism villages by raising the natural and cultural potential is believed to strengthen local social and cultural resilience. Telaga Tunjung Dam is one of the largest dams in Bali, which is precisely in Timpag Village, Kerambitan District, Tabanan Regency. Seeing the potential of the natural landscape possessed by Telaga Tunjung Dam, the Timpag Village community group incorporated in Paiketan Krama Rantauan Timpag (Pakerti) formed a D'Bendungan View natural recreation vehicle that offers three features, namely the selfie vehicle, culinary stalls and area meeting. In the management and development of tourism, a coordination and collaboration between the government, tourism businesses, communities, academics, and media is needed, called Pentahelix collaboration in developing tourism potential.

Keywords:
Ecotourism; Pentahelix

Introduction

Tourism is everything related to the organization and operation of tourism which includes tourist objects and attractions, tourism facility businesses, tourism service businesses, and other businesses. (Soekadijo, 1997: 25). Tourism is part of the culture for the community related to the utilization of the time they have, with the aim of pleasing themselves and others. The term tourism is also contained in Law No.10 of 2009, Article 1 paragraph 1, which states that tourism is a travel activity carried out by a person or group of people by visiting certain places for recreational purposes, personal development or learning the uniqueness of the tourist attractions visited in temporary period. The regional autonomy policy gave birth to the paradigm of community empowerment. Through this paradigm the community has the right and opportunity to manage natural resources in the context of carrying out development. This paradigm takes the initiative to change conditions by providing opportunities for community groups to plan and implement development programs. The outbreak of the empowerment paradigm is very closely related to good governance. The national development paradigm with a community empowerment approach is implemented in all fields including tourism.

Tourism is expected to strengthen the socio-cultural resilience of the community, where there is a dynamic living condition of the community characterized by the fulfillment of basic rights and needs, optimal implementation of the roles and tasks of life for each individual or group, as well as the resolution of social problems through social movements based on the value of togetherness and social solidarity. Today, tourists are starting to enjoy alternative tourism that offers tourism activities that emphasize the elements of experience and active forms of tourism that highlight local cultural characteristics or better known as ecotourism. Therefore since 2009 the Ministry of Tourism and Creative Economy has implemented the National Program for Community Empowerment (PNPM) Mandiri Tourism to develop tourism villages as alternative tourism. The development of the tourism village aims to form a tourism-conscious community through community involvement in understanding the tourism potential in the village so that it can be utilized as a tourist attraction. Management of the potential of tourism villages well is expected to encourage the development of community-based tourism. The development of nature and cultural based tourism by developing the potential of tourism villages by raising the natural and cultural potential is believed to strengthen local social and cultural resilience.

One of the tours that must be developed is natural recreation, especially those in rural areas because the concept of this tour offers the beauty of unspoiled natural scenery. D'Bendungan View Telaga Tunjung is one of the largest dams in Bali, which is precisely in Timpag Village, Kerambitan District, Tabanan Regency. This dam is the main water source of the Timpag village to irrigate the agriculture of the local population who are mostly farmers. Seeing the potential of the natural landscape possessed by D'Bendungan View Telaga Tunjung, the Timpag Village community group incorporated in Paiketan Krama Rantauan Timpag (PAKERTI) formed a D'Bendungan View natural recreation vehicle that offers three features, namely the selfie, selfie, culinary stalls, area meeting.

Ecotourism Concept D’bendungan View

D'Bendungan View is a nature recreation tour especially in rural areas because the concept of this tour offers the beauty of unspoiled natural scenery. Telaga Tunjung Dam is one of the largest dams in Bali, which is precisely in Timpag Village, Kerambitan District, Tabanan Regency. This dam is the main water source of the Timpag village to irrigate the agriculture of the local population who are mostly farmers. Seeing the potential of the natural landscape possessed by Telaga Tunjung Dam, the Timpag Village community group incorporated in Paiketan Krama Rantau Timpag (Pakerti) formed a D'Bendungan View natural recreation vehicle that offers three features, namely the selfie, selfie, culinary stalls, area meeting.

Partner Problems

Problems faced by the D’Bendungan View management group include:

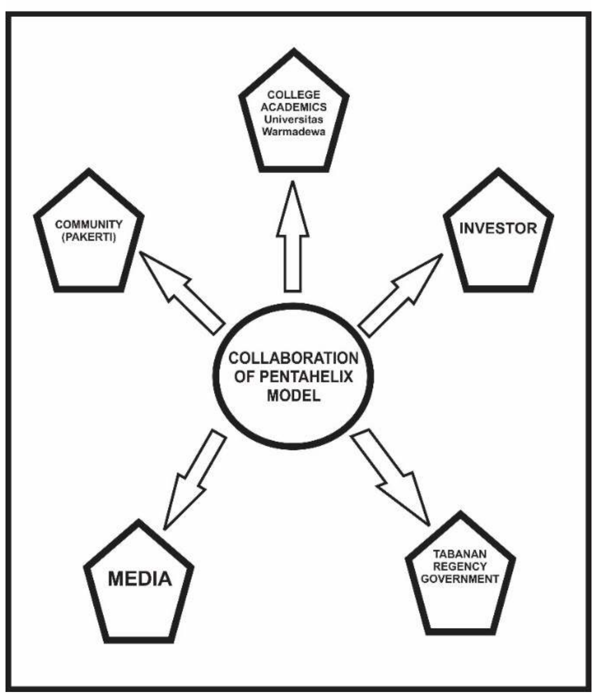
1. There is still no awareness of all levels of society in Timpag Village related to the importance of the D’Bendungan View recreational vehicle which is a potential that is owned by the village which will be able to increase social and economic changes in the community.
2. The management of the D'Bendungan View recreational vehicle still does not have a system (strategy management) on how to develop the D'Bendungan View to be a useful program for rural communities and be able to independently manage their potential.
3. The absence of synergy between the government, the village and investors in the development of this tourism village is sustainable and so that it runs consistently in the future.

Government Collaboration of Pentahelix Models

One of the strategies launched by the government in the development of tourism is through the use of the Pentahelix Model collaboration. The Pentahelix Model was first proclaimed by the Minister of Tourism Arief Yahya and set forth in the Republic of Indonesia Ministerial Regulation (Permen) Number 14 of 2016 concerning Guidelines for Sustainable Tourism Destinations that to create orchestration and ensure the quality of activities, facilities, services, and to create experience and value the benefits of tourism in order to provide benefits and benefits to society and the environment, it is necessary to drive the tourism system through the optimization of the role of business, government, community, academic, and media (BGCAM).

According to Soemaryani (2016) Pentahelix model is a reference in developing synergy between related agencies in optimally supporting in order to achieve goals. According to Rampersad, Quester, & Troshani, in Halibas, Sibyan, and Maat (2017) that pentahelix collaboration has an important role to play in supporting shared innovation goals and pentahelix contributes to the socio-economic progress of the region. This research was conducted in order to see how the implementation of the Penta Helix collaboration model in the framework of the management of the D'Bendungan View Telaga Tunjung area in Timpag Village, Tabanan Regency. So the results obtained in this study can formulate the right strategy in the Pentahelix collaboration model in order to maximize and develop tourism potential in Tabanan Regency especially the D'Bendungan View Telaga Tunjung ecotourism area in order to support the domestic economy and reach the target of 20 million in 2019 according with what was announced by President Joko Widodo.

IMAGE 1.
Collaboration of Pentahelix Models
of Ecotourism Management
D'BENDUNGAN VIEW TELAGA TUNJUNG



In the development of the ecotourism area, D'Bendungan View Telaga Tunjung in Timpag Village, Kerambitan District, Tabanan Regency uses the pentahelix collaboration model. The Tabanan Regency Government through the Department of Tourism has so far endeavored to propose Timpag Village as a tourism village with various breakthrough programs, one of which is by building infrastructure, especially access roads to the D'Bendungan View Telaga Tunjung area. The second party involved in this management is the investor, Bank BNI through CSR (Corporate Social Responsibility) funds providing assistance in the form of a "selfie cottage" which is used as a selfie for tourists who come with a view directly overlooking the Telaga Tunjung Dam. The third party involved in this pentahelix collaboration model is academics from the University of Warmadewa University with the Community Service Program through the transfer of knowledge to the management and compiling a master plan for the development of this ecotourism area. The fourth party, of course, is the manager or community of Timpag Village residents who are members of the PAKERTI organization (Paiketan Krama Rantauan Timpag). And the last is the media, as a promotional media so that the wider community knows that in the village of Timpag has an ecotourism area nuanced natural scenery that is the Ecotourism Area D'Bendungan View Telaga Tunjung.

Conclusion

The tourism industry as one of the largest foreign exchange earners, is often less than optimal in moving the economic sector, one of which is the underdeveloped tourism industry in the region which often experiences obstacles due to lack of coordination among various elements. The role of the government in the development of tourism is expected to be able to provide facilities in the development of tourism in Indonesia through policies that can be implemented and able to support all stakeholders in the tourism sector. In the management and development of tourism, a coordination and collaboration between the government, tourism businesses, communities, academics, and media is needed in developing tourism potential, where the collaboration is called the Pentahelix collaboration. The results or outcomes that are expected to be achieved through this pentahelix collaboration model include:

a. The local village community through Paiketan Krama Rantauan Timpag (PAKERTI) as the manager of D'Bendungan View can find out and be able to explore their potential, especially related to ecotourism development.

b. The government through the Department of Tourism in collaboration with the manager of D'Bendungan View is able to make a system (management) related to the management of Ecotourism.

c. There is a synergy between the Government of Tabanan Regency through the Tabanan Regency Tourism Office in determining and including D'Bendungan View as an ecotourism area so that in the future D'Bendungan View is one of the tourist destinations in Tabanan Regency.

d. There are social and economic impacts felt by the local village after the implementation of this program.

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Public Sector Transformation in the Digital Age: Obstacles and Challenges for the Government of Indonesia

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Abstract

The world has now entered the digital era. Rapid technological developments spur the transformation from the manual era to the digital era. A series of trends in this era are present such as high-level usage of the internet, the birth of social networks, the development of various applications, and fast amount of information dissemination. This trend has brought a series of changes to various sector including the public sector. The presence of digital tools in this era has changed the way Indonesian government in providing public services. This era has also changed the community's approach to interact with the government through online platforms. The transformation into the digital era also influences the process of drafting public policies, from the agenda settings, policy formulation, implementation, until evaluation. Privacy and data security issues are also present in this era. This paper analyzes how the digital era has transformed the public sector in Indonesia and the obstacles and challenges faced by the Indonesian government. This paper will also provide recommendations to overcome these obstacles and challenges. This research is conducted by using qualitative and quantitative method. In analyzing data, researcher do three simultaneously activities based on Miles and Huberman model.

Introduction

In the digital era, technology develops rapidly. Technology, such as the internet, has changed human working manner pattern in all sectors. Starting from manual era, when people used their own muscles or human-powered tools for almost everything – agriculture, construction, transportation and defense (or aggression). Then it was transformed into mechanical era when powered machines were used to augment people's physical capabilities such as for manufacturing and construction, until finally turned into digital era which is when information technologies are used to collect, store, control, manipulate and distribute the information associated with all forms of work (and play) (Sheppard, 2013). The rapid development of technology and information brings us to new era which is era with high level of technology usage, especially internet. U.N. Data per January 2019 mentioned that from the total population of 7,6 billion, the total number of internet users are 4.3 billion as seen in the picture below

Picture I.1.
Digital Around The World

Source: United Nations, 2019

In the picture above, it can be seen the level of internet usage accompanied by the level of social media usage is quite high.

The high level of internet and social media usage is pushed both by technology developers so that various technology development companies have produced various *online platforms*. Presently, the level of use of various *online platforms* is quite active, in 1 minute, each online platform has a level of usage activity that is not small, this can be seen as follows:

Table I.1.
Activites of Online Plartforms in 1 (one) Minute

Online Platforms	**Activities in 1 (one) minute**
Facebook	1 Million Logging in
Google	3.8 Million Search Queries
Massage	18.01 Million Texts sent
Youtube	4.5 Million Videos Viewed
Play Store & App Store	390.030 Apps Downloaded
Instagram	347.222 Scrolling Instagram
Twitter	87.500 people tweeting
Email	188 Million email sent
Whatsapp & FB Messanger	41.6 Million Messages sent
etc.	

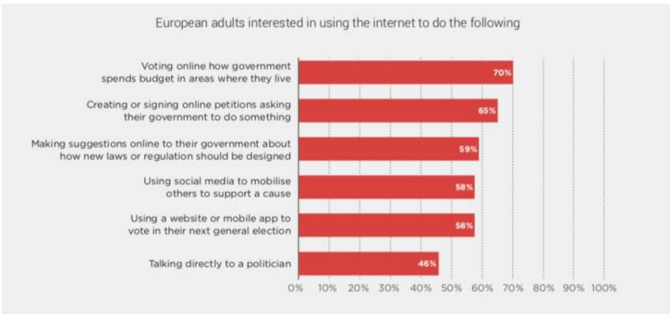
Source: 1 (one) Minute Report, 2019

From the table above, it can be seen that in one minute, people in the world are actively use various online platforms. People use any portal and online applications for various purposes.

One of the goals of using the online platform is as a media to connect the public to the government (Citizen-Government Relationship). Online Platform is considered to be able to facilitate two-way communication between the society and the government. The society is also possible to use online platforms such as *change.org* or *twitter* to bring up issues to government. Society can criticize or support all regulations issued by Government through various online platform channel so that it can give domino effect by influence other online platform users. The internet with all its openness has stimulated various parties to express their opinions (*free speech*). Especially for minorities, online platforms can be a medium for them to bring up their aspirations.

Online platforms can become one voice that is considered in the process of policy making. Not only online mass media, but also social media such as Twitter and Youtube. For example, the European society actively participates in controlling public policy through various online platforms, such as the data below:

Picture I.2.
Eurupean Adults Interested in Using The Internet to Do The Following



Source: Digital 2019 Reports, 2019

From the data above, it can be seen that most of the European people utilize various online platform for citizen-government relationship purpose. For 70% European society utilize online platform in the form of online voting to determine how the government spends budget in areas where they live, then 65% of European society utilize online petition to ask government to do something, 59% European society making suggestion online to their government to do something, 58% using social media to mobilize others to support a cause 58% using a website or mobile app to vote in their next general election, and 48% European society uses online platform to talk directly to a politician.

In Indonesia, the society has also begun to use online platforms to connect with the Government. Indonesian people have begun to use change.org and Twitter to voice their aspirations to the Government. Then, use the online platform for direct criticism of public services, according to the data LIPI (2018), 7,6% young voters in Indonesia deliver their appreciation and critics to Government through social media. Furthermore, specifically the government also provides LAPOR! as an online platform so that the public can make complaints online based on public services. Indonesian people also utilize *online platforms* to get many informations related to government administration.

LIPI (2018) stated that 60,6% first Indonesian voters access political news through the internet. *Online platform* has changed the way people deal with government. The online platform has broken down the barrier between society and government so that people can more easily communicate with the government. This has implications for increasing public expectations of government responsiveness. The government is demanded to provide services that are faster, more precise, and transparent. So, in this digital era, the government is required to transform into a government that can utilize technology to provide maximum services to the public.

Methods

This paper analyses how the government as a public sector is transforming in the digital age. This research is conducted by using qualitative and quantitative method. In analyzing data, researcher do three simultaneously activities based on Miles and Huberman model; data reduction, data display, and conclusion drawing.

Result & Discussion

To adapt to a series of trends that are present in the digital era, the government as a public sector is required to conduct transformation in all aspects, both in the delivery of services and in the process of formulating policies. In welcoming this digital era, there have been several transformations that have been conducted and can also be conducted by the Government of Indonesia with more leverage, including "Being digital".

"Being Digital" can be interpreted as digitalized the government/ digitalization of public sector. *"Being Digital"* includes 2 (two) aspects which are digital tools and digital mindset. In the digital tool's aspect, the government can utilize various applications (digital tools) in the process of providing government services, from planning to evaluation. In Indonesia, various layers of government from the central to the regions already use information systems to provide services to the society. For example, as of July 2019, amounted 6537 Village Governments in Indonesia had utilized the Village Information System (SiDeka) to serve the administration of their citizens. In addition, the central and regional government also provides various information on their websites so that the public can access them, this is a form of information service.

Not only in the provision of services, *Digital Tools* is also utilized by the regulation maker in designing regulation. *Digital Tools* is also used to see the point of society preference. The use of Digital Tools in designing regulation is conducted to: (1) More Timely, allows policy makers to collect feedback from the society in real time and how an issue or program impacts the society, (2) More Data-Driven, enables policy makers to get new data quickly as information in the decision making process, (3) more inclusive, involving the society, the private sector, and stakeholders in the decision making process, and (4) More User-Focused, allows regulation makers to quickly test stakeholders related to which policies are appropriate.

Furthermore, "being digital" is not only about *Digital Tools*, but also about *Digital Mindset*. This means that the government does not only automate or digitize what the government does, but furthermore, it means about how the government thinks and deal with *digital mindsets*. *Digital mindset* is not only able to understand and use *digital tools* but also be able to rethink business models, stakeholder relations, stakeholder management, and organizational culture, so these things can be adapted to digital development.

The next transformation is "24/7 Government". With 24/7 Government, government can service society for 24 hours non-stop with the assistance of technology in certain services. For example, giving information service, society can access information needed. The information can be accessed anytime in 24 hours 7 days without requirement to wait the office open. Direct service registration can also be conducted online 24/7, for example the online passport registration service launched by the Directorate General of Immigration, Ministry of Law and Justice. With the help of ICT, public services can be on standby 24/7 to present the role of government in the society.

The next transformation is citizen-centered organizational performance. In the digital era where anything is transparent and there is no gap among society, government organization performance must be based on society interest. There are 5 (five) manner so that every government decision is based on society interests (Suarez, Abdallah, 2019) which are; (1) Role-Modeling From the Top, which is the presence of leaders whose words and actions reflect leadership that focuses on the interests of the society, (2) citizen-engagement channels, which is improving society and government relations by not only utilizing digital channels but also maintaining how society and the government can be directly meet, (3) citizen analytics, which uses big data analysis to see society preferences, (4) outcome-based measurement, which stipulates that results must be measurable, and (5) *motivational levers*, that is emphasis motivation to behave as "*citizen-centered manner*" to all entity of public sector workers.

In addition, in this digital era, government as public sector also needs to be transformed to user friendly and inclusive government. Digital principles illustrated that digital based-public services must be provided for all people, not only for people who understand technically digital. This means that all levels of society must be able to use and access digital-based public services. Digital service display must be easy to use and can be used by all groups of people in an inclusive manner. According to Data of Bappenas (2018), 15 percent of Indonesia's population are people with disabilities. In 2018, the Ministry of Communication and Information encourages all local governments to provide facilities to help people with disabilities who have special needs, one of which is by utilizing technology such as the provision of audio-visual information media in public transportation facilities. ICT can be utilized by building various facilities supporting disability services.

Beside ensure that the service given is service which is user-friendly and inclusive. Next, in this digital age the government is also required to strike a balance between innovation and regulation. The Digital Era triggers the development of various innovations, especially those based on digital, but the government must ensure that the innovations developed are balanced with regulations that can accommodate these innovations.

For example, the innovation that occurred in the digital era is the birth of online transportation. In 2018, Indonesia has 2 big companies that are now dominating the online transportation market share, those are Grab and Gojek. Gojek now has 1 million drivers in Indonesia while Grab has 2 million drivers in Southeast Asia (bisnis.tempo.co, 2018). The online transportation company fleet is far greater than Indonesian largest taxi company, Blue Bird Group, with 22,000 fleets (viva.co.id, 2018). In September 2018, the companies are not yet legally regarded as transportation companies. This results in Gojek and grab regardless of their rights and obligations as a transportation company. The statis of "transportation company" in gojek and grab companies is not yet atched is causes the two companies do not need to comply with labor rules, tax rules, and safety rules in the provision of transportation. These conditions bring benefits for companies but harm the governmen, conventional transportation companies, and employees, especially drivers. But, when compared with countries in Europe, this has been anticipated through a decision of *European Court of Justice* in 2017 which decide that uber (Transportasi Online multinasional) is an online transportation, and must run regulation like other taxis operators. (www.reuters.com, 2017). This indicates that there is transformation from conventional to digital, must be followed with *outward looking* and *future setting* regulation. The government must be responsive and give response quickly to any changes that occur in this digital era by making regulatory arrangements. Regulatory reform is not only limited to reforming regulations, but the Government of Indonesia must also welcome the digital era by issuing a series of appropriate policies.

Then, transformation is also conducted in partnership era. Government can build disruptive public-private partnership. Partnership intended is not about who to get anything (what we got VS what they get), but related to what contributions can be made in solving problems together. Each party contributes in solving joint problems. For example, government collaboration with NGOs, academics, and other parties to solve a problem. The digital age allows collaboration meetings to be conducted *online* between countries.

The next transformation in public sector that is quite significant is the use of big data in the policy making process, in other words making decision enabled by big data. The government can not only use big data, but the government can also use *online platforms* in the process of policy making. The following is the use of big data and online platforms at each stage of the policy making process:

Table III.1.
Mapping Table of Big Data and Online Platforms Use at Each Stage of the Policy Stage

Policy Stage	**Utilization of Big Data**
Agenda Setting	• The government collecting data and information, one of them is from social platforms (*online platforms*) that have a high level of participation and also from Big Data, data and information to early related issues that are happening in the society early and produce relevant agenda points. Through *online platforms* and Big Data, the Government can identify the policy preferences desired by the society which will then be considered in setting the policy agenda • ICT can be utilized by *policy maker* for *sentiment mining/ sentiment analysis* to inform about trend of politics discussion this time and related to public opinion
Policy Formulation	In the stage of *Policy Formulation*, Big Data can contribute in the making of *evidence-based policy* with advanced predictive analytic methodology and scenario techniques.
Policy Implementation	• The implementation of policy can be influenced by Big Data in two manners: (1) The ability to determine the problem zone can become a manner to determine the intensity of policy implementation (how far the policy is implemented), and (2) The implementation of the new policy will also immediately produce new data, which then can be used to evaluate the effectiveness of the policy and improve the implementation process in the future by identifying problems. • Several other information sources is focused on implementation of policy to be able to increased its accuracy by Big Data.
Policy Evaluation	• Evaluation by utilizing complaint, critics and suggestion from society through Online Reports • Evaluation is not happen in the last process but continuously, open permanent possibility for handling, reassessment, and consideration.

From the table above it can be seen that big data and online platform can be utilized in each policy making stage. But unfortunately the use of big data by the Government of Indonesia has not been maximized. Currently the Government of Indonesia is using big data to take inflation control policies in several cities. Big Data is believed to be the key to building an accelerated economy. But it is difficult for the Government of Indonesia to expand the use of big data in the process of policy making because of internet network problems in Indonesia. Internet penetration in Indonesia is only around 51%, far below Malaysia 71% and Thailand 67%. In fact, if obstacles in the use of digital technology can be overcome, it is estimated that economic digitalization can provide an added value of US $ 150 billion to Indonesian GDP in 2025 or around 10% of GDP.

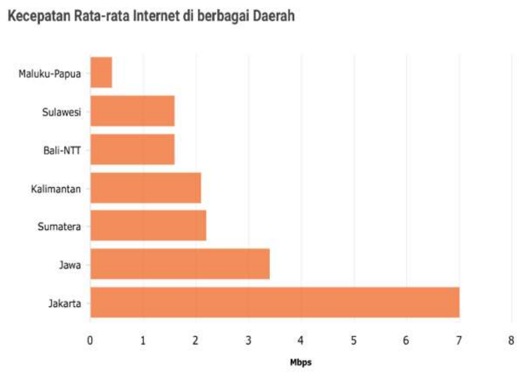
In conducting transformation in digital era, Government of Indonesia must also pay attention to privacy issue and data security. The issue of privacy becomes dilemmatic because the Government must protect privacy but must also promote transparency, two things that are contradictory but must go hand in hand. In this case, data protection laws are very important. In Indonesia, the current regulation on protecting personal data is only regulated in Minister of Communication and Information Minister Regulation (Permenkominfo) Number 20 of 2016 concerning Protection of Personal Data in Electronic Systems. The Ministry of Communication and Information and the House of Representatives (DPR) have discussed the Draft Personal Data Protection Act (PDP Bill) which regulates about definition, types, ownership rights, processing, delivery, authorized institutions that regulate personal data to sanctions. However, until now the PDP Bill has not yet been passed. Another problem is that the Indonesian government's information system is considered to be weak in security. Based on information from the Ministry of Communication and Information Technology (Kominfo) in 2012, as much as 50 percent of official websites with the domain go.id have been hacked by hackers. In 2019, there are still government websites that can be hacked by hackers such as KPAI, Ministry of Home Affairs, Madiun Regency Government, etc. The government must ensure that the government is able to secure data privacy and security in this digital era.

Challenges & Obstacles of Government of Indonesian in Digital Era

Several challenges and obstacles are faced by Government of Indonesia in conducting transformation in this digital era. One of the obstacles is the level of technological literacy of public servants is still low. From total 4,5 Of the Million Civil Servants in Indonesia, only 20% of them understand information and communication technology (ICT) (www.inet.detik.com, 2016). As of 2019, the Indonesian government claims to have 572,000 technology-literate employees (kompas.com, 2019), but when compared with the number of civil servants per 2019 of 4.3 million people, it means that only technology-literate civil servants 13,30%.

The next problem is infrastructure problems of ICT in Indonesia which is not yet adequate. According to data from the Ministry of Communication and Information in 2016, the average internet speed in various regions of Indonesia is very old, with an average internet speed of 0.4 Mbps in Maluku-Papua compared to 7 Mbps in Jakarta as shown below:

Picture III.1.
The average speed of Internet in Indonesia



Source: Kemenkominfo, 2016

Condition of internet quality that is not evenly distributed becomes obstacles for government effort to conduct transformation of digital service. Internet discrepancy in areas of Indonesia becomes big work to do for Government of Indonesia. Project of Palapa Ring 2020 becomes one of the steps taken by the Government of Indonesia to reach remote areas so as to reduce existing disparities. Palapa Ring is a telecommunications infrastructure project in the form of the construction of optical fiber throughout Indonesia along 36,000 kilometers. The project consists of seven small optical fiber circles that will reach 440 cities / districts throughout Indonesia (Kominfo, 2018).

Until now, palapa ring project is still in processing stage. There are some obstacles in this project, one of which is obstacles that come from local government regulations. For example when the development of West Palapa Ring (PRB) in several villages in 3 anambas islands experiences obstacles because of Anambas Islands District Regulations governing the establishment of *Base Transceiver Station* (BTS) at height above 52 meters are required to use an Environmental Impact Analysis so that this slows down the construction of BTS for DRR projects in the Anambas islands, even though this DRR project is very important given the telecommunications conditions in the Ambas Islands which are still far behind from other regions.

The Regional Government must start to pay attention to immediately review the rules that actually slow down the central government program for the Palapa Ring project. The development project for the acceleration of telecommunications networks covering remote areas must be supported by collaboration between the central and regional governments. If the Palapa Ring project is completed, a high-capacity, high-quality, secure and inexpensive internet and communication network will be born so that it can support government to be reformed in the digital age, both in service and in the process of policy making.

Conclusion

Trends that occur in this digital era have brought a trigger that requires government to conduct transformation, both in the process of formulating policies and providing services. Until now, the government has and will conduct various series of transformations, starting from being digital, 24/7 government, citizen-centered organizational performance, inclusiveness, balancing innovation-regulation, disruptive public-private partnership and the utilization of big data in the process of policy making. In transformation process of digital era governance, the government faces a series of obstacles such as the low level of technological literacy of civil servants in Indonesia, inadequate infrastructure, and regulations that do not yet accommodate the digital era.

What the government can try to do is to improve the digital literacy ability of civil servants through a series of ICT training. The government is required to ensure that more than 50% of civil servants are able to master ICT. Then, the Government must also improve ICT infrastructure from Sabang to Merauke. Equitable internet network has to be finished. The central and regional government must ensure that the existing policies must support the internet network equity program. All The efforts were created to realize the governance.

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Cross-Sector Collaboration and Public Policy Accountability: Implementation Network of Food Security Policy in Bone Regency[1]

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Abstract

Public policy accountability is one of the essential concepts in public policy study, as it is a parameter to assess the performance of policymakers and implementers. The primary purpose of this study is 1) to know the performance of the implementation of food security policy; 2) to understand the cross-sector collaboration process as a strategy of public policy accountability. Based on the matching pattern and time series techniques, food policy accountability is still low in Bone Regency. This accountability issue happens because the performance of food policy implementers is still weak, and the cross-sector collaboration process has not been effective. Therefore, the forging agreement, building leadership, building legitimacy, building trust, managing conflict, and planning need to be considered to improve food policy accountability in Bone Regency.

Keywords:

cross-sector collaboration; public policy accountability;
policy implementation network; food security policy

Introduction

One of the main objectives of public policy is to solve public problems (Smith & Larimer, 2009). The public official who are given the authority to make policy always try to understand public issues. This happens because many public policies have failed to solve public problems, due to the fact that the problem is complex. For instance, stakeholders are still debating the definition and resolution of the problems - wicked problems.

Public policy accountability can be assessed from the resolution of public problems through these policy interventions. This shows that the scope of public policy accountability is not only the design of the policy but also at the implementation stage of the policy. To find out whether a public policy has succeeded or failed to meet the expectations of its target group can be seen at the stage of policy implementation.

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This study focuses on the implementation and assessment of the accountability of public policy. This stage is a stage of assessing the performance of as well as collaboration between stakeholders to achieve the objectives. A public policy implemented by a government agency has a relationship with other government institutions in its implementation. A government agency as the leading sector of a policy, needs to collaborate with other institutions to achieve the performance. This shows the complexity of public policy implementation (Pressman & Wildavsky, 1984; Goggin et al., 1990) and at the same time, shows the complexity of public policy accountability.

One of the public policies that became the focus of this study is the food security policy. This policy aims, as in Law No. 18 of 2012, concerning Food, to realize the availability of food for households in sufficient quantities, quality and proper nutrition, safe for consumption evenly and affordable by an individual. But until the third quarter of 2016, Indonesia has brought in 1.1 million tons of rice from abroad with a value of US $ 472.5 million. While in the same period last year, the amount was only 229.6 thousand tons, with a value of US $ 99.8 million. In this case, rice imports experienced a 46 percent increase, mostly from Thailand, Vietnam and Pakistan (Performance Report of the Food Security Agency, 2016).

Based on Centre Bureau of Statistics (BPS) 2015, Indonesia's population is 257.9 million, and it is estimated that Indonesia's population will increase to 273.1 million by 2025. Indonesia's growth rate is predicted to increase by 1% annually. Based on the increase in population, it has the potential to cause a food crisis. The high growth of population leads to higher demand for food and when this is not matched by an increase in the production of food commodities, the food crisis is likely to occur.

The phenomenon shows the complexity of the implementation of the food security policy. The policy involves various stakeholders where they have competing interests and often conflict with each other. On the one hand, the target group is lower-income and marginalized communities in terms of economy and politics. On the other hand, implementers (government bureaucracy) always attempt to run this policy effectively and efficiently. Then, other stakeholders (private/traders) always attempt to get a lot of profit. This phenomenon shows the complexity of the implementation of public policy that leads to the understanding that the success of such implementation varies greatly between one place at different times (Goggin et al., 1990). Therefore, this study focuses on the accountability of the implementers of food security policy in Bone Regency, South Sulawesi Province.

Accountability is a concept that has a vast scope and, therefore, the experts provide meaning based on their perspectives and even conflict (Bovens, 2006; Mulgan 2005; Dwivedi & Jabra, 1989). Bovens (2006) describes accountability as social relations so that it defines "as a relationship between an actor and a forum, in which the actor has an obligation to explain and to justify his or her conduct, the forum can pose questions and pass judgment, and the actor may face consequences. "Then, Dwivedi & Jabra (1989) define" public service accountability involves the methods by which a public agency or public official fulfills its duties and obligations, and the process by which the agency or the public official is required to account for such actors." Both meanings show fundamental differences; the first mentioned is focuses on social relations, and the latter emphazises more on the methods and processes of accountability itself. Such differences encourage Finer (Denhardt & Denhardt, 2007) defines accountability as differing from role to role, time to time, place to place, and from speaker to speaker. The difference thus causes no agreement on standards for accountable behavior.

In addition to the differences in terms of definition, there are also differences in the perspective of accountability. This can be shown in the debate Finer and Frederick (Denhardt & Denhardt, 2007). According to Frederick, public officials are accountable when the implementers become professional and have specialized knowledge and technical expertise. This is based on the idea that the policy formulation process is entirely separate from the implementation. Therefore, the accountability of public officials is largely determined by their ability to achieve an efficient policy goal based on their professional knowledge and behavioral norms.

Instead, according to Finer (Denhardt & Denhardt, 2007), public officials will be accountable when they controlled by elected officials (external control) in the policy implementation process. They represent the citizens, which their main task is to control the state apparatus in order to deliver public services following the needs and interests of citizens. External control is showed democratic values in the civil service. It shows that the public Officials should be subordinate from the elected officials, so they should hear the command to meet the needs and interests of the public.

According to Erkkilla (2007), there is a new alternative in the study of public accountability, namely performance and deliberative accountability. The public officials will be accountable when they can be responsive to the output-oriented. It shows, it is more focuses on performance, and it means efficiency. Later, another alternative offered is deliberative accountability. Public officials will be accountable if they can engage stakeholders in the process of public service and policy.

This study does not attempt to bridge these differences, but takes another aspect of accountability that is not included in the debate above, namely public policy accountability.

Accountability in Public Policy Implementation Perspective

Policy implementation is one of the stages in the public policy process that seeks to realize policy objectives. Public policy can be said to be accountable when the system is able to meet the policy objectives and cover the target group of the policy. In reality, many of the policies that have been designed by policy makers turned out that after the policies were implemented, they were unable to achieve both of them. This is caused by the implementation of policy not as simple as thought, as stated by Goodnow (2004) about the political-administrative dichotomy. Therefore, policy implementers need to be involved in the process of policymaking so that the policy objectives are not reinterpreted by their implementers, as is the focus of the modern perspective of public administration.

The accountability of policy implementers can be understood differently from the development of public policy implementation studies. The development of this study includes three generations, namely first generation, second generation, and third-generation (Googin et al., 1990). The first generation of policy implementation focuses more on a single authoritative decision, either at a single location or at multiple sites. In this case, the successful implementation of policies or the successful achievement of policy objectives are less likely to be replicated to other locations or places, so that policy accountability in this generation cannot be used as a model or framework of public policy accountability.

The second generation public policy implementation study seeks to overcome weaknesses in the previous generation of implementation with the development of analytical frameworks to guide research on the complex phenomenon of policy implementation. In this generation has given birth to factors that influence the success of a public policy implementation, which Goggin et al. (1990) has concluded that all of these second generation studies focused on the same predictor variables: policy form and content; organizations and their resources; and people - their talents, predispositions, and their interpersonal relationships, including patterns of communication. Public policy accountability in the generation of policy implementation studies has enabled replication in other locations or places.

The third generation of policy implementation studies emerged to perfect the two previous generations by building a model of the implementation process that integrates the major concerns and variables of the top-down and bottom-up research traditions into a single framework. The principal aim of third-generation research is to shed new light on the implementation of behavior by explaining why that behavior varies across time, policies, and units of government (Goggin et al., 1990). This generation gave birth to a comprehensive model that shows not only predictor variables but also intervening variables. Accountability of public policies based on this generation can be replicated in other locations by taking into account various variations that might influence the implementation of public policies.

Cross-Sector Collaboration: A Strategy of Public Policy Accountability

Policy implementation, which is one of the stages in the public policy process, is no longer possible to be understood as the end of the policy formulation process. Policy implementation, however, is a complex process, as mentioned previously. This complexity can also refer to the number of actors or stakeholders, both individuals and organizations involved in the process of policy implementation, of which there are those who have direct, competitive, and even contradictory interests (Goggin, 1990; Hill & Hupe, 2002). In addition, this complexity also demonstrates the difficulty of public policy accountability and implementers. Therefore, a synergy between stakeholders involved in policy implementation is a fundamental part of the achievement of policy performance. Such synergy can be done through a cross-sector collaboration strategy.

Collaboration between sectors, according to Bryson, Crosby, & Stone (2006), "as the linking or sharing of information, resources, activities, and capabilities by organizations in two or more sectors to achieve jointly an outcome that could not be achieved by organizations in one sector separately". Based on this understanding, this collaborative model shows the use of important resources for achieving an outcome and carried out by organizations from across sectors. This also shows that this collaboration model uses resources effectively and efficiently in the delivery of policies and public services. The policy model in this study is adapted from the cross-sector collaboration model introduced by Bryson, Crosby, & Stone (2006). The model includes initial conditions, process components, structure and governance, contingencies, and constraints that will produce outcomes and accountability.

Research Method

Location

This research was conducted in the district of Bone, South Sulawesi Province. The location determination is based on the consideration that Bone is one of the vast and varied food-producing regions in South Sulawesi Province (BPS, South Sulawesi in Figures, 2015).

Design and Research Strategy

The design of this study is qualitative with a case study research strategy. This research design aims to uncover the implementation of food security policies based on the context. In this case study, the research strategy applied was the explanative type (Yin, 2000).

Informants

The determination of informants in the study was carried out purposively, those who were considered to have competence in the context of implementing food security policies. Such a decision is based on an assessment of the expert (or the researcher himself) for a particular purpose or situation (Neuman, 1997). The informants in this study are: a) Head of Bone Regency; b) Officials and employees of the Office of Food Security; c) Members of Local Parliament; d) Business parties in the food sector, and e) farmers groups; f) people as consumers.

Data Collection Techniques

In this study, data collection techniques used were observation, interviews (questionnaires), in-depth interviews, focus group discussions, and documents. Observations were made mainly on tangible objects, such as processing activities before and after harvest. In-depth interviews were conducted with the informants mentioned above, while the documentation technique was to collect documents in the form of regulations, journals and research results related to this research.

Data Analysis

Data processing techniques went through data reduction, data presentation, and drawing conclusions/verification (Miles and Hubeman, 1992), and data analysis applied pattern matching and time series analysis techniques.

Results and Discussions

Performance of Food Security Policy in Bone Regency

Food is a basic need for humans. This is one of the human rights, as guaranteed in the 1945 Constitution as a primary component to create quality human resources. Given the importance of the issue of providing food for the community, the government has adopted various policies and programs aimed at increasing food production. One of the efforts made is to increase food production, through programs such as intensification, identification and rehabilitation of food crops. These efforts have borne fruit with the achievement of food self-sufficiency, especially rice in 1984.

Through the implementation of these intensification, identification and rehabilitation programs, food crop production continued to increase until 1996. However, after that period, per capita production of various types of foodstuffs, including rice dropped dramatically even the per capita food production rate in 2006 was lower than the output of the previous ten years, in 1996 (BPS, 2006). This problem occurs because the productivity of agricultural land, which has been declining, is also triggered by various government policies. The policies in the agricultural sector of rice seemed not to support the farmers, for example, the lack of fertilizer subsidies and the determination of low grain prices. As a result, rice farming is increasingly unprofitable for farmers, and this led farmers' interest in rice farming and rice production declined.

Based on the data from the Central Bureau of Statistics (BPS) in 2017, the level of rice consumption reached 114.6 kg per capita per year and is the highest level of consumption of food commodities. This consumption has increased compared to the 2013 rice consumption of 102 kg per capita. Consumption of rice per capita is twice as high as Japan, which reaches 50 kg per capita per year, whereas Korea consumes only 40 kg per capita per year. For Malaysia and Thailand, the rise consumptions are 70 kg and 80 kg per capita per year, respectively. The overall world rice consumption per capita is only around 60 kg per capita per year. This shows that the importance of food security is a government priority.

This food security policy is based on local food, consumed by local people in accordance with the potential and local wisdom of the region. This puts a consideration as Indonesia has a diverse natural wealth of agriculture in each region. One area, Bone Regency is a food crop-producing region in South Sulawesi (BPS, 2017). Geographically, the landscape of Bone regency consists of forest areas, other use areas, plantation, land owned and settlements. The condition is perfect for growing food crops such as rice, corn and soybeans. Recently, the amount of rice production is still relatively high compared to other types of food plants. For more details can be seen in the following table:

Table 1
Plant Area, Harvest Area, Production and Productivity of Bone Regency 2016 - 2018

No	Types of Commodities	Year	Planted Area (Ha)	Harvested Area (Ha)	Production (Ton)	Productivity (Kw/Ha)
1	Paddy	2016	241.945	182.906	1.058.812	57.888
		2017	233,230	233,230	1,228,348	57.909
		2018	208,119	208.71	1.207.187	57.859
2	Corn	2016	77.274	67.824	379.789	55.996
		2017	80.442	76.431	424.441	55.533
		2018	69.994	71.991	424.445	56.120
3	Soybean	2016	9.270	9.141	13.881	18.490
		2017	6.876	6.741	12.959	19.225
		2018	6.803	6.720	13.047	19.415

Source: *Department of Agriculture Food Crops & Horticulture, Bone Regency, 2018.*

Based on the figure above, the production of food plants in Bone Regency is quite large. Some food commodities such as rice, maize and soybean have high production where rice becomes the most significant production in 2018, reaching 1,207,187 tons with a productivity of 57,859 Kw / Ha. Then it was followed by corn production, at 424,445 tons with a productivity of 56,120 and soybean, which reached 13,047 with a productivity of 19,415.

Nevertheless, the production and productivity of these three food crops experienced fluctuations from 2016 to 2018. These fluctuations indicate that the performance of food security policies in Bone Regency has not been maximized. This is due to various problems such as the change of land use that causes a decrease in the amount of land, the availability of fertilizer for farmers and crop failure. Various programs to increase productivity and quality of food crops carried out by the government have not shown an optimal result. Policy intervention from the government is required.

Based on the data of BPS (2019), in 2018, the percentage of rice harvested Bone District contributed 15% of the harvested rice area in South Sulawesi Province, which reached 1,162,754 ha. Likewise, the commodity of corn and soybeans also contributed significantly to the area of harvest and production in South Sulawesi. The amount of national paddy and paddy rice production in 2018 reached 83,037,000 tons and the production has continued to increase since 2014. The details is presented in the following table:

Table 2
Total Production, Land Area and National Rice Productivity
The year 2014 - 2018

No.	Komoditas	Tahun					Pertumbuhan
		2014	2015	2016	2017	2018[1]	2017 thdp 2016 (%)
1	**Padi**						
	Produksi (000 Ton)	70,846	75,398	79,355	81,149	83,037	2.33
	Luas Panen (000 Ha)	13,797	14,117	15,156	15,712	15,995	1.80
	Produktivitas (Ku/Ha)	51.35	53.41	52.36	51.65	51.92	0.52
2	**Padi Sawah**						
	Produksi (000 Ton)	67,102	71,766	75,483	77,366	78,819	1.88
	Luas Panen (000 Ha)	12,666	13,029	13,985	14,556	14,721	1.13
	Produktivitas (Ku/Ha)	52.98	55.08	53.97	53.15	53.54	0.73
3	**Padi Ladang**						
	Produksi (000 Ton)	3,744	3,631	3,872	3,783	4,179	10.47
	Luas Panen (000 Ha)	1,131	1,087	1,171	1,156	1,274	10.17
	Produktivitas (Ku/Ha)	33.11	33.39	33.07	32.72	32.81	0.28

Source: Central Bureau of Statistics, 2019

As shown above, the national rice production and harvest area experienced an increase in production from 2014 to 2018, which was triggered by government intervention to achieve food self-sufficiency. Despite an increase in production and harvested area, on the other hand, the amount of rice productivity also fluctuates. National data on other food commodities such as corn also showed an increase in both the amount of production and productivity. In 2018 corn production will reach 30,056,000 tons with productivity of 52.41, while soybean commodity tends to fluctuate. This can be seen in the table below:

Table 3
Total Production, Harvest Area and Productivity of Palawija in Indonesia
The year 2014 - 2018

No.	Komoditas	Tahun					Pertumbuhan 2018 thdp 2017 (%)
		2014	2015	2016	2017	2018[1)]	
1	**Jagung**						
	Produksi (000 Ton)	19,008	19,612	23,578	28,924	30,056	3.91
	Luas Panen (000 Ha)	3,837	3,787	4,444	5,533	5,734	3.64
	Produktivitas (Ku/Ha)	49.54	51.78	53.05	52.27	52.41	0.27
2	**Kedelai**						
	Produksi (000 Ton)	955	963	860	539	983	82.39
	Luas Panen (000 Ha)	616	614	577	356	680	91.22
	Produktivitas (Ku/Ha)	15.51	15.68	14.90	15.14	14.44	-4.62

Source: Central Bureau of Statistics, 2019

As presented above, there is an increase in the amount of land, production, and productivity of corn commodities in the period 2014 - 2018. For the soybean, it experiences fluctuation. Food security policies in Indonesia, especially for rice, corn and soybean commodities that have increased production were triggered by the national program UPSUS PAJALE (Special Efforts for Rice, Soybean Corn) which has been carried out from 2015 to 2019. This program is the main concern of the government through the Ministry of Agriculture to achieve food self-sufficiency in the three commodities. Even so, the performance of the government faces various problems that need to be resolved by the central and regional governments. For instance, the lack of irrigation network infrastructure, where much irrigation, both primary and secondary, is not appropriately handled. Second is the seed problem. Third, the availability of fertilizer is infiltrated by illegal fertilizer distributors who supply farmers with non-subsidized fertilizer. Fourth, related to the question of decreasing the number of workers. Fifth, agricultural extension programs are not yet optimal.

Generally, what has been discussed above shows that the accountability of food security policies in Bone Regency is questionable. This is because the performance of this policy (productivity) in Bone Regency is lower than the performance of national policies. In addition, the richness of the three main foods remains stagnant even though the assistance of resources from the central government has increased significantly year by year.

Cross-Sector Collaboration Process: Public Policy Accountability Strategy

The cross-sector collaboration process developed by Bryson et al. (2006) focuses on several aspects, which include: a) Forging agreement; b) Building leadership; c) Building legitimacy; d) Building trust; e) Managing conflict; and f) Planning. The collaboration process is a strategy in creating food security policy accountability because this process is a synergy interaction between all stakeholders.

1. Forging agreement

   Agreements designed in a collaborative process consist of formal and informal agreements. Formal agreements are important factors and have advantages in supporting collaboration accountability (Donahue, 2004). Therefore, the need for various initial agreements between stakeholders or changing agreements between them is very likely to occur. The results of this study revealed that the formal and informal agreements that were designed lack all elements and aspects of cross-sector collaboration. This is indicated by the limited mandate and role of actors such as the Food Crops Office, Horticulture and Plantation, the Food Security Agency, sub-district / village governments, agricultural extension workers, and also farmers' groups. The role and commitment of resources from the food security service, which is limited in number, causes the collaboration process not to run optimally. The agreement designed also did not regulate all aspects and rules of the game needed in collaboration to encourage policy accountability.

2. Building leadership

   The role of formal leaders (building leadership) is an essential element in the cross-sector collaboration process. The role of the leader consists of sponsors and champions. Sponsors are individuals who have authority and access to resources even though they are not involved intensively in the collaboration process. While champions are individuals who intensively focus on the process of collaboration and achieving the goals of the collaboration.

Cross-sector collaboration in the implementation of food security policies in Bone District, which holds a key role as the leader of the collaboration is the Regent as the sponsor, the Head of the Food Crops, Horticulture and Plantation Office and the head of the Food Security Agency as the champion.

The Head of Bone Regency has the authority to provide resources in the cross-sector collaboration process as well as regional leaders. The authority held in using available resources becomes an important indicator that supports the successful implementation of the policy. In fact, the role and commitment of the regent as a sponsor for success tend to be lacking. This is indicated by the support of policies and the low budget allocated for food security policy program activities. The level of commitment of sponsors is one of the keys to successful cross-sector collaboration in food security policies in Bone District.

While the champion in this cross-sector collaboration is the head of the Department of Food Security, who is involved and contributes greatly in the process of implementing food security policies, such as organizing and monitoring/evaluating the implementation of plots for food crops and the socialization of diversification of food consumption in Bone Regency. The role of the head of the department of food security in this policy as a matter of fact tends to be small and less active so it does not contribute greatly to the success of the policy performance. The role of the champion is very important because as the leader of the government organization, the policy organizer has the authority and access to resources. Though collaboration across sectors has a high chance of success and success when formal and informal leadership includes sponsors and champions at various levels demonstrates commitment and alignment with policy (Bryson, 2006).

3. Building legitimacy

The dimension of building legitimacy in relation to cross-sector collaboration in implementing food security policies is a process of creating legitimacy among stakeholders who collaborate to be trustworthy and to be expected to be credible to the interests of collaboration. Efforts to build legitimacy between the Food Crops Office, Horticulture and Plantations, the Food Security Agency, sub-district / village governments, agricultural extension workers, farmers' groups are not working as they should. Though this factor is crucial in creating policy accountability involving various actors in its implementation.

4. Building trust

The relationship of trust among stakeholders across sectors is the essence of collaboration. Stakeholders build trust through sharing information and knowledge and carrying out agreed commitments. Conversely, if a commitment is not carried out can cause distrust of one another among stakeholders that can hamper policy accountability. The food security policy based on cross-sector collaboration in Bone district shows that stakeholders carry out information and knowledge sharing activities about programs and activities related to food security.

The emergence of trust is demonstrated by a mutual trust with each other that each stakeholder will carry out his role and duties. The Department of Food Security believes that stakeholders such as agricultural extension workers are able to encourage farmers to be productive, as is the government's belief that farmer groups can change their mindset to abandon traditional farming methods to more modern technology. Although the majority of stakeholders have confidence in each other, the fact is that there are still stakeholders who lack trust in other stakeholders to be able to carry out commitments as a form of trust that is built. The process of building trust is not yet optimal because the government does not yet fully believe that people's mindsets can change so that there is a significant increase in food crop production.

5. Managing conflict

Conflicts in collaboration can occur when there are different goals and expectations of stakeholders that encourage them to collaborate. Managing conflict is one of the important things in collaboration. In addition, conflicts will arise if the level of the collaborating organization is not equal. Cross-sector collaboration in food security policy in Bone Regency never has before experienced major disputes between the stakeholders involved. Each stakeholder carries out tasks according to their role in implementing food security policy.

6. Planning

To carry out a collaborative process successfuly, careful planning is needed as an effort to achieve goals. Cross-sector collaboration in the implementation of food security policy in Bone Regency shows that planning has been arranged and structured by articulating the mission, goals, objectives, roles and responsibilities of each stakeholder in cross-sector collaboration. In terms of planning, the government has set a goal, which is to diversify food consumption through food security policy in order to reduce the level of rice consumption. Besides planning, it also includes the roles and responsibilities of the stakeholders involved. The program of activities that have been set by the government to achieve these objectives include: a) the use of the yard for local food crops; b) Socializing diversification of community food consumption so that rice consumption can be reduced by other food crops.

Conclusion

Public policy performance is a key indicator to assess the accountability of public officials as they determine and implement public policy. The accountability of food security policies in Bone Regency is still not high because food productivity has stagnated and fluctuated. However, the three types of local food (rice, corn, and soybean) have always received attention from the central government, providing large assistance for the development of these commodities each year. This is caused by the process of collaboration between sectors, where a public policy accountability strategy does not run effectively. Therefore, the government needs to be the initiator and facilitator in gathering and encouraging collaboration among all stakeholders.

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Institutional Capacity Building Of Disaster-Resilient Village in Garut Regency

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Abstract

Disaster may occur anytime and anywhere, and is generally unpredictable. Therefore, the most important to do is disaster management to minimize any harmful impacts of disaster. To be more effective and efficient, it needs to involve all related parties. In regions, the relationship between village institutions is of high importance in disaster mitigation. This is because it is village administration (government) that is in direct relationship with community, and that the latter is one directly impacted by disasters in regions. Thus, in the context of disaster mitigation, the relationship between village institutions should be strengthened. Accordingly, the problem studied in the present research was, how is the strengthening of institutional relationships of villages in Garut Regency? The research method used was a qualitative method. The data collection techniques used were interview and observation. Interview was conducted with village officials and Destana volunteers. And observation was performed in the field on the activities conducted relating to disaster mitigation measures in the four villages which were the research objects, namely, Pasawahan, Rancabango, Mekarjaya, and Karyamekar. The research result revealed that the institutions in the four villages have been good enough but still need to be strengthened in the context of disaster management. The four villages were vulnerable to disasters and have had Destana instrument as a guard of disaster management at village level. In view of the research result, it is suggested that village officials improve their disaster management by, among others, conducting socialization on disaster risks, ways of lessening disaster occurrences, and ways of minimizing losses in case a disaster really occurs.

Keywords:

institusional capacity building; disaster resilient; destana instrument; villages in garut regency

Introduction

Reformation has come to be the strongest demand in Indonesia. However, in the course of the reformation, a demand for regional autonomy is also steadily intensifying. Regions are pressing for their own sectoral aspirations of building their region without elucidating what basic needs of their region are really. The existence of Law No. 23 of 2014 on Regional Governance, Law No. 6 of 2014 on Village, and Law No. 24 of 2007 on Disaster Mitigation even actually causes people confused, being failing to grasp the aspirations of people, particularly that of villagers. Lots of problems then emerge, from conflicts between regions, between regional governments, between regional government and provincial government, to ones between regional government and central government. These conflicts also relate to village institutions, which are the spearhead of development. Different interests try to influence the village institutions.

Therefore, to minimize the conflicts in regions, particularly in villages, there should be villages' good human resource planning and institution strengthening which involves the whole layers of society, especially in disaster mitigation.

Disaster mitigation is provided for in Law No. 24 of 2007 on Disaster Mitigation and in some implementing regulations, e.g., Presidential Regulation No. 8 of 2008 on National Disaster Mitigation Agency, Government Regulation (PP) No. 21 of 2008 on Implementation of Disaster Mitigation, Regulation of Minister of Domestic Affairs No. 46 of 2008 on Organizational Guidance and Procedure of Regional Disaster Mitigation Agency, Regulation of the Head of National Disaster Mitigation Agency No. 3 of 2008 on Guidance of the Establishment of Regional Disaster Mitigation Agency, and Regulation of the Head of National Disaster Mitigation Agency No.11 of 2008 on Guidance of Post-Disaster Rehabilitation and Reconstruction.

The principal institution responsible for disaster mitigation is National Disaster Mitigation Agency (BNPB), a non-ministerial governmental agency headed by a minister-level officer. The agency has a duty of formulating and setting disaster mitigation policies and handling refugees promptly, effectively, and efficiently, and coordinating the implementation of the activities of disaster mitigation in planned, integrated, and comprehensive ways. At regional level, a specialized agency that deals with disaster mitigation is Regional Disaster Mitigation Agency (BPBD). It is constituted at both provincial and regency/municipality levels. Like central-level BNPB, BPBDs in regions have a duty of formulating and setting disaster mitigation policies and handling refugees and coordinating the implementation of the activities of disaster mitigation.

One of the earlier researches on disaster mitigation was conducted by Ramadhan (2012). He carried out the research in coordination externally, in accordance with the function of each party relating to disaster management. The coordination of Regency-level BPBD with regional government in mitigating natural disasters in Tasikmalaya Regency in form of an interdisciplinary was a coordination in a bid to synchronize actions in order to create discipline among units that shared the same goal, both internally and externally. Meanwhile, interrelated coordination developed was coordination between agencies and institutions whose functions were interdependent or have internal and external links.

Other research was conducted by Fanni Harliani (2014) on the perception of the people of Kampung Cieunteung, Bandung Regency, on Planned Relocation due to Flood Disaster. The research result revealed that a majority of Kampung Cieunteung resisted the planned relocation that the government would execute as an effort to overcome flood disaster. The perception on the planned relocation was connected to some determinants, among them: physical and environmental aspects, economic aspect, community internal characteristics, socio-cultural aspect, information dissemination process, inter-stakeholder communication, and community involvement in decision making processes.

Strengthening institutions existing in villages is a priority in village development program. The role and function of each institution officials come to be a spotlight in relation to administration and finance. This is due to the lack of knowledge (human resource) in the management of an organization (village institution). Village institutions are a very supporting element of village administration (government) in planning and implementing development in the village.

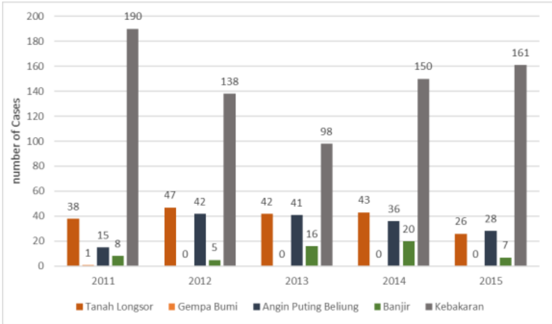
In order to sustain the efforts of building the capacity of village institution as laid down in a village's medium development plan, the institutions should be strengthened. Village institutions serve as a link or bridge of information between the government and people, as well as a carrier of people aspirations in village development. Given the lack of knowledge on organizational management in each village institutions, enhancing institutional capacity will be one of the answers for better understanding institutional organization and roles and functions in an institution. Better knowledge will make it easier for village institutions to develop cooperation among them. Moreover, learning an institution's management will positively impact the advancement of the villages in terms of human quality and economy.

Therefore, enhancing villages' institutional capacity, particularly in the handling of disasters, needs a multidisciplinary approach. Otherwise, confidence crisis would emerge. A public confidence crisis is a phenomenon that strongly perils the development of governance condition both in developed and developing countries. It has diverse impacts, and even, at the most extreme point, it may endanger the stability of governance system. Failure of the government to overcome disaster mitigation crisis causes more and more people lose confidence in the government's capability of meeting public needs and protecting public interests from uncertainties and even threats. The failure was resulted from the decreasing performance of the government in responding public interests (Dwiyanto, 2011:393).

The principles of the guidance on disaster risk reduction according to the 2015-2030 Sendai framework emphasize cross-sector participation and cooperation and government, be it central and regional. In addition, community's active participation also receives attention in disaster management today.

As shown on Table 1.1, one of the regions categorized as a disaster vulnerable area in West Java Province is Garut Regency, consisting of 18 Regencies and 9 municipalities. And, according to the 2011 Regency/Municipality Disaster-Vulnerable Index data, Garut Regency even stood at the top of national scale with a category of the highest vulnerable class by a score of 139 (IRBI, BNPB, 2011).

Picture 1.
Cases of disasters in Garut Regency Year 2011-2015



Source: Source: Social, Workforce, and Transmigration Agency of Garut Regency, 2016

Moreover, based on the data of BNPB (2016), the losses from natural disasters that hit Garut Regency in 2017 are shown on the table below.

Table 1.
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Casualties	Dead		Person	34
	Lost			19
	Wounded			35
	Evacuated			6,361
Damages	House	Major damage	Unit	575
		Medium damage		239
		Minor damage		970
	Educational facility			49
	Religious facility			15
	Health facility			2

Source: BNPB (2016)

In view of the disaster vulnerable condition of Garut Regency area as seen in the data contained on Chart 1.1 above, BNPB sets a strategy by developing Villages/*Kelurahans* which are resilient in facing disasters by reducing community-based disaster risk (PRBBK).

It is hoped that, by the program, each selected village/kelurahan would possess adaptive capacity and preparedness to cope with disaster threats and to recover from disaster impacts. In order to realize Disaster Resilient Village/Kelurahan (Destana), all stakeholders, be they community and Village/Kelurahan officers, have to participate actively and should receive infrastructure, economic, politic, and socio-cultural supports. In addition, the community would have a Community-Based Early Warning System, Contingency Plan, and evacuation path based on their knowledge on their environment. In addition, there should be an economic endurance pattern as a supporting element of survival when a disaster really occurs anytime.

Referring to the statement of the Unit Head of Garut Regency BPBD Prevention (1915), there were some components involved in a realizing disaster mitigation system in villages/kelurahans, namely, regulations concerning disaster prevention and mitigation at kelurahan/village level (legislation), community participation in preparing an action plan on disaster prevention and mitigation (participatory planning), direction from kelurahan/village administration on forming legally/officially disaster-responsive/ready group or community (institution), involvement of community participation by kelurahan/village in preparing Village Development Planning Budget (APBDes/ADD), community self-supporting fund, etc. (participatory budgeting). Last is the empowerment and development of community capacity by holding training, education, and socialization on how to cope with disaster threats, and by performing disaster mitigation from pre-disaster, disaster, to post-disaster stages.

Given that Garut Regency is a disaster vulnerable area, the government, private sector, and community should be capable of developing cooperation to minimize the number of casualties when a disaster repeat. One of the strategies to pursue for community to be more resilient in coping with natural disasters is by developing disaster-resilient villages/kelurahans.

Based on the phenomenon described in the research background above, the present study would be an investigation into strengthening village institution in coping with disasters in Garut Regency.

The major problem as the research basis was: Strengthening of institutional relationships of villages in Garut Regency was not going on well. From the major problem, a research question was formulated as follows: **How is How is Institutional Capacity Building Of Disater-Resilient Village In Garut Regency?**

Method

Disaster Resilient Village/Kelurahan program is one of the forms of government responsibility for providing people with protection from disaster threats. The goal of developing Disaster Resilient Village/Kelurahan is to protect those people who are living in risky area from the harmful impact of disaster, to increase community role in managing resources in a bid to reduce disaster risks, to enhance societal institution capacity in managing resources and keeping local wisdom for diminishing disaster risks, to increase the capacity of government in supplying resources and technical aids for reducing disaster risks, and to improve cooperation between the stakeholders in PRB, regional government, private sector, higher education, NGOs, societal organizations, and other concerned groups.

Based on the research purpose, the present research was expected to be valuable in describing the responses of regional government, one of which being the responses of village government (administration) in coping with disasters.

The research method used in the present research was qualitative. It was based on the formulation of problem, which required the researcher to perform some explorative activities in attempt to understand and explain the problems the research focused on. Data, data collection technique, and data source used in the research were as follows:

The research result data was obtained directly in the field, by:

a. Interview, i.e., unstructured interview and semi-structured interview. The former was spontaneously conducted in certain occasions. And in the latter the researcher has set a guide of interview; and
b. Observation, where the researcher took field notes on individuals' behaviors and activities at the research location. In the present research, the researcher conducted an observation as a non-participant.

The informants selected in a qualitative research are ones who have sufficient information on the phenomenon to investigate, and have capacity and competency relating to their major duty and function. An informant-selecting technique begins with performing observation and communication to know who meet the criterion to be an informant.

To determine the reliability of a research, Yin (in Creswell, 2009:190) points out that qualitative researchers need to document the procedures of their studies and to document as many of the steps of the procedures as possible. Therefore, reliability is conducted by documenting the whole stages in the research. The researcher took steps of validating data by a triangulation. Data was valid if it were accurate according to the researcher, participants, and other relevant parties.

According to Creswell (2009), the data analysis stages that a researcher has to take are as follows:

1. Prepares data to be analyzed, in form of the transcript of interview result, scans the document, and re-types notes;
2. Reads all data;
3. Performs coding;
4. Based on the coding result, produces themes as a major finding;
5. Writes a narrative describing the themes and includes them into certain categories; and
6. Interprets or makes meaning of the data. The interpretation can also be derived from a comparison between the findings and information obtained from any literature or theory.

Result and Discussion

Disaster Resilient Village/Kelurahan is a national program held under the Regulation of the Head BNPB No. 01 of 2012 on Disaster Resilient Village/Kelurahan Guidance. The program is, in addition to realizing Indonesia Resilient, also a form of government responsibility for its citizens, in this case on disaster mitigation. People are ones that directly suffer the impacts of disaster, as well as ones who firstly respond to any disasters in their surroundings. Thus, they should be provided with capacity for them to be strong in coping with disasters. Some components of the disaster mitigation system in village/kelurahan are then realized in forms of legislation, planning, institution, finance, and capacity building.

Disaster Resilient Village/Kelurahan is one with self-capacity to adapt and cope with potential disasters, and to recover immediately from the negative impacts of the disaster, in case it is really hit by a disaster. Thus, a Disaster Resilient Village/Kelurahan is a village or kelurahan with capacity to recognize threats in its area and capable of organizing community resource for reducing its vulnerability as well as enhancing its capacity for reducing disaster potentials. These capacities are embodied in planning development that includes the measures of prevention, preparedness, disaster risk reduction, and building of the capacity of recovery after an emergency.

The development of Disaster Resilient Village/Kelurahan is one of the community-based measures of lessening disaster risks. The community-based disaster risk reduction is any measures of reducing disaster threats and people vulnerability, and of enhancing preparedness capacity, planned and implemented by people as the key actor. In a Disaster Resilient Village/Kelurahan, people are actively involved in studying, analyzing, handling, monitoring, evaluating, and reducing disaster risks in their area, especially by utilizing local resources in order to secure sustainability.

The special objectives of the Disaster Resilient Village/Kelurahan are as follows:

1) To protect those communities who reside in risky areas from any harmful impacts of disaster.

2) To increase community participation, particularly vulnerable groups, in managing their resources in a bid to lessen disaster risks;
3) To enhance the capacity of societal institutions in managing resources and keeping local wisdom for reducing disaster risks;
4) To build the capacity of government in providing resource and technical supports for disaster risk reduction;
5) To promote cooperation between stakeholders in PRB, regional government, private sector, higher education, NGOs, societal organizations, and other concerned groups.

According to Law No. 24 of 2007 on Disaster Mitigation, the government and regional governments are responsible for implementing disaster mitigation. The development of Disaster Resilient Village/Kelurahan is basically part of the realization of the responsibility the regulation of which is delegated to village/kelurahan, and become the responsibility of Village or Kelurahan Administration (Government). Both government and regional government would facilitate the program by supplying resources and technical aids that village/kelurahan needs.

Broadly, Disaster Resilient Village/Kelurahan has the following components:

1) Legislation. Preparation of Village Regulation that regulates both risk reduction and disaster mitigation at village level.
2) Planning. Preparation of Village Disaster Mitigation plan; Contingency Plan when facing certain threats; and Action Plan of Community Disaster Risk Reduction (reduction of disaster risks comes to be an integral part of development);
3) Institution. Establishment of a Village/Kelurahan Disaster Mitigation forum composed of government and community elements, disaster mitigation volunteer group/team in *dusun* (countryside), RWs and RTs, and development of cooperation inter-sector and stakeholders in encouraging efforts of reducing disaster risks.
4) Finance. Fund and resource mobilization plan (from Regency/Municipality budgets, Village budget/ADD, community self-finance and private sector or other parties if needed);

5) Capacity building. Training, education, and information spreading to community, particularly volunteer group and disaster mitigation actors for them to have capacity and to play actively as key actors in planning, implementing, and evaluating disaster risk reduction activities; and
6) Implementation of Disaster Mitigation. Activities of structural physical and non-physical mitigation activities; early warning system; vigilance for emergency-responsiveness, and any measures of reducing risks by developmental intervention and recovery program, be it structural-physical and non-structural.

The prospect of Disaster Resilient Village/Kelurahan (Destana) program is very good. Garut Regency, by the role of BPBD, sets a target that in 2019 there will be 15 disaster resilient villages/kelurahans established. One of the indicators of the disaster resilient village/kelurahan is that it has a map of disaster threats, a map and analysis of community vulnerability on disaster impacts, and a map and analysis of resource capacity. Other indicators are availability of a draft Village-Level Disaster Mitigation Plan, a draft Community Action Plan for five years to come, and Disaster Mitigation Volunteers or Forum. In addition, community will be equipped with a Community-Based Early Warning System, a Contingency Plan, and evacuation path(s) based on their own knowledge and capacity, themselves being more familiar with their environment, as well as economic endurance system as a supporting element in keep surviving in case a disaster hits.

Presented here are the results of research conducted in four Disaster Resilient Villages/Kelurahans (Destana) in Garut Regency, namely: Pasawahan, Rancabango, Mekarjaya, and Karyamekar. The research results are divided into five aspects: 1) Legislation; 2) Planning; 3) Finance; 4) Institution; 5) Capacity building; and 6) Implementation of Disaster Mitigation.

1. Legislation

Presentation on the legislation aspect begins with the result of research conducted on the Secretary of Disaster Volunteer Forum (FRB) of Pasawahan Village. The information obtained is that the informant was ignorant of the village regulation which regulates risk reduction and disaster mitigation at village level, because he supposed that the authority of enacting village regulation was laid on forum head. The informant simply relied on Law No. 6 of 2014 on Village and Permendagri No. 114 of 2014 on Village Development Guidance as a basis in implementing his duties. Based on the informant's account, it was Forum Head who has authority to enact village regulation, while he was simply the Forum Secretary.

2. Planning

The FRB Secretary of Pasawahan Village told, during a session of interview concerning the documents of disaster mitigation plan at the village level, that there was guidance according to the needs of each area, but it was mutually agreed upon that it should comply with a common statute that served as a control in synchronizing visions in the village. Moreover, according to the informant, BPBD did not supply guidance on the plan. Regarding the planning program, the informant told about a contingency plan in coping with village level disaster in form of collecting data of people's valuable goods in order to determine how much the losses are if a disaster hits.

3. Institution

In establishing Disaster Mitigation at Pasawahan village-level FRB (Disaster Mitigation Forum), FRB Secretary told that the forum was formed in late 2015 and has been legalized. For its establishment, the forum held training for 30 persons in 2014 to strengthen FRB the function of which is to make preparation in facing disasters in Pasawahan Village, i.e., relating to volcanic eruption, forest fire, flood, landslide, and disease epidemic disasters.

According to an account of a public figure and a Rancabango Village Official, there were many involved in establishing Rancabango Village FRB, among other Regional Disaster Mitigation Agency and Village Head. Then, FRB held training for its membership, around 60 in total, consisting of women, PKKs, RTs/RWs, public figures, etc.

4. Capacity Building

Speaking on capacity building, FRB secretary of Pasawahan Village said that in the forum's capacity building program, the volunteers received training on disaster held by Garut Regency BPBD the materials of which included socialization, disaster identification, contingency, and evacuation paths by disaster maps. In addition, the volunteers were also equipped with a mitigation plan manual. Training was only offered to Destana volunteers. The village officials who received such training were ones who also acted as Destana volunteer. Meanwhile, training has not been offered to general public; they were just supplied with disaster-related information in the events of gathering or *pengajian* (Islamic sermon).

5. Implementation of Disaster Mitigation

5.1 Reduction of Disaster Risks

In a bid to reduce disaster risks in Pasawahan Village, an informant, FRB Secretary, said that in this case Pasawahan Village has mapped diverse potential disaster risks as well as evacuation and safe paths according to a study conducted by FRB. The mapping was performed to diminish the risks of various potential disasters. The output of the study and mapping was a disaster potentials map and an evacuation paths map, then socialized to the community and put on village office billboard.

Unlike Pasawahan Village, according to Rancabango Village Secretary and Destana volunteer, maps and study of disaster risks have been available in Rancabango Village. Maps, evacuation paths, and refugee camp have been made available. Marks of evacuation paths in event of a disaster have been fixed. The community was directed to one point of gathering, i.e., at a large square, to make it easier for an evacuating process.

5.2 Emergency Responsiveness

In a disaster event, the reductions of disaster risks carried out in Pasawahan Village, according to a volunteer (Mrs. T) were among others by gathering at a safe point, self conditioning, and making sure that families did not suffer stress. Then, when it was safe, the community returned home, and in case there were damages of houses and public facilities then they would cooperate to repair them, and to clean debris and dirt. E.g., when there was an overflow on road some time ago, the community participated in cleaning the road for the disaster not to impede social activities and mobility as well as to avoid any accident due to mud on the road.

Conclusions

Based on the research result, it could be concluded that the institution of villages in Garut Regency, including Rancabango, Pasawahan, Mekarjaya, and Karyamekar, should be strengthened in a context of disaster management. The four villages are areas frequently hit by disasters, and they have had a Destana instrument as a guard of disaster management at village level. This was needed, given that Garut Regency is a disaster prone region. Garut Regency needs to identify the characteristics of its disaster vprone areas, so that it can carry out appropriate preventive measures and even prompt repressive acts in an event of disaster.

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Indonesian Tax Reform: Inappropriate Policy Choices or Administrative Problems

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Abstract

Purpose -Tax reform in Indonesia has entered a new phase known as the third chapter of reform. This reform has been established out since 2017 and has a target until 2024. The current reform is the biggest in history because it involves changes in the five main pillars, namely organizations, Human Resources, Information Technology and Databases, Business Processes, and Tax Regulations. The purpose of the article is to explore how taxation can accelerate representative democracy and how the tax institution can strengthen the capacity of the government in tax collection. **Design/methodology/approach**-This article uses a conceptual approach that is rooted in the tax reform, administration, and tax policy literature. **Findings -** The contribution of this article is twofold. First, it provides a concept of tax reform to accelerate representative democracy by tax administration and policy. Second, this paper examines the policy choices of tax institutions to strengthen the capacity of the government in tax collection. **Practical implications** - This article helps tax institutions, researchers, and policymakers better understand the implications of tax reform by using appropriate policy choice and tax administration implemented by tax institutions.

Keywords:
Tax reform; tax administration; policy choice

Introduction

Indonesia's tax ratio which has a downward trend in the last seven years (https://www.pajak.go.id/id/86-rasio-pajak-tax-ratio-dari-masa-ke-masa), explains that there needs to be a change significantly related to the tax position as an instrument of continuous administration and policy improvement. The reform has the intention of a change without damage or to maintain (Irawan, 2014). The reform process is not a radical change and in a short period, but it is a planned and gradual process. Reforms especially in the area of taxation require strong basic assumptions to make changes either administrative or policy. To understand these basic assumptions, several perspectives that make understanding related to tax reform are urgently needed.

Tax reform in Indonesia has entered the third volume with an orientation on the five pillars of reform, namely Organization, Human Resources, Information Systems and Database, Business Processes and Legislation (https://www.pajak.go.id/id/reformasi-perpajakan). Current reforms are more directed towards the need for expansion of government instruments and policy choices as a strategy for carrying out reform programs (Kettle, 2007). From the five pillars above, it can be seen that the Organization, Human Resources, Information Systems and Databases, Business Processes are measures of instrument expansion, while the Laws and Regulations are a form of policy choice.

The purpose of the article is to explore how taxation can accelerate representative democracy and how the tax institution can strengthen the capacity of the government in tax collection. Several perspectives can provide an overview related to tax reform in Indonesia. The perspectives are the State Building perspective, Administrative Reform perspective, and organizational Capacity perspective. Those perspectives are expected to be able to explain the concept of Tax Reform in Indonesia as a whole.

State Building Perspective

Taxes are not only a source of state revenue, but also encourage efficient allocation of resources, and the process of income redistribution. Taxes play an important role in the country's development process. The role of taxation in developing the country according to Bautigam (2008) is seen in two main areas namely the development of social contracts based on tax agreements, and the development of institutional capacity in gaining revenue. The first role, taxation can encourage regions to realize representative democracy, while the second role is to strengthen the capacity of the state. Both have the potential to increase state legitimacy and increase accountability between the state and its citizens.

There are two concepts related to tax reform from the perspective of state-building, namely tax and policy institutions (Kopric and Hellmut, 2018) First, the concept of tax reform can accelerate representative democracy with tax administration and policy. Second, the reform also discusses the Tax Agency's policy choices in strengthening the government's capacity in tax collection. This has implications for increasing the understanding of all stakeholders regarding tax reform related to the use of tax administration policy choices implemented by a representative and capable Taxation Agency.

Administrative Reform Perspective

Irawan (2014) developed the concept of Hahn-Been Lee (1976) which categorizes administrative reforms into three groups. First, procedural reforms that aim to improve public order, in the form of procedural reforms by designing routine government procedures to carry out development. This reform aims to create and ensure a more stable society. Second, technical reforms aimed at improving administrative settlement techniques that were previously in force, which can better respond to the pressures or stimuli of the organization's environment. The motivation of external stimuli could be due to intellectual curiosity over the new method or because of the motivation of power. These more modern administrative reform techniques are used to encourage the modernization process. Third, programmatic reforms aimed at improving administrative performance are implemented through a reform strategy of government programs. In contrast to administrative reforms that are procedural and technical, the focus of programmed or planned reforms is to improve the substance of administration.

There are at least two concepts of tax reform from the perspective of administrative reform. First, technical taxation reforms related to improving the ease of procedure for fulfilling tax obligations or in other words related to tax administration (OECD, 2018). Second, programmed tax reform related to taxation policy determination and the program supporting its policy implementation (Breuer and Kinda, 2018). These two concepts can complement each other in developing a more adaptive and sustainable tax reform strategy.

Organizational Capacity Perspective

The ability of the organization can be explained from its capacity to describe the achievement of goals, learning, and problem-solving. According to Irawan (2016a) There are three levels in understanding organizational capacity, which comprise micro, meso and macro level. At the micro-level, organizations focus on the individual and the group which oriented towards providing professional resources and techniques. At the meso-level, the organization focusing on management systems for seeking performance improvement in specific tasks and functions. At the macro level, capacity development directed the ability in created the rules of the game to respond to the needs about the value of efficiency, effectiveness, responsiveness, fairness, participation, and sustainability that includes support for environmental and regulatory.

Tax reform related to the capacity of the state, especially the institution where the tax reform is run (Pricard, 2010). By using the understanding of capacity level, it will help to find the important things of tax reform determinants. If the capacity level in micro, meso and macro can be explored well, tax policy and administration will adopt the right options to be chosen and a solution to be solved.

Design/Methodology/Approach

This article used a conceptual approach. This Conceptual analysis is different from empirical analysis because it is neither true nor false but more or less useful for research and communication with other scholars. This does not mean that anyone is free to define terms arbitrarily, without explanation or justification, just by declaring it useful (Baldwin, 2016).

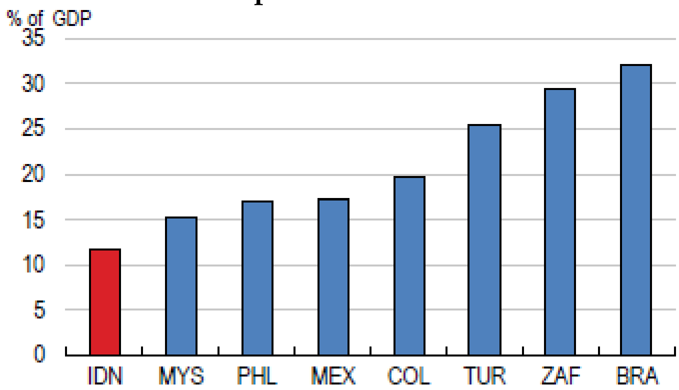
This article uses a conceptual approach that is rooted in tax reform, administration, and tax policy literature. The conceptual analysis presented in this article adopts a three-dimensional model for the discussion of tax reform. The first dimension focuses on tax reform basic nature, purpose, and history, as well as the current state and limitations of concepts in accelerate representative democracy by tax administration and policy. The second dimension focuses on policy choices of tax institution to strengthen the capacity of the government in tax collection. This article adopts an interpretive, and conceptual approach to the notion of the tax reform by reviewing the literature and by analyzing the. It proposes a simplified conceptual model for an easy understanding of reform in taxation.

Tax Policy and Tax Administration in Accelerating Representative Democracy

1. Tax Policy Design

Implementation of tax reform based by looking at tax reform from a public finance perspective is an important value (Bird et al., 2004). In this perspective, tax reform is not only viewed by efficiency and international tax best practices but also by equity and potential tax revenue. Taxes are efficient if efficiency-enhancing tax reforms may at the same time face efficiency drawbacks which create obstacles to their effective implementation. The impact of tax reform can be explained by tax ratio, as well as a ratio of a nation's tax revenue relative to its Gross Domestic Product (GDP). In 2018, Indonesian tax ratio are still lower relative to other emerging economies country below (Figure 1).

Figure 1.
Comparative Tax Ratio



Source: OECD, 2018

There are several types of tax policies which are designed to accelerate representative democracy. The first policy design is reducing personal income tax rates for the employee with lower-income tend to increase labor participation by cut the personal income tax (OECD, 2010). According to Regulation of Financial Ministery Number 101/PMK.010/2016, since 2016 for personal income until Rp. 54.000.000,- in a year, the taxpayer did not necessary to pay tax, addition Rp. 4.500.000,- for married people, and Rp. 4.500.000,- for each kid or parents maximum for 3 persons that relate to the taxpayer. The second policy is a reduction in the corporate income tax rate which increases economic growth. Government Regulation Number 23 in 2018 for Small Medium Enterprise is a sample policy for the reduction. In this regulation, corporate with turnover until Rp. 4.800.000.000,- may use tariff 0.5%, lower than tariff before 1%. This tax incentive will implement in four to seven years depends on types of corporates

2. Tax administration issues

Tax reform impacts on the tax administration itself. Tax reform was first carried out in 1983 by changing the taxation system that was originally an official assessment into a self-assessment. There are four main pillars related to tax administration, they are organization, Information Technology and database, human resources, and business process perspectives. Each pillar has programs that must be achieved in 2017-2020. These pillars has these pillars are expected to encourage increased tax revenue of 14% in 2018, higher than in 2017 about only 4%.

Table 1.
Tax Revenue 2015-2018

Indicator	2015	2016	2017	2018
Tax Revenue	Rp. 1,060 M	Rp. 1,105 M	Rp. 1,151 M	Rp. 1,313 M
Achievement	81.9%	81.6%	89.7%	92.2%

Source: Accountability and Performance Report of Directorate General of Tax, 2016-2018

From an organizational perspective, reform will make major changes in the tasks performed by the tax administration. The organizational structure adapted the need for taxpayer and tax environment (Fabac, 2010). At present, the number of offices operating more than 500 units and quantities employees of more than 50,000 people spread throughout Indonesia (Accountability and Performance Report of Directorate General of Tax, 2018). Concrete work program covers redesign of organization, employer formation, and taxpayer management to increase low compliance.

Information technology and database is an important aspect in administration (Bourgeois, 2014). Its focus of tasks includes identification of taxpayers, the calculation of the tax liabilities, the provision of assistance and the enforcement of the tax laws. Programs that become references include reducing tax administration costs, expand and accurate database, reliable data processing, and insufficient infrastructure of information systems.

In the human resource perspective, the tax administration also focuses on the training of officials and the development of new compliance monitoring systems. On the other side the quantity of human resources is not proportional to the growth in the number of taxpayers. In 2018, the number of employees is more than 39,000 people which is spread all over the country. Directorate General of Taxes is the largest directorate in Ministry of Finance (Accountability and Performance Report of Directorate General of Tax, 2018).

In business process perspectives, a lot of face to face interaction has been replaced by electronic services. The purposes of this pillar are making a simple, effective, efficient and accountable business process, and based on information technology (Gelinas Jr. et al., 2008). These services delivered by using applications in computers or smartphones like e-filling, e-spt, and e-nofa. The following is a table for the development of taxpayer compliance using e-filing in its tax report. Not achieving the target is caused by a significant increase in the number of taxpayers but not accompanied by the ability to report taxes electronically.

Table 2.
Tax Compliance of e-Filing Report 2016-2018

Indicator	2016	2017	2018
e-Filing	120%	85.72%	85.55%

Source : Accountability and Performance Report of Directorate General of Tax, 2016-2018

Tax Institution Capacity in Tax Collection

A strong tax administration is a condition to ensure high compliance effectively and manage tax policies efficiently. Good tax administration requires strong technical capacity supported by well-designed taxes (WHO, 2011). As public service providers, three types of organizational capacities must be a concern for tax institutions. The three types of capacities in the organization include technical, managerial, and institutional capacity. (Irawan, 2016b).

Organizational structure, technology, and human resources are some form of organizational technical capacity. Business processes are the organizational managerial capacity, while tax policy is the institutional capacity of the organization. Those capacity of the tax institution in collecting taxes related to the technical, managerial and institutional capacity of the organization. The link among scope of reform, pillars of reform and organizational capacity can be seen in the following table:

Table 3.
Scope of Reform, Pillars of Tax Reforms, and Organizational Cpacities

Scope of Reform	Pillars of Tax Reform	Organizational Capacities
Tax Administration	Organization structure	Technical
	Technology	
	Human Resource	
	Business Process	Managerial
Tax Policy	Tax Policy	Institutional

Source: OECD (2018), Breuer and Kinda (2018), Irawan (2016b), Fabac (2010), Bourgeois (2014), Gelinas Jr. et al. (2008),

Conclusions and Implications

This article explored the tax reform in two main explanations. First, tax reform by using appropriate policy choice and tax administration implemented by tax institutions are two inseparable components. Failure to establish appropriate policies and supporting tax administration in carrying out the tax function are two different things but must run together. Second, the form of organizational capacity that can increase the capacity of the government in collecting taxes, adjusted to the level of existing capacity.

The implications for research in tax reform, without two components of tax policy and administration, tax reform will not run well. Kinds of organizational capacity explain that the problems faced in tax collection can be resolved according to the level of organizational capacity.

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Ethical Dimension of Public Service

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Abstract

The concept of New Public Service emphasizes on that government is responsible to provide fast, easy and inexpensive service to the people as citizen. So far, Government of Indonesia has not been able to provide this service even many services are marked by corruption. Mentality of being served than providing service is still massive. It is because low moral culture of the Civil servants to serve and expert professionalism as civil servant. The low moral quality and professionalism of the Civil Servant cause the service in Indonesia is still complicated and takes long time. This weakness becomes the opportunity for corruption. The right training and recruitment process could minimize corruption potency in law enforcement. Through this training, besides improving individual and institutional moral, it also improved the service competence as required in the context of present public administration.

Keywords:

civil servants; moral quality; professionalism; corruption

Ethics

Theodore Roosevelt said that "to educate a person in the mind but not in morals is to educate a menace to society." Moral is a teaching of good and bad, concerning human behavior and action. An individual who obeys regulations, rules, and norms in the society is considered appropriate and acting morally. Moral in its realization can be in form of regulations and or principles that are right, good, praiseworthy and noble. Moral can be a loyalty, obedience to values and norms which binds life of social, nation and state. Moral can be a loyalty, obedience to values and norms, it can be differentiated to be divine moral or religion, moral, philosophy, ethical moral, law moral, science moral, etc. Values, norms and moral mutually organize social life in any aspects. According to Hurlock, moral is a behavior appropriate to moral code of social group. The moral itself means procedure, habit, and customs. Moral behavior is controlled by moral concepts or behavior regulation which have become habits for a member of a culture (Hurloch, 1980). Chaplin (Chaplin, 2006), moral refers to character which is appropriate to social rules, or related to law or customs which organize behavior. Bertens defined ethics in three meanings, i.e. first, ethics as an ethic code that ethics as a set of principles or moral values, for instance ethic code of international press. Second, ethics as a valued system which is used in human life both in individual and social life. It means values or norms that become guidance for individual or group in organizing their behavior. Third, ethics as moral philosophy (Bertens, 1994).

The discussion of ethics as discussed in this article becomes crucial in the the component of public service when the public service must be principled fast, easy and inexpensive by considering people as citizens (Janet V Denhard, Robert B Denhard, 2003). The Civil Servants do not only do technical things well and professionally, but they also should do the right things ethically. All people will face ethical dilemma in their private and professional life; the question is that, are ready to face this because it is not easy to face ethical dilemma.

Educated people admit the importance of ethics, yet few of them comprehend this and acting ethically. Theoretically and practically, ethics can only be discussed and implemented meaningfully when it is fully comprehended. This comprehension requires a person to be willingly learn again about the basic of philosophy and moral which are related to something covers ethical study. As stated by Mill, Right and Salah: "We do not say mistake, unless we mean to imply that someone should be punished for any means because of doing that; if not by law, with the opinion of fellow beings; at least, by the reproach of his own conscience" (Mill, 1861).

Table 1.
Greek cardinal virtues. (Courtesy of Ellie Blazer. Adapted from Dreisbach, C. 2009. Ethics in criminal justice, New York: McGraw-Hill.)

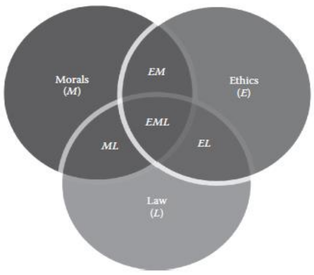
Ethics	Morals
Derived from Latin word *moralis*, meaning "traditional customs"	Derived from the Greek word, ethos, meaning moral character
Typically associated with personal behavior	Typically refers to professional practices and behavior
Customs or manners practiced in any given community or culture	Conveys sense of stability/permanence
May be different from culture to culture	An absolute standard of behavior
May change as acceptable social behavior as the culture(s) change	Standard is universal and immutable (not subject to change)

Source: Ethics VS Morals (Dreisbach, C, 2009)

In the study of ethics, it is known the differentiation of ethics, first normative ethics which discusses moral values that should be determined (What is right for the people?).

Descriptive ethics is about what moral is actually followed or obeyed (How should an individual act?), and Meta-ethics that is the basic character of ethics, including having objective justification, how an individual determines for his/herself, what social norm that should be followed (What ever happened, that is "right"?). Ethics involves the effort to answer question about how the moral result can be achieved. Sometimes it is called as "applied ethics". In other side, moral and ethics should be differentiated from law. Proven or not violating the law, it does not mean the individual right/wrong violating the moral and ethics. Indeed, legality does not imply morality, illegality also does not imply amorality.

Picture 1.
The relationship among ethics, morality and law (courtesy of Laura Rider Dutelle)



The above picture describes intersection of three circles, representing three different areas, which produce seven areas of classification. These fields reflect that there are decision, choice, and consideration that may be moral, ethics, or legal, or combination of them. Even, any action or decision made by an individual by the end will fall into one of this seven classification. Recognition in which an individual decision or choice will fall is important, so to find if it is exactly the one for the given scenario. In which the choice or decision is placed, in picture, will determine whether it is acceptable, unacceptable, rejected or neutral.

Ethics in Public Service

In public service, there is hierarchy related to any ethic level of which has its own series of responsibility and complexity. In the initial step, it is in form of personal morality, or right and wrong individual concept which is affected by the environment of family, social and learning experience process. Furthermore, professional ethics which is formed in an organization or professional association related to organization or position. The next level is organization which covers written policy and procedure which determine organization goal related to ethical and behavioral decision. Lastly, there is social ethics which is determined as social punishment which can be part of an individual personal social conscience (Shafritz, J.M., W. Russell and C.P Borick, 2007).

Accountability refers to professional public service which is responsible to someone. Integrity is obedience to principle and moral integrity and moral wisdom ethics into decision and action of someone. Responsibility is reliable action or accountability burden because of conducting something. An individual has no way to control or predict his/her action, and because of it his/her action could not be blamed morally. However, if there is an individual who is not bound to cross the same location and decide to drop something, which causes it is damaged, then he/she will be responsible causally or morally for the damage. Therefore, there are four basic requirements that should be existed in order to decide on moral responsibility:

1. An individual should be aware of the fact related to the situation or decision.
2. An individual should be aware the difference between right and wrong.
3. The individual should have motive to do his/her action.
4. The individual should be able to do anything beside what he/she does.

As part of the natural law that what remains is change, as proposed by Herakleitos, ethical culture has adapted and remains dynamic on the cross-history journey. In the beginning, there were some focal points that remain important; Value of Human and Uniqueness, every individual is believed to have inherent value that does not depend on the value of what they do. Everyone has the right to dignity and respect, as well as appreciation and deserved to be supported. Rising the Best, means always acting to get the best from other people, and thus someone is bound to ethical culture which is built together. In the concept formation, Adler used the term The Ethical Manifold to refer on how someone believes that this universe consists of unique moral and crucially needs individuals who has effect on other individuals, which could not be measured or predicted, but inherently exist. It shows interrelated individual ethically (Adler, 1918).

Cultural ethics has basis on premise that life could not be separated from “with and respect ethics.” This principle is the core of what needed to live satisfying life as well as meaningful life while helping to create better and positive life for all individuals. Although those who believe in ethical culture perspective generally share common belief about ethical and non-ethical behavior, in which individual is pushed to recognize complexity of the problem, and thus, remain opened for dialogue as well as to avoid inflexibility or inadaptability. Living together when the civilization has changed marked by digitalization which demanding openness, mutual involvement and responsibility so the goal of ethical culture is inevitability. Living together to serve each other needs the following things:

1. Supremacy of moral purpose above all human purposes
2. Moral law has direct authority which is not dependable on dogma or philosophical theory.
3. Sciences and arts are directed to the true life.

Member of the society is pushed to obey religion, whatever the doctrine that suits them. Central concept is individual encouragement to always act so getting the best from others, and thus, within themselves. Although not all decisions given to other people are ethical, however it has basis in any categories of ethical perspectives. Every category of ethical perspectives identifies different standard or perspective in making decision and each of them refers to some preferred interests or different preferences, there is temptation to judge other's choice and decision to be "unethical" or "wrong."

Ethical behavior is the basis for every professional organization. In law enforcement, many courses that discuss ethics which may be good, but there is no knowledge about ethical ideology from the bureaucrat of Civil Servants who are taught. Any division in a department may need different ethical framework because of the unit in which the bureaucrat is assigned. Patrol bureaucrat has different necessity compared to bureaucrats of narcotics, school human resources, bureaucrat traffic, or SWAT bureaucrat. It makes "one stop shopping" ethical training is not practical or efficient (Bayley, 2009)

Indonesian Corruption

Corruption is categorized as extraordinary crime, it is not just because of the modus and systematic technique, the consequences of this crime is parallel and undermine all life systems, i.e. economy, politic, culture-social, and even moral as well as people mentality. The damage of economic life system will harm the state because it disturbs the state economy. Definition of the state here is not about the central government but also local government because it could not be avoided that the power both in the central and local government easier tend to be corrupted (Rukmini, 2010).

In general, criminology stated that the cause of individual to commit corruption is influenced by internal factor, i.e. factor that is from themselves, and external factor, i.e. factor that is from outside of them.

1. Internal Factor, i.e.: human greedy, weak moral, insufficient income, urgent living needs, consumptive life style, non-implemented religious teaching.
2. External factor, i.e.: factor of people attitudes on corruption such as: values and culture in the society that support the existence of corruption. People consider that the victim of corruption is the State, even though in the end the biggest loss is experienced by the people themselves. The people do not aware that themselves are involved in corruption attitude. People do not really aware that corruption could be prevented and eradicated if the people are active in the agenda of prevention and eradication of corruption, Economy, Political and Organizational Factors, such as: lack of exemplary character of the leaders, there is no right organizational culture, inadequate the right accountability system in government institution, the weak of management controlling system, management tends to cover corruption in the organization (Kristian and Yopi Gunawan, 2015).

Other factor that stimulate corruption is the existence of the tradition of giving gifts to government officials and the importance of family ties in the culture of developing country. Besides that, in Indonesian culture, the first obligation of the person is taking care the closest brother/sister, and then the breeds or other ethnic group. So, if there is a brother/sister coming to the official for special treatment is difficult to deny. The denial can be interpreted as denial of traditional obligation. However, following the proposal means denying the formal law norms, i.e. West Law. So, there is always value conflict, i.e. between family interest and public interest.

Law factor provides opportunity to the law enforcement officers, in which they can different punishment about the element of each Articles so they could use this opportunity by considering that the element of the Article is not fulfilled and could decrease the punishment of the corruptor. This action of the officers makes the people perspectives becomes bad and disappointing with the local government performance.

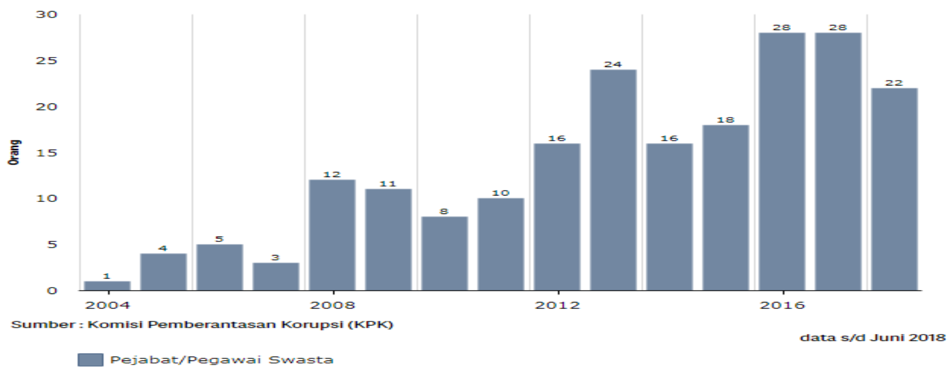
Inner human control becomes the main key. If the inner control is improved and well-formed so the number of salary/wages will not tempt the officer to commit action forbid by religion or law. If the social control has been improved so the commitment in working will follow because if someone has committed to the job so he/she will do the best for the job and office, as well as he/she will not harm and damage the office by taking more income or living in luxury without considering the source of it. The law enforcement officers should be firm in eradicating corruption so it will be an example for other people. There are two factors of corruption, namely:

1. Greediness of the officers raises corruption. It is caused by the opportunity to commit fraud for fulfilling the excessive living needs.
2. Law Factor. It can be seen from two sides; in one side is the regulations aspect and the other side is the weak law enforcement.
3. Factor that triggered corruption of fictive Civil Servant salary in Lampung Utara government is the place or social environment from the corruptor which influenced the criminal behavior.
4. Factor of weak corruption regulations, which covers regulations that accommodate particular parties, inadequate quality of laws and regulations, less socialization of the regulations, low sanctions, inconsistency punishment and not-neutral, weak evaluation and revision of laws and regulations.

Corruption in public service has become serious problem in Indonesia. Corruption in the context of public service is caused by two main factors, namely external and internal factor. External factor is caused by the necessity of the people to get fast service in any issues such as permit processing. Long and red-tape bureaucracy level stimulate the people to be impatient and desire to have fast and efficient process. Meanwhile, internal factor more emphasizes on phenomenon of long bureaucracy level which is used by the bad officers in bureaucracy to get illegal benefits.

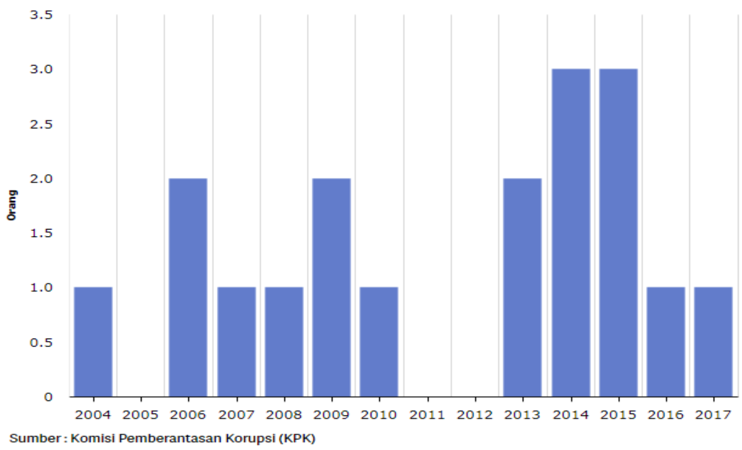
Many corruptions in bureaucracy which are investigated by Corruption Eradication Commission (*KPK*) occurred because of different interest between bureaucrat and entrepreneurs. Many entrepreneurs want to process the business permit to be as fast as possible while the bureaucrats want to process based on the procedure. Therefore, the process of business permit takes long time. Here, there is negotiation process between bureaucrat and entrepreneurs. This circumstance creates corruption. Therefore, bureaucracy process should be reformed. So, the entrepreneurs do not fraud bureaucrat to make the business permit faster. The followings are the data of entrepreneurs from private sector involved in corruption.

Picture 2.
Private Parties Engaged in Corruption (2004 – 2018)



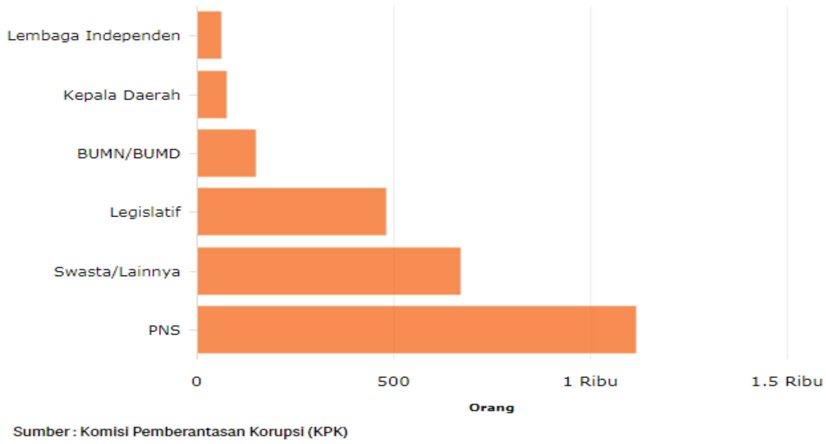
In this case, bureaucracy reformation requires many innovations in public service. These innovations should utilize the present technology so the service could be fast, clean and good. "One of the innovations done by the government is creating *Mal Pelayanan Publik* (Public Service Mall). This mall synergizes all of the existing services. It is intended to make the service becomes fast and successful, beneficial as well as good", Kalla said. So, the good, fast and clean governance can be realized. Moratorium for bureaucracy efficiency should be done. Some of the actions related to Civil Servant recruitment which is administrative, office building, and regional expansion. The government has cracked down bureaucracy in Indonesia. The following data is about the Governors who were arrested by *KPK*.

Picture 3.
The Number of Governor Arrested by *KPK* (2004 – 2017)



Meanwhile, *KPK* highlighted that there are many corruptors from Civil Servants. Based on data of National Civil Service Agency (*BKN*), from 2,764 Civil Servants who are involved in corruption and got court decision with a permanent legal force (*inkracht*), only 317 people have dismissed disrespectfully (fired). So, 2,357 corruptors are still active as Civil Servants. Since 1st March 2018, *KPK* has officially informed *BKN* to block data of those 2,357 Civil Servants. The Head of *KPK,* Agus Rahardjo said that dismissing disrespectfully the Civil Servants who are convicted of corruption should be done as soon as possible because there are two potential violations. First, it against Indonesian Law No 5 of 2014 concerning Civil Servant. Second, it potentially causes state loss. It is because the convicted Civil Servants have stolen state money, yet they are still paid by the state. *BKN* claimed that they have blocked data of the 2,357 Civil Servants after receiving a letter from Deputy for Prevention of *KPK* dated 1st March 2018.

Picture 4.
The Convicted of Corruption based on the Jobs



Data of Civil Servant convicted of corruption who are not dismissed disrespectfully are found in Regional Office of *BKN* Pekanbaru, in total of 301 Civil Servants who are already convicted of corruption by the court but are not dismissed disrespectfully. In Regional Office of *BKN* Medan, there are 298 Civil Servants who are already convicted of corruption by the court but are not dismissed disrespectfully. Meanwhile, in In Regional Office of *BKN* Medan, there are 298 Civil Servants who are already convicted of corruption by the court but are not dismissed disrespectfully. In Regional Office of *BKN* Denpasar, there are 292 Civil Servants who are already convicted as corruptors. These corruptors are not fired yet because *BKN* is difficult to trace their data. It is because the final court decision (*inkracht*) is only delivered to the parties concerned. Besides that, this final decision to the Civil Servants does not state the Employee ID Number. Other obstacle is that there is no integrated employee data crossing Ministry/Institution and local government. Meanwhile, there is regional leader as the Employee Supervisor Officer (*PPK*) who is not honest and let the Civil Servants who are convicted of corruption to be active. The situation of many convicted Civil Servants who are active because of the circular letter of Ministry of Home Affairs on 29th October 2012. This letter seems allowing the convicted corruptors to be in structural position. In integration data crosses Ministry/Institution and local government will be conducted.

Ethical framework is derived from two dominant framework of ethical work in Indonesia in the law enforcement ethics teaching. The first framework is idealism concept. This principle is based on belief that the desired result is always gained by using right action. The second framework is relativism concept. It is based on belief that all are relative upon certain circumstance and, because of that, the undesired result is a matter of life fact.

Book Corruption, Police Ethics, by Miller, Blackler, and Alexandra (2006), showed that there are three characteristics determining a good government officer. Here are the characteristics:

1. Having special skill.
2. Using this skill well morally.
3. For the right purpose morally.

As in other professions, not all Civil Servants are good. However, there is difference between failing to be good Civil Servant and becoming corruptive Civil Servant. For instance, incapability is considered as kind of corruption. Usually unexpectedly that incapability morally can be blamed, even in the case of directing to bad result, since someone could not be blamed because of failing to make something happened of which they are not capable of doing that. However, if this failure is caused by failing to complete themselves or training and acquiring the required skill and knowledge as they have the chance, they could be blamed morally.

Blaming is possible when an incapable individual continues to achieve the required job. One of the examples is that the retired-on duty. Senior officer who still works, but, as the consequence of laziness, tiredness, and probably any physical and mental problem, is not able to do his work well, but he keeps doing the job. Although it is not seen as corruption, being in the job because of personal reason, such as salary and insurance has negative effect for the institution and even can be considered as insecure and inappropriate use of Civil Servant authority and public property, which is considered as corruption.

Competent bureaucrat of Civil Servants can be considered as corruptive if they use their skill and knowledge illegally and immorally. For instance, a bureaucrat who is involved in illegal action could use his/her knowledge to manipulate data. Lastly, Civil Servants could be considered corruptive if they use appropriate knowledge and skill to achieve inappropriate result. For instance, providing premium service only for certain group of social and culture, which is not based on SOP.

There are some general conditions considered as contribution of Civil Servant corruption. Adaptation (Miller, S., J. Blackler, and A. Alexandra, 2006) may include:

1. The necessity and use of discretion authority by Civil Servant bureaucrat.
2. Road level interaction between law enforcement officer and corruptor who has motivation and interest in manipulating or corruptive Civil Servant.
3. Capability of the Civil Servant bureaucrat to use methods, such as fraud and coercion, which is usually considered immoral yet legal in their career.
4. Working and operation of law enforcement in a circumstance including amount of money, narcotics, weapons, and other valued items or those tempted to be abused or misused by external pressure.
5. A corrupt administration or leadership presence, sometimes combined with corruptive political and judicial system or seemingly futile.
6. Compensation is not worth to obligation and responsibility.

In profession of Civil Servant, tendency of corruption should be considered as basic work hazard and should be trained as well as treated as based on the task and assignment of Civil Servant as public servant (Miller et al., 2006). Steps that should be conducted to reduce corruption of Civil Servant, there are four basic fields that should be considered. It (adapted from Miller et al., 2006) includes the following fields: 1. Recruiting and personnel recruitment, 2. Reducing opportunity for corruption, 3. Detection of corruption, 4. Strengthening the effort to motivate individual to do the right action. It is clear that if Civil Servant tends to corrupt, it will become main concern for them to be chosen to have the highest moral character. It is important to reduce opportunity of corruption; however, the job characteristic of the Civil Servant could not fully reduce this opportunity.

Concerning on detection and even prevention of corruption, most of these actions are achieved through institutional accountability. This accountability method can be in form of internal and external accountability which covers complaint investigation, incident and report audit, supervision, and personnel checking. Responsibility method should include partnership involving Civil Servant and society. It makes sure that the people are able to make Civil Servant aware of the problem potential and asking for responsibility of Civil Servant on this problem.

The action of reducing corruption is important for the institution to support and announce their motivation to do what is morally right. It is obvious for the concerned people that reducing the opportunity of corruption is crucial. Morally, there is always people who are involved in illegal or immoral action, and thus, there always be necessity for technique of corruption detection. Therefore, it is suggested to the Head Officer of government, especially *BKD* to act extraordinarily and spent time to motivate their personnel to conduct right things morally and give reward for those you have done right action morally as well as producing brilliant decision. Practically, there is no sophisticated detection that could prevent corruption unless moral issue. That's why it is wise to institutionalize reward and punishment system in Civil Servant institution to make decision and action which can motivate the personnel in conducting right action and prevent the personnel to make unethical decision, even corruption. Transparent promotion, adequate salary supported by good leadership as well as anti-corruption work culture will be a great strength in improving responsibility of the Civil Servant. The right implementation of the above values will be a strength in coordination chain, moral supporter for decision making and a support to reduce corruption.

The solidarity character of the Civil Servant could be strengthened. Positioning the emphasis on collective responsibility of Civil Servant to supervise their own strength in term of necessity and acceptance of correct moral in decision making. Civil Servant solidarity will build cooperative character and thus the corruption will be considered damaging bureaucrat organ. Rather than blind loyalty to partner, collective responsibility requires selective loyalty. It means maintain loyalty to people who do what is right, not to people who do what is wrong. This deep loyalty can only be guaranteed for them and by those who uphold the ideals and role of the bureaucracy and those who realize the ideals into their decision and action collectively. This collective responsibility also covers someone who is known as whistle blower, and correctly support, instead of hostile actions against people who have good intentions involved in whistle blower. Whistle-blower is "person who gives information to others or making disclosure of corruption or public error" (www.dictionary.com).

The above description describes that there are two strategies in effort to prevent and eradicate corruption: first, institutional strengthening of internal bureaucracy. It is done in order to actualize the professional bureaucracy. Professional bureaucracy should be conducted by implementing tight regulations and the implementation should be controlled by superiors strictly, and the bureaucracy service personnel should be adequately competent. Second, empowering the capacity of the human resources which supports the bureaucracy to get professional personnel. Professional human resource is personnel who works with adequate knowledge and skill as well as having superior integrity. This empowerment of human resource capacity is conducted through professional development program and character-building program.

Conclusion

Most of the bureaucrats do not involve in corruption scandal. However, massive complaint and scorn of the public in media news describe that public trust on bureaucracy and bad Civil servants has already in lowest level. Bureaucracy culture is still closed. This closed culture produces mistrust of incapability to have transparency in all level. This mistrust increased through massive belief that bureaucrats protect each other (Baldwin, 2007). The right training and recruitment process could minimize corruption potency in law enforcement. Through this training, besides improving individual and institutional moral, it also improved the service competence as required in the context of present public administration.

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Assessment of Selected Barangays in Makati City Towards Improved Barangay Governance

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Abstract

In international development as noted at the Wikipedia, good governance is a subjective term that describes how public institutions conduct public affairs and manage public resources in the preferred way. Governance is the process of decision – making and the process by which decisions are implemented or not. The term governance can apply to corporate, international, national, local governance or to the interactions between other sectors in the society. (1*) "What is Good Governance". UNESCAP, 2009. Accessed July 10, 2009.*

This paper explores the concept of good governance from different perspective that then emerges as a model to compare ineffective economies or political bodies with viable economies and political bodies. The concept centers on the responsibility of governments and governing bodies to meet the needs of the masses as opposed to select groups in society. Because countries often described as most successful are liberal democratic states concentrated in Europe and the Americas(2) ***Khan, Mushtaq Husain (2004). State formation in Palestine: viability and governance during a social transformation: Volume 2 of Political economy of the Middle East and North Africa. Routledge. ISBN 978-0-415-33802-8***. found at Google Books , good governance standards often measure other state institutions against these states. Aid organizations and the authorities of developed countries often will focus the meaning of "good governance " to a set of requirements that conform to the organization agenda , making good governance imply many different things in many different contexts. (3***) Poluha, Eva; Rosendahl, Mona (2002). Contesting 'good' governance:crosscultural perspectives on representation, accountability and public space. Routledge. ISBN 978-0-7007-1494-0***.Thus this paper would adopt the concept of good governance in the Philippine context particularly at the grass root level- the barangay which is considered as the smallest political and yet influential political body in the society.

This paper presents the focal area of good governance in terms of delivering public services to the people from different sectors of the society such as Education and Healthcare, Social Protection, Financial Management , Peace and Security, Business Friendliness, Tourism, Environmental Management and Disaster Preparedness.(4) ***DILG Memorandum Circular No. 2018-194 dated November 6, 2018.***

There will be some indicators and data requirements in each area of services that would suggest, prove and validate that good governance at the grass root level are met.

Through these strategies, the abilities of public sector institutions particularly the barangays in the City of Makati as well as the entire country to deliver key services more effectively and efficiently will be strengthened an these would help a range of public private, civil society partners and stakeholders expand access to and improve the quality of community services.

Keywords:
good governance; barangay; sustainable development goals; data; public service; Punong barangay; assessment; local government unit; decision-making; implementing; monitoring; transparency; participation

Introduction

The barangay is the basic political unit, serving as the primary planning and implementing unit of government policies, plans, programs, projects, and activities in the community; it also serves as a forum wherein the collective views of the people may be expressed, crystallized, and considered and where disputes may be amicably settled. ***(5) Local Government –Barangays", The Information Site on Philippine Politics and Government, Philippine Center of Investigative Journalism. (Online). Available: http://www.isite.ph/Factfinder/barangay.html.*** The Barangay government is also given considerable autonomy to manage its own affairs, as well as to explore any possibilities of raising its financial resources and utilizing them according to their own discretion, so long as this will result to the improvement of the welfare of its constituents. But in order to fulfill the barangays' mandates and functions, as contained in the Local Government Code, the barangays must be equipped with the necessary competencies, not only in terms of administrative capabilities but also the focal areas of good governance in terms of delivering public services to the people from different sectors of the society such as Education and Healthcare, Social Protection, Financial Management , Peace and Security, Business Friendliness, Tourism, Environmental Management and Disaster Preparedness.

There will be some indicators and data requirements in each area of services that would suggest, prove and validate that good governance at the grass root level are met.

Through these strategies, the abilities of public sector institutions particularly the barangays in the City of Makati as well as the entire country to deliver key services more effectively and efficiently will be strengthened an these would help a range of public private, civil society partners and stakeholders expand access to and improve the quality of community services.

Since the enactment of the Local Government Code of the Philippines, various capacity building efforts from the national government, academic institutions, and other consulting and training organizations have resulted to a number of tangible improvements in the manner the barangays manage their local affairs. However, despite the clamor for improved governance, there has been no clear measure of the level of the capacities of the barangays and on how they apply these capacities. Therefore, there is a need to examine whether the developed and introduced capacities are indeed being applied. There is also a need to prove if these developed and introduced capacities are effective.

The standard and quality of life of the people living in the barangay is dependent on the wide range of services offered by its local government. These services should be provided in an efficient and appropriate level of quality. But as to how well these services are provided is a source of concern among those running the local government. Thus, there is a need to have feedbacks on the effectiveness of the delivery of such services in order to have a basis for improvement.

An effective local monitoring system for local government units has to be established in order to assist the local government units to target appropriate and responsive interventions for poverty reduction and human development [6]. ***Austere, Panadero, "Local Governance Towards the Millenium Development Goals" Paper Presented During the Regional Conference on Mainstreaming the UNDP Millenium Development Goals in Local Governance in UNP, Vigan City, 2004.***

The need to harmonize and integrate some of the existing tools in order for data to be compared across selected barangays in the City of Makati and be able to aggregate data to a higher level should also be emphasized. Moreover, there is a need for LGUs to be assisted in generating accurate local data and information to be able to respond to the needs of their constituents. ***(7) Austere, Panadero, "Local Governance Towards the Millenium Development Goals" Paper Presented During the Regional Conference on Mainstreaming the UNDP Millenium Development Goals in Local Governance in UNP, Vigan City, 2004.*** The data gathered in this study will be very useful in determining the strengths and weaknesses of the selected barangays in as far as compliance to some indicators in the Seal of the Barangay Governance is concerned.

Likewise, results of the study will serve as a basis in identifying which programs and projects are responsive to national development goals. Moreover, the results of the study will serve as baseline information for the city governments regardless of their status as a highly-urbanized or first, second class municipalities among others in monitoring the performance of the barangays within their jurisdiction.

Furthermore, the findings in this study may also guide the city or municipal government officers in allocating financial resources for the barangays. The data gathered in this study will also be very helpful to Barangay officials, for the data can help them become aware of their current status and can thus serve as their basis in preparing their Barangay Development Plan and on how the said plan can be articulated in the barangay budget.

Moreover, findings of the study may enable the barangay officials to identify the areas or aspects of local governance which need to be prioritized or paid immediate attention.

Moreover, as the barangay officials become aware of their current status, they may be encouraged more to participate in strategic planning and budgeting.

On the part of the city officials, the findings of this study may serve as guides in monitoring the performance of the barangays and in allocating financial resources for barangay projects. Likewise, the findings of this study may serve as a basis for the city officials in giving recognition to those barangays which earned exemplary performance.

Furthermore, this study will provide the city officials with helpful ideas regarding the innovative strategies and tested approaches that the said barangays have implemented in line with the promotion of good governance and in pursuance of sustainable development. Hence, best practices along governance by the barangays can better be identified with the help of this study.

Furthermore, this study would be very helpful for the University of Makati, city's premier university , a local state university located in West Rembo , Makati City , as the findings of this study could serve as inputs for the university's initiative to come up with a more extensive and comprehensive program towards improved barangay governance for mandatory enrollment of all barangay officials both elected and appointed in the extension program of the university .

Makati or simply known as **Makati City**, is a 1st class highly urbanized city in Metro Manila, Philippines.

Makati is the financial center of the Philippines; it has the highest concentration of multinational and local corporations in the country. **(8)** ***"About Makati, Philippines". Makaticity.com. Retrieved June 5,2013***. Major banks, corporations, department stores as well as foreign embassies are based in Makati. The biggest trading floor of the Philippine Stock Exchange is situated along the city's Ayala Avenue. **(9)** ***"Archived copy". Archived from the original on 2016-03-03. Retrieved 2013-03-26.^ "Makati Business Club". Mbc.com.ph. Retrieved 2013-03-26.***Makati is also known for being a major cultural and entertainment hub in Metro Manila. **(10)** ***"Tourist information and services on Makati City Philippines". Touristcenter.com.ph. Retrieved 2013-03-26.***

According to the 2015 census, it has a population of 582,602 people ***(11) Census of Population (2015). "National Capital Region (NCR)". Total Population by Province, City, Municipality and Barangay. PSA. Retrieved 20 June 2016.*** making it as the 17th-largest city in the country and ranked as the 41st most densely populated city in the world with 19,336 inhabitants per square kilometer. Although its population is just half a million, the daytime population of the city is estimated to be more than one million during a typical working day because of the large number of people who go to the city to work, shop, and do business**.(12) "NATIONAL CAPITAL REGION (NCR) > Makati City".** ***Department of Tourism. 2009.*** **Retrieved 2013-05-23**.Traffic is expected mostly during rush hour and holiday seasons.

Tradition holds that a Tagalog at a swamp on the south of the Pasig River was asked by a visitor, who was Miguel López de Legazpi, for the name of the place. As a result of the language barrier the question was misinterpreted; the Tagalog pointed to the receding tide of the Pasig River, and answered "*Makati, kumákáti na*" ("Ebbing, the tide is ebbing"**).(13)** ***"About Makati City in the Philippines". Makaticity.com. 2012-11-28. Retrieved 2013-03-26.***

Makati is divided into 33 barangays (the smallest local government units) which handles governance in a much smaller area. These barangays are grouped into two congressional districts where each district is represented by a congressman in the country's House of Representatives. Congressional District I is composed of the barangays straddling EDSA, the barangays to the north and west of them, while excluding Guadalupe Viejo and Pinagkaisahan, while District II are to the south and east of District I, including the two aforementioned barangays. The districts used to elect the members of the city council are coextensive with the congressional districts as shown in the table below.

Table1. Barangays in the City of Makati as arranged alphabetically by District.

Barangay	Population (2010)	Area (hectares)	District I
Bangkal	23,378	74	1st
Bel-Air	18,280	171	1st
Carmona	3,096	34	1st
Dasmariñas	5,654	190	1st
Forbes Park	2,533	253	1st
Kasilawan	5,291	9	1st
La Paz	7,931	32	1st
Magallanes	5,576	120	1st
Olympia	21,270	44	1st

Table1. 1 Barangays in the City of Makati as arranged alphabetically by District.

Barangay	Population (2004)	Population (2010)	Area (km^2)	District I
Palanan	16,614	17,283	65	1st
Pio del Pilar	22,495	27,035	120	1st
Poblacion	8,446	17,120	46	1st
San Antonio	12,226	11,443	89	1st
San Isidro	8,686	7,589	50	1st
San Lorenzo	6,487	10,006	209	1st
Santa Cruz	7,419	7,440	47	1st
Singkamas	6,226	7,426	13	1st
Tejeros	16,820	13,868	29	1st
Urdaneta	3,817	3,717	74	1st
Valenzuela	5,908	7,261	24	1st

Table1. Barangays in the City of Makati as arranged alphabetically by District.

Barangay	Population (2010)	Area (hectares)	District II
Cembo	27,998	22	2nd
Comembo	14,433	27	2nd
East Rembo	26,433	44	2nd
Guadalupe Nuevo	18,271	57	2nd
Guadalupe Viejo	16,411	62	2nd
Pembo	44,803	123	2nd
Pinagkaisahan	5,804	16	2nd
Pitogo	15,332	14	2nd

Table1. Barangays in the City of Makati as arranged alphabetically by District.

Barangay	Population (2010)	Area (hectares)	District II
Post Proper Northside (disputed barangay)	6,010	238	2nd
Post Proper Southside (disputed barangay)	10,458	341	2nd
Rizal	41,959	355	2nd
South Cembo	14,672	20	2nd
West Rembo	28,406	55	2nd

Table 3. Barangays in the City of Makati as grouped into CLUSTER .

CLUSTER 1 CENTRAL CLUSTER	CLUSTER 2 WESTSIDE CLUSTER	CLUSTER 3 NORTHWEST CLUSTER	CLUSTER 4 NORTH CENTRAL CLUSTER	CLUSTER 5 EASTSIDE CLUSTER	CLUSTER 6 NORTHEAST CLUSTER
BEL-AIR	LA PAZ	CARMONA	GUADALUPE NUEVO	COMEMBO	CEMBO
DASMARINAS	PALANAN	KASILAWAN			
FORBES PARK	PIO DEL PILAR	OLYMPIA	PINAGKAISAHAN	EAST REMBO	GUADALUPE VIEJO
MAGALLANES	SAN ANTONIO	POBLACION	PITOGO	PEMBO	POST PROPER NORTHSIDE
SAN LORENZO	SAN ISIDRO	TEJEROS			
URDANETA	STA CRUZ	VALENZUELA	POST PROPER SOUTHSIDE	RIZAL	WEST REMBO
	SINGKAMAS		SOUTH CEMBO		
	BANGKAL				

BARANGAY MAPPING

The current mayor for the 2016–2019 term is Abby Binay, the daughter of former mayor and former Vice President Jejomar Binay. Monique Yazmin Q. Lagdameo is the city's incumbent vice mayor. The vice mayor heads a legislative council consisting of 18 members: 8 Councilors from the First District, 8 Councilors from the Second District, the President of the Sangguniang Kabataan (Youth Council) Federation, representing the youth sector, and the

President of the Association of Barangay Chairmen (ABC) as barangay sectoral representative. The council is in charge of creating the city's policies in the form of Ordinances and Resolutions. Current district representatives of the city are Romulo "Kid" Peña Jr. ***(14)* News, ABS-CBN. *"Kid Peña stuns ex-VP Binay in Makati 1st district congressional race"*. ABS-CBN News. *Retrieved 2019-06-30.*,** representing the 1st district and Luis Jose Angel Campos Jr., husband of Abby Binay, for the 2nd district.

Makati City has received various awards at the regional level, as well as the national and international levels.

Makati City being the financial capital of the Philippines is filled with gigantic buildings, condominiums, five-star hotels, major banks, corporations, department stores as well as foreign embassies. Makati is also known for being a major cultural and entertainment center in Metro Manila. The local government of Makati has been in existence for 344 years. It was transformed from a municipality into a highly urbanized city on January 2, 1995 through Republic Act 7854 with the great support of the residents in a plebiscite held on February 4, 1995. The reforms implemented by the Mayor are in line with its thrust of installing a local government that is efficient, effective and responsive in delivering the essential services to all Makati constituents.

The sisterhood agreement is one of the projects of the Hon. Jejomar C. Binay who was then the mayor of Makati, now the Vice President of the Philippines. A sister city, municipality relationship becomes official with the signing of a formal agreement by the top elected officials approving a long-term partnership between the two communities. Sister city or municipality relationship between Makati, Metro Manila and other provinces and even foreign countries is continuously expanding through the efforts of Hon. Mayor Jejomar Erwin S. Binay, Jr. It aims to further involve the widest possible diversity of exchanges and projects, such as health care, education, economics and business development. Another is academic exchanges of students whereby they can avail the privileges enjoyed by Makati residents. The benefits of the sister city or municipality relationship include the following: an air of global perspective with a feeling of welcoming, relax, and at ease visiting various locations of the city, provision of free accommodations by the Makati City government in the Friendship Suite, and an escort service upon their arrival from the airport to the place of their destination and until departure.

Sisterhood agreement merely establishes friendship ties through sharing of experiences and best practices in areas of common interest.

Statement of the Problem

Generally, this study aimed to assess the level of compliance to indicators for seal of good barangay governance of selected barangays in Makati City towards improved barangay governance.

Specifically, it sought to determine the following:

a. profile of the barangays in terms of population, number of households, and annual income;
b. resources of the barangays that are required to produce goods and services;
c. how the barangays manage its resources to produce goods and service along the following: development planning, local fiscal administration, organization and management, barangay legislation, and community participation ;
d. outputs of the barangays in the delivery of the following services through Education and Healthcare, Social Protection, Financial Management , Peace and Security, Business Friendliness, Tourism, Environmental Management and Disaster Preparedness
e. impacts of the service delivery of the barangays on either intermediate level, or high level

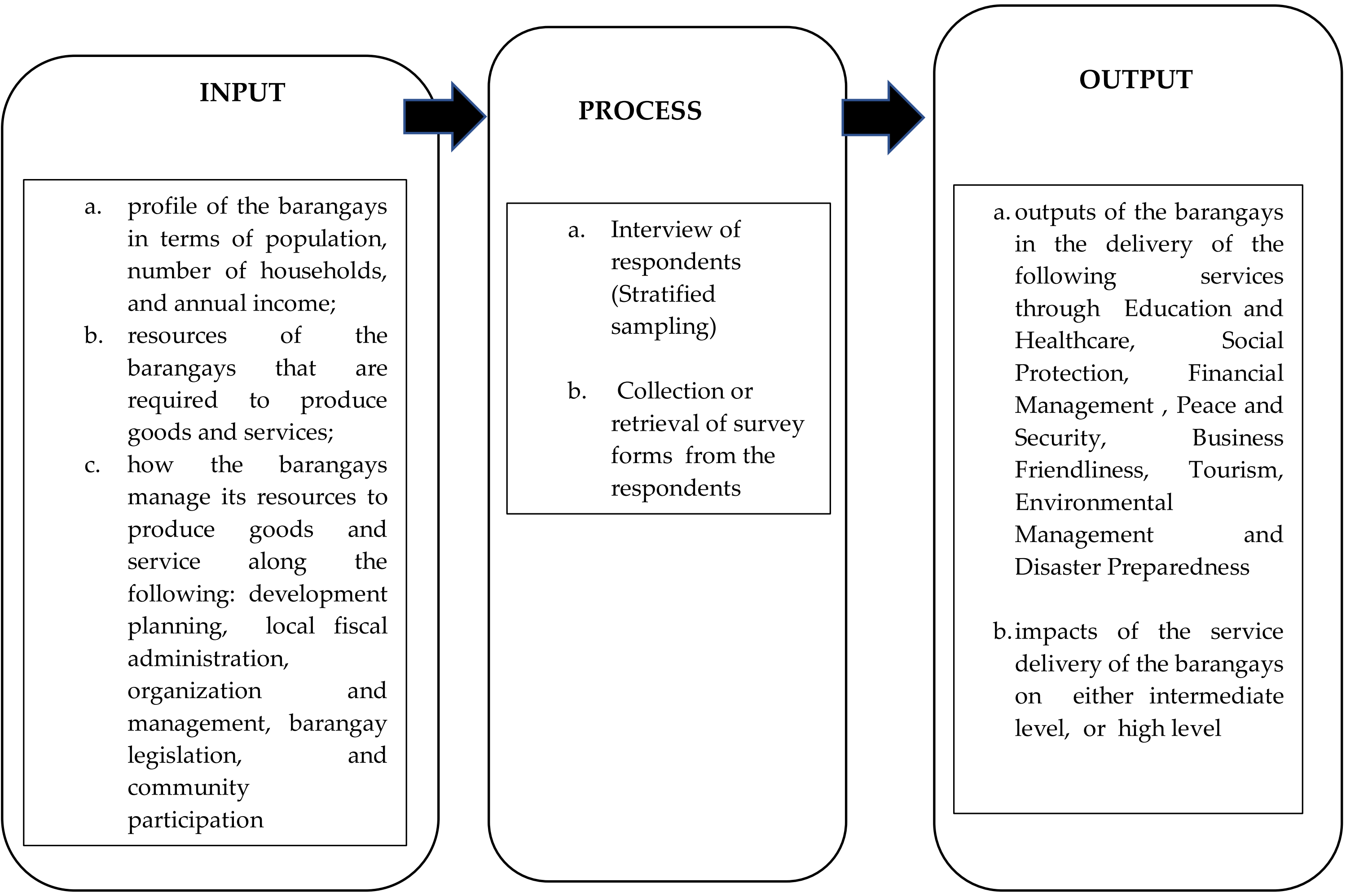
Methodology

This study used the descriptive research design, utilizing the input-process-output-outcomes model. It described the barangays' resource requirements, management of resources, delivery of services and the outcomes of the service delivery. The main respondents of the study were the Punong Barangay (Local Chief Executive of the Barangay) and the Barangay Secretaries from the 6 selected barangays of Makati City. Five other residents in each barangay were also taken as respondents in order to validate the data gathered from the Punong Barangay and the Barangay Secretaries.(15) ***World Academy of Science, Engineering and Technology International Journal of Economics and Management Engineering Vol:2, No:10, 2008 International Scholarly and Scientific Research & Innovation***

2(10) 2008 1208 ISNI:0000000091950263 Open Science Index, Economics and Management Engineering Vol:2, No:10, 2008 waset.org/Publication/1707. The study used various methods in gathering the data needed. A questionnaire was used in gathering data on the profile of the barangays, as well as in gathering information about barangay resources, barangay processes, barangay outputs, and barangay outcomes or impacts. Most of the items in the questionnaire were based on the questionnaire devised by the Local Government Academy for Barangay Governance and Development Program (16***). Crescencio Velasco, "Barangay Governance and Development Program", Paper Presented During the Regional Conference on Mainstreaming the UNDP Millennium Development Goals in Local Governance in UNP, Vigan City.*** Some of the items in the questionnaire were also based from the LPPMS ***[17]. Alex Brillantes, Measuring the Performance of Philippine Cities: The Local Productivity and Performance 4Measurement System (LPPMS). [Online]. Available: http:// www.worldbank.org/html/fpd/urban/symposium2002/docs/prespaper/pps/brillantes.pps.***

The Punong Barangay and the Barangay Secretary in each barangay were requested to answer the questionnaire. They were likewise requested to provide documents on the facilities and projects of the barangays. In addition, ocular inspections and documentation of the tangible projects in the barangays were done. Five residents in each barangay were also interviewed. Most of the data used in this study were taken from documents filed in the Barangay offices. In the absence of documents in the Barangay level, documents filed at the city level were requested. Data gathered in the barangay were also verified with the data submitted at the city level. This is particularly true for the financial records and accomplishments of the barangays. Processing of the data gathered in this study was done through the use of the following statistical tools: frequency, percentage, mean, and simple ratio and proportion.

CONCEPTUAL FRAMEWORK



Review/Survey of Related Literature

The term local government generally refers to the lower level of the political structure. It is a political subdivision constituted by law to oversee the conduct of local affairs. The local government units perform vital functions in national development. Under the partnership concept and with the devolutions of functions already in place, LGUs are no longer mere implementers of policies and administrative fiats emanating from national authorities. They are now viewed as the chief prosecutor of economic and social development at the local levels. ***(18) Agustin B. Guinid, "Development Orientation and Performance of Mayors in Ilocos Sur," Unpublished Doctoral Dissertation, UNP, Vigan City, 2003.***The barangay, which is the focus of this study, is the basic political unit which serves as the primary planning and implementing unit of government policies. Performance is equated with the local government's responses to the community's needs, particularly the provision of basic and essential public services. High performance is the result of rational decision-making; optimal use of resources such as funds, personnel, equipment, etc.; and the delivery of basic public services in a timely and sustained manner. Performance can be assessed in terms of the local governments' capabilities to respond to the community's need for basic essential services. Local government performance is then measurable through discernible improvement in the quality of life of individuals, the society as a whole, and more importantly the poor ***[19]. Rolando Acosta, et al, "Local Government Capability Handbook", Manila: Local Administration and Development Program Alumni Association of the Philippines, Inc, 1991.*** Performance Measurement is defined as those processes that are utilized to measure the performance of a Local Government body—particularly in relation to its achievement of pre-determined outcomes and objectives. ***[20] Performance Measurement & Management in Asian-Pacific Local Government. The Network of Local Government Training and Research Institutes and the Pacific (LOGOTRI). (Online). Available: http://www.logotri.net/pmsea.pdf.*** Performance Measurement evaluates the governance and management capacity of LGUs, specifically focusing on the internal capacity of LGUs in the areas of local financial administration, local legislation, organization and management, and local development planning.[8] Performance Management, on the other hand, can be defined as all of those processes (including Performance Measurement) that are utilized to capture the results of performance measurement and feed them back into the planning processes which then guide the organization to make the necessary changes to its activities and modes of operation and (if necessary) make changes to its strategic outcomes and objectives ***[21). Performance Measurement & Management in Asian-Pacific Local Government. The Network of Local Government Training and Research Institutes and the Pacific (LOGOTRI). (Online). Available: http://www.logotri.net/pmsea.pdf.*** The two terms are not interchangeable, rather, they form an integrated part of a total Performance Management Cycle. Functionality has been known to refer to the efficiency or effectiveness of individuals, groups, organizational units, entire organizations, industries, and nations. It is sometimes used interchangeably with such concepts as output, motivation, individual performance, organizational effectiveness, production, profitability, cost/effectiveness, competitiveness, and work quality. Functionality may also refer to what a new product will enable one to increase if such product is bought. Productivity measurement is used to refer to performance appraisal, management information systems, production capability assessment, quality control measurement, and the engineering throughput of a system **[22]** ***Robert D. Pritchard, Measuring and Improving Organizational Productivity - A Practical Guide. Online available http://books.google.com.ph/books?id=ably-ewzrvMC&dc.*** In assessing the delivery of services in the social, economic, political, and environmental sectors, Functionality Performance is used. In Functionality Performance, the degree of productivity is determined by comparing the actual LGU services against service standards prescribed by the national government agencies concerned. On the other hand, Service Delivery Outcome Assessment is used to determine the effect of the services delivered by the LGUs to the citizen's quality of life, particularly the impact of the services to the socioeconomic conditions of the residents, especially the poor **[23].** ***Philippine Performance Measurement at the Local Level, Final report. 2006. [Online]. Available: World Academy of Science, Engineering and Technology International Journal of Economics and Management Engineering Vol:2, No:10, 2008 International Scholarly and Scientific Research & Innovation 2.*** In the Philippines, through the Department of Interior and Local Government, Seal of Good Local Governance for Barangay Assessment (SGLGB) is one of the most commonly used performance indicator systems at the barangay level. It is a self assessement LGU performance by measuring multi-sectoral impact and the presence/number of services, facilities, projects, plans, programs, and policies, while emphasizing on good governance and administration. The result of the evaluation will guide the policy makers in making decisions towards the modification of their strategies in implementing a program. SGLGB can also be used in the identification of bottlenecks or impediments in the program mechanisms for the purpose of early corrective measures in order not to waste resources and energies. The system is essential in determining the LGU particularly the barangay its level of functionality and performance in order to enable local leaders to improve the quality of local policies, programs, and services for greater transparency and accountability in government operations **[24]** ***DILG Region 10 Newsletter. [Online]. Available: http://www.dilg10.org/v1/newsletter/2001/JUL01.PDF*** Local governments also have a very crucial role to play in the attainment of government goals under the Sustainable Development Goals Declaration**.** The need to encourage local governments to reallocate resources towards basic social services and intensify efforts towards the implementation of programs, projects, and activities that are responsive to Sustainable Development Goals or SDG had been underscored time and again. The Sustainable Development Goals is a set of time-bound, measurable goals and targets for combating The 17 sustainable development goals (SDGs) to transform the world:

It consists of 17 goals and there are 169 targets for the 17 goals. Each target has between 1 and 3 indicators used to measure progress toward reaching the targets. The innovative strategies and tested approaches in promoting good governance and pursuing sustainable development, are now being implemented in several Philippine communities.

Thus, in keeping with the theme of the campaign, the United Nation's Agenda 2030 and Sustainable Development Goals (SDGs) pick up where the Millennium Development Goals (MDGs) left off. The SDGs set forth a formidable task for the global community and international sustainable development over the next 15 years. Learning from the successes and failures of the MDGs, government officials, development experts, and many other groups understood that localization is necessary to accomplish the SDGs but how and what to localize remain as questions to be answered. **[25].** ***Manohar patole id independent Consultant on Environmental Governance. Brooklyn, NY 11218, USA; manny.patole@nyu.edu Received: 4 November 2017; Accepted: 6 February 2018; Published: 5 March 2018***

Results and Discussion

Table 4 . 1 BARANGAY PROFILE

DISTRICT	TOTAL POPULATION	NUMBER OF HOUSEHOLDS	LAND AREA	TOTAL INCOME IN MILLION 2019	PUNONG BARANGAY
1	10,006	2001	209	350	HON ERNESTO MOYA

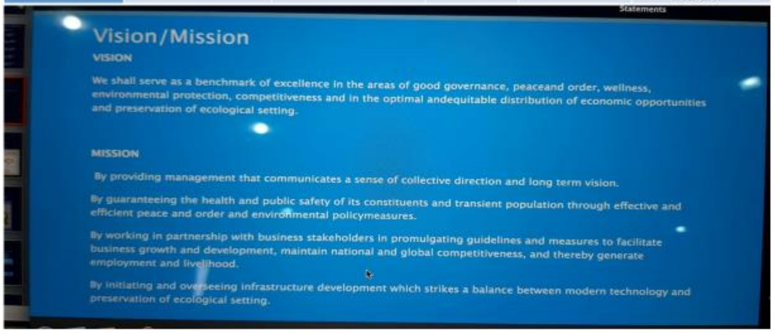


Table 4 . 2 BARANGAY PROFILE

DISTRICT	TOTAL POPULATION	NUMBER OF HOUSEHOLDS	LAND AREA	TOTAL INCOME IN MILLION 2019	PUNONG BARANGAY
1	11,443	2289	089	75	HON RESTY CAJES

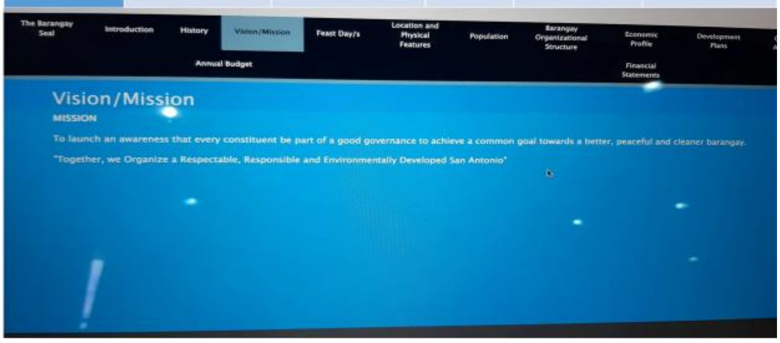


Table 4 . 3 BARANGAY PROFILE

DISTRICT	TOTAL POPULATION	NUMBER OF HOUSEHOLDS	LAND AREA	TOTAL INCOME IN MILLION 2019	PUNONG BARANGAY
1	17,120	3424	046	95	HON BENHUR CRUZ

VISION

We envision Barangay Poblacion to be the heritage and cultural center and an economic powerhouse of Makati, with empowered and God-loving residents who are proud of their rich past and are ready to face the challenges and developments of the future.

MISSION

Increase revenue from economic activities; Reduce unemployment; Improve physical environment which includes beautification of surroundings and conservation of heritage sites; Minimize the incidence of crimes; Eradicate drug addiction; Revive cultural traditions; Increase tourist arrivals; Increase in tourism-related establishments; Inculcate "tourism culture" to residents

Table 4 .4 BARANGAY PROFILE

DISTRICT	TOTAL POPULATION	NUMBER OF HOUSEHOLDS	LAND AREA	TOTAL INCOME IN MILLION 2019	PUNONG BARANGAY
2	10,458	2091	341	55.5	HON MARIBEL FRIAS-VITALES

VISION AND MISSION

Barangay P.P. Southside will provide a venue in pursuit of excellence in governance and emerge as one of the economic equidistant and livable barangay south of Makati : shall pursue implementing responsive, sustainable programs, projects & services such as (1) expand linkages and networking for job opportunities, (2) add more courses in livelihood to increase number of participants (3) strengthen the program on waste segregation and encourage all waste generators to help promote the "Zero Waste Process". (4) continue Tree Planting & Preservation.

Table 4 . 5 BARANGAY PROFILE

DISTRICT	TOTAL POPULATION	NUMBER OF HOUSEHOLDS	LAND AREA	TOTAL INCOME IN MILLION 2019	PUNONG BARANGAY
2	6,010	1202	238	38.2	HON RICHARD PASADILLA

Barangay Vision

Barangay Post Proper Northside shall be the front liner in the pillars of services and sustainability in terms of peace and security environmental sustainability, livelihood opportunities and economic development social services continuity and accessibility , leadership and sports development in District II, City of Makati. Post Proper Northside will be a reachable community that transforms its residents into productive, and competitive citizens of Makati, the Philippines and the of global community.

Barangay Mission

Barangay Post Proper Northside shall realize its commitment to the community and its people in various sectors in improving quality , fast , efficient and effective services thru well-balanced programs, projects and activities that foster the residents' personal and professional growth in all aspects of their lives in a sectoral gender-sensitive community.

Table 4 . 6 BARANGAY PROFILE

DISTRICT	TOTAL POPULATION	NUMBER OF HOUSEHOLDS	LAND AREA	TOTAL INCOME IN MILLION 2019	PUNONG BARANGAY
2	44,803	8960	123	55.2	HON JELINE OLFATO

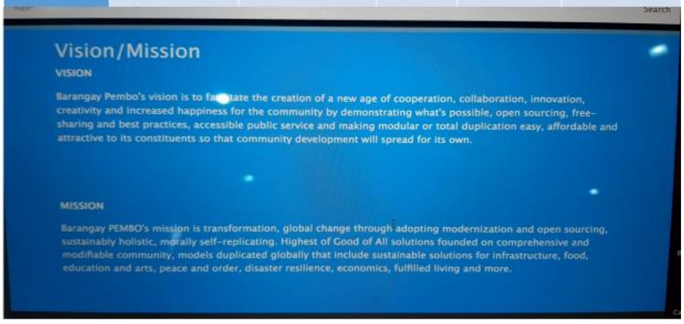


TABLE 5 DISTRIBUTION OF THE BARANGAYS IN TERMS OF AVAILABILITY OF RESOURCES

BARANGAY	BARANGAY FACILITIES AVAILABLE	PRESENCE OF ANNUAL INVESTMENT PROGRAM	PRESENCE OF BARANGAY DEVELOPMENT PLAN	PRESENCE OF ANNUAL BUDGET	PRESENCE OF FULL DISCLOSURE POLICY BOARD
San Lorenzo	Barangay Hall	Approved by the City Council	Approved by the City Council	Approved by the City Council	As mandated by Law thru DILG
San Antonio	Barangay Hall / Covered Court	Approved by the City Council	Approved by the City Council	Approved by the City Council	As mandated by Law thru DILG
Poblacion	Barangay Hall /Covered Court Park /Health Center Multi-Purpose Hall	Approved by the City Council	Approved by the City Council	Approved by the City Council	As mandated by Law thru DILG
PostProper Northside	Barangay Hall	Approved by the City Council	Approved by the City Council	Approved by the City Council	As mandated by Law thru DILG
Pembo	Barangay Hall / Covered Court/ Health Center	Approved by the City Council	Approved by the City Council	Approved by the City Council	As mandated by Law thru DILG
PostProper Southside	Barangay Hall	Approved by the City Council	Approved by the City Council	Approved by the City Council	As mandated by Law thru DILG

TABLE 6 MANAGEMENT OF RESOURCES ALONG DEVELOPMENT PLANNING AND LOCAL FISCAL ADMINISTRATION

BARANGAY	55% PERSONAL SERVICES	20%DEVT FUND	5% DRRM FUND	5% GAD FUND	1%BCPC FUND	1% PWD AND SENIOR CITIZENS FUND	10% SK FUND
San Lorenzo	50-53%	95%	95%	95%	95%	95%	100%
San Antonio	50-53%	95%	85%	95%	95%	95%	100%
Poblacion	50- 53%	95%	95%	95%	95%	95%	100%
Post Proper Northside	45-50%	85%	85%	95%	95%	95%	100%
Pembo	50-53%	95%	90 %	95%	95%	95%	100%
Post Proper Southside	50-53%	85%	90%	95%	95%	95%	100%

TABLE 7 MANAGEMENT OF RESOURCES ALONG ORGANIZATION AND MANAGEMENT

BARANGAY	PRESENCE OF MANUAL OF OPERATIONS	PRESENCE OF ACCOMPLISHMENT REPORT SUBMITTED ON TIME	PRESENCE OF BARANGAY-INITIATED TRAINING	PRESENCE OF SERVICEABLE EQUIPMENT	PRESENCE OF SERVICEABLE VEHICLES	RESPONSE TIME IN THE ISSUANCE OF BARANGAY RELATED CERTIFICATES
San Lorenzo	Yes	Yes	Yes	Yes	Yes	less than 10 minutes as stipulated in the Citizens Charter
San Antonio	Yes	Yes	Yes	Yes	Yes	less than 10 minutes as stipulated in the Citizens Charter
Poblacion	Yes	Yes	Yes	Yes	Yes	less than 10 minutes as stipulated in the Citizens Charter
Post Proper Northside	Yes	Yes	Yes	No fax machine	No ambulance	less than 10 minutes as stipulated in the Citizens Charter
Pembo	Yes	Yes	Yes	Yes	Yes	less than 10 minutes as stipulated in the Citizens Charter
Post Proper Southside	Yes	Yes	Yes	Yes	Yes	less than 10 minutes as stipulated in the Citizens Charter

TABLE 8. MANAGEMENT OF RESOURCES ALONG BARANGAY LEGISLATION

BARANGAY	PRESENCE OF INTERNAL RULES OF PROCEDURE	PRESENCE OF BARANGAY AGENDA AND MINUTES	PASSING OF PROGRAM-RELATED RESOLUTIONS and ORDINANCES	COMPLIANCE WITH THE STANDARD NUMBER OF SESSIONS	FREQUENCY OF HOLDING BARANGAY ASSEMBLY
San Lorenzo	Using the the parliamentary procedures	Prepared by the Brgy Secretary	Appropriation of Funds and Tax Code	Twice a month	Semestral –March and October
San Antonio	Using the the parliamentary procedures	Prepared by the Brgy Secretary	Appropriation of Funds and Tax Code	Twice a month	Semestral –March and October
Poblacion	Using the the parliamentary procedures	Prepared by the Brgy Secretary	Appropriation of Funds and Tax Code	Twice a month	Semestral –March and October
Post Proper Northside	Using the the parliamentary procedures	Prepared by the Brgy Secretary	Appropriation of Funds and Tax Code	Twice a month	Semestral –March and October
Pembo	Using the the parliamentary procedures	Prepared by the Brgy Secretary	Appropriation of Funds and Tax Code	Twice a month	Semestral –March and October
Post Proper Southside	Using the the parliamentary procedures	Prepared by the Brgy Secretary	Appropriation of Funds and Tax Code	Twice a month	Semestral –March and October

TABLE 9 . MANAGEMENT OF RESOURCES ALONG BARANGAY COMMUNITY MOBILIZATION

BARANGAY	COMMUNITY MOBILIZATION PARTNERSHIP WITH NGOS	PARTNERSHIP WITH EDUCATIONAL INSTITUTIONS	COMMUNITY MOBILIZATION. THE BARANGAYS FARED WELL IN MAKING PARTNERSHIP WITH PEOPLE'S ORGANIZATIONS (POS) IN IMPLEMENTING BARANGAY PROJECTS, PROGRAMS, AND ACTIVITIES	THE ALTERNATIVE LEARNING SYSTEM (ALS), AND OTHER PROJECTS IN THE BARANGAYS.
San Lorenzo	10 NGOs accredited in the barangay	Yes in private schools in the area	There are NGO members in all Barangay – Based Institutions particularly the Barangay Development Council	Yes (Barangay –Based)
San Antonio	12	Both public and private	There are NGO members in all Barangay –Based Institutions particularly the Barangay Development Council	Yes (Partnership with Public Schools)
Poblacion	15	Both public and private	There are NGO members in all Barangay –Based Institutions particularly the Barangay Development Council	Yes (Partnership with Public Schools)
Post Proper Northside	6	Public schools only	There are NGO members in all Barangay –Based Institutions particularly the Barangay Development Council	Yes (Partnership with Public Schools)
Pembo	13	Both public and private	There are NGO members in all Barangay –Based Institutions particularly the Barangay Development Council	Yes (Partnership with Public Schools)
Post Proper Southside	7	Private schools only	There are NGO members in all Barangay –Based Institutions particularly the Barangay Development Council	Yes (Partnership with Public Schools)

TABLE 10.1 DISTRIBUTION OF THE BARANGAYS IN TERMS OF THE DELIVERY OF SOCIAL SERVICES

BARANGAY	PROVISION OF THE SOCIAL FACILITIES (- Barangay Office, Barangay Multi-purpose Hall ,Day Care Center ,Reading Center, Computer Center, Health Center, Senior Citizens' Affairs , Women's And Children's Desks, Public Parks, Public Comfort Rooms , Ramp For PWDs, Sports Facilities	BARANGAY-ASSISTED HEALTH PROGRAMS ESPECIALLY THE MANDATED PPAs
San Lorenzo	**barangay office, barangay multi-purpose hall ,day care center ,reading center, computer center, senior citizens' affairs , women's and children's desks, public parks, ramp for PWDs, sports facilities**	Provide their own clinic in the barangay hiring a licensed nurse, dentist and physician and implement PPAs in coordination with Makati Health

TABLE 10.2 DISTRIBUTION OF THE BARANGAYS IN TERMS OF THE DELIVERY OF SOCIAL SERVICES

BARANGAY	PROVISION OF THE SOCIAL FACILITIES (- Barangay Office, Barangay Multi-purpose Hall ,Day Care Center ,Reading Center, Computer Center, Health Center, Senior Citizens' Affairs , Women's And Children's Desks, Public Parks, Public Comfort Rooms , Ramp For PWDs, Sports Facilities	BARANGAY-ASSISTED HEALTH PROGRAMS ESPECIALLY THE MANDATED PPAs
San Antonio	**barangay office, barangay multi-purpose hall ,day care center ,reading center, computer center, senior citizens' affairs , women's and children's desks, public parks, ramp for PWDs, sports facilities**	With Health Center

TABLE 10.3 DISTRIBUTION OF THE BARANGAYS IN TERMS OF THE DELIVERY OF SOCIAL SERVICES

BARANGAY	PROVISION OF THE SOCIAL FACILITIES (- Barangay Office, Barangay Multi-purpose Hall ,Day Care Center ,Reading Center, Computer Center, Health Center, Senior Citizens' Affairs , Women's And Children's Desks, Public Parks, Public Comfort Rooms , Ramp For PWDs, Sports Facilities	BARANGAY-ASSISTED HEALTH PROGRAMS ESPECIALLY THE MANDATED PPAs
Poblacion	**barangay office, barangay multi-purpose hall ,day care center ,reading center, computer center, health center, senior citizens' affairs , women's and children's desks, public parks, public comfort rooms , ramp for PWDs, sports facilities**	With Health Center

TABLE 10.4 DISTRIBUTION OF THE BARANGAYS IN TERMS OF THE DELIVERY OF SOCIAL SERVICES

BARANGAY	PROVISION OF THE SOCIAL FACILITIES (- Barangay Office, Barangay Multi-purpose Hall ,Day Care Center ,Reading Center, Computer Center, Health Center, Senior Citizens' Affairs , Women's And Children's Desks, Public Parks, Public Comfort Rooms , Ramp For PWDs, Sports Facilities	BARANGAY-ASSISTED HEALTH PROGRAMS ESPECIALLY THE MANDATED PPAs
Post Proper Northside	barangay office, reading center, computer center senior citizens' affairs , women's and children's desks, public comfort rooms , ramp for PWDs, sports facilities	No Health Center but coordinate the Health Programs, Projects and Activities with Makati Health Department and West Rembo Health Center

TABLE 10.5 DISTRIBUTION OF THE BARANGAYS IN TERMS OF THE DELIVERY OF SOCIAL SERVICES

BARANGAY	PROVISION OF THE SOCIAL FACILITIES (- Barangay Office, Barangay Multi-purpose Hall ,Day Care Center ,Reading Center, Computer Center, Senior Citizens' Affairs , Women's And Children's Desks, Public Parks, Public Comfort Rooms , Ramp For PWDs, Sports Facilities	BARANGAY-ASSISTED HEALTH PROGRAMS ESPECIALLY THE MANDATED PPAs
Pembo	barangay office, barangay multi-purpose hall ,day care center ,reading center, computer center, health center, senior citizens' affairs , women's and children's desks, public parks, public comfort rooms , ramp for PWDs, sports facilities	With Health Center

TABLE 10.6 DISTRIBUTION OF THE BARANGAYS IN TERMS OF THE DELIVERY OF SOCIAL SERVICES

BARANGAY	PROVISION OF THE SOCIAL FACILITIES (- barangay office, barangay multi-purpose hall ,day care center ,reading center, computer center, health center, senior citizens' affairs , women's and children's desks, public parks, public comfort rooms , ramp for PWDs, sports facilities	BARANGAY-ASSISTED HEALTH PROGRAMS ESPECIALLY THE MANDATED PPAs
Post Proper Southside	barangay office, barangay multi-purpose hall ,reading center, computer center, senior citizens' affairs , women's and children's desks,, ramp for PWDs, sports facilities	No Health Center but coordinate the Health Programs, Projects and Activities with Makati Health Department

TABLE 11 DISTRIBUTION OF THE BARANGAYS IN TERMS OF THE DELIVERY OF ECONOMIC SERVICES

BARANGAY	LIVELIHOOD PROGRAMS	BARANGAY BUSINESS ASSOCIATION ORGANIZATION	JOB FAIRS	PRESENCE OF COOPERATIVES	INFRASTRUCTURE DEVELOPMENT
San Lorenzo	Yes	Yes	Yes	Yes	Yes
San Antonio	Yes	Yes	Yes	No	Yes
Poblacion	Yes	Yes	Yes	Yes	Yes
Post Proper Northside	Yes	Yes	Yes	No	No
Pembo	Yes	Yes	Yes	No	Yes
Post Proper Southside	Yes	Yes	Yes	Yes	No

TABLE 12 DISTRIBUTION OF THE BARANGAYS IN TERMS OF THE DELIVERY OF PROTECTIVE SERVICES

BARANGAY	BADAC	BPOC	BDRRM	BARANGAY TANOD	VOLUNTEER MARSHALS	PRACTICE OF HOUSEHOLD VISITATIONS
San Lorenzo	Yes	Yes	Yes	20	No	No
San Antonio	Yes	Yes	Yes	20	Yes	Yes
Poblacion	Yes	Yes	Yes	20	Yes	Yes
Post Proper Northside	Yes	Yes	Yes	15	Yes	Yes
Pembo	Yes	Yes	Yes	20	Yes	Yes
Post Proper Southside	Yes	Yes	Yes	15	Yes	Yes

TABLE 13 DISTRIBUTION OF THE BARANGAYS IN TERMS OF THE DELIVERY OF ENVIRONMENTAL

BARANGAY	PRESENCE OF BARANGAY SOLID WASTE MANAGEMENT COMMITTEE (BSWMC	GARBAGE COLLECTION AND DISPOSAL SYSTEM	PRESENCE OF COMPOST PIT IN EVERY HOUSEHOLD	REGULAR PRACTICE OF GARBAGE COLLECTION	PRESENCE OF GARBAGE DUMPED ALONG THE STREET	PRESENCE OF FUNCTIONAL SEWERAGE SYSTEM (DRAINAGE CANAL)	COMPLIANCE TO MADAMUS WEEKLY CLEAN-UP DRIVE
San Lorenzo	Meets quarterly	Wastes have been segregated	NONE	Provided private contractor	NO	Yes	Every week and submit weekly report
San Antonio	Meets monthly	Wastes have been segregated	NONE	Everyday but no specific time	Yes	Yes	Every week and submit weekly report
Poblacion	Meets quarterly	Wastes have been segregated	NONE	Everyday but no specific time	Yes	Yes	Every week and submit weekly report
Post Proper Northside	Meets quarterly	Wastes have been segregated	NONE	Everyday but no specific time	Yes	Yes	Every week and submit weekly report
Pembo	Meets monthly	Wastes have been segregated	NONE	Everyday but no specific time	Yes	Yes	Every week and submit weekly report
Post Proper	Meets	Wastes have been	NONE	Everyday but no	Yes	Yes	Every week and

TABLE 14 OUTCOMES: IMPACT OF THE DELIVERY OF BARANGAY SERVICES

Barangay	AVAILABILITY OF RESOURCES	DEVELOPMENT PLANNING AND FISCAL ADMINISTRATION	LEGISLATION AND COMMUNITY MOBILIZATION	SOCIAL SERVICES	ECONOMIC SERVICES	PROTECTIVE SERVICES	ENVIRONMENTAL SERVICES
San Lorenzo	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH
San Antonio	HIGH	HIGH	HIGH	HIGH	MODERATE	HIGH	HIGH
Poblacion	HIGH	HIGH	HIGH	HIGH	MODERATE	HIGH	HIGH
Post Proper Northside	HIGH	HIGH	HIGH	HIGH	LOW	HIGH	HIGH
Pembo	HIGH	HIGH	HIGH	HIGH	LOW	HIGH	HIGH
Post Proper Southside	HIGH	HIGH	HIGH	HIGH	MODERATE	HIGH	HIGH

Conclusion

The six (6) selected barangays in the City of Makati were strong in terms of resource requirements which make possible the production of goods and services in the barangays. In terms of management of resources, the barangays are also strong in development planning. Along fiscal administration, the barangays showed great potential. They had annual budgets and annual revenue plans, as well as revenue codes. They also complied with the budgetary requirements imposed on personal services. However, many barangays lacked a computer-based financial management system. There are computers in the barangays but there is no existing computer-based financial management system. If existing, the barangay treasurers lack the necessary knowledge and skills on how to use the system. In organization and management, the barangays also had moderately high capability. They showed strength in the submission of accomplishment reports and conducting trainings for the barangay council. They had adequate serviceable equipment, and maintain a one-day processing time for issuing barangay related certificates. However, the barangays lacked a manual of operations and they lacked serviceable vehicles. Barangay officers are not equipped with the necessary knowledge and skills in preparing manual of operation. The inadequacy of service vehicle could be due to lack of budget. The barangays were also strong in the area of barangay legislation. All the barangays under study complied with the required number of barangay council sessions of at least twice a month and they also complied with the conduct of general assembly twice a year. The barangays were also strong in community mobilization as they had strong linkages with Pos, NGOs, and educational institutions. In their delivery of social services, the barangays favored the maintenance of day care centers, barangay office, public comfort rooms, parks, health station/center and barangay office; they also adhered to the establishment of a barangay justice system. The barangays, however, seem to be weak in the delivery of economic services. Agricultural support was not given much attention at the barangay level because there is much of this support received from the city government. In addition, putting up of economic enterprise in the barangay is not feasible because these barangays are near the city proper. Road maintenance and provision of skills training were the main focus of the barangays in the provision of these services. In the barangays, the provision of agricultural support services and the operation of barangay economic enterprises were carried out the least. For the protective services, the barangays fared well in establishing Barangay Disaster Coordinating Council, Barangay Tanod, and Anti-Drug Abuse Council; but the practice of regular household visitation was not widespread in all the barangays. For environmental services, the barangays performed garbage collection and disposal; however, there are still garbage found in the streets of some barangays. Garbage receptacles are distributed in strategic places in the barangay especially in the streets, however, the residents lack the concern and necessary cooperation. Likewise, functional sewerage system was not found in most World Academy of Science, Engineering and Technology International Journal of Economics and Management Engineering Vol:2, No:10, 2008 International Scholarly and Scientific Research & Innovation 2(10) 2008 1216 ISNI:0000000091950263 Open Science Index, Economics and Management Engineering Vol:2, No:10, 2008 waset.org/Publication/1707 barangays. Rural barangays are not usually affected by flood because water finds their way to the riceland. The services delivered by the barangays had effected an improved status among the barangays. There is an increased literacy rate in the barangays, increased barangay total income, increased crime solution efficiency, decreased infant mortality rate, decreased unemployment rate, increased crime solution efficiency. There was also a good barangay police to population ratio; there was no recorded violation of environmental laws; there was an increase in the percentage of households with sanitary toilets; and an increase in access to safe drinking water. However, the barangays are still facing some problems. The mortality rate considerably increased, the barangays' total income still remained to be low, and flood and pollution control programs are not properly implemented. Moreover, the barangays still lack the capability in sourcing out funds for their projects and they still depend on the IRA to run the barangay. The barangay officers are afraid to make loans because of the fear on how to manage the amount loan out.

Recommendations

The barangays should maintain and further improve their existing non-human resources. The development strategies of the barangays should also be reviewed. Moreover, needs assessment should be made prior to the conduct of development plans in the barangays so that the projects, programs, and activities of the barangays will be more relevant and responsive to the needs of the people. Maintenance and further enhancement of participatory governance should be made by conducting a strategic planning and fiscal management training/workshop to further enhance the barangays' capabilities. There is also a need for the barangay officials to be more equipped with the necessary knowledge and skills about barangay governance. Hence, a training/workshop for the barangy officers should be conducted for this purpose. Moreover, the barangays should sustain their strengths and improve their weaknesses. Specifically, the city government should assist the barangays not only in putting up a computer based financial management system but also to train the barangay officers in using the system. The barangay officers should likewise be assisted in the preparation of an operation manual. The barangays should generate more funds. They should harness fully their resource mobilization powers, such as the intensification of assessment and collection of real properties, business, and other local taxes; acceptable and reasonable bases of imposition for various types of fees and charges should be explored; and review of the non-tax revenue options available to them should be done. They should also prioritize the allocation of their limited resources. This will also help the barangays in the acquisition of service vehicles. On economic services, the barangays should sustain the conduct of skills trainings. Trainings should not only focus on the production of materials, entrepreneurial skills training should likewise be conducted. The barangay residents should not only how to produce materials, they should also know how to sell what had been produced. On the problem of residents dumping garbage in the streets, values development seminar should be conducted at the barangay level. On flood and pollution, there should be a strict implementation of flood and pollution control programs like the Clean Air Act in the barangays. On sources of funds, the barangays should be trained on fiscal management to develop their confidence in availing of loans and making joint ventures with the business sectors. In addition, the city government can create a livelihood and investment program which could be availed by the barangays. Furthermore, the barangays should implement cost effective methods of data gathering and processing, as well as the building of a Computerized Barangay Data Bank, not just a simple barangay data bank. Series of trainings on Information and Communication Technology (ICT) should therefore be conducted at the city level to be participated by the barangay officers. These trainings will not only equip the barangay officers with the knowledge and skills in ICT but to develop their awareness on the importance of ICT in barangay governance. Monitoring of the skills learned by the barangay officers and evaluation of the effects of these trainings should be made. Finally, there should be a continuous monitoring of the performance of the barangays.

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The Effectiveness of SIAP TARIK to Improve the Quality of Health Services

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Abstract

SIAP TARIK (*Sistem Informasi Antrian Puskesmas Tarik*) is a public service innovation in health service. SIAP TARIK is the application for ordering the queue number at the Puskesmas (health center) Tarik, Sidoarjo. This research aims to know the effectiveness of *SIAP TARIK* to improve the quality of helath service. This quantitative descriptive research is located at Puskesmas Tarik, Sidoarjo. The respondents of this reseach were patients who visited Puskesmas Tarik using incidental sampling techniques. The data is collected through questionnaire. The data analysis techniques use descriptive analysis techniques. The result of this research show that *SIAP TARIK* is effective to improve the quality of health service with score 4234. The position is in the quartile interval >3300 up to 4290 which is categorized as effective. These result are indicated by the score of sistem quality, information quality, service quality, utilization, satisfaction of use, and net benefits are in effective position.

Keywords:
effectiveness; public service innovation; health services

Introduction

Public service quality is the right of every citizen that must be met in the era of globalization with the development of technology. Public service quality can be realized through public service innovation. The realization of public service quality is done to achieve World Class Government in 2025. Public service quality can be achieved by following the development of the society needs of an increasingly advanced (Laily & Eva, 2017). The development of information technology has made conventional service systems shift to electronic-based service systems in accordance with Presidential Instruction No. 3 of 2003 concerning E-Government Development Policies and Strategies. The issuance of these instructions is evidence of the government seriousness to improve the quality of services through electronic government.

Kase explained that electronic government (e-government) refers to the use of information technology by government organizations so that the organization becomes more effective and transparent. E-government is expected to improve the quality of services to the community, the internal effectiveness of government organizations and the people's access to information in the government environment more easily (Nugraha, 2018).

Law Number 25 of 2009 concerning Public Services explains that the public has the right to get quality services in accordance with the principles and objectives of the service. Public service innovations carried out by government agencies as a form of meeting the needs of services for the community. The service need is to provide an innovative public service that must help and facilitate direct services to the community. Public service innovation is a way to develop effectiveness in improving the public service quality. One way to be able to develop a level of effectiveness is to increase creativity and innovation in government, starting from the individual level, increasing to groups, and then heading to organizational innovation.
Health services are closely related to community welfare and are absolute. Therefore, the state and its apparatus are obliged to provide quality services that are easily obtainable at any time by the public. One manifestation of the provision of public services in the health sector is Puskesmas (health center). Puskesmas aims to provide quality, satisfying and comfortable services. Puskesmas Tarik as one of the public services has the latest breakthrough innovations in overcoming queue problems. Queue problems cause Puskesmas narrow waiting rooms to become full, thus allowing the high level of saturation of service users. These conditions cause the quality of Puskesmas Tarik services to be low.

Quality of service is a determining factor in the success of government administration. Quality of service is a desire and need that must be created by the apparatus for the community (Tjiptono, 2005). The causes of the low quality of the service queues of conventional registration counters at the Puskesmas Tarik include (1) No receptionist services, (2) There is no optimal medical records, (3) Take the queue number must come to the Puskesmas (health center), (4) How to search medical records is still manual for patients who do not carry medical treatment cards, (5) The time required by officers in searching the patient's medical record folder is quite long, (6) There is no good queue system application, (7) The registration system still distinguishes new and old patients, (8) Medical record arrangement that is not in accordance with the standard, (9) Medical records folder still uses family folders, (10) Medical records folder still uses paper folders that are easily damaged and torn, (11) The unavailability of an adequate internet network at the Puskesmas), (12) The counter space is too crowded, (13) The number of patient visits is increasing every day, (14) Patients often forget to bring a treatment card, (15) Patients complain if they wait too long (Puskesmas Tarik, 2017) .

Puskesmas Tarik makes alternative solutions through e-government based public service innovation under the name SIAP TARIK (*Sistem Informasi Antrian Puskesmas Tarik*). SIAP TARIK innovation is oriented to improving services to the community effectively and efficiently. The improvements made by the Puskesmas refer to the current conditions of the Tarik community where most Puskesmas visitors have used Smart Phones. SIAP TARIK application innovation is a form of public service innovation that aims to simplify and accelerate the service queue of patients through the android application system or short messages service. Since the application of the SIAP TARIK application began in April 2017, the number of patients taking conventional queues has decreased. SIAP TARIK system informs patients about their queue number. With this application, the service room does not cause queue density and makes patients comfortable because the community can wait in line from their respective homes.

The description of the application SIAP TARIK is an application for ordering queue numbers that exist at the Puskesmas Tarik Sidoarjo. The application features can be downloaded via Google Play or Apple Store. This application provides information about diseases, doctor profiles, and other features. The realization of SIAP TARIK application that are achievement for visitors who have their health checked can be served without having to wait too long to get health services.

The SIAP TARIK application is a way to facilitate employees in providing services to the community. The achievement of the objectives of SIAP TARIK application shows the effectiveness of these innovations to solve service problems in Puskesmas Tarik. Puskesmas are expected to have a service quality value, which are efficient, innovative and produce according to Regulation of Health Minister Number 75 of 2014 concerning Puskesmas. Through the SIAP TARIK application, patients can take the queue number from home and monitor the extent of the queue taking place at the Puskesmas. That is because SIAP TARIK application uses a real time queue system. In addition to breaking down the density of the queue, improvements were made to the quality aspect of the medical record from the family folder (one family incorporated in one simple folder) to become a personal folder (one person, having a special folder that contains the patient's medical history during treatment at the Puskesmas). The medical search system has also changed, from manual search to integrated with information technology so that searching for medical record numbers of patients who do not carry medical cards can be done faster. Therefore, it is necessary to do an assessment of the benefits or usefulness of the SIAP TARIK information system program to measure its effectiveness. Based on these descriptions the authors are interested in aiming to know the effectiveness of SIAP TARIK to improve the quality of health services.

Methods

This quantitative descriptive research is located at Puskesmas (health center) Tarik, Sidoarjo. The variable in this study is the effectiveness of SIAP TARIK (*Sistem Informasi Antrian Puskesmas Tarik*). The effectiveness variable refers to the assessment of 5 indicators of information system effectiveness variables according to DeLone and McLean (2003) which include system quality, information quality, service quality, use, user satisfaction, net benefit. Variables are presented in a questionnaire with instruments that use a Likert scale measuring instrument with 4 measurement scales as alternative answers, which are very effective, effective, not yet effective, and very ineffective.

The respondents were patients who visited the Puskesmas withdraw using incidental sampling techniques. There are 60 respondents of this research. The data has been collected through questionnaire. The data validity technique has been done through validity and reliability testing. The conclusion of the effectiveness level (Azwar, 1988) has been done by looking at the position of the results calculation of perception score in the quartile that exists between the lower boundary (B) and the upper boundary score (A). Measurement of effectiveness using the score of the lower limit (B) and the upper limit (A) is calculated by the formula:

B = Number of respondents x lowest score x number of questions

A = Number of respondents x highest score x number of questions

After determining the lower limit (B) and the upper limit (A), the quartile value between B and A is then determined by the following calculation:

Quartile I (Q1) = B + n/4

Quartile II (Q2) = B + n/2

Quartile III (Q3) = B + n3/4

Explanation: n = range between B and A

where the value of n is determined in order

n = score of A – score of B

The data analysis techniques use descriptive analysis techniques. Descriptive is obtained by entering the number of respondents' characteristics of each indicator in the effectiveness level table.

Tabel 1.
Measurement of Effectiveness

Total Score Positions	Level of Effectiveness
B to Q1	Very not effective
>Q1 to Q2	Not effective
>Q2 to Q3	Effective
>Q3	Very effective

Results and Discussion

The research data was collected from January 7, 2019 to January 21, 2019. Primary data in this study were obtained through research instruments in the form of questionnaire statement items. The questionnaire distributed contained 22 statements that had been tested for validity and reliability. Each item in the questionnaire has four alternative answers provided. Based on the characteristics of the respondents, each variable statement was calculated using the SPSS 20 for windows program in order to obtain statistical data about the effectiveness of the SIAP TARIK (*Sistem Informasi Antrian Puskesmas Tarik*) and the measurement of its effectiveness level. The conclusion of effectiveness is measured by calculating each variable by looking at the position of questionnaire calculations number.

1. System Quality

   Based on calculations using the SPSS 20 for windows program, it is obtained that the position number of the effectiveness of system quality variable is 763. The score is categorized as effective, which means it is located in intervals > 600 to 780. Therefore, it can be seen that the system quality of SIAP TARIK is good and effective. Most respondents think that SIAP TARIK service is easy to use, including the queuing number collection service that can be accessed online through SIAP TARIK application, reliable, fast access and in line with the queue sequence number.

2. Information Quality

   Based on calculations using the SPSS 20 for windows program, the result of the position number of the effectiveness of information quality variable is 971. The score is categorized as effective, which means it is located in intervals >750 to 975. Therefore, it can be seen that information quality of SIAP TARIK service it's good and effective. Most of the respondents consider that the use of SIAP TARIK service is easy to understand, providing complete information. Likewise with health services that provide the latest information, accurate and can be accounted for, and maintained consistency.

3. Service Quality

   Based on calculations using the SPSS 20 for windows program, the result of the position number of the effectiveness of service quality variable is 768. The score is categorized as effective, which means it is located in intervals >600 to 780. Therefore, it can be seen that the service quality of SIAP TARIK services it's good and effective. Most of the respondents consider that SIAP TARIK services is equipped with sophisticated hardware and equipment, service personnel are able to serve with good communication, fast response staff and in accordance with service standards.

4. Use

   Based on calculations using the SPSS 20 for windows program, the result of the position number of the effectiveness of use variable is 384. The score is categorized as effective, which means it is located in intervals >300 to 390. Therefore, it can be seen that the use of SIAP TARIK service is good and effective. Most respondents always use SIAP TARIK application in health services because the application access is fast. In addition, respondents prefer taking online queue numbers using SIAP TARIK service.

5. User Satisfaction

   Based on calculations using the SPSS 20 for windows program, the result shows that the number of the effectiveness of user satisfaction is 374. The score is categorized as effective, which means it is located in intervals >300 to 390. Therefore, it can be seen that the user satisfaction of SIAP TARIK service it's good and effective. Most respondents were satisfied with this service and would use it again. In addition, the respondent considers that SIAP TARIK provides actual information.

6. Net Benefits

   Based on calculations using the SPSS 20 for windows program, the result of the position number of the effectiveness of information quality variable is 974. The score is categorized as effective, which means it is located in intervals >7500 to 974. Therefore, it can be seen that the net benefits of SIAP TARIK services it's good and effective. Most respondents agreed that SIAP TARIK services can reduce the density of registration window space, the service is fast, can be used as an example and guide for always being productive in making breakthroughs or new innovations to improve the service quality of Puskesmas Tarik.

Overall, the results of the calculation of SIAP TARIK effectiveness from all variables using the SPSS 20 program for windows obtained the position of the total effectiveness is 4234. The score is categorized as effective, which means it is located in intervals >3300 to 4290. Most respondents choose to use SIAP TARIK because queue numbers can be ordered online through the application. In addition, information about health is complete and accurate, access is fast and responsive, not slow so that many respondents are satisfied with this service.

Conclusion

Based on the results of the study it can be seen that the Puskesmas Tarik Queue Information System (SIAP TARIK) is in the effective category. These results are supported by the results of the calculation of the effectiveness level of six information system variables which are also in the effective category. The six variables of information system effectiveness include system quality, information quality, service quality, use, user satisfaction, and net benefits. The level of SIAP TARIK effectiveness shows that SIAP TARIK innovation is effective in improving the quality of health services.

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Policy Implementation: E-village Budgeting in Banyuwangi Regency

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Abstract

e-Village Budgeting is an application about planning, administration and accountability of village financial management for all villages in Banyuwangi Regency which are website based and online with real time data. The purpose of making this Electronic Village Budgetting System (E-VB) application is to create transparency and accountability in village financial management. In general, the implementation of the Electronic Village Budgetting (E-VB) Policy has been running but has not been perfect. The implementor is still shackled with the old system, even though the system is new. This study aims to examine and analyze the implementation of Electronic Village Budgetting (E-VB) Policy in Banyuwangi Regency. The theory used in this study is the theory of policy implementation from Van Meter and Van Horn. The method used is a qualitative research method. The results showed that, from the aspect of resources, especially software and brainware, were still limited, from the disposition aspect there were different perceptions in the implementation of Electronic Village Budgetting. Research recommendations need "Interpretation", which is the same in terms of budgetary linkages and Information Technology (IT) in the Implementation of Electronic Village Budgetting Policy.

Keywords:
policy; e-village; banyuwangi

Introduction

To realize an open government, not only requires a change in character, mentality or a change in mindset among government bureaucracies and public bodies. Precisely the main need for a medium to reform the system and work patterns to accelerate changes. Mainly by implementing an electronic government or e-government system (President Joko Widodo on the Public Information Disclosure Award at the end of 2015). E-Government is defined as the use of information and communication technology for better governance. (The use of information and communications technologies (ICTs), and particularly the Internet, to achieve better government). (Source: from OECD The e-Government Imperative, 2003).

The e-Government development policy in Indonesia is contained in Law No. 11 of 2008 concerning Electronic Information and Transactions is then technically regulated in Presidential Instruction No. 3 of 2003 concerning National Policies and Strategies for e-Government Development in Indonesia, where there are five guidelines, namely: (1) Government Portal Infrastructure Development Guide; (2) Guide to Electronic Document Management; (3) Guidelines for the Preparation of an Institutional e-Government Development Master Plan; (4) Guidelines for Implementing a Local Government Website; (5) Guidelines on e-Government HR education and training.

Law Number 23 Year 2014 mandates the need for a technology-based Planning and Budgeting System so that it can be well integrated and able to present aspects of the process and stages of planning and budgeting implementation for Local Governments. The Indonesian KPK further stated that the e-planning application was one part of an integrated corruption prevention action plan initiated by the Corruption Prevention and Coordination Team (KPK).

Village definition according to Law No. 6 of 2014 is a legal community unit that has territorial boundaries that are authorized to regulate and manage government affairs, the interests of local communities based on community initiatives, original rights, and / or traditional rights that are recognized and respected in the government system The Unitary State of the Republic of Indonesia. And as a form of government recognition of village authority, the paradigm of village development has changed, which initially was to build a village into a village to build. This paradigm change means that the village is no longer the object of development, but must also be the subject / agent of development. To make villages able to carry out development in accordance with the characteristics, potential and needs of their communities, the government must provide guidance and assistance. This is because the quality of rural communities is generally still low. In addition, the government must also determine arrangements and arrangements in the village so that program assistance and guidance provided by the government to the village government are not misused.

Banyuwangi Regency is the largest regency in East Java Province. The land area of Banyuwangi Regency reaches 5,782.50 km2 and has a coastline of around 175.8 km and 10 islands, which are divided into 24 sub-districts, 189 villages and 28 villages. In implementing village financial management, the Banyuwangi District Government issued a policy on the use of information technology in village financial structuring and reporting, which was later called e-village bugdeting.

Seeing these conditions, the Banyuwangi Regency Government will certainly face various problems and challenges. Banyuwangi Regency's RPJMD in 2016-2021 states there are 15 strategic development issues in Banyuwangi Regency, namely (1). Lack of community access to basic quality needs; (2) Not yet optimal strengthening of social capital and PMKS handling; (3) MSME bargaining position is not yet strong and entrepreneurial resources; (4) Economic growth that has not focused on the superior sector; (5) Income and infrastructure disparities that still need to be resolved; (6) Not optimal tourism contribution to GRDP; (7) Inadequate provision of public facilities and supporting infrastructure for the economy; (8) Low access of the people to clean water and a healthy and quality environment; (9) Not yet developed the disaster management system; (10) Good quality spatial planning but not yet accompanied by proportional public green space rates; (11) Low human resource capacity in rural areas; (12) Increased affirmation of the protection of women and children and gender equality; (13) Not optimal efforts to prevent environmental pollution and natural resources; (14) Government administration is not yet optimal; and (15) Effective, efficient and information technology based public services are not yet in operation.

In accordance with the Vision of Banyuwangi Regency in 2016-2021, the Government of Banyuwangi Regency wants to realize the independence of the region by encouraging optimization in all fields. And to accelerate the implementation of these programs, the Banyuwangi District Government must improve public services through optimizing the performance of effective, integrated and sustainable Local Government agencies. As a form of policy to improve the quality of public services in Banyuwangi Regency, the Banyuwangi Regency Government develops electronic-based public services through e-Government.

E-Village budgeting is an application of the planning, administration and accountability of village financial management for all villages in Banyuwangi Regency based on websites and online with real time data. The purpose of making this Electronic Village Budgeting (E-VB) application system is to create transparency and accountability in village financial management, so as to be able to foster public trust in the performance of the village government, which impacts on the community's great willingness to play an active role in utilizing the village budget as much as possible . Its reliability is an online and integrated application, even the online RKPD has also reached the village. The villages in Banyuwangi no longer have Blankspot and all of them have been electrified.

However, the implementation of the Information Technology development and utilization program also faces obstacles. In general, the implementation of the Electronic Village Budgetting (E-VB) Policy is already running but is not yet perfect. The implementer is still shackled with the old system, even though the system is new. The use of the Van Meter Van Horn theory as a basis, direction, and guidance in research on the Implementation of Electronic Village Budgetting Policy, as a medium in compiling research, harmonizing and harmonizing and also explaining values and objectives which is to be achieved in research.

Contextually, Van Meter Van Horn's theory relates to what is being studied, according to its context, relating to the Implementation of Electronic Village Budgetting policies in terms of aspects: 1) Policy standards and objectives, 2) The resources and threats made available, 3) The quality of inter-organizational relationships, 4) The characteristics of the implementation agencies, 5) The economic, social and political environment and 6) The disposition or response of the implementers.

Based on the description above, the study discusses the Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency, so the research question can be raised as follows "How is the Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency?"

Methods

This research is intended to find out "How is the Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency?". Therefore, the research method used is a qualitative method. The qualitative research method was chosen by the researcher with the consideration that: first, the belief that truth can be more achieved by using qualitative methods, this is in line with the opinion of Bogdan and Taylor (1992: 18-22) that : "... Through qualitative methods we can get to know people (subjects) personally and see them develop their own definition of this world, we can feel what they are experiencing in their daily struggles, can study groups and experiences that we may not know at all. And finally, qualitative methods allow us to investigate concepts that in other research approaches, the essence will be lost.

Results and Discussion

Banyuwangi Regency is located at the east end of Java Island with coordinates of 7 ° 43 '-8 ° 46' LS and 113 ° 53 '-114 ° 38' BT. The land area consists of highlands in the form of mountains which are producing regions of agricultural products, and lowlands with a variety of potential agricultural products as well as areas around the coastline along the 175.8 km stretching from north to south which are producing various marine biota. Banyuwangi Regency has an area of 5,782.50 km2 which is a forest area. The area of this forest area reaches 183,396.34 ha or about 31.72%, rice fields around 66,152 ha or 11.44%, plantations with an area of about 82,143.63 ha or 14.21%, settlements with an area of about 127,454.22 ha or 22 , 04%, and the rest is used for roads, fields and others. Banyuwangi Regency also has 10 islands.

Banyuwangi Regency consists of 25 sub-districts, 28 sub-districts and 189 villages, 87 neighborhoods and 751 hamlets, 2,839 neighborhood units (RW) and 10,569 neighborhood units (RT). In 2018 the population of Banyuwangi Regency was 1,735,845, consisting of 864,124 women and 871,721 men, with a sex ratio of 100.9%. The population is spread over 25 Subdistricts, namely Pesanggaran, Bangorejo, Purwoharjo, Tegaldlimo, Muncar, Cluring, Gambiran, Srono, Genteng, Glenmore, Kalibaru, Singojuruh, Rogojampi, Kabat, Glagah, Banyuwangi, Giri, Wongsorjo, Songgon, Genteng, Glenmore, Kalibaru, Singojuruh, Rogojampi, Kabat, Glagah, Banyuwangi, Giri, Wongsorjo, Songgon, Sempu, Kalipuro, Silipurai, Silipuroro, Silipuroro , Tegalsari, Licin and Baru District, Blimbingsari District. Banyuwangi Regency is classified as an area that is not yet densely populated. Population density in Banyuwangi Regency in 2018 is 300.19 people / km². In other words, an average of every km2 in Banyuwangi Regency is inhabited by 300 people in 2018.

Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency, according to Van Meter Van Horn The implementation of the policy consists of several dimensions, namely: 1) Policy standards and objectives, 2) The resources and ancentive made available, 3) The quality of inter-organizational relationships, 4) The characteristics of the implementation agencies, 5) The economic, social and political environment and 6) The disposition or response of the implementers.

Policy standards and objectives are basically what the program or policy wants to achieve, whether tangible or not, short, medium, or long term. Clarity and policy objectives must be seen specifically so that at the end of the program the success or failure of the policy or program being carried out can be known. Policy Standard and Objective in the aspect of

Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency, Guidelines as information for the Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency in the form of a Regent's decision. In general, planning for the implementation of government programs is in the form of policy regulations, master plans, master plans, or blueprints, it is known that Electronic Village Budgetting has a form of policy regulation but the scope is not as expected.

The resource component includes the number of staff, the expertise of the implementers, relevant and sufficient information to implement the policy and the fulfillment of relevant resources in the implementation of the policy, the existence of an authority that the policy can be directed to as expected, and the existence of supporting facilities that can used to carry out policy activities such as funds and infrastructure. The development and development of the Electronic Village Budgetting Policy Implementation in Banyuwangi Regency in particular is generally left to the Village Government in preparing the Budget. In this case, the leader's mindset must be directed to the same focus, namely the development and development of Electronic Village Budgetting in Banyuwangi Regency.

The Resources and Anecdive made available in the aspect of Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency, from the aspect of brainware, the level of understanding is limited, Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency is done through learning by doing. Although it has not yet become the main focus, HR development efforts have begun. However, the program is still concentrated on increasing ICT literacy in general such as training and has not been specialized on ICT literacy in relation to the implementation of electronic Village Budgetting. In implementing Electronic Village Budgetting in Banyuwangi Regency, non-PNS staff were recruited for users. This shows that the HR of the government apparatus in Banyuwangi Regency is still lacking.

In general, government officials have repeatedly used information and communication technology to assist their daily activities and have had a repeat pattern in their use. To be able to implement Electronic Village Budgetting in Banyuwangi Regency professionally, human resources need to be fostered so that individuals have been able to significantly improve (quantitatively stated) activity performance through the use of information and technology. From the aspect of HR management, it shows that the program and budget utilization are focused on infrastructure development not yet on HR development.

The quality of inter-organizational relationships in the implementation aspect of Electronic Village Budgetting Policy in Banyuwangi Regency, Coordination in implementing Electronic Village Budgetting in Banyuwangi in its implementation has not been synchronous when implementing Electronic Village Budgetting, when data input often occurs sudden changes, the leadership level rather difficult to correct if there is a change.

The performance of policy implementation will be greatly influenced by the right characteristics and matches with the implementing agencies. This relates to the policy context that will be implemented in several policies that are required to implement strict and disciplined policies. In other contexts a democratic and persuasive implementing agent is needed. In addition, the area coverage is an important consideration in determining the policy implementing agent.

The characteristics of the implementation agencies, in the aspect of Implementing Electronic Village Budgetting Policy in Banyuwangi Regency, the division of tasks in implementing Electronic Village Budgetting Policy in Banyuwangi Regency through normative Bupati Regulations, however the Standard Operating Procedure (SOP) needs to be improved.

The thing that needs to be considered in evaluating the performance of policy implementation is the extent to which the external environment has contributed to the success of public policy. Non-conducive social, economic and political environment can be a source of problems from the failure of policy implementation performance.

The economic, social and political environment in the aspect of the Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency, "Political Will" towards the application of Electronic Village Budgetting in Banyuwangi Regency includes Law No. 11 of 2008 concerning Electronic Information and Transactions is then technically regulated in Presidential Instruction No. 3 of 2003 concerning National Policies and Strategies for e-Government Development in Indonesia, Law Number 23 of 2014 mandates the need for technology-based Planning and Budgeting Systems.

One of the factors that influence the effectiveness of policy implementation is the attitude of the implementor. If the implementor agrees with the contents of the policy, the implementor will do it happily, but if their views differ from the policy makers, the implementation process will experience many problems.

The disposition or response of the implementers in the aspect of the Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency, the understanding of the apparatus of the Electronic Village Budgetting Policy in Banyuwangi Regency has not been measured, that the process that must be carried out in relation to the Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency has been carried out, but thus there are still differences in perceptions regarding Electronic Village Budgetting. Top management support is the key in implementing Electronic Village Budgetting Policy in Banyuwangi Regency. The commitment of the Regional Head as the bearer of development and development tasks in Banyuwangi Regency is strong enough to be able to encourage the implementation of Electronic Village Budgetting. This concrete action can be seen through the response to the issue of ICT development as a key implementation of Electronic Village Budgetting. The Banyuasin Regent e-leadership mindset should be transmitted to all leaders in the Banyuasin Regency Government so that the manifestation of an integrated and structured Electronic Village Budgetting can be realized.

Conclusion

Based on the analysis, that there are six primary characteristics that determine the Implementation of Electronic Village Budgetting Policy in Banyuwangi Regency, namely 1) Policy standards and objectives, 2) The resources and ancentives made available, 3) The quality of inter-organizational relationships, 4) The characteristics of the implementation agencies, 5) The economic, social and political environment and 6) The disposition or response of the implementers.

Recommendations that can be given from the results of the study are as follows: 1) Decisions made by the Regent regarding SOP (Standard Operational Procedure) of electronic Village Budgetting that accommodate the entire process from upstream to downstream, even up to the progress of the electronic Village Budgetting database. 2) Updating and completing the components contained in Electronic Village Budgetting in Banyuwangi Regency. 3) Leadership Commitment in the planning process is preceded by quality data to implement Electronic Village Budgetting in Banyuwangi Regency properly.

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Network Model of Local Development Planning: Case of Local Development Planning Forum in Bone Regency•

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Abstract

The complexity of development that occurs in development problems where stakeholders have difficulty in determining problems and finding solutions to these problems. This is due to the many actors involved with different needs and interests, so that the results of development are not of many benefits received by all levels of society. Musrenbang as a local development planning forum identified in this study as an network organization of local development planning, aims to encourage the involvement of stakeholders in designing local development planning programs. This study aims to develop a network model of local development planning in Bone Regency. The research uses a qualitative approach and consists of primary data and secondary data. The data collected is then processed throught data reduction. The results of the study show that the network model of local development planning has not been implemented, as can be seen from the absence of development programs oriented to the community, especially the poor. This shows the high level of poverty in Bone Regency.

Keywords:

network model; local development planning; Musrenbang

Introduction

Development is a process of developing community capacity in the long term so that it requires proper and accurate planning. Planning includes when, where and how the development is carried out in order to be able to stimulate sustainable economic and social growth.

In Act No. 25 of 2004 concerning the National Development Planning System states that planning is a process for determining appropriate future actions, through a sequence of choices taking into account available the resources. The resources in question are local potentials, abilities and conditions, including budgets to be managed and utilized for the

• Annual Conference, Bali, 11-12 November 2019 welfare of the community. Whereas Law No. 23 of 2014 concerning Regional Government states that districts/cities are autonomous regions in the sense that regions have the authority to make policies to provide services, increase participation, initiatives and community empowerment aimed at empowering regions and improving people's welfare.

Development planning requires synergy between all actors and development actors to produce development that is in accordance with community needs. One of the forums used in the process of decision making and regional policy is the Regional Development Planning Conference called as the district/city Musrenbang. District/city Musrenbang is a strategic forum for development actors in formulating collaborative development planning involving 3 (three) pillars of government, namely local government (executive and legislative), private parties and the community.

The above mechanism needs to be a concern in the current implementation of regional development planning because development is in very complex conditions. The complexity of the development results in the development of uneven and not on target. So we need a concept approach so that decision making and policy can produce equitable and targeted development.

In the current study of public administration, one of the concepts used in decision making and policy implementation is through an inter-organizational network system. This concept appears along with changing times where the tendency in solving problems is no longer individually but involves other people and other organizations in solving internal problems in the organization. Experts who are concern in this regard state that the effectiveness of both public and private organizations is greatly determined by the network between organizations (Sydow 2002; Becerra; 1999).

At present, there is a tendency for organizations, both in private organizations and in public organizations, to solve complex problems through inter-organizational network systems. In this case, the network system between organizations is a collaboration the government, the government and the private sector/business organizations, and the government and NGOs. (Alwi & Si, n.d.)

Based on the description above, the inter-organizational network system needs to be applied primarily to solve problems related to the welfare of the main community in terms of development. Impact of development in this country is in the form of positive and negative things that impact on society. One impact can be seen is that the rich get richer and the poor get worse.

One of the keys in the Musrenbang process is the deliberation in formulating regional policies and programs. The concept of "discussion" shows that the musrenbang forum is participatory and dialogical, not a seminar or information dissemination. So that the musrenbang process should not be arranged as a ceremonial event which is mostly filled with speeches and remarks. The essence of Musrenbang is the active participation of citizens. At each level of musrenbang, community engagement is a reflection of citizen participation as well as an arena of government accountability.

The musrenbang forum is the final step in the planning process, namely the examination of the document of the Initial Design of the Regional Government Work Plan of the district / city which is the result of the compilation of the Work Plan Design of the Regional Apparatus Organization which in this case is the result of a combination of the results of spatial and sectoral participatory processes (village Musrenbang, sub-district level up to local government communication forums) and technocratic process. However, even though the musrenbang is the final step in the discussion of documents that have been prepared through the previous tiered stage, government officials and various parties present should dialogically discuss the Initial Draft of the Regional Government Work Plan to agree on important matters related to their area.

The Musrenbang process in Bone district normatively has been carried out according to the mechanism, but there are still many problems that arise. Several regulations as indicators of development targets that have not yet been carried out as a result of not optimal coordination between sectors, limited time, limited human resources and budget constraints. The phenomenon that occurs in Bone district can be seen in the relatively high economic growth rate (8.43%) and income per capita which can also be said to be quite high ((39.15 million), but the poverty rate remains high (77.13 %).

Based on this phenomenon, the existence of inter-organizational networks in the policy process has many benefits. As stated by Robert in Alwi (2012) that some stakeholders need an inter-organizational network approach to problem solving. Donaldson also explained that 90 percent of an organization's performance is determined by external factors and only 10 percent is determined by internal factors (Alwi, 2012: 95). From his opinion

Donaldson shows that inter-organizational relations are an important concern in the performance of an organization.

Research related to network studies has been conducted previously by Alwi (2012) Network Implementation Analysis on Democratic Public Service, which examines the network analysis of policy implementation in democratic public services in Makassar City. The results showed that the implementation of inter-organizational network (city transportation) public services was not effective. Another network-related study was also conducted by Gita Susanti (2012). From the results of his research found that the information system and coordination is not optimal by the Makassar city education council, so that it has an impact on the success of establishing democratic network-based educational services.

The difference between this research and the previous research is looking at and analyzing the implementation of Musrenbang in terms of the interrelationship between organizations and actors involved in the formulation of development activities in Bone district using institutional theory. Institutional theory focuses on the importance of values and norms in an organization to obtain the needed resources. In general, this theory tries to explain that organizations in their efforts to achieve goals need to get acceptable acceptance and legitimacy from the environment in which the organization is located.

Network Perspective

Lately, the concept of Network has become a concept that is widely discussed by various parties, both by the government, scientists (social and nature), business practitioners, and by the community in general. In political science, the word "network" is often used by both politicians and academics to explain the importance of the presence of stakeholders from various backgrounds in discussing and deciding on a political decision that we know as the public policy.

The development of network concepts that occur in various scientific disciplines confirms that the concept or approach to the network (network approach) is indeed a study that needs serious attention as a result of the growing complexity in the present conditions. The same thing was also confirmed by Kenis and Schneider (1991) as follows: “The term network seems to have become the new paradigm for the architecture of complexity”.

Network theorists see a normative approach focusing on culture and the process of socialization that instills (internationalization) norms and values in actors. This normative approach explains that what unites people together is a set of shared ideas. Network theorists reject this view and claim that one must focus on the pattern of objective bonds that connect community members (Mizruchi, 1994 in Ritzer and Goodman, 2004)

Network theory focuses both on microstructure to macro. This view means that in network theory, actors can be individuals, groups, companies, and society. Relationships can occur at all levels, both at the broad and small scale social structure level. Granoveter (1985) describes relationships that occur at the micro level such as actions that are "attached" to concrete personal relationships and within the structure (network) of those relationships. This relation is based on the idea that each actor (individual or collective) has different access to valuable resources (wealth, power, and information) so that the structured system tends to be stratified, certain components depend on other components.

There are various thoughts in network theory, but Wellman in (Ritzer and Goodman 2004) mentions principles that are logically related to describing network theory, among others: 1) Bonds between actors are usually systematic in both their level and intensity. Actors exchange with something different and they do it with an intensity that can get bigger or smaller; 2) Bonds in individuals must be analyzed in the context of a broader network structure; 3) Structured social ties give rise to various types of regular networks. On the one hand, the network is transitive. If there is a bond between A and B and C, then there is likely a bond between A and C; 4) The existence of a network group causes the creation of cross relations both between network groups and between individuals. 5) Asymmetric ties between elements in a network system with the result that limited resources will be distributed unevenly; 6) Unequal distribution of limited resources causes cooperation and competition. Some groups will join to get limited resources by working together, while other groups compete and fight over it.

The above principle asserts that the network is formed based on the logical consequences of human tendency to think rationally so that when they are confronted with certain conditions that require them to use factors outside themselves, it creates an embryo of cooperation which is the basis of developing the concept of the network.

Inter-Organizational Network

The use of the concept of inter-organizational network as a strategy in managing public sector management indicates that the network approach is a tool that must be developed and implemented in managing various public agendas. In the Alberta Heritage Foundation for Medical Research (2003), defining networks as: "Networks are valuable tools that can be used to contribute to the accomplishment of a wide range of objectives, and there are specific contexts where network activity is particularly well suited".

It can be seen that the focus of the network concept focuses on managing diverse objectives so that when the problem is complex, the network approach is a tool that should be considered both in determining policy formation and implementation (policy execution). The network perspective has several theories that are used as approaches to understanding network phenomena from different perspectives from one another.

Associated with a network perspective, Cho, et al (2005) in Purwanto and Sulistyastuti (2012: 146-147) state that there are several activities that accompany interorganizational networks in the implementation process. First: even though there is a hierarchy, it does not mean that the relationships between organizations in the structure are merely hierarchical relationships. Second: the inter-organizational approach, also emphasizes it (network) the implementation process. Above it has been explained that the theory used in analyzing the musrenbang process in Bone district in a network perspective is institutional theory.

Institutional Theory

This perspective initially departs from sociological concepts that explain the dynamics that occur in an organization consisting of a group of people. Paul J. Di Maggio and Walter W. Powell (1983) state that institutional theory arises over criticism of economic theory and contingency which only explains organizational structure with efficient measures, tends to be very rational and ignores the external factors of organizations that have power and are non -rational like the State, norms, traditions and conventions that are actually also very influential in the process of forming these organizations.

Old institutionalism focused on formal political institutions and constitutions defined in terms of parliament, government and the legal system (see Finer 1954; Duverger

1959; Johnson 1973), while new institutionalism had a broader scope, institutional focus that included not only institutions formal politics, but also less formal institutionalization of interaction patterns between different political actors (Rhodes 1995: 54; Peters 1999: 18).

In general, this theory tries to explain that organizations in their efforts to achieve goals need to get acceptable acceptance and legitimacy from the environment in which the organization is located. To improve organizational competitiveness, the foundation of organizational normative values such as effectiveness, efficiency, and economics in achieving organizational goals must be a serious concern for organizations to be able to survive in the current era of globalization. Scott (2001) defines the institution as. : "Institutions consist of cognitive, normative, and regulative structures and activities that provide stability and meaning to social behavior. Institutions are transported by various carriers, cultures, structures, and routines and the operation at multiple levels of jurisdiction".

By referring to the definition of Scott (2001), there are three main pillars of this theory which are the foundation of an organization in the formation of its legitimacy, namely the cognitive cultural pillar, the normative pillar, and the regulative pillar. Cognitive pillars include symbols, beliefs, and social identities that involve shared conceptions and frames that focus on understanding meaning. Normative pillars include obligations, norms, and social values that contain evaluative dimensions. While the regulative pillar is a pillar that contains rules, laws, and sanctions.

Picture 1.
Three Pillars of Institutions

	Regulative	Normative	Cultural-Cognitive
Basic of compliance	Expedience	Social obligation	Taken for grantedness shared understanding
Basic of order	Regulative rules	Binding expectations	Constitutive schema
Mechanisms	Coercive	Normative	Mimetic
Logic	Instrumentality	Appropriateness	Orthodoxy
Indicators	Rules, laws, sanctions	Certification, accreditation	Common beliefs, shared logics of action
Basic of legitimacy	Legally sanctioned	Morally governed	Cultural supported, conceptually correct

Source: W. Richard Scott, Institutions and Organitazations (2001)

Institutional theory is generally used to understand social structures, including rules, norms, routines that serve as guidelines for social behavior in a particular community or organizational context. Furthermore, this theory gets a very good reputation in explaining individual and organizational actions (Dacin at all, 2002). The basis of this argument was sparked by WR Scott (2013) along with his activities studying processes in various organizations, where he found that work arrangements (work / organizational arrangements) were not based on a set of economic laws (natural economic law), but were shaped by political, social processes and cultural. This process is then known as institutionalization, where both individual and collective activities in an organization are limited and facilitated by institutionalized norms, rules, habits, culture and beliefs. Thus, institutional theory focuses not only on the organizational structure, but rather on the actors and their actions.

Scott (2013) defines the concept of an institution as "comprise regulative, normative and cultural-cognitive elements that, together with associated activities and resources, provide stability and meaning to social life". From here, Scott emphasized his framework in institutions, focusing on three institutional pillars namely, normative, regulative and cultural-cognitive. Institutions, in other words can also be interpreted as a strong social structure formed by symbols, social activities and material resources (ibid).

Methods

This study uses a qualitative approach with the consideration that the problems that emerge as a result of musrenbang are network-based policies that emphasize more on processes (Yin, 2000). The decision making process (decision making process) in regional development becomes an important study for all parties / actors involved in the process who incidentally have different background interests. The data obtained is based on observations and events that occur at the study site in accordance with the focus of the study. While other data sources were obtained through documents relating to the focus of the study. While the data collection techniques used are interviews, observation and documentation.

Data analysis techniques using the model of Miles & Huberman in Sugiyono (2014), which suggests that the activities in qualitative data analysis are carried out interactively and continue continuously until completion, so that the data is already saturated. There are three activities in data analysis, namely: data reduction, data display, and conclusion drawing/verification.

Results and Discussion

The dimensions of institutional theory (Scott, 2001) are cognitive pillars, normative pillars and regulative pillars. The three elements are considered by theorists as vital elements of the institution. Because Musrenbang is an institution in formulating development policies, the writer tries to analyze the musrenbang process in Bone district using institutional theory with a focus on 3 (three) elements related to existing phenomena. So it can be seen whether the values and systems that should be implemented in the musrenbang process are in accordance with the dimensions referred to in this theory. Cognitive regulative, normative and cultural-cognitive elements are indeed the focus of attention in institutional theory (Scott, 2013), but we cannot separate them from other processes that also play a role in the institutionalization process. The following are the results of research related to the three dimensions:

Regulative Pillar

The regulatory pillar is the first element in institutional theory, where it functions to regulate and limit behavior. This is done through a regulative process related to the capacity of institutions to make rules, ensure that all members adhere to these rules, and manipulate sanctions, rewards, and penalties aimed at influencing behavior (Scott, 2013).

In Bone regency the regulation governing the Musrenbang mechanism is a Regional Regulation (Perda) of Bone Regency Number 08 of 2008 concerning Musrenbang. The Regional Regulation clearly states that the principles that must be implemented in the musrenbang are empowerment, openness, accountability, sustainability, participation, efficiency and aspirations. Likewise with the objectives of the Musrenbang, among others, is to improve the quality of development planning determined based on a study of the problems of various fields of development by finding, analyzing and determining programs and activities that are in accordance with the aspirations and needs of the community as material in the preparation of the Regional Budget.

The results of the study show that although there are regulations that regulate the mechanism, it is only used as a formal matter and seems to be a formal forum as an activity that is only an abortion. The Musrenbang was attended by various government agencies, companies, non-governmental organizations (NGOs) and the general public. But their presence does not fully represent the needs of the community but only to meet their needs, because those present are actors who are close to the government. This is due to the absence of force or regulation which is coercive in imposing sanctions according to their level if there are items in the regulation that do not work.

In relation to this pillar, regulations are needed that regulate the rights of the actors, especially in involving the community. Likewise with the sanctions applied so that the objectives of the Musrenbang institutions are more optimal in producing development policy formulations.

Normative Pilar

Normative pillars are institutional elements that emphasize normative rules that introduce perspective, evaluative dimensions and obligations in social life. This normative system consists of values and norms, where values are interpreted as preferred or desired conceptions along with standard constructs where existing behavior or structure can be compared and assessed. While the norm functions to guide how something should be done/done. Thus, it can also be said that the normative system in the institutionalization process does not only talk about goals, but also focus on how to achieve these goals or methods.

Normatively the results of the formulation in the musrenbang are outlined in the Local Government Work Plan document as a reference in carrying out its activities and determining its budget. The results showed that there were still some problems in development as illustrated in table 1:

Table 1.
Problems in Development in Bone District

No	Aspect	Problem
1	Education and Health	There are still areas that have not been reached by education and lack of health facilities and specialist doctors.
2	Public Works and Spatial Planning	The ability of funding is not comparable with the demand for road rehabilitation from the community and the lack of road facilities in a number of economic

		centers
3	Public Housing and Settlement Areas	There is no coordination between Regional Apparatus Organizations and between levels of government in handling problems in residential and residential areas, such as handling rubbish, drainage channels, floods, etc. And there are still uninhabitable houses.
4	Peace, Public Order and Community Protection	Enforcement of local regulations governing security and order issues in the community is still not optimal
5	Social	Lack of Social Services Facilities and Infrastructure and the lack of role of social institutions in handling social welfare issues
6	Labor	The unemployment rate is still conceited.
7	Women's empowerment and child protection	Cases of domestic violence are still high and community understanding of child protection is still low.
8	Food	That is no government rice barn yet.
9	Land	Certified land is still lacking
10	Living environment	Adherence to Environmental Permits is still low.
11	Population administration and civil registration	Inadequate population services and infrastructure and inadequate sanctions for non-compliance with population documents
12	Community and village empowerment	Coordination on program implementation from the center to the regions is not optimal
13	Population and family planning control	Lack of information and education about reproductive health.
14	Transportation, communication and informatics	Limited resources and not yet optimal function and performance of transportation facilities and infrastructure
15	Investment, Cooperatives, Small and Medium Enterprises	Investment climate has not yet developed and investment realization has not met the expected.
16	Youth and Sports	community participation in youth and sports services has not been optimal
17	Culture and Tourism	Facilities and infrastructure are not yet supportive
18	Marine and fisheries	The high number of poor people on the coast

19	Agriculture	Limited access of farmers in technology and market information.
20	Trade and industry	Lack of capital and supporting infrastructure
21	Supervision	Has not fully met the criteria for Good Governance and Clean Government.
22	Regional Autonomy, General Government, Regional Apparatuses, and Staffing.	The lack of optimal apparatus empowerment in each work unit.
23	Regional Revenue	System and procedure for collecting local revenue services is not yet perfect.
24	Regional Finance and Assets	Limited infrastructure of integrated financial management systems

Source: Report of Bone Regency Local Government Work Plan 2019

Table 1 illustrates that the overall development target indicators have not been achieved optimally. If it is related to the normative dimension in this study, after the formulation of the activity plan is included in the document as a reference, whether it is in the form of a Regent Regulation should be followed by Standard Operating Procedure (SOP) in each indicator of the development target. It is intended that there are boundary guidelines that must be followed by the actors. Not only that, this system is in addition to limiting, functioning to facilitate, encourage and empower the activities of actors, by placing norms as an explanation of the obligations that actors must carry out in accordance with the mandate or role given (Scott, 2008). For example, certain roles can give an individual certain access to material resources to carry out those roles. Roles in an organization can be formed formally, where these roles have specific goals and activities by individuals who are given or have certain positions in social contexts. But in other contexts, the role can also arise in individuals informally through ongoing interactions.

Cultural Cognitive Pillar

Cultural-cognitive pillar is a shared conception that describes the characteristics of social reality and provides a frame where meanings in a community or social life are produced and reproduced (Scott, 2014). This element represents and describes a culture/knowledge system such as shared beliefs/beliefs in a community, and the relationship of shared beliefs with cognitive patterns in thinking, feeling and acting (Hofstede et al 1991, Scott 2012). Thus, cognitive culture in the context of institutionalization is a process of sedimentation and crystallization of meaning in an objective form through a process of internal interpretation formed by an external cultural framework.

The results showed that all stakeholders agreed that if the planning was done well, the results in the form of automatic development would be good. There must be actions together. However, if seen the problems in table 1 illustrate that in carrying out the activities, each regional device organization carries out according to the interests of the organization. This is due to the absence of an agreed reference in carrying out actions or activities based on what has been planned and determined. This is where collaboration is needed between organizations or actors in carrying out what has been agreed and shared together.

Conclusion

Various things are needed in building networks with institutions or organizations. Noteworthy in this case include: compatibility, capability, and commitment. The main requirement in building cooperation in organizations is compatibility. It can be said that cooperation can be carried out if there is a match such as in the vision and mission and programs related to regional development. In a network system, the ability of organizations to build cooperation with other organizations that will become partners or between actors in other organizations is important. Commitment is one of the important things in building networks between organizations within an institutional framework so that what has been agreed can be carried out together as well. System and values and norms as a common reference are important if they are related to the three institutional dimensions. This is certainly very supportive of the implementation of programs that will ultimately realize the development goals as planned more optimally.

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Multi-Perspective Approach to Identify Strategic Issues: A Case Study of Traditional Market Management at West Java

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Abstract

Traditional market management requires a precise and measurable system given the important role of the market in supporting the local economy on the one hand, and the complexity of the problems to be faced on the other. Efforts are needed to ensure a targeted traditional market management system, among which is oriented towards the identification and stewardship of appropriate strategic issues. This qualitative research is carried out to apply a multi-perspective approach that is considered accommodative to the variety of variables, in mapping the strategic value of various problems that arise in the management of traditional markets. The research was conducted in the traditional markets of Bantarujeg, West Java and produced strategic mapping of problem groups related to administrative, financial, organizational and traditional market development.

Keywords:

traditional market; problem identification; multi-perspective approach

Introduction

Along with the dynamics of global society change today, the community-based economy in various countries still rely on buying and selling activities in shopping centers, both shopping centers are managed with modern and traditional systems.

Traditional market as a form of independent community-based retail business activity is an important part of the populist economic system in Indonesia. Despite the intense competition with the growth of modern shopping centers, the traditional market role in ensuring the ongoing economic movement within local communities is one thing that cannot be denied. Appropriate and measurable traditional market management is a key to increasing market effectiveness in increasing its contribution to economic growth. In the context of Indonesia, administratively, traditional markets are defined as markets built and managed by the central government, regional governments, state-owned enterprises, state-owned enterprises and private parties whose businesses are kiosks, shops, tents and stalls owned or managed by small, medium, community self-help which process of buying and selling done through bargaining process (Kumar & Ruan, 2006).

The traditional foundation ideas in marketing, including the ever-present marketing mix (product, price, place and promotion) continued to be concrete product centered (Cholwill, 2011). The principle of marketing is to supply strategies the enables of the firm produce supplies and services that meet consumers' needs and wants while enduring commercial enough to meet the manufacturers' objectives. The effectiveness of marketing approaches such as transactional, segmentation, relationship or experiential marketing in influencing the consumers' decision is largely dependent on business understanding, and management of the marketing mix (Bourlakis, Papagiannidis, & Li, 2009).

This explanation shows the recognition of the role of traditional markets in supporting economic activity in Indonesia. This contribution space refers to the important role of traditional markets in economic growth, especially retail trade activities. This is in line with a number of studies that highlight the important role of traditional markets in a number of functions. First, the distribution function, the market serves to close the distance between consumers and producers in carrying out transactions (Rahman, Ismail, & Ariffin, 2016). In this function, the market also plays a role in facilitating the distribution of goods and services from producers to consumers (Hwa & Chin, 2012). Distribution is a traditional marketing strategy that is pivotal because irrespective of the effectiveness of the production process or the quality of the products that emerges from that process (Siebers, Aickelin, Celia, & Clegg, 2011). All the advantages accrued from efficient process and the quality of the product is lost if the goods are not available in the market where they can be accessed by the consumers. Where there is laxity in the distribution strategy, all the gain made through effective and efficient production and promotion are lost. While the successful management of the marketing mix is critical, a business organization's marketing approach can make or undermine the objectives of the manufacturer (Fendiani & Tandiono, 2016).

Second, the function of traditional markets as the formation of price/value of a good or service, adjusted to demand and supply that occurred in the market, after the agreement then formed a price/price range (Ruhiiga, 2012). One critical aspect of the description of price "that which is given in return for a product in a commercial exchange" (Cholwill, 2011). If the transaction is not a commercial exchange, then the value given in return for the product cannot be said to be price. The significance of price in traditional marketing strategy is not primarily concerned with creating value (Gonzalez & Waley, 2013). Rather, it could be said the marketing activity involved with capturing, or "harvesting" the value created by the other marketing activities. In addition, price as a traditional marketing activity is fundamentally different from others because it produces revenue while others produce costs. This is main significance of pricing in the whole concept of marketing. Where the pricing strategy an organization is wrong, the whole system of is doomed to collapse from production to marketing (Kumar & Ruan, 2006).

Third, traditional markets serve as a means of promoting/introducing a product from production to the local community (Willcocks, 2002). The role of promotion is to call attention to a product or service, and build awareness of it, usually with a focus on key benefits, with the ultimate aim of influencing purchasing decisions. Promotion exists both to inform and create awareness; and it is an essential aspect of marketing in competitive markets; promotion includes advertising, public relations, and marketing communications. Nevertheless, the important role of this traditional market is also consistent with the dynamic challenges that hinder any development effort.

A number of studies show various challenges in organizing and developing trading activities in traditional markets. One of the biggest challenges is competition with modern markets with large capital and development resources (Coe & Bok, 2014). In addition, the challenge also comes from changes in people's purchasing power (Ruhiiga, 2012) that tend to be influenced by the perception of satisfaction and assessment of service standards. Changes also occur in people's consumption behaviors that are influenced by sharp social class distinctions, thus tending to limit the range of traditional market consumers in the middle- and low-income class (Gonzalez & Waley, 2013). Changes in consumption behavior that tend to override the choice to shop in traditional markets are also detected in the younger generation who tend to be more critical of the fulfillment of their needs (Prabowo & Rahardi, 2015), these findings indicate that there are still many traditional markets with minimum service quality. Variety of challenges that can confront efforts to maintain and develop the existence of this traditional market shows the urgency of improving the quality of management of traditional markets to be more strategic, effective and efficient.

Traditional market management in the development of the retail industry rests on a historically and culturally changing management institution (Matjomane, 2013), which is followed by a change in the challenges faced by each management period. Socio-economic studies show initially that traditional market management is characterized by non-formal community management. Later on, traditional market management is directed to the government's active role (both at the national and local levels) formally fixing as well as capitalizing significantly. Capitalization in traditional market management allows for more connectivity among stakeholders, including producers (farmers and industry), distributors and consumers (Sunanto, 2014). In addition, proper management also has a direct impact on increasing public purchasing power (Rahardi, 2012). While non-formal management has an unorganized tendency can be consequential in many losses of potential economic benefits (Ruhiiga, 2012). Therefore, a good management system is required with a programmed management strategy with service-oriented optimization and dynamic problem solving.

The aim of every organized move is the achievement of goals that can be tangible to solve the problem (Head & Alford, 2013). Strategic traditional market management should be based on every implementation of the program on problem-solving efforts. In management strategy, identification and mapping of related and relation issues in the implementation of each stage of management, both at the stage of formulation, implementation and evaluation of strategy (Wongleedee, 2015). At each stage, the process and the outcome of the identification of the problem potentially becomes the determinant of the measurement of the objective capability, in addition it influences to the effectiveness of the concrete management program. A number of studies in traditional market management strategies are conducted with various approaches by putting the problem identification process as the main focus. Most research mapping problems in traditional market management based on consumer's point of view (Wang, Ko, & Liu, 2016), both in the level of satisfaction and public perception of the fulfillment of their needs by traditional markets. From the things that indicated there is still a gap mapping problem that has not deeply done, that is putting the point of view of the manager. Identification of problems from the standpoint of traditional market managers allows mapping to be carried out more in line with management needs.

Traditional market management in an organized manner requires a management organizational structure that touches on various aspects of market management. Every part of the structure represents the personal and professional role of market managers. In other words, each unit has the tasks and responsibilities that underpin the success of market management in addressing any issues. Thus, a problem-solving approach that accommodates such roles is needed, one of which is a multi-perspective approach to problem mapping. A multi-perspective approach is important in the development of management strategies to ensure the representation of the various roles involved in a management system (Willcocks, 2002). In addition, multi-perspective alignment provides space for every interest in management to gain focus of attention (Head & Alford, 2013).

In this research, the problem identification process in the management of traditional markets is formally managed by the local government. By involving the perspectives of a number of market management units, this research uses a multi-perspective approach to identify and clarify the problems had in market management strategies. The findings in this study are expected to provide an overview of the importance of ensuring the issues that focuses on the management system.

Methods

This qualitative research is applied on a case study conducted in Bantarujeg Traditional Market, at Majalengka Regency, West Java Province. By involving four research subjects (as respondents who are part of the organization of the market management agency, this research data is also verified by collecting data by observation, review policy and administrative file review. The four subjects of this study are: 1) head of market management agency (General manager); 2) head of unit for maintenance and supervision affairs; 3) head of unit for empowerment and development affairs; and 4) general assistant.Referring to the implementation stage of the case study developed by Yin[19], this research involves the process of case mapping, data collection, evaluation and data analysis harmonized with the character of a comprehensive multi-perspective approach. Starting with: 1) determining the focus of the problem and identifying the role of each research subject; 2) mapping problems using interview instruments (consisting of 24 open questions); 3) deepening of the perspective of each research subject; 4) clarifying data; 5) analyzing the multi-perspective analysis. At each stage, the research subjects representing different units within the market management system, are the main sources of information. While the observation data and secondary sources directed to assess the consistency of resource persons on mapping problems in perspective. Then later in the final section, the researchers obtained a picture of the mapped problem of its strategic value in the management of Bantarujeg Traditional Market.

Results and Discussion

The results of this study were presented in the achievements and findings obtained at each stage of problem identification. Qualitatively, the interpretation of each of the findings obtained is then compiled into a multi-perspective analysis that leads to the meaning of how far the strategic value of the issues is revealed.

a. Identify the role of the research subject

Gathering the information from resource persons and clarifying the organizational regulations that have been established, the description of the role of each subject in the management of the market are described in Table 1. This role demonstrates the importance of the position and contribution of each subject in ensuring a healthy economic activity in the market.

Table 1.
The role of each research subject in the management of Bantarujeg tradiotional market

Subject	Role in market management
General manager	• Conduct market management in accordance with applicable regulations. • Facilitate administrative and financial affairs. • Conduct checks on financial accounting, administration, maintenance and order reports from unit heads. • Coordinate with the local government • Report the results of the monthly market management, annual and end of the stewardship period
Head of unit for maintenance and supervision affairs	• Providing services to public fund traders as well as conducting checks on cleanliness, security and order. • Conducting supervision on the implementation of cleanliness, security and order of the market conducted by auxiliary manager of the market. • Reporting market conditions and advising on improving cleanliness, security and order.
Head of unit for empowerment and development affairs	• Record and inventory market suggestions and infrastructure to develop. • Conducting coaching to members of the local government market cooperative management

Subject	Role in market management
General assistant.	Carry out assistant duties and supporting roles for each implementing unit.

The study of the roles of each subject in market management shows the difference in breadth and depth of potential contribution to each subject. The role of general manager are more than others but at the level of the drafter and coordinator with outsiders. While the roles of two head units more focused on the function of internal coordination in their respective affairs. The roles of implementation with cross-sector contribution is more indicated on general assistant roles.

b. Mapping and focusing issues

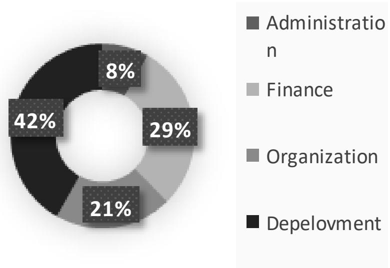
In order to uncover the problems experienced by each subject, a mapping questionnaire (consisting of 24 open questions) that findings mapped the perspective of each subject to the problem.

Table 2.
Sample question of problem mapping questionnaire

Sample question:
• *Is the principle of administrative order applied in the management of the market?*
• *What are the constraints encountered in the expansion of market areas?*
• *Is there a strategy undertaken in overcoming obstacles to the implementation of supervision*?

Based on mapping process, revealed a number of problems perceived, realized even faced by every subject while performing its role in market management. The identification and grouping of problems is based on the general character of the problem areas, namely issues related to administrative management, financial management, organizational arrangements and implementation of market development programs. The results are shown that the most common problems faced by each subject was the problem in the implementation of the development program(as presented in Figure 1).

Figure 1.
Problem group mapping



c. A deeper review of the various perspectives on the focus of issues

After obtaining the dominant problem groups found in market management according to perspective of each subject, a deepening perspective was conducted to gain the focus of the real problem(as presented in table 3).

Table 3.
The result of identifying the focus of the problems

Focus on administrative issues	
•	Formulation and scope of regulation of market management implementation
•	The mechanism of data collection of traders, visitors, and market assets
Focus on financial issues	
•	Various sources of levy set by market manager
•	Management and achievement of retribution and accountability targets
Focus on maintenance and organizational issues	
•	Recruitment and management of human resources
•	Methods and effectiveness of surveillance of market activities
Focus on Development issues	
•	Empowering managers and traders
•	Plan and execution of market area and capacity expansion

A further assessment of each problem in the form of a detailed focus of the problem developed from the perspective of each subject shows the technical dimensions of each problem group. These findings led to more factual and targeted identification of the problem. The results show that each problem group has a focus on the collaborative role that every subject should be careful to take.

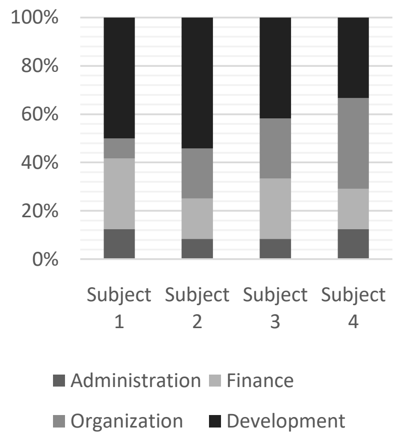
d. Clarification and verification background data from the perspective of the issues

The results of data clarification with directed observation method to the field resulted in an indication of the conformity of the problems revealed by each subject with field conditions. In addition, reviewing the regulatory documents and implementing the policies also demonstrate consistency that can be accounted for. This finding is important to ensure that sustainable improvement is required in the market management system. It was almost certain that this urgency refers to the tendency that the existing management system but various problems are still emerging.

e. Multi-perspective analysis to determine the strategic issues.

Multi-perspective analysis was done by looking at the consistency of the focus of the problem that was revealed from the perspective of each subject. This consistency was then compared to subjects to obtain a picture of the strategic meaning of the problem. Problems those were realized by each subject indicate the strategic value it contains, as well as the urgency of the solution. By comparing the proportion of each problem in the perspective of each subject, a description of the dominant problem of the development program is obtained.

Figure 2.
Proportion of problem groups in the perspective of each subject



Conclusion

The results show that the problems associated with the implementation of market development programs, both the development of market areas and the development of market capacity was a dominant problem arises and was recognized almost every subject. Compared to the focus of other issues, it was only natural that development-related issues become so consistently dominant in all subject perspectives if they refer to development efforts that cannot run separately. It taken a multi-sector role to ensure the development program goes as planned. Thus the problems identified through the gradual and simultaneous stages of verification, ensuring the problems that were then established for formulated solutions, were not merely urgent issues but have a thorough impact on improved management systems. By formulating the right problem, it was expected that traditional market management can be directed and efficient.

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Implementation of Pay for Performance in the Public Sector in Indonesia

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Abstract

Based on several studies on pay for performance (P4P) in Indonesia, we assess that it still needs a comprehensive understanding of how the implementation and the consequences arising from the implementation of P4P in Indonesia. Thus, this article aims to discuss the extent to which the implementation of P4P-based payroll systems in Indonesia and the consequences that will result. The methodology used is literature review, with outlined techniques from Wolfswinkel, Furtmueller, and Wilderom (2011). The results obtained that the Indonesian payroll design adheres to the pattern of single salary consisting of elements of the position (salary) and benefits (performance and expensiveness). Pay for performance is reflected in performance allowances. Performance allowances are given according to performance achievements for additional income and service motivation. Performance is obtained from presence-based assessments, employee work targets (SKP), and e-lapkin (Electronic Performance Report). The consequence of pay for performance is that there are gaps between Ministries, Institutions, Regions and Agencies in providing performance allowances, also the significance of improvements in public services has not yet been seen, especially the direct benefits to the public. The limitation is the lack of a comprehensive framework so that it is felt necessary to present research directly, so as to produce research that is closer to the actual conditions.

Keywords

pay for performance; state civil apparatus; performance allowances; services

Introduction

Mid-1970, there were some changes in the paradigm of Public Administration which is generally known as new public management (NPM) (Dahlstrom & Lapuente, 2009). The NPM paradigm emerged in developed countries in Europe and America. It first appeared in the United Kingdom under Prime Minister Margaret Thatcher and in the U.S. city government (eg, Sunnyvale, California) (Gruening, 2001). NPM is related to several values in Public Employee Management, including individualism rather than egalitarianism, as well as hierarchism or active control (Gruening, 2001). The implementation of NPM itself has several doctrines which include, among others, professional management of public organizations, explicit and structured performance standards, a large emphasis on output control, unit separation and large competition (Gruening, 2001). Furthermore, NPM also has an orientation to performance, not to regulations or policies (Liesda, 2009). Indirectly, NPM introduced pay for performance as a salary management approach for the public sector. Performance-based payment is a private sector performance and salary management approach which is then popular for use in the public sector (Antoniette Weibel, Margit Osterloh, Katja Rost, 2010).

Based on NPM values that emphasize high performance and structured standards, pay for performance (P4P) emerged as a system that uses extrinsic monetary incentives to increase motivation and effort and employee performance (Park & Berry, 2014). Many organizations have high expectations that pay for performance brings cultural change and encourages higher levels of individual and organizational performance (Kessler & Purcell, 1992). Performance-based salary is described as a gift (Sintaningrum, 2016). Salary is one tool that can be potentially powerful in employee performance (Brown, 2001). Salaries can be determined based on changes in life load, length of work time, acquisition of new skills and certain performance measures (Brown, 2001). In addition, P4P is a scheme that aims to provide compensation to employees based on performance (Mensah & Dogbe, 2011). Employee compensation is any form of payment or compensation given to employees and arises from the employment of employees (Gary, 1998). According to Hasibuan, compensation is all income in the form of money, direct or indirect goods received by employees in return for services rendered to the company (Hasibuan, 2012). Compensation is also something that is received by employees as an exchange for the contribution of services they provide to the organization (WilliamB & Keith, 1996).

There are two types of mechanisms for receiving compensation, namely direct and indirect (Cascio, 2013). Direct compensation is compensation which is related to work performance, such as salary or wages. (Mathis & Jackson, 2006)Whereas indirect compensation is compensation whose acceptance is not directly related to work performance, for example, general protection (social security), personal protection (retirement, additional severance and insurance), payments when not working (work leave, illness, training, and life cycle benefits (legal assistance, parent and childcare, health and counseling programs). (Mathis & Jackson, 2006). Furthermore, the motivation for implementing P4P is an extrinsic incentive for employees or employees (Park & Berry, 2014).

The meaning of the incentives themselves are direct rewards paid to employees because their performance exceeds specified standards. The purpose of providing incentives according to Agency theory and compensation research is to encourage employees to work even harder because salaries are paid based on work results (Heneman, 1992). The P4P implementation mechanism has several mechanisms, for example, to which entities make payments and who receive them, how they determine performance targets and the extent to which payments based on performance are made, and how and by whom performance will be monitored (Eldridge & Palmer, 2009).

P4P is currently valued as a good example of public sector adoption from the business sector (Park & Berry, 2014). The P4P approach began in 1978 in the United States with the issuance of the "US Civil Service Act" (Park & Berry, 2014). Furthermore, the French State also began implementing P4P, triggered by the issuance of the Law on Budget Actions of 1 January 2006 (Forest, 2008). The diffusion of P4P implementation is developing in several developed countries, this is indicated by reports from The Organization for Economic Cooperation and Development (OECD) that most salaries from civil servants are based on performance (performance-related pay)) (Perry, Engbers, & Jun, 2009). The employee payroll system is once again important for the success of an organization. The payroll system in an organization is a major force to influence the behavior of members of that organization. Payroll systems also provide information related to what is valued and reaffirmed in an organization (Brown, 2001). The form of PBP in the public sector can vary with the form of working contacts between various levels of government. For example, intergovernmental transfers with funding depend on the achievement of predetermined targets (Eicher & Levine, 2009).

Some kinds of literature state their optimistic views regarding the potential that will arise when an organization, both public and private, adopts the P4P system (Greent & Heywood, 2008; Day, Holladay, & Johnson, 2014; Lemieux, MacLeod, & Parent, 2009; Scott, 2008). Researchers further voiced their desire to conduct further research related to the implementation of P4P itself. Furthermore, several studies provide input regarding factors that should be considered for an organization to adopt a P4P system. That is because some previous studies have found some results that are not always positively related to the adoption of P4P in an organization. P4P sometimes harms personal endeavors, for example on motivation which is a factor influencing salary performance and generally payment through performance becomes more expensive and results in a lot of hidden cost overruns (Weibel, Rost, & Osterioh, 2010). Furthermore, other literature also found negative correlations related to P4P and improved performance, public sector P4P in the United Kingdom has a negative correlation with performance, but for the private sector, P4P can correlate positively (Bryson, Forth, & Stokes, 2017).

Literature study also managed to find that in research conducted through experimental and supported field studies show that there is a perception of injustice that is a negative impact of performance appraisal that occurs in the public sector so that performance-based payment systems will conflict with its main objective (Bregn, 2012). The development of P4P itself is known to be turmoil and some rejection, for example from unions in America (Schay & Fisher, 2013). Other research in the literature also found that performance-related salaries were found to be ineffective in all institutional arrangements, this is because performance-based salary payments often did not look at the characteristics of the public sector, either organizational structure, staff management systems, to intrinsic motivation (Agrawal, 2012). Based on the literature study above, it can be concluded that the application of P4P in the public sector often experiences failure (Sung Min, Kyoung Ryoul, & Chun-An, 2016). Furthermore, still with the same study testing happiness variables tested on private and public employees, the results obtained that P4P affects the happiness of private employees but not to public employees (Sung Min, Kyoung Ryoul, & Chun-An, 2016).

Indonesia initiated a performance-based payment scheme, in 2000-2003 (Brinkerhoff & Wetterberg, 2013). This scheme is carried out by conducting experiments, focused on the health sector, and carried out by the Ministry of Health, the National Family Planning Coordinating Board (BKKBN), and the World Bank as a form of collaboration for pilot programs in Central and East Java (Brinkerhoff & Wetterberg, 2013). Furthermore, Law Number 5 of 2014 concerning State Civil Apparatus (ASN) and Government Regulation Number 11 of 2017 concerning Management of Civil Servants, are the legal basis for the ASN payroll system in Indonesia and accommodate performance-based payment systems for public organizations as a whole. Based on these two legal grounds, Indonesia also adheres to the P4P system, which is reflected in the provision of performance benefits. Performance allowances for Indonesian ASNs are paid according to performance achievements (Rakhmawanto, 2017). As of 2019, the implementation of the payroll system following the two legal bases is still relatively new, when compared to OECD countries. However, the implementation of the new payroll system policy is expected to be a strategic step for improving ASN's skills, motivation, development and performance (Rakhmawanto, 2017). There are several common problems that underlie changes in the ASN payroll system in Indonesia, including reluctance to take initiatives and take risks, fear of innovation, a culture of waiting for instructions, rigid and complex legislation, unclear legal umbrella, and low use of technology (Kumorotomo, 2015).

Based on some of the literature described above, we continue to research P4P in Indonesia to review literature. Our observations were made by reviewing about 15 literature reviews, with a vulnerable period of 2009-2018 which had results that convinced us, to conduct studies and examine P4P in Indonesia. Furthermore, there is a significant need for our understanding of how P4P is implemented in Indonesia, as well as the factors that influence adoption and the consequences of P4P implementation itself. Our research aims to provide systematic information regarding how the implementation of performance-based payment schemes in Indonesia by identifying key implementation factors and consequences for public organizations, to be able to present general progress systematically related to the implementation and consequences of P4P in Indonesia, especially public organizations. Our research aims to provide systematic information regarding how the implementation of performance-based payment schemes in Indonesia. Furthermore, based on literature that has conducted direct research or empirical research from 2001 to 2018, we made observations. Therefore, based on this matter, the core of the literature will be the answer to the question: how is the implementation of P4P in Indonesia especially public organizations, and what consequences arise as a result of the implementation of P4P itself.Our paper discusses the extent of the implementation of P4P that occurred in Indonesia and the consequences arising from the implementation of P4P itself.

First, we discuss several theories and assumptions related to P4P that are currently developing. Second, we collect some evidence based on secondary data including some literature related to data needs that support this paper. Third, we present these data by analyzing several theories and assumptions about P4P, to be able to present results related to the extent of the implementation of P4P and what are the consequences arising from the implementation of P4P in Indonesia. This paper was made because of the lack of writing that discusses the practice of P4P that occurred in Developing Countries specifically Indonesia. Some literature for example only discusses the implementation of P4P in developed countries (Brown, 2001) (Dahlstrom & Lapuente, 2009) (Forest, 2008) (Perry, Engbers, & Jun, 2009).

Literature Review Methodology

Research that discusses P4P itself is filled by various scientific disciplines, we look comprehensively for some relevant journal article references with P4P, Human Resource Management, Public Management Review. Economica, Public Administration Review, and Psychology research. The main source of information is a search on the website lib.ugm.ac.id. Furthermore, to find articles, keywords or long search words search is done by getting some search terms, such as pay for performance, P4P, merit pay, performance-related pay, performance-based payments, pay for performance in Indonesia, etc. Next, we search for relevant journal articles, such as the Human Resources Management Journal, Organizational Behavior, Management, Public Administration, etc. This procedure yields about 3,639,513 results that have relevance. Not all journal articles are used in writing. The writer keeps storing several articles with a focus on pay for performance as the main research focus of the saved journal article. The author independently reviews the titles and abstracts of all identified pay for performance publications.

For the examination of articles that have relevance to the literature review, we in reading the literature ask the following questions: 1) does the article empirically explain the implementation and consequences of pay for performance, and 2) what is the research contribution of this article (the author's interests, often quotations, journal impact ratings? At this stage, we adopted an outlined technique from Wolfswinkel, Furtmueller, and Wilderom (2011), namely by carrying out a five-step method for reviewing the literature, for more details, see the figure below:

Figure 1.
The Five Stage Grounded-Theory Method for Reviewing Literature

Number	*Task*
1. DEFINE	
1.1	Define the criteria for inclusion/exclusion
1.2	Identify the fields of research
1.3	Determine the appropriate sources
1.4	Decide on the specific search terms
2. SEARCH	
2.1	Search
3. SELECT	
3.1	Refine the sample
4. ANALYZE	
4.1	Open coding
4.2	Axial coding
4.3	Selective coding
5. PRESENT	
5.1	Represent and structure the content
5.2	Structure the article

Sources: (Wolfswinkel, Furtmueller, & Wilderom, 2011)

Each author carefully reviews all articles and sorts of articles that present concrete empirical findings. But some conceptual articles were also taken to strengthen the theoretical basis of the researchers themselves. The final sample in the review consisted of 20 articles, published above 2000.

To identify the consequences of implementing P4P, an analysis was carried out using "open coding" variants (Corbin & Strauss, 1990). First, we read and scan the article about the consequences of P4P. Then we re-read the articles that have been successfully sorted, then look for whether the factors highlighted in the journal article and whether it is relevant to the theme of our writing. Next, we complete the analysis by conducting mind mapping to help identify, label, categorize our findings.

Findings and Discussion

Implementing

Indonesia is one country that applies a pay for performance approach to improve employee performance. Along with the swift flow of bureaucratic reform, the state apparatus is required to improve performance to improve public services. One effort to assess employee performance to increase individual productivity by assessing and also influencing traits related to work, behavior, and results including the level of absence by performance appraisal (Simamora, 2004). This is done periodically and systematically (Schermerhorn, Hunt, & Osborn, 2002). The implementation of P4P in Indonesia, in fact, went through many events before finally, the Indonesian bureaucracy adopted the P4P scheme. The trigger was a monetary and political crisis in 1998 which subsequently pushed Indonesia towards reform by making changes to the administrative system to New Public Management or reinventing government (Blondal, Hawkesworth, & Hyun-Deok, 2009).

As a result of reforms and the New Public Management, Indonesia undertook various forms of reform ranging from freedom of the press, decentralization, free and fair elections, to reduce the political and economic role in the military (Brinkerhoff & Wetterberg, 2013). The public sector reform program chosen by Indonesia aims to support the decentralization program, increase the efficiency and effectiveness of administration, and increase the bureaucratic response to public demand (Brinkerhoff & Wetterberg, 2013). This was adopted from the private sector which had applied it first. One of Indonesia's reform programs is performance-based payments or pay for performance, which is then shortened to P4P.

P4P in Indonesia began with several trials focusing on the health sector. This was published in the literature (Brinkerhoff & Wetterberg, 2013), that in 2000-2003, the Ministry of Health, the National Family Planning Coordinating Board, and the World Bank collaborated as a pilot program in Central and East Java, by giving vouchers to women who are categorized as poor to encourage their visitors to the village midwife to obtain health services and arrange family planning. As a result, 74% use, thereby increasing demand to double the number of midwives in the pilot district (Brinkerhoff & Wetterberg, 2013). The conclusion is that demand-side incentive payment mechanisms using government funds are "appropriate to improve service delivery to the poor" (World Bank, 2005). But the disadvantage is that maintaining performance-based payments requires high costs, given that both district and provincial level institutions are still weak (Brenzel, Measham, Naimoli, Batson, Bredenkamp, & R, 2009).

Law Number 5 of 2014 concerning State Civil Apparatus (ASN Law) in Article 75 to Article 78 expressly regulates performance appraisal which is then rearranged through Government Regulation Number 11 of 2017 concerning Management of Civil Servants as a derivative of the ASN Law. Based on the paradigm of Government Regulation (PP) Number 11 Year 2017 Article 134 paragraph 2, Performance Appraisal is one element of the merit system which is carried out objectively and transparently to provide awards and sanctions. Therefore, the results of this performance evaluation will later be used as consideration in career development, competency development, career patterns, mutations and promotions as well as the provision of benefits and rewards.

In this regard, this paper will discuss how the performance appraisal system as regulated in PP No. 11 of 2017 to guarantee the objectivity of civil servant development based on the achievement system and career system with the theory that has been mentioned as a knife of analysis. The following will discuss the compensation system carried out by the Indonesian government from time to time. Historically, during the colonial period, the compensation system in question was heavily influenced by the interests and mindset of the colonizers. The payroll system that was implemented during the Dutch colonial era was payroll politics based on the "unification" mind, that is, payroll for the same positions did not have a salary difference between perfecting the ASN performance appraisal which originally used DP3 as the Employee Performance Target (SKP) stipulated in PP Number 46 of 2011 concerning Assessment of Work Performance (Haposan, 2012).

During the Japanese occupation, the employees were classified into four groups, namely the working class, the lower employee class, the middle-class employee and the high employee class. The four groups are in essence only given one measure of salary (Haposan, 2012). Then enter the old order period, three years later precisely on May 1, 1948, was born Employee Salary Regulations (PGP) which adopted the working period or horizontal system during the Dutch colonial era (Haposan, 2012). There are several changes to the payroll system such as the number of salary groups/employee spaces which are then divided into six groups (groups I to VI) (Mariyanti, 1988). Besides, there have been developments such as the provision of financial liability benefits, representative benefits, overburden benefits, job benefits, dangerous job benefits, and other benefits.

As for the shortcomings of this system, namely the granting of employee salaries only based on rank without considering other things such as work, work performance or the weight of responsibility in doing work. Besides, in the old order, the evaluation and classification of positions had not been done. Therefore, during the new order, there was an improvement in giving compensation to employees seeing some of the shortcomings that existed in the past. Improvement efforts can be seen through the enactment of the 1968 PGPS (Civil Servants Salary Regulation) as a substitute for PGPN 1961. The following are important things contained in the 1968 PGPS is salary giving adjusted to (1) the extent of work assignments; (2) the severity of responsibilities; (3) position dignity; and (4) terms of appointment in office.

Determination of salary based on PGPS 1968 still uses the tenure or horizontal system and does not specify the names of positions, but only determines the names of ranks and classes, of which the rank and class most vulnerable are young interpreters, I / a, while the highest is main employee, IV / e (Haposan, 2012) . Instead of improving the payroll system in the old order, the new order still has shortcomings in the payroll system, including giving equal salaries to employees of the same rank and class. Besides, it is true that it takes into account the length of service but does not consider the nature and workload, responsibilities and performance of work in carrying out the work carried out by each employee. During this period, civil servant positions were not evaluated. Then the government revised the system by replacing PGPS 1968 with PGPS 1977. Law No. 8 of 1974 specifically article 7, namely "every civil servant has the right to obtain a decent salary following his work and responsibilities" became the basis of the 1977 PGPS enactment (Undang-Undang Nomor 8 Tahun 1974 about Pokok-Pokok Kepegawaian). The main points set out in the PNS payroll system through PGPS 1977 are as follows::

1. Determine the ratio of the lowest to highest civil servant base salaries is 1:10 (Rp.12,000; Rp.120,000)
2. Enlarge the basic salary, so that pension income will also be even greater.
3. Extending the salary scale that was previously 18 years to 24 years.

4. Implement a combined scale payroll system by adding the previous payroll scale ie single scale and double scale. In this system, the basic salary is determined to be the same for civil servants with the same rank. Also given benefits to high employees or do certain jobs.
5. The types of benefits provided consist of family allowances, position allowances (structural and functional), food allowances and other benefits such as regional expensiveness benefits, price index adjustment allowances, allowances due to occupational risks and others.

Unfortunately, in this system, there is not yet a complete analysis, classification, and evaluation of positions or work. So that the government continues to improve the system and enter the compensation system in the reform era (1988-present). At this time Law number 8 of 1974 was changed to Law no 43 of 1999. In the new shrimp precisely in article 7 there is a demand for changes in the civil servant payroll system, namely:

1. Every civil servant includes civil servants, members of the military and the Indonesian National Police are entitled to receive a fair and proper salary in accordance with the workload and responsibilities.
2. Salaries received by horrified employees must be able to spur productivity and ensure their welfare.
3. Fair and proper civil servant salaries are determined by government regulations.

Then there is also the civil servant payroll system as mandated by Law number 43 of 1999, basically, the principles adopted under the law are as follows:

1. Salaries received by civil servants can fulfill the living needs of civil servants and their families properly.
2. Fair payroll civil servants, both internally and externally according to their workload and responsibilities.
3. Payroll for civil servants can spur productivity and work creativity of civil servants
4. Government

The government made improvements to the ASN performance appraisal which originally used DP3 to become the Employee Performance Target (SKP) regulated in PP No. 46 of 2011 concerning Performance Evaluation. However, in its implementation, the inventory of SKP documents and the results of their assessments takes a long time because there are still many officials and employees who do not understand the importance of SKP documents, so that many submit SKP documents, beyond the specified time limit.

In line with the development of information technology and to facilitate the process of employee performance appraisal, since 2014 the SKP online application has been used as a tool for the preparation of SKP and ASN work achievement assessment within government agencies. This was then followed up by the BKN through the SE of the Head of BKN Number: K.26-30 / V.104-4 / 99 in item 3 which states that "Reporting on the Performance Appraisal of Civil Servants starting in 2016 must use the e-lapkin application (report electronic performance). This e-lapkin application is used to input annual individual performance reports that contain the value of work performance and work behavior of each employee in the Agency. The functions of e-lapkin include facilitating the Agency in submitting an annual individual performance report and presenting agency profiles, employee work performance, annual comparison chart and employee status.

In 2017, the e-lapkin application is still in the trial phase and its implementation will be effective in 2018. With the obligation to report PNS performance electronically, it is expected that each PNS can work together to deliver the results of work performance appraisal according to the specified time target. It should also be noted that civil servants who do not prepare SKPs will be disciplined according to the provisions of the laws governing PNS discipline, in this case PP No. 53 Year 2010. Implementation of SKP-based PNS performance management is very important because it is useful in the process of managing resources human power better. Assessment using SKP can be a reference in improving organizational performance which in turn can increase productivity and work motivation of civil servants.

Consequence

Indonesia seeks to reform one of the reasons is to increase effectiveness and efficiency in the service sector (Brinkerhoff & Wetterberg, 2013). In fact, after reforms, Indonesia has experienced several important developments related to democratic reform and service improvement (Brinkerhoff & Wetterberg, 2013). However, several other studies also found that for the case in Indonesia, patron-client culture is still ingrained, so that elites emerge in areas where they control public service delivery organizations (Bueno de Mesquita & Smith, 2010). This is referred to in the literature as economic impacts the politics of reform (Brinkerhoff & Wetterberg, 2013). Furthermore, the impact of the political economy will then be a stop for the sustainability of performance-based public management reforms, this is because Indonesia is supported by political forces that drive change (Brinkerhoff & Wetterberg, 2013). Based on data from the Central Statistics Agency (BPS) published by the State Personnel Agency (BKN), ASN in Indonesia in 2017 reached 4.3 million with 80% of them being local government employees, and the rest are central government employees such as ministries or other departments that under the central government (State Personnel Agency, 2019).

Many literature reviews have concluded that the implementation of P4P in the public sector often has more failures than the private sector which is almost all successful. This finding is partly due to differences in views on organizational salaries, for the public sector tends to provide salaries for the efficiency of the private sector to increase company results or profits. Furthermore, salaries for the public sector tend to be given less than salaries of private organizations, especially in developing countries (Banuri & Keefer). The implementation of P4P itself is known to have weaknesses related to high costs, job specifications are not structured and intrinsic motivation can be lost from the ASN itself, whereas intrinsic motivation becomes an important point for bureaucratic services for the community (Frey & Oberholzer-Gee, 1997). Based on the results of a literature study it was found that the administration of P4P to ASN Indonesia tended to be concentrated on employees who lack motivation, so that the impact was that the benefits of performance payments could not be fully felt (Banuri & Keefer).

Based on Presidential Regulation No. 81 of 2010 concerning the Grand Design of the 2010-2025 Bureaucracy Reform, Performance Allowances as a form of P4P in Indonesia are given to ASN in the ministries and institutions that have carried out bureaucratic reforms. The leading sector for P4P is the Ministry of PAN-RB, where the system is by evaluating the quality improvement of bureaucratic reforms of each ministry, then the Ministry of PAN-RB performs a score calculation by giving a rating category namely AA => 90-100, A => 80-90, BB => 70-80, B => 60-70, CC => 50-60, C => 30-50 and D => 0-30 (Gumiwang, 2017). Furthermore, the Government of Indonesia through the Ministry of Finance plans to raise the ASN performance allowance in 2019 to reach 70-90% from the previous. The Indonesian government has issued a budget of around Rp. 215 trillion in 2019, for the needs of ASN salaries, where the budget includes salary and benefits with the calculation of basic salaries rising 5%, 13th salary and holiday allowances. The amount of the ASN salary budget is 8.7% of the total expenditure in the 2019 State Budget (Daud, 2019). But is the performance allowance following its original purpose, namely to improve overall organizational performance so that the output is an improvement in the quality of service that is felt directly by the community?

Based on several studies, various conclusions can be obtained. For example, in the case of regional allowances in Gorontalo Province, through the implementation of P4P the level of absenteeism or absenteeism of employees can be suppressed and able to increase productivity. This is evidenced by the reduction in poverty levels, but it should be noted that it is also influenced by the provision of a large General Allocation Fund with a relatively small population (Kumorotomo, 2011). P4P has consequences for the community to get good public services, but the application of P4P policy is considered to be successful if ASN Indonesia has good motivation to serve the community (Harahap, 2011). Some public opinions, for example, the Organization of All Indonesian Trade Unions (OPSI) assess bureaucratic reforms carried out by the government especially the Ministry of Labor, in general, can provide benefits to workers, but they also assess that not all directorates generals in service can create a good service process (Gumiwang, 2017). Furthermore, in the Police or POLRI institutions where this institution also receives a performance allowance through Presidential Regulation Number 103 of 2018 concerning Employee Performance Benefits in the Police Environment. The Indonesian National Police currently occupies the third position in the level of public trust under the TNI and KPK, then the rate of crime resolution in 2017 rises, but it should be noted that the Indonesian Police ranks second in terms of alleged maladministration of public services after local government (Gerintya, 2019).

Conclussion

Summary

Indonesia has a legal basis for implementing P4P through Law Number 5 of 2014 concerning State Civil Apparatus and Government Regulation Number 11 of 2017 concerning PNS management. Based on this legal basis, Indonesia also applies a payroll system with a pay for performance approach. Paying with the P4P approach is done by evaluating performance, which is one element of the merit system that is carried out objectively and transparently to provide sanctions and rewards. Previously Indonesia used a salary determination based on PGPS 1968, which still uses the tenure system and does not specify job titles (class and rank). Then made some changes to regulations related to the ASN payroll system in Indonesia and arrived at PP No. 46 of 2011 concerning Work Performance Assessment, which is the forerunner to the implementation of P4P in Indonesia. This regulation has weaknesses in its implementation, for example the recommendation of Employee Performance Targets (SKP) which takes a long time in its assessment, because many employees still do not understand the importance of SKP documents.

Shifting PP No. 46 of 2011 with Law No. 5 of 2014 and also PP No. 11 of 2017 brought a breath of fresh air to the development of P4P in Indonesia. Legally P4P is then realized by providing compensation in the form of performance benefits. Then the assessment conducted for the implementation of P4P uses the online SKP application. Beyond that, the assessment is also done with the e-lapkin application (Electronic Performance Report) which is used to fill in an annual individual performance report and contains the value of work performance and work behavior of each agency employee. Some electronic news sources, for example, tirto.id, cite the opinion of the Organization of All Indonesian Trade Unions (OPSI) which considers that bureaucratic reform with a new payroll system can provide benefits for workers, but not all of them have created a good public service process.

Suggestion

The writing of this journal article uses the literature review method and does not directly conduct research on the subjects studied. So the limitation of this paper is the limited perspective of us as writers when faced with the actual conditions in the field. Also related to the subject of our research which is still not specific to several government organizations in Indonesia, so that it still does not get a more comprehensive level of effectiveness and consequences. Based on our limitations as the writer, we hope for further research to research primary data by engaging in the field directly. Then we also suggest researching specific government organization specifications so that they can obtain comprehensive data on the implementation and consequences of the implementation of P4P itself.

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Best Practice Program Corporate Social Responsibility (CSR)

PT. Pertamina RU II Production Sungai Pakning

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Abstract

The Commitment of one of the state companies PT. Pertamina in implementing Social and Environmental Responsibility (TJSL) is realized in various CSR activities covering the fields of education, health, environment, infrastructure, community empowerment, disaster management, and special assistance. The realization of activities is carried out by all working units of Pertamina's CSR functions, both at the head office, unit operations, and subsidiaries such as the Sungai Pakning Refinery Unit (RU) II Production. Pertamina implements CSR programs for people, planet and profit (3P) purposes. This goal is the focus of Pertamina in running its operations, where products are developed and services provided care about environmental sustainability, especially the earth for the interests and future of future generations. Pertamina's CSR focuses on four issues that become its pillars, namely: Pertamina Cerdas, Pertamina Sehati, Pertamina Hijau, and Pertamina Berdikari. This article is the result of research conducted with qualitative methods with a participatory approach.

Keywords:

Best Practice, CSR, Empowerment

Introduction

The policy of the Government of the Unitary State of the Republic of Indonesia which issued Law Number 40 of 2007 concerning Limited Liability Companies, which in article 74 contains provisions concerning "the company carrying out its business activities in the fields and / or relating to natural resources to carry out Social and Environmental Responsibility" Then the government issued Government Regulation Number 47 of 2012 dated April 4, 2012 concerning Social and Environmental Responsibility of Limited Liability Companies as the implementing regulation, then the United Nations Environment Program (UNEP) in 2008 declared the Green Economy movement to implement the concept Real sustainable development.

On November 1, 2012, the ISO 26000 International Guidance on Social Responsibility was officially released which provides an official formulation of the definition of Social responsibility as: corporate responsibility for: the impact caused as a result of its decisions and activities in society, and the environment, through ethical behavior and transparent that contribute to sustainable development; including public health and welfare; pay attention to stakeholder expectations; comply with applicable laws and regulations and are consistent with the norms of international behavior; and integrated in the organization and implemented in all organizational activities related to corporate organizations. In response to the policy, PT. Pertamina, as one of the state-owned companies in Indonesia, which runs its business in relation to natural resources, contributes to implementing the policy through the Corporate Social Responsibility (CSR) program.

Pertamina manages CSR programs including the Community Development (BL) program and the Partnership Program (PK). The strategic objective of Pertamina's CSR program is to improve Pertamina's reputation and credibility through CSR activities that are integrated with business strategies. To realize this goal, Pertamina implements major strategies, such as:

1. Mutual benefit (fair shared value)
2. Sustainability
3. Priority of operating area and affected area
4. Development of green energy as a responsibility for the impact of operations
5. Effective dissemination and publication

Pertamina's commitment in implementing Social and Environmental Responsibility (TJSL) is manifested in various CSR activities that cover the fields of education, health, environment, infrastructure, community empowerment, disaster management, and special assistance. The realization of the activities was carried out by all Pertamina's CSR work units, both at the head office, operating units, and subsidiaries such as the Sungai Pakning Production Refinery Unit (RU) II. Some activities, especially in the field of education, are carried out together with Pertamina Foundation. Under the umbrella of the theme "Pertamina Sobat Bumi", Pertamina implements CSR programs for the purpose of people, planet and profit (3P). This goal is the focus of Pertamina in carrying out its operations, where the products developed and services provided care about environmental sustainability, especially the earth for the benefit and future of future generations. Pertamina's CSR focuses on four issues which become its pillars, such as:

1. Smart Pertamina
2. Pertamina Sehati
3. Green Pertamina
4. Pertamina is independent

In 2016, PT. Pertamina RU II Production of Sungai Pakning focuses on the implementation of CSR to support the achievement of PROPER by prioritizing environmental aspects, both nature and society in accordance with the requirements set by the PROPER Board (Ministry of Environment and Forestry of Indonesia). As a result, PT. Pertamina RU II Production Pakning River won 2 gold candidates in 2016 and 2017. Then PT. Pertamina RU II Production of Sungai Pakning also won UNS SME, s AWARDS category of Zero Waste MSME developer in 2017 and 2018. Furthermore, it won the Best of the Best Emerald CSR at the 2018 Nusantara CSR Award.

The flagship CSR program of PT. Pertamina RU II Pakning River Production in achieving these achievements are: Berdikari Peat Village, Gold Generation and Green Gems. These three excellent programs aim to solve the problems that occur in the area of PT. Pertamina RU II Production Pakning River which can be seen in the table below:

Table 1.
Identification of problems in the PT. Pertamina RU II Production Pakning River

No	Problem	Program	Activity	Purpose
1	The rate of abrasion reaches 5 meters / year, so that residential areas have shifted 100 meters ashore to avoid abrasion Exploitation of mangrove wood, so that 15.66 hectares of mangrove land in the village of Pangkalan Jambi deerk Low fish catches, sea catches have drastically decreased due to damage to mangrove ecosystems and local fish catches have not been optimally processed	Green Gems (Preservation of applied mangroves and utilization of mangrove ecosystems through environmentally friendly technologically friendly tilapia aquaculture)	Revitalization and Conservation of Mangrove Areas with Hybrid Engineering Technology Mangrove Education Center Pangkalan Jambi Brackish Water Tilapia Fish Cultivation	Mangrove Ecosystem Restoration Mangrove Education Center Coastal Community Empowerment
2	The condition of school infrastructure in Kec. Bukit Batu is bad 2,155 school-age children are disrupted by forest and land	Gold Generation (Creating a smart, independent	Cadres based Posyandu Sehati	Improving the quality of health for toddlers and pregnant

	fires The rate of visits at posyandu 43% ISPA screening is weak especially in children under five in the supervision of posyandu 2,091 people were infected with ARI in 2015 in Kec. Bukit Batu Culture of caring for the environment has not become teaching material in schools	and healthy gold generation for 2,155 students and 1,047 toddlers in Bukit Batu District as sustainable investment)	Fire care environment school (Adiwiyata Nasional)	women Disaster mitigation as a culture of society
3	86 hectares of land and forest were burned (30 ha including agricultural land with 40 hotspots in 2016) Rp. 670 million losses due to Pertamina's fire fighting operations in 2013-2016 Rp. 2 Billion losses due to crop failure on smallholder agriculture in 2013-2016. 2,091 people were infected with ARI in 2015 in Kec. Bukit Batu	Berdikari Peat Village (Creating a culture of forest and land fire mitigation and returning the preservation of peat forests for 13,446 people in 5 villages / villages)	Forest Mitigation Mitigation is based on community empowerment Development of integrated pineapple farming areas The peat arboretum of the Pakning River	Forest and land fire prevention and community capacity building Use of ex-fire land Peat ecosystem recovery and tourism

Source: Processed Data, 2019

The implementation of CSR programs carried out by companies is more directed towards empowerment which includes aspects of the economy, education, health, environment and infrastructure facilities and infrastructure that is sustainable in order to stand up the community and be able to answer the needs of vulnerable groups in the area of PT. Pertamina RU II Production Pakning River.

The vision of PT. Pertamina RU II Pakning River Production is to become a national oil and gas company that is a pioneer in the implementation of sustainable Corporate Social Responsibility (CSR) by paying attention to aspects of the people (people), environment (planet), and economy (profit) in order to create a prosperous community self-sufficiency at the level regional in 2030. This vision is in accordance with John Elkington's concept of people, planet, and profit (3P) in his book entitled Cannibals With Forks: The Triple Bottom Line in 21 "Century Business (1998), in this book Elkington develops three important components of sustainable development, namely economic growth, environmental protection, and social equity, initiated by The World Commission on Environment and Development (WCED) in Burtland Report (1987), Elkington packs CSR into three focuses: 3 P, which stands for profit, planet, and people. Good companies don't just hunt for environmental sustainability and the social benefits they add or destroy (Elkington, 1998).

Methods

In this study, researchers used a qualitative method, namely research beyond various stages of critical-scientific thinking, in which a researcher begins to think inductively, which captures various facts or social phenomena, through observation in the field, then analyzes them and then attempts to do theorization based on what was observed (Bungin, 2015). The research location is focused on PT. Pertamina RU II Pakning River Production namely Pangkalan Jambi Village, Tanjung Leban Village, Origin Pakning Village, Sejangat Village and Sungai Pakning Village Bukit Batu District Bengkalis Regency Riau Province.

Results and Discussion

PT. CSR Program Pertamina RU II Sungai Pakning Production has a superior program since 2016, previously CSR PT. Pertamina RU II Production River Pakning is more charity or philanthropy is just philanthropic activity even though it helps the community, but does not make the community independent. One indication of the success of the CSR program is that there is more independence in the community than before the CSR program. While the categories of infrastructure development, capacity building and community empowerment, although there are, are still very small in number, but since 2017 CSR funds have begun to pay attention to community empowerment programs and have begun to reduce charity programs. This can be seen in the table below:

Table 2.
Planning and Realization of CSR Funds of
PT. Pertamina RU II 2015 Pakning River Production

Year2015	Kategori				
	Charity	Infrastructure	Capacity Building	Community Empowerment	Total
Plan	275.000.000	115.000.000	35.000.000	150.000.000	575.000.000
Percentage	48%	20%	6%	26%	100%
Realization	255.282.500	112.595.000	31.500.000	123.950.000	523.327.500
Success (%)	93%	98%	90%	83%	91%
Benefit recipients	810	292	149	25	1.276

Source: PT. Pertamina RU II Pakning River Production, 2019

The table above shows that in 2015 PT. Pertamina RU II Production Pakning River totaling Rp. 575,000,000 with the realization of Rp. 523,327,500, - or about 91% with a total of 1,276 beneficiaries. Most CSR fund planning in the charity category is 48%, the second category is community empowerment 26%, the third infrastructure is 20% then the fourth is 6% capacity building. As for the highest CSR funds realization in the infrastructure category 98%, second charity 93%, third capacity building 90% and fourth community empowerment 83%. The highest charity category beneficiaries were 810 beneficiaries, the second infrastructure category was 292 beneficiaries, the third was capacity building 149 beneficiaries and the fourth was community empowerment 25 beneficiaries.

Tabel 3.
Perencanaan dan Realisasi Dana CSR PT. Pertamina RU II Production Sungai Pakning Tahun 2016

Year 2016	Kategori				
	Charity	Infrastructure	Capacity Building	Community Empowerment	Total
Plan	270.000.000	15.000.000	46.000.000	180.000.000	511.000.000
Percentage	53%	3%	9%	35%	100%
Realization	268.005.000	15.000.000	46.000.000	177.233.622	506.238.622
Success (%)	99%	100%	100%	98%	99%
Benefit recipients	565	362	110	4.003	5.040

Source: PT. Pertamina RU II Pakning River Production, 2019

The table above shows that in 2016 the CSR fund planning of PT. Pertamina RU II Production Pakning River has decreased from 2015 in the amount of Rp. 511,000,000, with an increase of Rp. 506,238,622 or around 99% with the number of beneficiaries experiencing an increase of 5,040. CSR fund planning in the charity category has increased by 53%, both categories of community empowerment have increased by 35%, third capacity building has decreased 9% then to four infrastructure 3%. Whereas the highest realization of CSR funds in the category of infrastructure and capacity building is 100%, then charity 99%, and community empowerment 98%. For the beneficiaries the community empowerment category had the highest increase of 4,003 users, the two categories are charity 565 users, third infrastructure 362 users and fourth capacity building 110 users.

Table 4.
Planning and Realization of CSR Funds of PT. Pertamina RU II Production Pakning River in 2017

Year 2017	Kategori				
	Charity	Infrastructure	Capacity Building	Community Empowerment	Total
Plan	250.000.000	75.000.000	300.000.000	1.200.000.000	1.825.000.000
Percentage	14%	4%	16%	66%	100%
Realization	182.592.000	48.550.000	393.195.000	1.195.794.756	1.820.131.756
Success (%)	73%	65%	131%	98%	99%
Benefit recipients	133	35	4.034	13.618	17.820

Source: PT. Pertamina RU II Pakning River Production, 2019

The table above shows that in 2017 PT. Pertamina RU II Pakning River Production experienced a significant increase from 2015 and 2016 in the amount of Rp. 1,825,000,000, -

with the realization of Rp. 1,820,131,756, or around 99% with the number of beneficiaries experiencing an increase of 17,820. CSR fund planning has started to focus on the community empowerment category because the benefits have begun to be felt by the community and PT. Pertamina, this is evidenced by an increase in CSR funds by 66%, both categories of capacity building by 16%, third charity has decreased dramatically by 14% then to four infrastructure 4%. Whereas the highest and exceeding planning realization of CSR funds was in the capacity building category, namely 131%, then community empowerment 98%, charity category 73% and the lowest in the infrastructure category 65%. For the beneficiaries the highest category of community empowerment increased by 13,618 beneficiaries, two categories of capacity building 4,034 beneficiaries, three charity 133 beneficiaries and four infrastructure 35 beneficiaries.

Table 5.
Planning and Realization of CSR Funds of PT. Pertamina RU II Production Pakning River in 2018

Year 2018	Kategori				
	Charity	**Infrastructure**	**Capacity Building**	**Community Empowerment**	**Total**
Plan	150.000.000	100.000.000	350.000.000	1.600.000.000	2.200.000.000
Percentage	7%	5%	16%	73%	100%
Realization	139.987.000	98.550.000	352.600.000	1.543.200.000	2.134.337.000
Success (%)	93%	99%	101%	96%	97%
Benefit recipients	150	1.369	3.994	13.658	19.171

Source: PT. Pertamina RU II Pakning River Production, 2019

The table above shows that in 2018 the CSR fund planning of PT. Pertamina RU II Production River Pakning has increased from 2017 which amounted to Rp. 2,200,000,000 with realization of Rp. 2,134,337,000 or about 97% with the number of beneficiaries experiencing an increase of 19,171. CSR fund planning in the community empowerment category has increased by 73%, the two categories of capacity building by 16%, the third charity has decreased by 7% then to four infrastructure 5%. Whereas the highest realization of CSR funds and exceeding planning is in the capacity building category, which is 101%, then infrastructure 99%, the community empowerment category 96% and the lowest is the charity category 93%. For the highest number of beneficiaries, there were 13,658 beneficiaries, the second was capacity building 3,994 beneficiaries, the third infrastructure was 1,369 beneficiaries and the fourth charity was 150 beneficiaries.

From the above table, it is known that there was an increase in the percentage of the budget for the community empowerment category from 2015 (26%), 2016 (35%), 2017 (66%) and 2018 (73%) because they were considered to make the community more empowered, sustainable and towards independence. Whereas the charity category has decreased from 2016 (53%), 2017 (14%) and 2018 (7%) because they are considered to make the community helpless, not independent, and only short-term or unsustainable. The activities carried out by PT. Pertamina RU II Production Pakning River are as follows:

1. Revitalization and Conservation of Mangrove Areas. Revitalization and conservation of mangrove areas aims to increase public awareness of the environment, especially mangrove areas and the formation of mangrove cultivation groups in the Bukit Batu District. The revitalization and conservation program of mangrove areas is carried out to solve problems in the marine coastal environment such as abrasion, the number of mangroves that die, making embankments and for more sustainable activities is an ecotourism area called the Permata Hijau Mangrove Education Center in Pangkalan Jambi and Mangrove Center in Tanjung Leban Village. This area was built to be a place of recreation as well as educating the public about the importance of preserving mangrove plants as an effort to prevent abrasion. The public can visit the mangrove area to see hundreds of mangrove seeds and taste culinary processed by fishermen groups such as mangrove chips and mangrove syrup. In addition, in the process of planting mangroves the community is taught to use hybrid engineering techniques that have been carried out by experts from several universities also involving community participation, especially fishermen groups in the village.
2. Development of Integrated Pineapple Agricultural Areas. One of the reasons for the establishment of an integrated pineapple farming program is as a form of management of burnt and unburnt peatlands into productive land and adjustments to the types of plants that can be cultivated on peatlands, in addition to sago, and pineapples are one type of plant that has economic value high. Starting from 2015, as many as 5000 pineapple seedlings were planted on an area of 0.5 hectares with a

harvest period of about 8 months. In 2017, pineapple plantations will grow to 4.5 hectares with a total of 45,000 pineapple seedlings. Pineapple yields have also increased with a harvest period of 6 months. The integrated pineapple farming program in this case is intended as a pineapple cultivation program, which starts from planting, developing products from pineapple to pineapple waste treatment so that zero waste is not wasted. Kampung Jawa is a location for pineapple farming programs as well as being a pilot area. The formation of the Makmur Farmer group in Java Village was carried out to empower the community. In this case Pertamina's CSR helps diversify pineapple processed products by using appropriate technology. Through training and processing skills for processed pineapple products such as chips, sweets, dodol, diamonds and syrup. This effort succeeded in opening up employment opportunities for men and women in the Sungai Pakning region and increasing community income. The reason for choosing Java as a pilot location is because peatlands in Java are the only peatland free from severe fires that occurred a few years ago.

3. 3. Mitigation of Forest and Land Fire Based on Community Empowerment. Fire Concerned Community Target Group. The fire care community is a group formed by the village community to do voluntary work specifically to deal with forest and land fires. The form of community empowerment specifically given to people who care about fire that is carried out is the entrepreneurship program of people who care about fire as a first step to improve welfare and become new employment opportunities for the community, especially people who care about fire. As an example in terms of preventing forest and land fires, Pertamina's CSR collaborates with the Fire Concern Community (MPA) in 5 CSR-assisted villages Pertamina to mitigate disasters using Geographic Information Systems. Through disaster mitigation done, people concerned about fire can find out the points of disaster-prone areas so that it is necessary to optimize the construction of canals and reservoirs. PT. Pertamina RU II Sungai Pakning Production also provides Fire Man 1 Certification (International Level Professional Certification as Professional Certification). The limited fire fighting facilities and infrastructure, the low awareness of the community to protect the environment and the low skills of the

community are a strong basis that Pertamina's CSR is committed to participate in protecting the environment. CSR Commitment of PT. Pertamina RU II production of Sungai Pakning in an effort to prevent forest and land fires in the Bukit Batu Sub-district area, among others, is by providing assistance in normalizing canals, reservoirs, providing facilities and infrastructure for fire-conscious communities and more pioneering is Fire Man certification. The Fireman certification program is a program intended for high school graduates to obtain international-level professional certification. Communities participating in this program will be given special training. The output of this program is the availability of certified, skilled and trusted firefighters who are expected to be able to increase the capacity and skills of the community and can be used to help resolve forest and land fire problems.

4. UMKM Development Based on Women's Empowerment and Trash 3R. Pertamina RU II Pakning River Production has fostered local MSMEs through CSR programs and put forward the concept of zero waste so as to encourage the application of low-carbon economic development that is environmentally friendly and has achieved UNS SME achievements, AWARDS category of Zero Waste MSME developers in 2017 and 2018 In Bukit Batu District, through PT Pertamina RU II Sei Pakning already has a SUCI Trash Bank (River Pakning, Excellent, Beautiful and Beautiful). Through this garbage bank, the community is taught how to process waste into compost and animal feed. waste bank is a solution in reducing waste transported to landfills (TPA) from community homes. The construction of a garbage bank in Sejangat Village, Bukit Batu District should be the initial momentum to develop awareness of the local community and its surroundings to create a clean and healthy lifestyle. the existence of this garbage bank is part of a strategy to build public awareness so that it can be friends with waste. In addition to getting direct economic benefits from the waste itself. Jr. The CSR Officer of Pertamina RU II Production Sungai Pakning hopes that with the existence of this garbage bank, the community's economy will be able to improve even more. Because household plastic waste is processed into tablecloths, tissue holders, sandals, bags and other knick-knacks.

5. Development of the Peat Arboretum. The development of peat arboretum is a commitment of Pertamina RU II Production River Pakning to preserve the environment and empower people on peatlands with efforts to restore and tour peat ecosystems as a conservation area and peatland education will be developed for educational and tourism facilities especially for young people to introduce the function of peatlands as the main buffer of ecosystems in Riau Province. For this effort PT.Pertamina RU II Production Sungai Pakning received the highest award Dharma Krida Baraya Adikarya Anugraha in the 7th UNS Summit, 2018 Expo & Awards category of sustainable environmental management especially on peatlands in Riau that are vulnerable to burning, through the CSR program titled ' Berdikari Peat Village '.

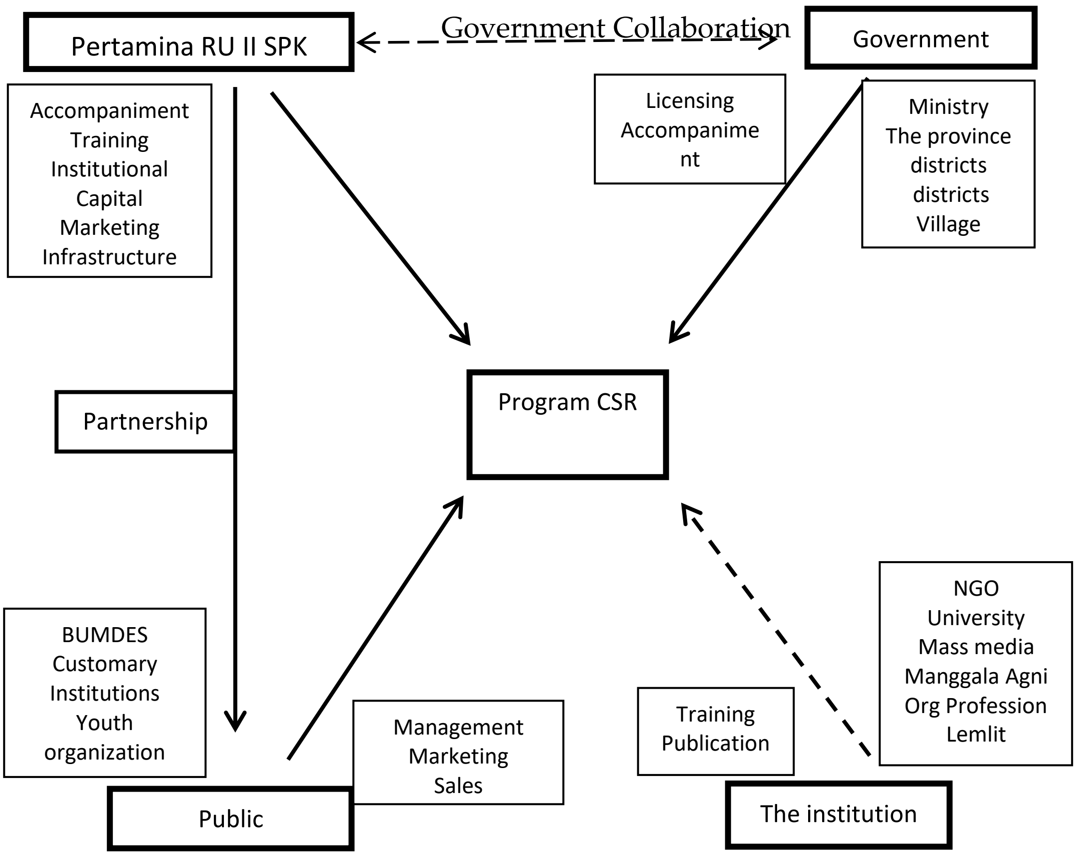
Adiwiyata School Development. The Adiwiyata school program is one of the programs of the Ministry of the Environment in an effort to encourage the creation of knowledge and awareness that starts from schools in environmental preservation efforts. In this program it is hoped that every school member can get involved in school activities towards a healthy environment and avoid negative environmental impacts. The objective of the Adiwiyata Program is to create good conditions for schools to become places for learning and awareness of school residents (teachers, students and other workers), so that in the future these school residents can take responsibility in efforts to save the environment and sustainable development. PT. Pertamina RU II Production of Sungai Pakning with the government in creating Adiwiyata schools was carried out in the form of providing support or support and assistance. SDN 003 Desa Sejangat, Bukit Batu Subdistrict is an Adiwiyata School under the guidance of Pertamina's CSR as an environmentally friendly school. SDN 003 Bukit Batu Subdistrict became SD Pembina from 9 elementary schools that were designated as Adiwiyata schools, and an environment-based curriculum was applied. As a form of Pertamina's collaboration with the government, the Adiwiyata school participated in the mangrove planting process and learned how to manage mangrove yields. In this case SDN 003 Bukit Batu District already has processed mangrove products, namely dyes from mangroves, Green House development, formed education groups and the last is batik products created from mangroves. There is an adiwiyata school development program by implementing a mangrove-based environmental curriculum and a teaching pertamina program carried out by Pertamina employees and related parties such as the Agriculture Office and the Ministry of the Environment. By increasing the hours for students to understand more about mangrove plants through integrated activities such as a competition to make batik designs from mangroves and the creation of mangrove green houses.

6. Development of Posyandu Sehati. The development of the Posyandu Sehati is a special program for the health sector, one of which is the assistance of Supplementary Feeding (PMT) for infants and toddlers, ISPA socialization, spa and also massage for babies. In this program PT. Pertamina RU II Production Pakning River contributes to efforts to improve child nutrition and reduce maternal, infant and under-five mortality rates towards a better life. In its implementation, Pertamina cooperates with the Indonesian Family Planning Association (PKBI). Pertamina manages this program through the CSR function which functions as the initiator and supervisor of the program as well as the provider of funds and budget funds. Meanwhile, PKBI as a working partner acts as a program facilitator and facilitator.

Conclusion

PT. CSR Program Pertamina RU II Production Pakning River which is carried out purely to empower the community so that the company does not benefit in nominal figures, the benefits derived only from positive community responses so as to form a good corporate image and reputation in the eyes of the community. In implementing all the programs contained in the Work Plan and Strategic Plan, of course the CSR PT. Pertamina RU II Production of Sungai Pakning cannot work alone but requires collaboration with several stakeholders or stakeholders. In this case the stakeholders involved are the Bengkalis District Government, the Village Government, the community, the University of Riau academics, tourists, environmentally friendly communities and social groups in order to assist in the promotion of both electronic media, print media and social media. With the cooperation carried out with stakeholders can form a good relationship between the company and stakeholders. PT. Pertamina RU II Production of Sungai Pakning in carrying out CSR programs uses a partnership pattern with stakeholders such as government, community and other institutions. The partnership pattern can be described as below:

Figure 1.
CSR Program Partnership Pattern PT. Pertamina RU II Production Sungai Pakning



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The 2018 Recruitment and Selection of Civil Servants In Indonesia: Problems and Solutions

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Abstract

Recruitment and selection of civil servant is an effort of the Government of Indonesia to get a competent civil servants. The 2018 recruitment and selection of civil servant process was using merit system that is conducted online. But in its implementation, there are still many problems found at the Ministries / Institutions and Regional Government levels. This article discusses the issues in the 2018 recruitment and selection of civil servant process, and how ideally the process is supposed to be carried out. The method used in this article is literature review, both from journal articles, news articles, and other data that support research. The findings of the study show that the implementation of the 2018 recruitment and selection of civil servant still leaves some problems. But in this article, authors focuses on problems that are not getting much attention from many parties, such as the lack of attention from government to the needs of employees with future potential, and the subjectivity of the selectors in the interview process. The researcher recommends that the government needs to apply the concept of future potential skills in recruiting prospective civil servants and blind interviews to recruit a competent candidates. This article has limitations because it only uses literature review methods so it is necessary to do an actual research in order to produce research that is closer to the actual reality.

Keywords:

the 2018 civil servants recruitment and selection; future potential skills; blind interviews

Introduction

In this article, the author will focus on evaluating the implementation of Recruitment and Selection of civil servants (CPNS) of the Republic of Indonesia for Fiscal Year 2018. The author will describe some of the problems in the recruitment and selection process, and how the standard of a recruitment and selection process is carried out based on literature that already exists.

In an organization, both public and private, the existence of human resources is the most crucial factor, because human resources play a large role and have control over other resources. The better thehuman resources that existing in the organization, the better the quality of organizational performance. To get good human resources (HR), an organization needs to carry out a good recruitment and selection. Recruitment and selection are steps to find, choose, and attract human resources who have the characteristics that needed by the organization (Osoian & Zaharie, 2014). The employee recruitment process is an important step to achieving quality human resources (Breaugh & Starke, 2000). Besides, recruitment and selection is the main gate to advance organizational performance, so that the organization can achieve itgoals.

To get a good quality human resources, changes are needed in the employee recruitment and selection process. By making changes to the recruitment and selection process, organizations can strengthen their competitiveness in the labor market. Changes that needed to be done are, include; *procedural changes* namely simplifying and legalizing the application process for prospective workers; *improvement in the recruitment and selection process* which is a fundamental improvement in human resource management (HRM) and the use of technology in recruitment and selection (Lavigna & Hays, 2004).

Recruitment and selection procedures between public organizations differ from private organizations (Zhang, Xu, & Zhang, 2015). Recruitment and selection in public organizations are more formal. Besides, the time needed by public organizations in the recruitment process also tends to be longer than private organizations. Recruitment and selection in public organizations often take several months to complete, whereas recruitment and selection of employees in private organizations only require days (Zhang, Xu, & Zhang, 2015).

HR control arrangements that are centralized and enforce many rigid rules are often inhibit and weaken the potential of employees. One of the most positive developments in contemporary HRM is reducing reliance on control activities. One way to reduce dependence on control activities is through decentralization reform. Decentralization reform can give regional governments broad powers to regulate human resource management policies in their regions (Ishii, Rohitarachoon, & Hossai, 2013).

Besides that, the last change is the use of *technology*. For job applicants, the existence of technology helps to make it easier for prospective applicants to see job vacancies, due to a large number of job vacancies advertised via digital. By using technology and several filters, we get to know the candidate's profile very well before the first interview (Mirela & Voicu, 2014).

If an organization does not use new techniques in the recruitment and selection process, it will be left behind by other organizations. However, in the adoption of a new recruitment and selection strategy, it must be adapted to the conditions of each organization (Lavigna & Hays, 2004). Public organizations are often influenced by the principle of equality, relying more on collectivist and egalitarian values than private organizations (Ởzbilgin & Tatli, 2011).These traditional public sector values require that all employees should be treated equally and accept the same opportunities to growth (Boselie & Thunnissen, 2015).

In the process of the 2018 Recruitment and Selection for civil servant in Indonesia, the enthusiasm of the Indonesian people is very high. Noted by the number of applicants reached 2,572,891 people (Arnani, Kompas.com, 2018). The high enthusiasm of the people is none other than the believes that working in the public sector, especially in government, provides a more secure future guarantee. Wages and benefits received are the first factors considered by prospective employees in the public sector. The benefits of working in the public sector, in this case, as a civil servants in Indonesia, are considered to be far better than the private sector (Berman, Bowman, West, & Wart, 2010). In Indonesia, a civil servant will still get paid even though the employee has retired, or commonly called a pension fund. Besides, several other reasons on why the public sector is way more interestingfor a prospective employees are, including (Education Development Center, 2002):

1. To make a difference in various leadership positions in the non-profit sector; different branches of the local and central government and the international arena;
2. To be intellectually involved in the challenges facing their community;
3. To build a career and personal development skills that they can use throughout their lives;
4. To build a better future;
5. To build communication networks with different communities; and
6. To get a sense of responsibility towards others and things that are a common concern.

To implemented the recruitment and selection civil servant in Indonesia, the Government implements a merit system. This merit-based system emphasizes technical qualifications using processes that analyze work competence and emphasizes application procedures transparently. The merit system requires a series of tests to review work experience, performance evaluations or recommendations, and written tests (Berman, Bowman, West, & Wart, 2010). Merit-based selection is usually used in the recruitment and selection of non-executive positions. The merit system will provide fairness to competing candidates for employees, and guarantee the minimum competencies and qualifications that prospective employees must-have.

In Indonesia, in 2018, the Government of Indonesia held the largest recruitment and selection of civil servant throughout Indonesia's history, with a quota reaching 238,015 formations. The government carries out national recruitment and selection with an online-based merit system through the sscn.bkn.go.id portal. Recruitment and selection of client systems have great advantages, because online systems can reach prospective employees more widely with minimal costs, and tend to be easier to reach (Berman, Bowman, West, & Wart, 2010) prospective employees throughout Indonesia. Data from the *Merit System Protection Board* (MSPB), shows that the online system in recruitment is the second most influential method after the recruitment method by the network of friends or relatives (Merit System Protection Board (MSPB), 2008).

In the 2018's Recruitment and Selection of Civil Servant selection process, there are three stages of selection that must be passed by prospective employees, namely: *Administration Selection* with an elimination model; *Basic Competency Selection (Seleksi Kompetensi Dasar-SKD)* with a Computer Assisted Test (CAT) system; and *Field Competency Selection (Seleksi Kompetensi Bidang-SKB)*. In its implementation, the Government of Indonesia through the Badan Kepegawaian Negara (BKN) claims that the implementation of recruitment and selection of CPNS FY 2018 has been carefully prepared and was running well. However, some findings in the field, tells that the recruitment and selection process of Civil Servant 2018 are still experiencing some problems. In terms of employee recruitment, the problems that are often faced come from three forms, namely: constraints that originate from the organization concerned; the obstacles of the prospective employees themselves;

and external factors constraints originating from the environment in which the organization operates (Sunyoto, 2012).

In carrying out the selection and recruitment process in public organizations, organizations often have difficulty in determining the right candidate given that many candidates are available but only a few are qualified according to organizational standards. Yet to form a good public organization also requires good employees (Lavigna & Hays, 2004). So far, public organizations are often less competitive in recruiting competent employees than private organizations. In the recruitment and selection process of private organizations, they will put forward high-quality standards for prospective employees to get the best candidates. Indeed, in the 2018 recruitment and selection of Civil Servant, the government has set a passing grade, but in the course of the selection process, the government actually reduced the passing grade because many participants did not reach the passing grade limit that had been determined in the selection process at the Basic Competency Selection (*Seleksi Kompetensi Dasar*-SKD).

Among the problems that were most complained (according the research results of the researcher while interview with 5 participant recruitment and CPNS selection 2018) about in the 2018 recruitment and selection process of Civil Servant were related to the changes in the selected schedule that were uncertain. However, in this paper, the researcher detected several problems that were less of a public concern, including government policies through the Minister of Administrative Reform and Bureaucratic Reform (Menpan RB) who decided to reduce the passing grade threshold after the Basic Competency Selection (*Seleksi Kompetensi Dasar*-SKD) test was held because the number of candidates who do not pass the specified passing grade limit. The policy raises a big question, that the government is looking for qualified and competent employees, or is the government only looking for employees to fill the vacancy? If it is true that the government is looking for qualified and competent employees, the government should not reduce the passing grade limit that has been set previously. This policy shows that the government pays little attention to the competencies of the employees that they recruited.

The development of the times, the challenges in the selection and recruitment process are increasingly complex. Among them is, how through the selection and recruitment process, an organization gets candidates for future potential, not only for current skills. Future potential in the recruitment process is how an organization looking for candidates who have the ability to deal with changing times. However, public organizations today, usually only looking for candidates with current skill criteria or employees who only have the ability to meet current needs, in other words, the short-term ability of an employee. In fact, organizations that only see employees for current needs will be difficult to deal with change. Therefore, future potential candidates are needed to be ready, fast, and responsive in dealing with change.

The second problem that concerns the researcher is the bias of the selection team's assessment in the interview process. The interview is a crucial stage in an employee selection process. In this stage, the selectors can directly assess prospective employees. Prospective employees are also required to show their best performance in the interview process. However, the interview process was filled with bias in the evaluation team's selection. The existence of a biased assessment can make the prospective employees who are competent and qualified will lose competitiveness with ordinary prospective employees. For this reason, a new breakthrough is needed in the 2018 Recruitment and SelectionCivil Servant interview process to overcome this assessment bias.

Another case with South Korea. The South Korean government has reformed human resources so that civil services in South Korea can be more responsive and accountable to the public. One type of human resource reform, is the new employee recruitment system (Kim P. S., 2000). The South Korean government is now considering drastic changes to the civil service exam. As a way to diversify recruitment tools, internationally recognized English language tests and talent methods will be used in the form of the *Public Service Aptitude Test* (PSAT). Also, intensive interviews will be used to test the applicant's actual work capacity in the form of a blind interview.

Metodhology

The purpose of writing this article is to discuss the problems in the 2018 recruitment and selection of civil servantand the ideal concept of a recruitment and selection process in public organizations. By using a case study approach to explore issues, problems, or events to be able to understand the problem well (Creswell, 2015). To obtain data, researchers conducted un-depth interviews with 6 participants.Which were divided to, 3 speakers were participants who did not qualify for the 2018 recruitment and selection of civil servants; and 3 people were participants who passed the 2018 recruitment and selection of civil servants. In the case study approach, researchers cannot rely on just one data, because it will not be enough to develop a deep understanding of a case. Therefore, to help analyzing the case that researchers found, researchers conducted a literature review study on the ideal recruitment and selection conducted by a public organization to get qualified, competent, and human resources following organizational goals. A literature review is a way to show knowledge about a particular field of study, including theories, phenomena, and methods, and provide a new framework (Randolph, 2009). In a literature review study, researchers gather theories and findings from existing studies, to analyze the findings in case studies.

Discussion

The Problems of the 2018 Recruitment and Selection of Civil Servants

In this subchapter, the author will write about the problems that occur during the process of the recruitment and selection of civil servants 2018 in Indonesia. Among the common problems that occur in the field are the availability of facilities and infrastructure, especially the availability of computers, which are adequate in conducting regional selection. In some regions, in the eastern part of Indonesia, for example, recruitment was only carried out in Makassar City, while other Eastern Indonesia regions were unable to carry out the recruitment and selection process due to the limitations of computer technology.

This causes, the online concept launched by the government is considered to be less than optimal. The general purpose of the online process is actually how a person can access something from wherever he is. However, the limitations of computer infrastructure, making the applicants must travel long distances to be able to follow the selection process. In fact, in several Ministries/Institutions, requiring participants to take a Computer Based Test (CBT) based on Basic Competency Selection (*Seleksi Kompeteni Dasar*-SKD) in the Capital City of the Republic of Indonesia, where their office base is located.

Another problem is the problem of the scientific discipline of the participants. For example, the disciplines needed are automotive mechanical engineering, applicants with a concentration in automotive mechanical engineering, can not pass the selection, and are immediately eliminated because the applicant's education certificate is not specifically written as automotive engineering but only written as mechanical engineering.

The more specific issues that the author will discuss are the Basic Competency Selection (SKD) and Interview Selection stages in the 2018 recruitment and selection of civil servants

Basic Competency Selection (Seleksi Kompetensi Dasar-SKD)

The recruitment of civil servants in 2018 is one of the efforts to procure employees made by the government after the moratorium on civil servants acceptance policies. The determination of the needs of civil servants and the implementation of the selection of 2018 civil servants is regulated in the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia (PAN-RB Ministerial Regulation) No. 36/2018 concerning Criteria for Determining the Needs of Civil Servants and the Implementation of 2018 Civil Servant Candidates. In the Ministry of Administrative Reform and Bureaucratic Reform Regulation, the total allocation of determination of needs for central and regional agencies is 238,015 with details of 51.271 central agencies and 186,744 regional agencies.

The process of recruiting civil servants in 2018 starts from registration, administrative selection, basic competency selection (SKD), field competency selection (SKB), and interviews. The SKD implementation in 2018 uses the same Computer Assisted Test (CAT) system as in 2017. To be able to participate in the further selection, SKD participants must exceed the passing grade that has been determined in the recruitment of 2018 civil servants (Gulo, Kompasiana Beyond Blogging, 2018).

The implementation of the recruitment and selection of civil servants in 2018 in Indonesia has many records that need to be considered to improve the future recruitment and selection of civil servants. These problems include the results of the selection from the second stage of registration of civil servants, namely the Basic Competency Selection (SKD) is very low and quite alarming. Based on data from the 2018 civil service national selection committee, out of 1,724,990 who took part in the SKD, only 128,236 met the passing grade. This causes many formations that are threatened could not be filled because many test takers do not meet the qualifications. Most of the formation that is threatened are for the position of teachers and health workers (Dharmaningtias, 2018).

Basic Competency Selection (SKD) is one of the stages of the selection of civil servants. Based on the page menpan.go.id, the SKD implementation uses the Computer Assisted Test (CAT) system. To pass this stage is determined by a passing grade. SKD value weights 40 percent. Each SKD participant must do 100 questions. The questions consisted of 35 questions on the National Insight Test (*Tes Karakteristik Pribadi*-TWK), 30 questions on the General Intelligence Test (*Tes Karakteristik Pribadi*-TIU), and 35 questions on the Personal Characteristics Test (*Tes Karakteristik Pribadi*-TKP).

Following the Ministry of Administrative Reform and Bureaucratic Reform Regulation (PANRB Ministerial Regulation) No. 37 of 2018 concerning the SKD Threshold Value for CPNS Procurement Year 2018, the passing grade is set at a total of 298, with a TKP detail of 143, TIU of 143 80 and TWK of 75. Participants who qualify are those who can break the total number and score of each item. If there is a participant who passes one or two components but does not in the others components, then he does not qualified. This condition made the participants who did not pass feel disappointed, and really hoped that the passing grade would belowered so that many could had more chance to pass the selection (Gulo, Kompasiana Beyond Blogging, 2018).

According to the Deputy of Human Resources (HR) Empowerment of the State Apparatus and Bureaucratic Reform, Setiawan Wangsaatmadja, the passing grade for SKD participants from the general lane applicant group was the same as last year. Test takers must understand how many passing grades are needed in each lane, for example, public lane, cumlaude and diaspora (a nation of a child who has a career abroad or a nation who has performed well abroad bearing the name of Indonesia) (Saputri, Tips Pahami Passing Grade Lebih Mudah agar Lolos SKD CPNS 2018, 2018).

Setiawan Wangsaatmaja previously stated that the graduation rate of civil servants in 2018 was only 10 percent. The data was taken after 60 percent of data entered in the SKD exam as of November 13, 2018. This graduation rate is lower than last year which reached 20 percent. Vice President, Jusuf Kalla said there were 1.8 million participants in the selection of civil servants out of a total of four million applicants. However, based on the report of the Ministry of Administrative Reform and Bureaucratic Reform, only around 8 percent or 100 thousand participants passed the SKD test. Even though the government needs 200 thousand people (Cahyani, Tes CPNS 2018 Banyak yang Gagal, JK Ungkit Mutu Pendidikan, 2018).

The Ministry of Administrative Reform and Bureaucratic Reform, Syafruddin as the CPNS National Selection Committee will announce a new passing grade. This policy was adopted to address the number of CPNS selection exam participants who did not pass the passing grade in the basic competency selection (SKD) stage. Therefore, the passing grade will be lowered. Head of Ministry of Administrative Reform and Bureaucratic Reform, Mohammad Ridwan said the proposed reduction in passing grade for SKD test was also discussed at the National Selection Committee meeting.

Ridwan explained, the proposal came from various parties, ranging from the Ombudsman; Ministry of Research, Technology and Higher Education of the Republic of Indonesia; Ministry of Education and Culture; and various ministries and other institutions. Besides, the proposal is to prevent a vacancy in formations that are considered vital such as teachers, doctors, and technical staff. Ridwan described the failure of applicants to meet the passing grade for eastern Indonesia as much as 90 percent, 70 percent for central Indonesia, 50 percent for western Indonesia, while 12 percent in central Ministries/Institutions (Rambu, Menpan Akan Turunkan Passing Grade, 2018).

Ministry of Administrative Reform and Bureaucratic Reform Ministry applies a ranking system as an alternative to the SKD test graduation criteria for civil servants selection participants. The system was implemented because of the limited number of the 2018 civil servants' graduation participants and the disparity in graduation results between regions that had the potential to not fulfilled the needs/formations. For the implementation of the system, Minister of Ministry of Administrative Reform and Bureaucratic Reform, Syafruddin has signed Minister of Ministry of Administrative Reform and Bureaucratic Reform Regulation No. 61/2018 concerning Optimization of Fulfillment/Formation of Civil Servants in the Selection of Civil Servants in 2018. The new rules regarding the ranking system are set not to change or cancel the previous regulation, but to strengthen the Minister of Ministry of Administrative Reform and Bureaucratic Reform Regulation No. 37 of 2018 concerning Passing Grade SKD Procurement of Civil Servants 2018.

In the Ministry of Administrative Reform and Bureaucratic Reform Regulation Number 61/2018 it is emphasized, 2018 civil servant selection participants who follow the

SKD can proceed to the SKB stage with the condition that SKD participants meet the threshold value based on PAN-RB Ministerial Regulation Number 37 of 2018 and SKD participants does not meet the threshold value but has the best ranking of the cumulative SKD figures governed by this Ministerial Regulation.

This provision applies if there are no SKD participants who meet the threshold value based on Ministry of Administrative Reform and Bureaucratic Reform Regulation No. 37 Year 2018 on the requirements/formations that have been determined, or the number of SKD participants who have not met the threshold value based on the Ministerial Regulation No. 37/2018 is to fulfill the required amount of allocation/formation. This system is expected to filter more employees according to the 2018 civil servant formation needs (Dharmaningtias, 2018).

Interview

Other problems that received less attention from the public in Recruitment and Selection of Civil Servant 2018 are about the subjectivity of the selection organizer, especially in the interview selection process, and the tendency of the government that is not futuristic, namely the government only focuses on finding employees with the ability and expertise in accordance with the needs At present organizations, the government does not pay attention to how the competency needs of workers will be needed in the future (future skills).

The availability of civil servants candidate participant data held by the selectors in the interview process encourages the interviewer to have a first impression on the selection participants, such as information from where the participants came from, or the latest educational background information from the selected participants. A participant who has completed his education at one of the leading universities in Indonesia will usually get a plus point from the selection team. While other participants who completed their education at universities that are not well-known, tend not to get a plus point. Besides, an important question from the author is, how does the government as the organizer of the 2018 Selection of Civil Servant ensure that the interviewer has good qualifications to select participants? It is deemed necessary that the organizers of 2018 recruitment and selection of civil servants have competency standards that must be possessed by the interviewer to avoid the subjectivity of the assessment.

Result

Future Potential Skills

Civil Servants are the basis for implementing reforms in achieving good governance to carry out government tasks and development tasks to achieve aprosperous society (Akny, 2014). Until now, the recruitment and selection of Civil Servants in Indonesia are still focused on the realization of good governance. As stated in Government Regulation No. 11/2017 concerning Management of Civil Servants, that Management of Civil Servants is the management of civil servants to produce civil servants who are professional, have basic values, professional ethics, free from political intervention, free from corrupt practices, collusion, and nepotism.

As a step towards realizing clean, competent, and serving Civil Servants, every Civil Servant must have basic competencies and field competencies following the demands of his position and role as government administrators and community service. Through Ministry of Administrative Reform and Bureaucratic Reform Regulation No. 37/2018 concerning Passing Grade for Basic Competency Selection for Procurement of Prospective Civil Servants in 2018, the government regulates the threshold value of Basic Competency Selection to produce qualified and competent civil servants.

However, the results of the SKD test are very low and quite alarming. Then the Ministry of Administrative Reform and Bureaucratic Reform adopted a ranking system as an alternative to the SKD passing criteria for civil servant selection participants. With this policy, it can filter out employees according to the needs of the 2018 civil servant formation. This policy indicates that the government is less committed in the effort to recruit qualified and competent employees. The government needs to identify what skills will be lost and also anticipate how future labor needs may change (Hays, Kearney, & Coggburn, 2009). Therefore, the government needs to change the employee recruitment system with the concept of future potential skills.

The concept of future potential can be used to overcome public organizations that tend to look for current skill employees. One effort that can be done to strengthen the concept of future potential is by conducting a foreign language test for each prospective employees. Tests that can be applied in Indonesia are the Test Of English Foreign Language (TOEFL) and the Test Of English for International Communication (TOEIC). Learning from

South Korea, proficiency in English is a qualification that is demanded in both the public and private sectors in South Korea, because the world becomes a borderless community through globalization and information. Such standardized tests have become a popular element for evaluating practical English language proficiency in the private and public sectors of the Korean state (Kim P. S., 2000).

To develop and manage an organization, especially in the field of public service, an organization needs to develop and manage employees who can think, lead and act from a global perspective and global skills (Kim P. S., 1999). Because in the era of globalization, it requires a progressive transformation of thinking on a public problem. In the Recruitment and Selection of Civil Servants 2018, not all Ministries/Institutions require prospective applicants to include the TOEFL test results.

Based on the writer's observation, compiled from (Arnani, Kompas.com, 2018), there are only 6 Ministries/Institutions that require foreign language skills, especially English. Among them: the Ministry of Energy and Mineral Resources, the Ministry of Foreign Affairs, the State Personnel Agency, the Ministry of Administrative Reform and Bureaucratic Reform, and the Ministry of Public Works and Public Housing. Therefore, it is hoped that in the future all Ministries/Institutions in Indonesia require prospective applicants to include the results of English language proficiency tests, such as TOEFL and TOEIC and the like as an effort to improve the international competitiveness of public employees in Indonesia.

In addition to including the results of English proficiency tests, it is better for prospective employees who have passed the interview stage, to take part in an English interview session. Of course, it is necessary to build English language skills from the employees who are already working. The importance of civil servants mastering English, because this international language is the language of business that is used in the world of commerce. By mastering English, the quality and capacity of civil servants within the government will improve. The increase in human resources is something that is not negotiable in the face of the Asean Economic Community (AEC) era and the era of globalization. Because AEC is an era where the rotation of goods and services easily goes in and out of and to Indonesia quickly (Anwar, PNS Jatim Wajib Mahir Bahasa Inggris, 2014).

Blind Interviews

Based on the explanation in the previous point, it was found that the problem of 2018 recruitment and selection of civil servant in Indonesia which became the focus of the writer, was the subjectivity of interviewing prospective employees and the orientation of Indonesian public organizations that only focus on finding employees to meet current organizational needs (current skills). To reduce the level of objectivity of the interviewer, Indonesia recruitmen process could adapt the concept of blind interviews that have been applied in South Korea, both in public and private sector organizations (Hyun-Ju, 2017). The South Korean government is now considering drastic changes to the civil service exam. As a way to diversify recruitment tools, internationally recognized English language tests and talent methods will be used in the form of the *Public Service Aptitude Test* (PSAT). Besides, intensive interviews will be used to test the applicant's actual work capacity in the form of a blind interview. The interview panel consisting of several executives holding director-general positions in central institutions, together with professors of public affairs, conduct interviews. Interviews conducted by the Korean government are blind interviews with stimulation exercises or discussion sessions.

Interviewers are not given background data or letters of recommendation from interviewees. In this way, they will evaluate applicants on performance alone, not affected by any biases or halo effects caused by background data on prospective employees. Blind interviews are also intended to dispell favoritism that has traditionally marked the selection process. Such favoritism extends from blood-based nepotism to broader favoritism based on shared educational affiliations (Kim P. S., 2000). In addition to favoritism, blind interviewing can also eliminate interviewer discrimination from prospective employees being interviewed. Discrimination often occurs like racial discrimination, for example, the assumption that Javanese people are delicate and polite, while Ambonese is hard and always fiery people. Other discrimination for example about gender. The general public perception is that men can work faster than women. To eliminate gender discrimination, the Government of Norway has set gender quotas for positions in public administration (Laegreid & Wise, 2007). This is a form of the Norwegian Government's efforts to expand diversity and representation.

Interview selection is one of the most crucial selection stages in the recruitment and selection process for prospective employees of an organization. In this stage, the competency of prospective employees will be tested directly by the internal employees of the organization and third parties trusted by the organization. However, interview selection itself has become one of the most commonly used recruitment methods which is considered an unfair stage in employee recruitment exams in China (Zhang, Xu, & Zhang, 2015), because in this process, selectors have full dominance to determine whether a prospective employee is worthy to be an employee of an organization or not. Because it has full dominance over a decision, the element of subjectivity in this process is very high. To eliminate discrimination and subjectivity, the recruitment process of several organizations, both public and private, has adopted the concept of blind interviews, such as the Deloitte Company, Ernst & Young, Victoria Police Department, and Westpac Bank (Feldmann, 2018). The selection decision will only be based on how they evaluate prospective employees. Problems will arise if the selectors cannot work professionally.

A blind interview means that the details of a prospective employee's personal data are released from the registration form, so the interview selection team can only consider the competency, skills and work experience of the prospective employee. Since 2017 (Hyun-Ju, 2017), the South Korean Government has implemented the system of blind recruitment in the public service sector and extended it to private companies to ensure competition in the recruitment and selection process runs as fairly as possible and can recruit the right candidates and qualified. The South Korean government prohibits the selection team from requesting prospective employee personal data, such as family relations, educational background, place of birth, and physical attributes in the selection process. Such personal data is released so that the selection team focuses on considering the professionalism of prospective employees, their skills and work experience. Attaching photos to forms will also be prohibited. This is done so that people who have good competence are not sidelined because of discrimination that comes from academic or other backgrounds. In the blind interview, the selection team will focus on evaluating the prospective employee's work experience and qualifications that are relevant to the needs of the organization. Information about physical abilities and educational background should only be asked in certain cases relevant to employment.

To eliminate discrimination and subjectivity of selectors in the recruitment and selection interview process, a blind interview is one of the efforts that can be done. With a blind interview, it shows that the organization has a strong commitment to recruiting prospective employees who focus on the competencies and qualifications determined by the organization (Rinne, 2018). If the selection and recruitment decisions of employees are based on the competencies and qualifications of prospective employees the results will automatically be in line with the organization's goals to recruit the most competent employees, so that later it will help the organization in achieving organizational goals. Besides, the existence of a blind interview can improve the atmosphere of competition between prospective employees. Prospective employees will try their best in the interview process to be able to show their competence without worrying about discrimination from selectors.

In a blind interview, the selection team will determine a set of competencies and concepts and ask a number of questions for prospective employees (Boyce Recruitment, 2019). A healthy recruitment philosophy means asking right and wise questions (Breaugh & Starke, 2000), and it is important that the questions should remain focused on work. The questions asked should lead potential employees to explain how they will solve problems in different ways (Miller, 2016). Before the interview, the selection team determines a series of competencies and concepts and raises several issues. Prospective employees are required to provide identifiable responses, both positive and negative (Boyce Recruitment, 2019). This response should be taken into consideration by the selection team.

In conducting a blind interview, there are several problems that can occur including the tendency of organizational culture. It is natural if the organization wants to recruit employees because of the compatibility between employee candidates with the culture in the organization. In the recruitment and selection process, the organization will look for prospective employees who lead to hiring prospective employees who look the same, act the same, think the same, and come from the same background (Feldmann, 2018). The result is a homogeneous culture within the organization which makes it difficult for organizations to develop because their prospective employees must work in accordance with organizational culture. In addition, blind interviews are expensive to implement and may not be cost-efficient for an organization (Boyce Recruitment, 2019). Small organizations may still be more cost-effective to carry out blind interviews, but large organizations need quite expensive costs in the blind interview process. To overcome cost overruns, organizations can use their internal staff to manage the interview process, but it must be ensured that they have the credibility as selectors.

Conclusion and Limitation

The recruitment and selection process is an important process for organizational success. Because, in the recruitment and selection process, the organization will look for, choose, and attract competent human resources. The importance of competent human resources in an organization because they will control the other resources in the organization. During this time, the recruitment and selection process of civil servants in Indonesia has been carried out with a merit system. The merit system was first defined as intelligence plus work effort (So, 2015).

This merit-based system emphasizes technical qualifications using processes that analyze work competency and require open application procedures. However, the merit system, which has been running so far, does not work perfectly and leaves several problems. Some problems that arise in the process of recruitment and selection of civil servants in 2018 are about the attitude of the government as the organizer who does not pay attention to the needs of future potential for its employees, and the subjectivity of the selectors at the interview selection stage.

The government feels it is necessary to have standardization for interviewers and implement blind interviews to avoid bias in the evaluation and selection of interviews. Besides, the concept of future potential is expected to be a concern of the government for recruiting employees, bearing in mind that the challenges of public organizations in the future will be more complex, so it is necessary to prepare employees who have the ability and competitiveness to face future challenges.

This article has limitations because it only uses un-depth case study methods and literature review in its writing. So the authors hope for further research that can be done by jumping directly into the field to explore the facts of the recruitment and selection of civil servants deeper so that it can produce research that is closer to the actual reality.

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Bumdes Acceleration Towards Mandiri Village

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Abstract

Village-owned enterprises (BUMDES) are village business institutions that are managed by the community and village government in an effort to strengthen the village economy and be formed based on the needs and potential of the village. In fact there are some villages that have succeeded in running and developing BUMDes, but there are still many BUMDES that are stagnant and even unproductive in Indonesia. The purpose of this study is to determine the conditions and governance of BUMDes that are successful and growing. The method used is a qualitative approach, this type of research uses literature studies by looking for theoretical references relevant to the case or problem found. The results of this study indicate that the Empowerment of Village Communities by the government through the Village Owned Enterprises (BUMDes) program is an appropriate and relevant effort to Indonesia which is geographically very broad and has diverse potential in each region and village. BUMDes can be the main wheel of economic drivers in the village. But, the acceleration is still not optimal, if seen from the number of BUMDes that succeed with the Number of Villages in Indonesia, it needs to be a common concern in order to improve and achieve goals

Keywords:

acceleration; BUMDES; desa mandiri

Introduction

Indonesia is a big country and has lofty ideals to create justice and prosperity for all its people. This is stated in the opening of the 1945 constitution in the IV-alenia, which is to create welfare in a just and prosperous manner. To be able to realize these ideals, the government needs to carry out national development in the community empowerment sector to all corners to villages in this country.

The development process in rural areas already has a legal umbrella as stipulated in Law No. 6 of 2014 concerning Villages, then also stipulated in Law (Law) Number 23 of 2014 concerning Regional Governments in Article 213 Paragraph (1) states that "Villages can establish Village-Owned Enterprises in accordance with the needs and potential of the village ". The substance of this law emphasizes the promise of meeting demand (demand complience scenario) in the context of development and community empowerment at the village level.

Decentralization has continued to develop since the era of regional autonomy and continues to provide significant changes in the implementation of community development by the government. Local governments are given the authority to be able to carry out development in the regions ... this is what has an impact on the current administration of local governments to become more independent and have the potential to carry out development in accordance with the potential needs of the region. Indonesia itself is very broad and has diverse natural resources and is an archipelagic country which in reality is not optimal if development is only carried out by the central government.

Data from the Indonesian Central Statistics Agency in Noerma Alifahrani Bahtiar in 2017, The role of the village is very important because most of the Indonesian population live in rural areas. Especially outside Java because its territory is still in the form of a traditional village and its inhabitants depend heavily on nature such as farming, gardening, raising livestock and others. The total population of Indonesia in 2010 was 237,641,326 people, including those who lived in urban areas as many as 118 320 256 people (49.79 percent) and in rural areas as many as 119 321 070 people (50.21 percent).

The Ministry of Villages, Disadvantaged Regions and Transmigration (Kemendes PDTT) noted that as of December 2018, 61 percent of villages had village-owned enterprises (BUMDes), or 45,549 BUMDes units had been formed in Indonesia. This number increased sharply from 2014 which only had 1,022 BUMDes. This means that the quantity has increased sharply, but the quality needs to be considered so that the expected village development is realized properly.

The portrait of life in the village which has been identical with backwardness has often been raised to the public surface but until now there has not been a concrete solution from the government that is able to improve life in the village (source: Statistics Indonesia, 2016 through: (www.bps .go.id). While the large population of Indonesians living in villages has the potential to determine the overall success of development.

Village-owned enterprises (BUMDES) are village business institutions that are managed by the community and village government in an effort to strengthen the village economy and are formed based on the needs and potential of the village. Village-owned enterprises (BUMDes) according to Law No. 32 of 2004 concerning regional government were established, among others, in the context of increasing Village Original Revenue (PADes) and towards Independent Village. So BUMDes has the same status as companies that can manage businesses in accordance with the potential of each village.

Solekhan (2014: 73) in Valentine queen Chintary and Asih Widi Lestari, Noting the large role of Village-Owned Enterprises (BUMDes) in providing alternatives to several mentoring and grant programs, it is necessary to have a good management concept including: (1) management of BUMDes must openly, and can be known by the public. (2) BUMDes management must be accountable to the village community by following the rules and regulations in force. (3) the village community is actively involved in the planning, implementation and supervision processes. (4) and the management of BUMDes must provide results and benefits for citizens in a sustainable manner.

Therefore, in terms of contributing to the PADes for the creation of an Independent Village, the BUMDes must have a good management concept. The purpose of this study is to determine the conditions and governance of BUMDes that are successful and growing. Therefore, the development of rural communities should be very important to note, in this case the Village-Owned Enterprises (BUMDes) so that the distribution of development in Indonesia can be realized optimally.

Theoretical Framework

Village-owned Enterprise (BUMDes) is a community-owned business entity and village government that is engaged in the economy. In its implementation it also has a variety of both potential complexity and challenges in each village. Some are running well and even experts (exceeding the target set), some are running stagnant (walking on the spot) and even losing a not small amount. Departing from the above, the writer then tries to remind again the importance of Village Community Development, in this case the BUMDes Program in realizing equitable development to the remote villages in Indonesia.

Various theories, concepts and opinions of the authors present to remind the various potentials and challenges as well as the things that influence in the implementation of rural community development in this case the Village Owned Enterprises (BUMDes) program. The author uses this type of literature study research by looking for theoretical references relevant to the case or problem found. The theoretical references obtained by means of research literature studies serve as a basic foundation and main tool for discussing various issues related to Village-Owned Enterprises (BUMDes). The theory or concept used is related to the field of scientific administration and public policy.

BUMDES and Village Government

Village government is an extension institution of the central government that owns it a strategic role in the regulation of rural / urban communities and the success of national development (Rafsanzani, et.al., 2010). Because, the village government has a significant role in managing social processes in the community. The main task carried by the village government is how to create democratic life, provide good social services so that it can bring its citizens to a prosperous, peaceful, and just life. In order to realize this task, the village government is required to make changes in a "radical" manner, both in terms of leadership and the performance of the bureaucracy which is oriented towards village services, so that it really leads to better governance practices, not bad governance (Dwipayana and Eko, 2003).

Furthermore Dwipayana and Eko (2003) explained that if the concept of good governance is placed within the scope of the village then there are two strategic issues that are important to consider. First, the issue of democratic governance (democratic governance), namely the village government that comes from community participation, is managed with accountability and transparency by the community, and then utilized as well as possible for the responsiveness of the community itself. Second, the relationship between governance elements in the village is based on the principle of alignment, balance, and trust in carrying out village development collectively to achieve the common good.

The village government becomes the center of village governance that has relations with the BPD, elements of civil society, and the economic community. The position of the village head is as personification of the village government. The village government and the village head are part of the chain of the state bureaucracy that carries out the regulatory and control functions in the region through administrative services, implementation of development projects, community mobilization to support government policies in providing services to citizens in the village (Fajar Sidiq 2015).

Meanwhile, according to Sunartiningsih in (Fajar Sidiq 2015) village empowerment in the context of village communities is the ability of individuals who are united in the community and building the empowerment of the community concerned. A society where most of its members are physically and mentally healthy, educated and strong, certainly has a high level of empowerment. However, in addition to physical things like that also develops intrinsic values such as family values, mutual cooperation, and diversity. The empowerment then becomes the basic element that enables a community to survive and in a dynamic sense develop themselves in achieving their goals. Community empowerment emphasizes more on efforts to improve the dignity and levels of the people who in their present condition cannot escape the pitfalls of poverty and underdevelopment.

In other words, empowering people is the same as enabling and independence of the community. Widjaja (2011) has explained that the core of empowerment is an effort to awaken all the village's abilities to achieve the goal. Achievement of goals is done through the growth of motivation, initiative and creativity to advance the economy and bring prosperity to the village.

Furthermore Fajar Sidiq 2015 explained that one of the important instruments in realizing an independent village was to establish a BUMDes. BUMDes can be used as a place for local residents to empower and independence the village from the tourist village destinations that have been offered. Because the village is seen as a legal community unit or public legal entity also has authority even though it is not as extensive as the authority held by the regional government. Village authority is the village's right to regulate, administer and be responsible for government affairs and the interests of the local community; what is meant by "regulating" and "managing" and what is meant by "governmental affairs" and "the interests of the local community".

Eko in (Fajar Sidiq 2015) explained regulating and taking care of it in several meanings, namely: (1) issuing and implementing rules of the game (rules), about what is permissible or not, so that it is binding on the parties concerned; (2) responsible for planning, budgeting for funds and carrying out development or service activities, and solving problems that arise; (3) decides and runs the allocation of resources (both funds, equipment and personnel) in development activities or services, including sharing resources with beneficiaries; and (4) taking care means running, implementing, and maintaining the regulated public goods. Implementation of development and public service is a concrete form.

In Law No. 6 of 2014 concerning Villages, BUMDes is a business entity that in whole or most of its capital is owned by the village through direct participation from village assets that are separated to manage assets, services, and other businesses, as much as ¬ the largest for welfare villagers. The BUMDes exists to increase income and villages in accordance with the needs and potential of the village (PP No 72/2005, Article 78 Paragraph 1). In its implementation, the regency / city government stipulates regional regulations (Perda) regarding guidelines for the formation and management of BUMDes. This provision is mandatory, not voluntary so that the management of BUMDes is in accordance with the characteristics of each region (Permendagri No 38/2010 concerning BUMDes).

Then, in Article 87 paragraph (1) in the Village Law it is explained that the village can establish a Village Owned Enterprise called BUM Desa; BUM Desa is managed with a family spirit and mutual cooperation (paragraph 2); and (paragraph 3) BUM Desa can run businesses in the economy and / or public services in accordance with statutory provisions. The word "can" in the Act implies that villages are given the opportunity, rights and authority to establish BUMDes.

Therefore, Sutopo (in Hastowiyono and Suharyanto, 2014) explained that BUMDes is a village business institution that is managed by the community and village government in an effort to strengthen the village economy and is formed based on community needs and village potential. BUMDes is a form of village institution that has the activity of running an economic or business venture to obtain benefits that are useful for the welfare of the village community. Furthermore, Sutopo emphasized that the Village established BUMDes was not solely to seek economic benefits or profits, but also included social benefits and other non-economic benefits.

Agung yusuf agunggunanto et al (2016) explained that BUMDes consists of business units with legal entities in which BUMDes share ownership is obtained from the village government and the community. BUMDes management is separate from management in the Village Government organization. The BUMDes management structure consists of advisors, operational implementers and supervisors. The BUMDes advisor is held by the village head / village head or village official. Advisers have the obligation, among others, to provide advice on the implementation of BUMDes management to operational operators, provide advice and opinions on issues that are considered important in the management of BUMDes and control the implementation of activities in BUMDes management. BUMDes needs competent people to carry out BUMDes operations professionally.

Furthermore Agung Yusuf Agunggunanto et al (2016) explained the recruitment of managers of BUMDes, especially for managerial positions, at least having experience in institutions that have a orientation to the profitability of business activities. Educational background is also important for BUMDes managers to be able to carry out their duties and functions in accordance with their work. Obligations of operational implementers according to those listed in Law No. 4 of 2015, namely implementing and developing BUMDes in order to become an institution that serves the economic needs and public services of rural communities, explore and exploit the potential of village economic efforts to increase the village's original income and collaborate with other village economic institutions.

So the BUMDes Institution is a separate institution from the Village Government Institution, BUMDes has its own structure and only needs coordination with the village government. The recruitment process, especially for managerial positions, is also more professional by taking into account experience, educational background in order to be able to optimally develop BUMDes in assisting village governments in the development of the economic sector of society.

Institutional definitions can be divided into two classifications (Erani in Edy Yusuf Agunggunanto 2016). Institutional when viewed from the process is an attempt to design patterns of interaction between economic actors in order to carry out transaction activities. Institutional aims to create economic efficiency based on political and social relations between actors and structures of economic power. BUMDes as a new institution at the village level has opportunities and challenges. Therefore, the governance or management of BUMDes must be arranged so that they are able to compete and assist the community in improving their economy. Good institutions have principles or rules that support the running of the organization and there are occupations that are covered that are described by the organizational structure of the establishment of BUMDes need to balance the strengthening of governance and regulatory rules. A weak legal basis can make BUMDes vulnerable to conflict.

This is reinforced by the concept of performance (Performance) can be defined as an achievement of the results or degree of accomplishment (Rue and byars, 1981 in Keban 1995). So, the performance of an organization can be seen from the degree to which the organization can achieve its goals based on predetermined goals. Performance is the result of collaborative activities among members or components of the organization in order to realize organizational goals.

While the organization is a form of human union to achieve a common goal. But we need to understand that the basis of the organization is not "who" but "what" which means that it is not the person who will hold the organization, but the "what" task from the organization. (Money, 1996: 23)

BUMDES and Village Potential Development

In Mahbub Junaidi 2015 states that BUMDes management principles are important to be elaborated or elaborated so that they are understood and perceived in a way that same by the village government, members (accompanying capital), BPD, Regency Government, and the community. There are 6 (six) principles in managing BUMDes, namely: First, Cooperative, All components involved in BUMDes must be able to conduct good cooperation for the development and survival of their businesses; Second, Participatory. All components involved in BUMDes must be willing to volunteer or be asked to provide support and contributions that can drive the progress of BUMDes businesses; Third is Emancipative. All components involved in BUMDes must be treated equally regardless of class, ethnicity, and religion; Fourth Transparent. Activities that affect the interests of the general public must be known to all levels of society easily and openly; Fifth Accountable. All business activities must be technically and administratively accountable; Sixth Sustainability. Business activities must be able to be developed and conserved by the community in the BUMDes container.

Further Mahbub Junaidi 2015 explained Related to the implementation of the Village Fund Allocation (ADD), the process of strengthening the village economy through BUMDes is expected to be more empowered. This is due to the support of funds village budget that is getting bigger. To enable the availability of sufficient capital to establish BUMDes. If this goes hand in hand, there will be an increase in the PADesa, which can then be used for village development activities.

The main thing that is important in efforts to strengthen the village economy is to strengthen cooperation (cooperatives), build togetherness / establish cohesion in all levels of village society. So that it becomes a driving force (steam engine) in an effort to alleviate poverty, unemployment, and open market access. more empowered. This is due to the existence of a supporter namely increasing village budget funds. To enable the availability of sufficient capital for the development of BUMDes. If this goes hand in hand, there will be an increase in the PADesa, which can then be used for village development activities. The main thing that is important in efforts to strengthen the village economy is to strengthen cooperation (cooperatives), build togetherness / establish cohesion in all levels of village society. So that it becomes a driving force (steam engine) in an effort poverty alleviation, unemployment, and open market access.

BUMDES in Realizing Mandiri Village

Budiono (2015) explained that one way to encourage development at the village level is that the village government is given authority by the central government to independently manage the scope of the village through economic institutions at the village level. One of these institutions is the Village-Owned Enterprises (BUMDes).

Then Edy Yusuf Agunggunanto (2016) explained the main characteristics of BUMDes that distinguish other commercial institutions (PKDSP, 2007) are (1) Business entities are village-owned and their management is carried out jointly; (2) Business capital of 51% comes from village funds and 49% comes from community funds; (3) The operationalization is based on a local culture-based business philosophy; (4) The potential of the village and the results of available market information are the basis for running the business sector; (5) Earnings obtained by BUMDes are used for efforts to improve the welfare of members and the community based on the rules that have been prepared; (6) Facilities supported by Provincial, Regency and Village Governments; and (7) The implementation of BUMDes operational is jointly supervised by the Village Government, BPD and members.

So BUMDes is an autonomous business entity, absolute ownership is in the hands of the Village through the Community and Village Government, beyond that no one may invest in BUMDes itself. So that with this authority BUMDes can manage the potential in the village to the maximum, strengthened with the village government which has the largest share, of course it can support with breakthroughs and with policies. This is also supported by Hardijono et al (2014) that the establishment of BUDes is a way to establish an independent rural economy in an effort to increase Village Original Income.

Furthermore Edy Yusuf Agunggunanto (2016) explained, an independent village is a village that is able to meet their needs and if there is assistance from the Government, the assistance is only stimulatory. Independent village development includes development planning activities that are participatory, transparent, accountable and detailed. These activities go through a series of stages namely planning and preparation, general village identification, village asset analysis and village development planning meetings (musrenbangdes).

This is consistent with Law No. 32 of 2004 the definition of village is regulated in Article 1 paragraph (12) as follows "Village or referred to by another name, hereinafter referred to as village, is a legal community unit that has territorial boundaries authorized to regulate and manage the interests of the local community, based on origin local customs and customs that are recognized and respected in the Government of the Unitary Republic of Indonesia system. " The definition of village described in Article 1 paragraph (1) of Law Number 6 of 2014 explains "Village is a village and a customary village or referred to by another name, hereinafter referred to as Village, is a legal community unit that has the authority to regulate and manage affairs governance, interests local community based on community initiatives, original rights, and / or traditional rights that are recognized and respected in the system of government of the Unitary Republic of Indonesia ".

Based on information from the BERDESA.COM Website, about the 5 best BUMDes in Java.

1. BUMDes Karangkandri Sejahtera

Karangkandri Village, Cilacap Kesugihan District utilizes the existence of a Steam Power Plant as a business opportunity. The village then established the BUMDes with a supplier business unit for various needs for PLTU. BUMDes Karangkandri Sejahtera supplies bolder needed by PLTU. As a result, the funds that have entered BUMDes reached Rp. 7 billion. Not included in the bill which reached Rp. 5 billion.

2. BUMDes Tirta Mandiri

His photos are widespread on social media and Google. That is the tourist attraction of Ponggok, Ponggok Village, District of Polan, Klaten. A natural swimming pool that has a myriad of unique attractions for its visitors. The visitors can take pictures of themselves in the water with all kinds of activities such as posing on a motorcycle, even sitting while facing a laptop.

The coolness of natural water with the bottom of the pond that is left natural makes this pool into an extraordinary underwater garden. This charm is what draws thousands of visitors to come there every day. As a result, Rp. 6 billion recorded every year by this tourist attraction. That's just from the side of the tour. Ponggok also develops freshwater aquaculture and is a fisheries-based culinary center which also attracts visitors from outside the area.

3. BUMDes Srisadani, Kedungprimen, Bojonegoro

It is a tradition for farmers in the Bojonegoro Regency and surrounding areas, to run their farm they suck water from the legendary Bengawan Solo. The large water demand for agriculture makes irrigation costs for rice fields a separate business cycle. This is what Srisadani is aiming for.

BUMDes srisadani develops the pumping business of tero rental in agriculture and earns Rp. 1.3 billion per year.

4. BUMDesa Tirtonirmolo

This BUMDes, owned by the residents of Kasihan Village, Bantul, is developing a savings and loan business unit. Departed in 1990 with a capital of Rp. 1 million and additional capital of Rp. 10 million, now this savings and loan has printed a turnover of Rp. 8.7 billion.

It is not only savings and loans that are gigantic, the existence of the village banking system has also led to the creation of economic improvement among MSME actors in the village. Savings and loans Tirtonirmolo proves itself able to push a variety of potential villages into income residents.

5. BUMDes Sejahtera Bleberan

In just a few years the Sri Getuk waterfall in Bleberan Village, Gunungkidul, Yogyakarta, became a tourist attraction that attracted extraordinary visits. Like a meteor, Sri Getuk sped into a tourist attraction that brought in Rp. 2 billion a year. Not only that, the number of tourist visits also encourage many new businesses to grow and develop among the people.

Those are the five best BUMDes in Java. The villages, with their various potentials, So, to create an independent village with BUMDes is not impossible, but can be realized as long as there is seriousness from the village government as BUMDES advisor and community motivator, then preparing qualified human resources and organizations and the community participatory one. The BUMDes above succeeded in creating an independent village with a turnover that was not small for the size of the village. The success of the BUMDes above needs to be transformed to all other BUMDes throughout Indonesia, because the success of forming an Independent Village is very instrumental in supporting national development.

This is strengthened in Surjadi 2009: 7, Organizational performance is the totality of the work achieved by an organization achieving organizational goals means that, the performance of an organization can be seen from the degree to which the organization can achieve goals based on the goals set previously.

Conclusion

Village Community Empowerment by the government through Village-Owned Enterprises (BUMDes) is an appropriate and relevant effort to Indonesia that is geographically very broad and has diverse potential in each region and village. BUMDes is a separate institution from the village government agency, and is engaged in profit-oriented economics. BUMDes can be the main wheel of economic drivers in the village.

BUMDES in creating an Independent Village in Indonesia has not been implemented to the maximum. This can be seen from only a small portion of BUMDES who successfully carry out their functions of creating independent villages, and most are still stagnant and even lose money. Because of this there needs to be an acceleration from the government by transforming the success of BUMDes that have succeeded to all other BUMDes throughout Indonesia.

This needs to be supported and developed in a sustainable manner. Although it is still not optimal when seen from the number of BUMDes that succeed with the Number of Villages in Indonesia, it needs to be a joint concern in order to improve and achieve goals. The spirit transformation by the government related to BUMDes-BUMDes that has been successful to BUMDes that are still stagnant throughout Indonesia needs to be more intensive so that the acceleration of BUMDes to independent villages can be realized and become a potential energy in efforts to accelerate national development.

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Social Capital in Forest Management of Gunung Sahilan Village Kampar District Riau Province

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Abstract

The Village Forest of Kenegerian Gunung Sahilan is one of the village forests that has been granted forest management permits by the Ministry of Environment and Forestry of the Republic of Indonesia in 2017. Management rights are given to Lembaga Pengelola Hutan Desa (LPHD) Kenegerian Gunung Sahilan which was represented by a traditional institution (ninik mamak). The institutional role has a considerable influence in the process of managing village forests so that social capital is needed. Social capital has a role as strengthening ties, relationships and networks among various institutions and social groups involved in village forest management policies.The purpose of this study was to analyze the formation of social capital in LPHD Kenegerian Gunung Sahilan. The method used in this study is aexplorative descriptive with a qualitative approach.The results of the study showed that at LPHD Gunung Sahilan had not applied the concept of social capital in village forest management activities optimally as evidenced by the lack of coordination between implementing actors, lack of community involvement and various activities dominated by certain groups. This causes the complexity and dynamics that are still very complicated, especially in social and economic aspects.

Keywords:

gunung sahilan; social capital; the village forest management

Introduction

Indonesia is a country that was awarded the richest tropical forest in the world. Data from the Food and Agriculture Organization (FAO) in 2010 shows that the world's forests including Indonesia's forests hold 289 gigatons of carbon in total and play an important role in maintaining global climate stability. Forests function as carbon dioxide sinks, animal habitats, hydrological current modulators, and soil conservation, and are one of the most important aspects of the earth's biosphere. The biodiversity contained in Indonesia's forests includes 12 per cent of the world's mammal species, 7.3 per cent of reptile and amphibian species, and 17 per cent of bird species from around the world. Indonesia's forests contribute to reducing greenhouse gas emissions. Besides, the forest is also a place for people to depend on life by utilizing the potential of the forest as meeting their daily needs. Forest products that have been managed by the community in the form of wood, various types of plants, and animals.

In Indonesia, forests are divided into several types, one of which is divided based on the type of management, one of which is social forestry. Social forestry is a system of sustainable forest management implemented in state forest areas or customary forests / customary forests implemented by local communities to improve their welfare, environmental balance and social-cultural dynamics. The government for the 2015-2019 period allocated 12.7 million hectares. The social forestry program is implemented through five schemes, namely Des Forests, Community Forests, Community Plantation Forests, Customary Forests and Forestry Partnerships. Conceptually, village forest is one of the schemes in developing social forestry in Indonesia (KLHK, 2017). The management of social forestry in Riau Province amounts to around 1.4 million hectares which are divided into 116,997 hectares of Tebatas Production Forest (HPT) which is a Convertible Production Forest (HPK) and 326,261 hectares is a partnership forest.

In the legislation explained that forest management aims for the prosperity and welfare of the community. forest management must also be based on the principles of justice and sustainability. In addition, in the Minister of Environment and Forestry Regulation Number P.83 / MENLHK / SETJEN / KUM.1 / 10/2016 concerning social forestry, it is explained that to reduce poverty, unemployment and inequality in management / utilization of forest areas, Social Forestry activities are needed through efforts to provide legal access to local communities in the form of Village Forest management, Village Forest is state forest managed by the village and utilized for the welfare of the village. In Indonesia, village forests are spread in several areas, including in Riau Province, located in Gunung Sahilan Subdistrict, Kampar Regency, which is called the Kenegerian village forest of Gunung Sahilan.

The role of the institution provides a considerable influence in the process of village forest management so that social capital is needed. Social capital has a role as strengthening ties, relationships and netwIn addition to social capital included in the social dimension of the paradigm of sustainable development that tries to integrate the three dimensions of social, economic and environmental (Fathy, 2019). Through social capital the process of social capital bounding is seen, bridging social capital and linking capital is the scope of social capital itselforks among various institutions and social groups involved in village forest management.The need to identify social capital in village forest management is the first step to reduce the risk of social conflict between implementing actors and the community.

The Problem

The Gunung Sahilan Kenegerian Village Forest became one of the village forests that obtained a forest management permit by the Ministry of Environment and Forestry of the Republic of Indonesia in 2017. The village forest management rights were granted to the Kenegerian Gunung Sahilan Village Forest Management Institute (LPHD). The management of LPHD Kenegerian Gunung Sahilan consisted of elements represented by ninik mamak and also the village administration.LPHD is a social forestry actor working in collaboration with community groups, the Customary Law Community (MHA) and the Forest Village Community Institution (LMDH). As an entity called a management agency, village forest management is expected to run well. Coordination between local governments and LPHD regarding forestry issues must always be done.

Basically, village forest management is carried out by the community. In this case, it can be said that the community acts as the main actor in village forest management. But so far the role of the community is not seen and instead replaced by the ninik mamak LPHD role. This is due to the ninik mamak concern for village forest management which will later be hampered.Also, the fact that occurs at this time is that there are still interests of various parties that cause conflicts between ninik mamak, local government and village government. Conflicts of interest that occur related to the issue of partnership over the management of permanent production forest areas that have been planted with acacia trees covering an area of ± 191 hectares.

Problems with the management of the Nigerian Gunung Sahilan village forest indicate that a good social relationship has not yet been created between the village forest management actors. The process of bonding, bridging and linking has not yet been able to identify the village forest management that has been rolled out. Lack of interaction, coordination and collaboration between the community, LPHD and village government

Method

This research belongs to the type of descriptive exploratory research with a qualitative approach. The method is used to describe and explain the role of social capital in the Village Forest Management Institute (LPHD). Researchers use informants to deepen the subject under study in deep interviews.research informants originating from, village communities affected by Gunung Sahilan Kenegerian Village Forest, Sorek Forest Management Unit (KPH), Watershed Management Agency (BPDAS), Ministry of Environment and Forestry, Balai III Regional Forest Production Management, Riau Forest Management Agency (LPHD) Kenegerian Gunung Sahilan, Village Chief and Gunung Sahilan Village Officials, Sahilan Darussalam Village, Subarak Village, Makmur Sejahtera Village, Suka Makmur Village, and Sahari Village,Gunung Sahilan Kenegerian traditional institution. The company is in the area around the village forest, a Non-Government Organization (NGO) that accompanies the management of the Gunung Sahilan Kenegerian Village Forest, the Mitra Insani Foundation (YMI). This research was conducted for four months. Interpretation of interview data will be tabulated into a text format and analyzed with relevant theories on the topic being studied.

Social Capital in the Management of the Gunung Sahilan Kenegerian Village Forest

The concept of social capital begins with thoughts about the powerlessness of society in the process of solving problems. Social capital also simply talks about the need for good cooperation and togetherness between each member of the community in solving problems (Syahra, 2003).In principle, social capital talks about social cohesion or bonding. The central idea of social capital about social ties is that networks are very valuable assets for social cohesion because they encourage a climate of cooperation to benefit (Field, 2010). Coleman and Putnam, Fukuyama (2002) explain that each group has the potential for social capital to what extent it is utilized concerning the radius of trust.

Haridison (2013) concluded that the views of some experts on the conception of social capital are: (1) a set of actual and potential resources; (2) the entity consists of several aspects of the social structure, and the entity facilitates the actions of individuals in the structure; (3) horizontal associations; (3) the ability of actors to guarantee benefits; (4) information; (5) norms; (6) values; (7) reciprocity; (8) cooperation; (9) networking.While

Pierre Bourdieu put more emphasis on theoretical understanding James Coleman poured ideas on social capital based on research results (Coleman 1988, 1990) and was followed later by the writings of Robert Putnam (1983, 1985) and Francis Fukuyama (1995). Through their writings, the concept of social capital began to receive great attention from various groups (Syahra, 2003).

Coleman argues that the notion of social capital is determined by its function. Even though there are actually many functions of social capital, but he said that basically, they all have the same two elements, namely: first, (1) social capital includes a number of aspects of social structure, and (2) social capital makes it easy for people to do things in the framework of the social structure.He stressed two aspects of social structure that are very important in facilitating the creation and development of social capital in various forms. First, aspects of social structure that create confinement in a social network that makes everyone interconnected in such a way that obligations and sanctions can be imposed on everyone who is a member of the network. Second, there are social organizations that can be used to achieve common goals.

Bain and Hicks (quoted in Krishna and Shradder, 2000) reveal two dimensions of social capital as a conceptual framework for developing a measure of the level of social capital. The first dimension, which he called the cognitive dimension, is related to values, attitudes and beliefs that influence trust, solidarity and reciprocity which drive towards the creation of cooperation in society to achieve common goals.Each ethnic group actually has this cognitive dimension - or can also be called a cultural dimension - even though it is in a different level.

Andriani (2013) suggested that the role of social capital can be seen in three dimensions, and this dimension can be identified in the Kenegerian Village Forest Management Institute of Gunung Sahilan, namely; social bonding, social bridging, and linking social capital. The complete relationship between the three dimensions can be seen in the following diagram:

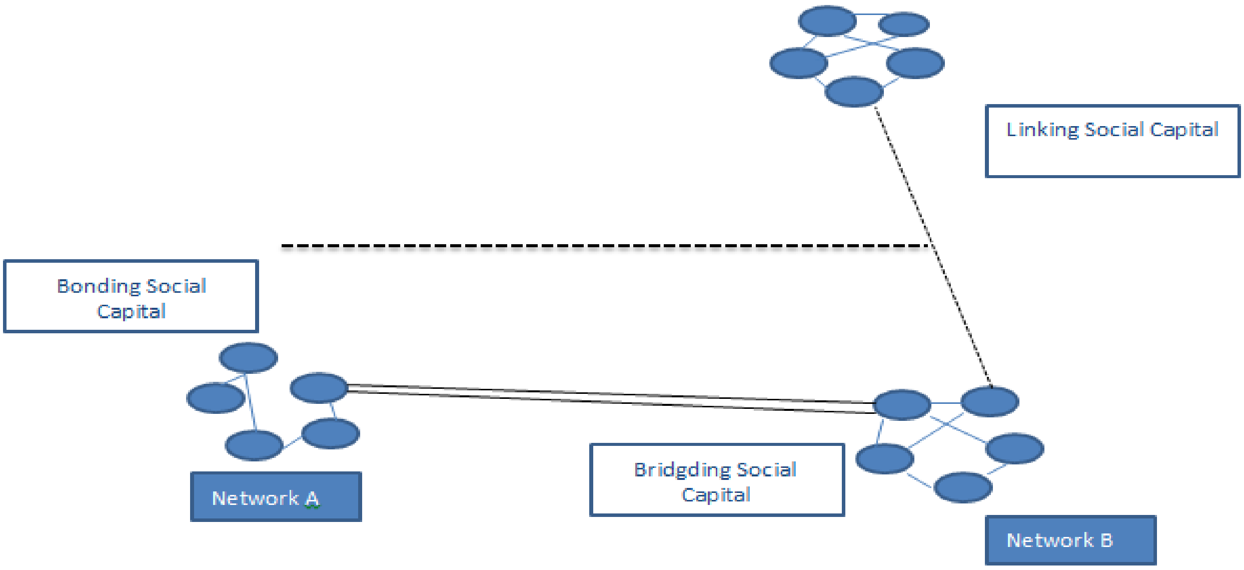

Figure 1. The Relationship Process of Bonding, Bridging and Linking Social Capital Dimensions

1. **Bonding Social Capital**

Social capital ties show strong family ties where social relationships are characterized by trust and reciprocity. As social capital and the mechanism of transition of low-income individuals (Narayan & Woolcock, 2000) explain this initial system of strong group connections helps its members to deal with socio-economic problems such as giving loans to someone with low-level or non-binding guarantees. Another characteristic of social capital ties is the strong reciprocity that operates between group members.This may be a consequence of a strong community system. According to Sabatini (2009) as the most popular economist who has built a structural index of social capital ties, the results of research conducted through the incorporation of elements such as; (1) family composition; (2) spatial distance between family members; (3) the relevance of other relatives; (4) the quality of relationships, both with family members and with other relatives. This element is a unique synthetic indicator of social bonding.

In the Nigerian Gunung Sahilan village forest management process carried out by LPHD there are some basic things such as the presence of elements of closeness between relatives or ninik mamak and the presence of local wisdom that is highlighted in village forest management such as in government affairs then what is prioritized is the village head, besides that in religious affairs the priority is the ulama and the last in the affairs of the river forest and ulayat land that is put forward is ninik mamak. Society in general also follows the direction of ninik mamak.

Regarding the quality of the relationship between LPIN ninik mamak with the village government and the community so far has not been going well. The closeness that should still be maintained has become increasingly complex since the interventions of various parties in the village forest management process that have been carried out so far. In addition, the relevance or interrelationship between mamak ninik members regarding various interests in village forests is still very clear.Therefore, the bonding process needs to be strengthened between LPIN mamak ninik especially with the community and village government. Through bonding, a good family relationship will be formed between LPHD ninik mamak, the community and the village government. With a good relationship, it will create a strong bond.

2. Bridging Social Capital

Social Capital Relations shows a network of friends, neighbours and acquaintances. This represents the strength of weak social relations (Granovetter, 1973). In other words, it shows the relationship between groups that are bound both in cultural relations, ethnicity, descent, the similarity in nature and others that form the basis of these ties. Relationships with individuals who belong to other groups open access to resources that are different from those that already exist in a group.

The form of bridging social capital discusses the existence of an institution that manages village forests, in this case, carried out by the Village Forest Management Agency (LPHD) in terms of managing village forests based on local culture. The management of LPHD Kenegerian Gunung Sahilan consisted of elements represented by ninik mamak and also the village administration.The Gunung Sahilan Kenegerian Village Forest is a village forest based on an indigenous community that was agreed upon by 2 (two) villages, namely Gunung Sahilan

Village and Sahilan Darusalam Village which are under the umbrella of Gunung Sahilan Kenegerian umbrella. The institutional arrangement is based on lineage and origin rights, in the form of the right to administer the area (ulayat rights) and take care of the lives of the customary law community. Each village forest management agency has its role and function:

1. LPHD has a role to socialize the formation of village forest to the community, compile a village forest management plan of the kenegerian mountain sahilan village, implement village forest management based on a plan that has been prepared.
2. The village government has the role of providing oversight of the performance of LPHD in village forest management facilitating LPHD in managing village forests both in terms of facilities and budget.
3. KPH has a role to assist LPHD in developing management plans. Assist LPHD in managing village forests.
4. NGOs have the role of assisting LPHD in applying for village forest area licenses to the forestry ministry. Accompany LPHD in making management plans.

3. Linking Social Capital

Linking social capital is a bond between different social classes. Social capital networks show the bonds that connect individuals or groups with people and groups in different positions of political or financial power (Sabatini, 2009).

In detail, the process of social capital linking is shown in the form of cooperation between LPHD ninik mamak, village government, NGO, KPH and the community. The collaboration is carried out in the form of a partnership with a third party specified in the land use block space that has already been planted with acacia wood, but this is only a form of cooperation that has not yet reached an agreement in the form of an MoU.In general, a collaboration between institutions and stakeholders does not go well or even tends to show various conflicts such as conflicts that occur between LPHD and the community such as the lack of socialization from LPHD and community land that enters the village forest area but has been planted with oil palm.management and coordination are considered not transparent by the village government, submission of the land area is not by the realization of village forest area permits and there is no accountability report from LPHD. Next

Also, LPHD conflicts with village government such as Based on the results of field research, it shows that there is not much collaboration between LPHD and the village government and the community. This is due to the lack of initial interaction and coordination regarding village forests. The process of linking social capital is not going well, only at the stage of closeness and bonded relations such as culture which is the basis of the relationship that occurs between LPHD, village government and the community. therefore social capital has not been well-formed in the management of the Gunung Sahilan Kenegerian village forest.

Conclusion

The management of the Gunung Sahilan Kenegerian Village Forest is conducted by the Village Forest Management Institute (LPHD) ninik mamak. During the management process, LPHD is assisted by various stakeholders including the village government, NGOs, KPH, and the community. The role of the institution provides a considerable influence in the process of village forest management so that social capital is needed. Social capital has a role as strengthening ties, relationships and networks among various institutions and social groups involved in village forest management.

In the management of the Gunung Sahilan Kenegerian village forest, there are three dimensions which form the formation of social capital. The three dimensions include bonding social capital which is characterized by the presence of elements of closeness between relatives or ninik mamak as well as the presence of local wisdom highlighted in village forest management. The second bridging social capital discusses the existence of an institution that manages village forest management, in this case, the Village Forest Management Agency (LPHD) in managing village forests based on local culture and the role of various stakeholders involved.Finally, the linking of social capital is shown in the form of cooperation between LPHD ninik mamak, village government, NGO, KPH and the community. Based on these three dimensions, it can be concluded that social capital has not yet been formed due to the lack of good cooperation between LPHD and stakeholders. Therefore, it is necessary to have good communication, socialization and coordination in village forest management which must be carried out by the management actors so that the management of the Kenegerian Gunung Sahilan village forest can run well.

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Standardization of Integrated State Border Post Development

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Abstract

Border areas both on land and at sea as a border of national sovereignty universally have a very important and strategic role, both for national interests and for relations between countries (international). However, the problem that is cross-border in nature is global, especially facing transnational crime that is far more dangerous than military threats. Therefore, solving the problem across borders is not enough to be handled by the Republic of Indonesia itself, but rather by countries in the world to combat transnational crime. A practical and simple step is the need for an agreement between countries at the border to agree to safeguard and maintain cross-border boundaries safely and orderly. Standardization of Integrated PLBN Development includes technical standardization of PLBN buildings and standardization of Integrated PLBN management. In this activity, work will be carried out on the preparation of Integrated PLBN management standardization, which is standardization of the more popular PLBN work mechanism with the term Standard Operating Procedure (SOP) or Fixed Procedure (Protap) to facilitate PLBN officers in understanding PLBN SOPs and at the same time as a base line for basic improvements Future PLBN SOPs.

Keywords:
Standardization, Integrated, State Border

Introduction

Border areas both on land and at sea as a border of national sovereignty universally have a very important and strategic role, both for national interests and for relations between countries (international). Direct land and sea borders with 3 (three) countries, namely Malaysia, Papua New Guinea and the Democratic Republic of Timor Leste. As an archipelagic state, the Unitary State of the Republic of Indonesia has maritime boundaries in the form of territorial sea boundaries, continental shelf boundaries and Exclusive Economic Zone (EEZ) boundaries, which are jurisdictional boundaries with 9 (nine) countries, namely India, Thailand, Malaysia, Vietnam, the Philippines, Palau, Papua New Guinea, the

Democratic Republic of Timor Leste and Australia. However, arrangements regarding the management of national borders have so far not been able to run optimally. This can be seen from the unfinished number of problems in the country's territorial boundaries both on land and at sea. Various factors have been identified as a barrier to the low level of resolution of border issues between countries, the most fundamental part is that the border management program has not been integrated in all related sectors. Cross-border problems are global in nature, especially facing transnational crime that is far more dangerous than military threats. Therefore, solving the problem across borders is not enough to be handled by the Republic of Indonesia itself, but rather by countries in the world to combat transnational crime.

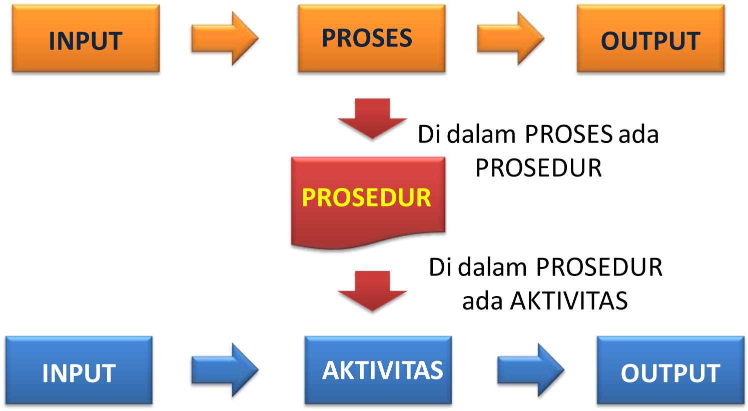
Cross Country Border Posts (PLBN) which have inadequate infrastructure facilities must be the focus of attention of the two countries because PLBN is an exit and entry point between countries, including transboundary crime entrances. In addition PLBN is a part that is first seen and encountered by border crossers from neighboring countries so that the good and bad conditions of the PLBN can provide an initial assessment of the condition of a country. In other words, in addition to requiring an orderly and safe PLBn, it is also a State-Owned PLBN that is convenient for border crossers.

PLBN which is a place for Customs, Immigration and Quarantine or CIQ (Custom, Immigration and Quorantine) services as well as a gate that regulates the flow of people and goods in and out of border areas. As a gateway to the country, the availability of PLBN facilities and infrastructure is expected to meet the need to regulate social and economic relations between the people of Indonesia and those in neighboring countries. With the existence of border facilities and infrastructure, this will reduce illegal activities, including the entry and exit of illegal goods. However, the number of PLBNs equipped with factually integrated infrastructure facilities is still minimal. Responding to the phenomenon of border which is very complex, especially the PLBN buildings that have not been integrated and integrated in the CIQ service, it needs to be immediately followed up with the Integrated PLBN Development Standardization Study.

PLBN in Indonesia has the same standard operating procedures. With this SOP, it will facilitate the operation of PLBN with more measurable service results. In addition, the transfer of officers from one PLBN to another PLBN will not face work obstacles because each PLBN has the same procedure. So with SOP there will be standards that can become work references, organizations become stronger and team work gets better. In general, it can be said that the SOP will further improve efficiency, effectiveness and accountability in carrying out tasks and help employees become more independent. A management system or process consists of many activities and the management process can only run if every accompanying activity can run well. Each system consists of many sub-systems.

So each process consists of procedures and each procedure consists of activities, which can be simply described as follows:

Figure 1.
Relationship of Processes, Procedures and Activities



So an SOP needs to be made for each ACTIVITY that accompanies a management PROCESS. Understanding the management process is the entire work process that is in a PLBN (Land) both the scope of the duties of CIQ and UP Integrated PLBN.

Methods

Data collection activities for the preparation of PLBN Standard Operating Procedures (SOP) are carried out in the following ways: Immigration, Customs and Excise Section, Quarantine Section and UP PLBN; b.) Documents namely data collection carried out using data documents that have been collected by the Immigration Section, the Customs Section, the Quarantine Section and the UP PLBN and the regulations and existing service procedures; c.) Observation, namely observing various documents and service procedures carried out in the PLBN environment.

Data collection activities for the preparation of PLBN Standard Operating Procedures (SOP) are carried out in the following ways: Immigration, Customs and Excise Section, Quarantine Section and UP PLBN; b.) Documents namely data collection carried out using data documents that have been collected by the Immigration Section, the Customs Section, the Quarantine Section and the UP PLBN and the regulations and existing service procedures; c.) Observation, namely observing various documents and service procedures carried out in the PLBN environment.

Data analysis on the preparation of PLBN Standard Operating Procedures (SOP) is carried out qualitatively, namely by explaining in detail the sequence of activities in each activity that is carried out routinely on units in the PLBN

SOP is a work guideline for PLBN employees or officers, so it must be prepared easily and clearly for employees who use the SOP. Thus the nature of the SOP is as follows: a.) The SOP must be oriented towards the user SOP (User guide), not oriented to the Customer's need or the person served by the officer. b.) Easy and clear for SOP users. c.) In line with other SOPs, meaning that there is no conflict with other procedures. d.) Measurable, both in terms of time, cost, quantity and quality. e.) SOP is a legal product, so the enactment of SOP needs to get legitimacy from the authorities.

The approach used in the preparation of PLBN Standard Operating Procedures (SOP) is based on several approaches, namely: a.) Formal Legal Approach, namely the preparation of Standard Operating Procedures (SOP) based on applicable regulatory provisions, both concerning the substance and format used. b.) Participatory approach, namely the preparation of Standard Operating Procedures (SOPs) as much as possible to open space for involvement of related units where Standard Operating Procedures (SOPs) will be enforced. While the principles used in the preparation of PLBN Standard Operating Procedures (SOP) are as follows: a.) Ease and Clarity. b.) Efficiency and Effectiveness. c.). Harmony. d.) Measurability. e.) Dynamic. f.) User-oriented. g.) Legal Compliance. h.) Legal Certainty.

Results and Discussion

One of the important efforts in realizing good governance is the formulation of Standard Operating Procedures (SOPs) in each government administration unit. It is hoped that the drafting of the Standard Operating Procedures (SOP) will be able to provide guarantees for the management of government administration and services to the public in a sure, transparent, fast and professional manner. Standard Operating Procedures are a series of standardized written instructions regarding the various processes of carrying out government administration, how and when they must be carried out, where and by whom. Standard Operating Procedures can be seen as a series of standardized written instructions regarding the process of carrying out the tasks of the Government. Preparation of Standard Operating Procedures (SOP) can provide benefits in the delivery of services to the community.

Procedurally, the process of preparing Standard Operating Procedures can be carried out through three main stages, namely: The preparation stage includes activities; Standard Operating Procedures; Operational Procedure. The Preparation Phase is the stage in which the data collection is carried out. Data needed in this activity includes: Document data, which includes: Regulations relating to the duties and authorities possessed by various units in the PLBN. Legal regulations related to standardized activities and several other documents; Primary Data which includes data from interviews with sources mentioned above and observations related to the preparation of Standard Operating Procedures. The analysis phase in the preparation of the PLBN Standard Operating Procedures includes the following analysis activities: Analysis / Assessment of Needs of SOP (Need Assessment); SOP format identification; Drafting / Writing Draft of Standard Operating Procedure (SOP).

SOP Needs Analysis / Assessment

SOP needs assessment is basically the first step in the preparation of SOPs. There are two main activities in this stage, namely: first, reviewing the existing SOPs to be evaluated, whether they are still in accordance with developments or not. If it is still relevant it can still be used, but if it is not relevant it can be adjusted. Second, compile SOPs for activities that are not standardized. The steps used in the assessment of SOP needs are as follows: Compiling a needs assessment action plan, conducting a needs assessment, making a list of SOPs to be developed, making an SOP needs assessment document. Basically a good SOP format is one that can provide a forum and can transmit the required information appropriately and facilitate the implementation of a consistent SOP. In principle, the SOP format can be done in several forms, namely: Simple Steps (Simple Steps), This simple step is used if the procedure to be compiled only contains a few activities and requires a few decisions. Only a few people carry out standardized procedures. Sequential Stages (Hierarchical Steps), Used for activities that are arranged quite long, more than 10 steps and require more detailed information but only requires a little decision making. Graphic (Graphic). This format is used if the compiled procedure requires a long and specific activity. Flowchart. The flow diagram format is used if a lot of decision making is needed in the SOP. The SOP writing that will be used is the format as specified in the main PLBN institutional.

PERMENPAN Number: PER / 21 / M. PAN / 11/2008, SOP Writing basically involves 3 main activities, namely: a). Information Collection. Data obtained from various methods as explained above are sources of information for writing SOP. At this stage various SOP possibilities can be developed. b.) Analysis and selection of Alternatives. Based on the principles of the preparation of SOPs, various SOP writing alternatives are chosen based on these principles. c.) Writing SOP. SOP is written based on a predetermined format. PLBN consists of several main activity processes which can then be translated into activities and sub-activities. SOP compilation includes the preparation of procedures for each activity or procedure for each sub-activity and even for sub-activities.

Figure 2. In general, examples of the scope of PLBN activities include the following:

02 Immigration

021 Cross-border document services and checks ◎ PROCESS

0211 SOP Passport services and checks

0212 SOP of Pas-border cross-border service and inspection

022 Handling of border crossers without documents

023 Etc ...

03 Customs

031 Baggage inspection and services <40 kg

0311 SOP Inspection of luggage with a Scanner

0312 SOP Manual luggage inspection

032 Cargo service and inspection> 40 kg

033 Etc.

04 Quarantine

041 Health Quarantine

042 Animal quarantine

05 PLBN Management Unit

051 Internal management

0511 General Administration

0512 Accounting and finance

052 External management

0521 Canteen (Food court) and Cafe

0522 Mini market

Source: processed by researchers 2018

One-Stop Service As An Effort To Improve Service Quality

As mentioned at the outset that it has become an agreement that good governance at all levels of government institutions must be based on the principles of the administration of a new government that is based on a set of laws which are essentially: (1) governance must be based on a new spirit reflecting brokrasi reform (2) the administration of government must be based on a clean and authoritative government free from Collusion, Corruption and Nepotism and (3) the administration of government must be oriented to interests and services to the people quickly, cheaply and easily.

The purpose of the implementation of governance that bases itself on the provisions as mentioned above is in addition to increasing the effectiveness and efficiency of government institutional performance, it is also intended to improve service delivery to the public. Government institutions at every level of government are required to be able to provide services in accordance with community expectations and community needs. The desired pattern of public service based on the spirit of bureaucratic reform is public service that draws closer to the party being served. The service pattern that is desired, desired, and expected by the community is a service pattern that is faster, cheaper, and better. To fulfill the desires and expectations of the people served, service providers must be closer, faster, and better. For this reason, every process of governance requires changes and improvements in terms of vision, mission, approach, and strategy in the administration of government and services to the community. This change is in response to the demands and changes in the development paradigm that are more community-oriented as well as an increase in services that are more efficient and professional.

UNDP (Sedarmayanti, 2003) mentions the character of governance that is oriented towards good governance has the following characteristics: Participation, Rule of Law, Transparency, Responsivness, Consensus Orientation, Effectiveness and Efficiency, Accountability and Strategic Vision. With a variety of provisions and the spirit of government administration, government institutions must be able to innovate in improving the quality of public services so that the impression of a slow, convoluted, unfriendly government bureaucracy can be eliminated. The aspiration to realize a professional and capable and accountable government bureaucracy is a concrete manifestation of the implementation of the principles of good governance. The patterns of public service in practice can basically be grouped as follows: Functional patterns; Centralized pattern; Integrated pattern; and the task force pattern.

Functional service patterns are public services provided by service providers in accordance with their duties, functions and authorities. For example, tax services will be handled by organizational units that function to collect taxes, for example KPPD (Regional Tax Service Office), electricity supply by PLN, telephone network arrangements by PT Telkom, and so on. The pattern of centralized services is that public services are provided solely by the service provider based on the delegation of authority from other relevant service providers concerned. In other words, it can be said that the pattern of public services carried out by a government agency acting as coordinator of the services of other agencies related to the field of public services concerned. For example, the management of passport services by the Immigration Office, birth certificate by the Civil Registry office, etc.

The integrated service pattern consists of two forms, namely: a) Integrated One Roof. The one-stop integrated service pattern is held in one place which includes various types of services that do not have a process interrelation and are served through several doors. There is no need for one type of service to be close to the community. b.) Integrated One Door. The one-stop integrated service pattern is held in one place which covers various types of services that have process interrelations and are served through one door. Aside from providing one-stop service, there are other things that deserve attention in order to improve service performance. According to Moenir (1998), so services can satisfy the person or group of people served, there are four basic requirements that must be done by the company, namely (1) polite behavior, (2) how to convey something related to what should be received by the person concerned, (3) the exact time of delivery, and (4) hospitality. Supporting factors that are not less important than satisfaction include the awareness factors of officials or officers working in public services, regulatory factors that form the basis of service work, organizational factors which are tools and systems that enable the operation of service activities, revenue factors that can meet the needs minimum life, staff skill factor, and facility factor in implementing service tasks.

Meanwhile, according to Parasuraman (in Prianto, 2006) it is stated that there are five dimensions that must be considered in measuring service quality, namely: (1) tangible dimensions, (2) reliability dimensions, (3) responsiveness dimensions, (4) assurance dimensions and (5) empathy dimensions. Tangible dimensions involve something that can be observed physically related to services, such as: physical office buildings, equipment, procedures, requirements and the like. The reliability dimension is related to the degree of reliability of the public service apparatus in providing services. This dimension relates to the speed and accuracy of public service institutions and their apparatuses in carrying out their service activities. Meanwhile the responsiveness dimension is related to responsiveness to complaints, hopes and changes in the community. This dimension is related to a proactive attitude and is always alert for public service officers towards what happens in the community. The assurance dimension is related to the issue to what extent the ability of the institution and its officials to instill trust and confidence in the customers or communities served. The ability, skills and friendliness of service officers will encourage public trust in public service institutions. Whereas the empathy dimension is related to the existence of caring and caring attitudes towards every community that receives services.

In addition to efforts to simplify service paths through the concept of integrated services, improvements in service delivery can be done through changes in the governance system, while not forgetting improvements to human resources or institutions. . Governance must be able to provide guarantees to implementing officers in carrying out their respective duties and functions in the context of the realization of the principle of professionalism.

Conclusion

PLBN consists of several main activity processes which can then be translated into activities and sub-activities. Standardization of Integrated PLBN Development includes technical standardization of PLBN buildings and standardization of Integrated PLBN management. In this activity will be carried out the preparation of the Integrated PLBN management standardization namely standardization of the work mechanism of the more popular PLBN with the term Standard Operating Procedure (SOP) or Permanent Procedure (SOP). SOP preparation includes the preparation of procedures for each activity or procedure in each sub-activity and even in sub-activities. The SOPs that need to be made in the 4 main activities of the National PLBN, which are detailed according to the activities and sub-activities of the main activity process, are 4 large groups of SOPs that will be made in separate reports as follows: Immigration SOPs; Customs SOP; Quarantine SOP; SOP UP PLBN. In addition PLBN needs to be addressed and implemented a one-stop integrated service pattern (integrated) which is held in one place which includes various types of services that have process links and are served through one door.

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The Implementation of One-Stop Integrated Service Policy in Klungkung Regency

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Abstract

The government of Klungkung Regency is one of the Regencies in Bali that carried out reforms in order to simplify the licensing process by holding one-stop integrated service. The purpose of this study is to determine the implementation of the policy and the inhibiting factors of the one-stop integrated service. Van Horn and Van Meter Theory were used in this research. The research was conducted at the Department of Investment and One-Stop Integrated Services in Klungkung Regency by using a qualitative research method. The result is that the implementation of the policy shows a tendency for increasingly improved attitudes. The inhibiting factor of the implementation of the policy is the different perception between the Department of Investment and the technical team related to the administrative services and the unavailability of a public service mall to facilitate the licensing and non-licensing process. In terms of human resources, the inhibiting factors are related to professionalism, competence, empathy, and ethics. The next problem is the minimal service quality that complicates the process.

Keywords:

Implementation; policy; one-stop integrated service

Introduction

Public service is a community need. Faced with the growing demand for the public service, the local government is now having difficulty in providing adequate and balanced supply due to low efficiency and insufficient co-ordination. Therefore, the most urgent thing is to take effective measures to promote the local ability to provide public service. Yang, Y., 2016, 1). The government is required to provide community-oriented services and needs. Therefore, a reform through the new organizational models to provide public services based on the customer's point of view, both the general public and the business community (Umar, A., Madani, M., Farida, U., Yusriadi, Y., Tamsa, H., Yahya, M., ... & Sakkir, G., 2019, 1). In fulfilling the interests of the community, the government of Klungkung regency organizes the one-stop integrated services.

The Department of Investment and One-Stop Integrated Services (Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu) of Klungkung regency has a licensing and non-licensing mechanism or service. The operational standard of the procedure for the licensing service is known that the permit application is in one place. However, the fact is that the technical team is still in its parent agency so that the licensing process will take time. The form of services provided by the Department of Investment and Integrated Services for the past two years can be seen in the following table:

Table 1.1
Targets and Realization of Licensing Performance Indicators

Purpose	Performance Indicator	Target		Realization	
		2017	2018	2017	2018
Increase Investment Realization and Professionalism in Licensing Services	Permission Request	1043	1022	1017	998
	IKM	78 %	80 %	72%	74%

Source: DPMPTSP Kabupaten Klungkung, 2018

Seen from table 1.1 the Targets and Realization of the Licensing Performance Indicator shows that there has been a decrease in terms of realization. This is because there are problems in the form of services that is not optimal from the implementation of one-stop integrated service in which the Department of Investment and One-Stop Integrated Services in licencing is not in one place. The technical team is still at its parent agency, for example to get the health permit, people must go to the Health Department to get recommendation. Research permit is also the same and to get all licenses for obtaining technical recommendation, people must go to the relevant department. Therefore, it takes time that make it not effective and efficient.

Viewed from this background, in which the principle of Presidential Regulation Number 97 of 2014 is to shorten the service process, coordination and delegation of authority in the Department of Investment and One-Stop Integrated Services in the implementation of one-stop integrated service has not run optimally. Therefore, in implementing the policy, it is very necessary to know, how the bureaucratic pathway, delegation of authority, and commitment of local government so that licensing services can run optimally.

Method

The research approach used in this study is a qualitative descriptive approach. This research was conducted at the Department of Investment and One-Stop Integrated Services (Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu) in Klungkung Regency, located on RA. Kartini street No. 33 Semarapura, Klungkung Regency. This place was chosen because there were problems in organizing one-stop integrated services so it needs an evaluation.

In accordance with the qualitative descriptive approach used, the instrument used to collect data is the researcher himself. Human instrument is a research instrument that is not external, but internal, namely the researcher himself as an instrument. In this case, researchers conducted planning, implementation, data collection, analysis, and interpretation.

Result and Discussion

Implementation of the One-Stop Service Policy at the Departmen of Investment and Integrated Services in Klungkung Regency

The most important task of each government office is to provide the services, because basically the establishment of the government agencies is intended as the main tool in providing the services to the public (Wijaya, 2018, 1). The implementation of the one-stop integrated services policy at the Department of Investment and One-Stop Integrated Services in Klungkung Regency in which the service patterns are held in one place covering various types of services that have a process linkage and are served through one door, get delegation from institutions that have licensing and non-licensing authority . The implementation of the one-stop integrated services policy set in Presidential Regulation No. 97 of 2014 concerning the implementation of one-stop integrated services. This department has implemented the one-stop integrated services policy.

The implementation of the one-stop integrated services policy in Klungkung regency is determined by the degree of implementability of the policy that is in the form of interests influenced by the policy itself. The implementation of the one-stop integrated services policy at the Department of Investment and Integrated Services in Klungkung Regency also experienced obstacles related to service standards that were not in accordance with the needs and expectations of the community. Bureaucracy often becomes an obstacle in implementing policies. The character of a bureaucratic organization that is supported by standard operational procedures allow it to be applied by the implementing team in equalizing the perception of similarity of actions in the organization.

The Department of Investment and One-Stop Integrated Service in Klungkung Regency received the delegation of authority in terms of licensing. Based on the Decree of the Regent of Klungkung Number 338/16 / HK / 2017 on amendment Number 46/16 / HK / 2017 concerning Delegation of Authority to Sign Licensing on Behalf of Bupati to the Head of the Department of Investment and Integrated Service in Klungkung Regency. The following are the types of licensing handled by this department and are still in the process of delegation.

The implementation of the one-stop integrated services policy in providing services to community users does not have a clear paradigm in terms of public services and maintaining a feudal bureaucracy. The transformation of the paradigm of the redesign of the system and organization of public services must be carried out so that the government is capable of carrying out obligations in providing services to the public. The people who use licensing services want one-stop integrated services to cut the bureaucratic chain in the management of permits; therefor, the service users in taking care of permits just need to go to One-Stop Integrated Services. The regional government of Klungkung regency has implemented one-stop integrated services policy in order to increase investment by forming the Department of Investment and One-Stop Integrated Services. The implementation of the Regional Investment Licensing Services in the Klungkung Regency, in this case has the main task of assisting the Regent in organizing the government in the area of promoting and licensing regional investment. The management of one-stop integrated services is part of public services that aim to provide services to the community, especially among the business world, in providing licensing and non-licensing services.

Licensing and non-licensing procedures are procedures, formal requirements and work processes that must be fulfilled by the One-Stop Integrated Services in the context of determining licensing and non-licensing decisions. One-Stop Integrated Services in the implementation of a permit and non-licensing activity that gets delegation of authority from an institution or agency that has licensing and non-licensing authority whose management process starts from the application stage to the issuance stage of documents carried out in one place. Improved licensing services are part of the government's efforts to provide better services to the community, including businesses, regional heads to accelerate the delegation of authority over the process of issuing permits and non-permits relating to business in the regions to the One-Stop Integrated Services to encourage them perform well. Business licensing is one of the things that must be passed by business actors who will start a business or are in the business development stage.

If the local government is seen from the perspective of the effectiveness of investment licensing services carried out by the One-Stop Integrated Services, some concrete evidences of investment licensing services have been described in the increase in investment licensing which has an impact on economic growth, licensing and non-licensing services, through one door service system. Furthermore, it is mentioned that what is meant by simplifying services is an effort to reduce the time, procedure, and cost of licensing and non-licensing. Besides, it is regulated about the duties of the agency having the task of carrying out coordination and organizing administrative services in the field of licensing in an integrated manner with the principles of coordination, integration, synchronization, simplification, security and certainty.

The implementation of Presidential Regulation Number 97 Year 2014 regarding the Implementation of One-Stop Integrated Services will be analyzed by using the Van Horn and Van Meter Theory. In detail, the variables of the implementation of public policy models, Van Meter and Van Horn states "there are 6 variables that affect implementation performance". The six variables are policy standards and targets, resources, communication between organizations and inauguration of activities, characteristics of implementing bureaucracy, level of compliance and responsiveness of target groups (social, economic and political conditions), disposition or attitude of implementers.

This theory explains that policy performance is influenced by several interrelated variables, these variables are the standards and objectives of the policy or size and policy objectives, resources, communication between related organizations and implementation activities, characteristics of implementing organizations, social environment, economy and politics, and attitude of the implementers. The following is the discussion of this research using the theory of Van Horn and Van Meter

1. Policy Standards and Targets

Standards and targets must be formulated specifically and concretely so that it can be measured the extent of what has been implemented and how well the level of success is because policy performance is basically an assessment of the achievement level of these standards and targets have been implemented and how well the level of success. The implementation of good public services basically requires the involvement of all components of the stakeholders, both within the bureaucracy and in the community. The implementation of good governance is a government that is close to the community and in providing services must be in accordance with the needs of the community. One of the inherent views of most people is due to the lack of professionalism of officers in service organizations. This fact demands special attention for employees, especially those who work directly in the provision of public services. The implementation of the policy at the Department of Investment and One-Stop Integrated Services in Klungkung Regency is to get full delegation in licensing and non-licensing services that are still in the relevant Regional Apparatus Work Unit. Currently, 63 licencing are delegated in the authority from 31 licencing. In this case, the commitment form the leader to delegate authority about licensing services is very needed.

Viewed from the discussion, it is concluded that for the standard variables and policy objectives at the Department of One-Stop Investment and Integrated Services in Klungkung Regency are guided by Presidential Regulation 97 of 2014 concerning the Implementation of One-Stop Integrated Services. The standard operational procedures are used for reference in the licensing process in terms of time, cost and flow. The Regional Government of Klungkung Regency has implemented a One-Stop Integrated Services policy in order to increase investment by forming the Department of Investment and Integrated Services. For this reason, it can be seen that the policy standards and objectives are operating properly.

2. Resource

Policies require resources in the form of funds and other incentives that are likely to encourage the implementation of effective implementation.

Based on that explanation, it can be concluded that resource variable in the Department of Investment and One Stop Integrated Service Klungkung Regency in general has been able to carry out operational activities in the context of service effectiveness.

Increasing the ability of human resources in the organizational environment is done by planning in accordance with the ability of the existing budget. Training and education related to the field of work are carried out, although there are obstacles in the structure due to existing budget constraints.

3. Communication between Organizations and Inauguration Of Activities

A policy, in order to be successful in its implementation, must create a good communication between the implementing organization and the determination and clarity in the implementation of the policy. Variable of communication between organizations and inauguration of activities at the Department of Investment and One-Stop Integrated Services of Klungkung Regency are well studied because the relationship between the implementing organizations and technical organizations must continue to coordinate in the completion of licensing recommendations in order to complete the licensing process. If it does not go well, then the procedure for administering licensing services is not fulfilled on time. It will be very detrimental to the community in licensing management.

4. Characteristics of Implementing Bureaucracy

Characteristics that can be mentioned include competency, range and degree of control, political support, organizational strength, degree of openness and freedom of communication and openness in relation to policy making. The variable of characteristics in implementing bureaucracy in the Department of Investment and One Stop Integrated Services of Klungkung Regency run quite well in which the organizational structure can be used as a variable that explains the characteristics of the organization. With the organizational structure, it will be clear for people who include factors such as the number of occupational specializations, scope of interpersonal formulation as well as arrangements for the use of technology to achieve goals and be efficient and effective and place employees in the organization based on their specialization.

The use of information technology is needed in public services. The Electronic Government Program aims to realize excellent service through increasing the scope of licensing services by the bureaucracy of regulation / city government in Indonesia. (Yusriadi, Y., Sahid, A., Amrullah, I., Azis, A., & Rachman, A. A., 2018). In this technological era, it is time for the government to implement development using information technology to accelerate the development process. (Putra, D. A., Jasmi, K. A., Basiron, B., Huda, M., Maseleno, A., Shankar, K., & Aminudin, N., 2018, 2251).

5. Level of Compliance and Target Group Responsiveness

This matter is based on several questions, for example with the economic resources that are owned to support the successful implementation and socio-economic conditions of the people affected by the policy. Licensing bureaucracy has not run efficiently and effectively, so that there are still many problems encountered in the service. Therefore, licensing service mechanism and management are absolutely necessary to create services that are fast, cheap, easy, transparent, certain, and affordable, so that they can attract the interests of business actors and investors.

Licensing service mechanism needed in supporting the implementation of One-Stop Integrated Service in the form of the needs of procedures and public service delivery systems that are carried out by them. From the aspect of service recipients, standard operating procedures that represent each type of licensing and non-licensing services become very necessary because they reflect the work mechanism of the One-Stop Integrated Service in processing every service they have. Transparency needed in the mechanism of the One-Stop Integrated Services' work is very crucial, so that all work mechanisms must be published openly and continuously, both through print and electronic media..

6. Disposition or Attitudes of Implementers

The attitude of individual implementers greatly influences the shape of their responses to the interrelationships between these variables. The form of implementing response becomes the cause of its success and failur. Implementing public services, hereinafter referred to as official actors, employees, officers, and everyone who works in the organizing organization at the Klungkung Regency One-Stop Investment and Services to carry out actions or a series of public service actions. As an actor in the implementation of the One-Stop Integrated Service policy is the administration of the government. In the process, it is not only carried out by the One-Stop Integrated Services but involves the technical service, prioritizing processes and procedures, in which in the process of preparation, planning, and formulation of a policy always prioritizing togetherness and carried out by involving all stakeholders.

Inhibiting Factors in Organizing One-Stop Integrated Services at the Department of One-Stop Investment and Integrated Services in Klungkung Regency

Administrative services are public services by the organizers that produce various forms of official documents needed by the public. One-stop integrated service delivery is only entitled to carry out administrative actions, namely the provision of documents in the form of licensing and non-licensing, while for guidance and supervision it remains the authority of the relevant agency or service needed by the community. Determination of the approval or rejection of the permit application is the authority of the relevant department through the assignment of a technical team in the unit of one-stop integrated licensing service.

As the administration of licensing services at the Office of Investment and One Stop Integrated Service of Klungkung Regency, it integrates the entire management process from the application stage to the issuance of licensing documents carried out in one place. On this basis, people who need licensing documents only need to take care of their licenses at the Klungkung Regency Department of Investment and One-Stop Integrated Services. They no longer need to go to the offices related to the permits they need.

b. Communication between organizations and their Target Groups Communication between related organizations and implementation activities is seen in terms of information on the pattern of its implementation, public services have various obstacles, among others:

1. Less responsive in which this condition occurs at almost all levels of service elements, starting at the level of service personnel (Front Liner) to the level of responsibility in charge. The response to various complaints, aspirations, and expectations of the community is often slow or even ignored altogether.
2. Less informative in which information that should be conveyed to the public is slow or not even reaching the community.
3. Less accessible in which various service delivery units are located far from the reach of the community, making it difficult for those who need these services.
4. Lack of coordination in which various service units related to one another are lacking in coordination. As a result, overlapping or conflicting policies often occur between one service agency and other related service agencies.

5. Bureaucracy in which services, especially licensing services, are generally carried out through a process that consists of sharing levels resulting in the completion of services, very small possibility of service staff to be able to solve problems and on the other hand the possibility of the community to meet with the person responsible for services in order to solve problems that occur when the services provided are also very difficult. As a result, various service problems require a long time to be solved.
6. Less willing with complaints / suggestions / aspirations of the community where in general the service apparatus lacks the willingness to hear complaints / suggestions / aspirations from the community. As a result, the service is done as is without any improvement from time to time.
7. Inefficiencies where the various requirements needed for licensing applications are often not relevant to the services provided.

In terms of human resources, the inhibiting factors are related to professionalism, competence, empathy, and ethics. Various views also agree that one of the elements that needs to be considered is the problem of an appropriate compensation system, seen from the institutional side, lies in the organizational design specifically designed for the delivery of services to the community that is full of hierarchies which makes services complicated and uncoordinated. The tendency to perform two functions at the same time, namely the regulatory and administrative functions, causes public services become inefficient.

c. Resource

The One-Stop Integrated Service delivery policy at the Klungkung Regency Investment and Integrated One-Stop Service Department is inseparable from the social, economic and political environment. The quality of public services that are often complained by the public can occur due to various things. One internal determinant is the weakness of the government management control system. As is known at public service hours, the apparatus is often negligent in serving the community. The next problem is the lightness of the consequences of this negligence which has the potential to create a certain mental set of work responsibilities in each apparatus. This mental set becomes a derivation of work culture as it is common to be late, minimal quality of service, to complicate the process. In addition, other internal one is the placement of positions built horizontally between government officials and the community.

d. Organizational Characteristics and Implementing Attitudes

The organizational structure of the Klungkung Regency Investment and Integrated One-Stop Services Department is a formal arrangement and mechanism with the name of the organization managed as a manifestation of the relationships between components of the position indicating the level of specialization of work activities. In this case, the division of labor is often not in accordance with the main job duties because the superiors prefer to disseminate the work to people considered able and easily invited to cooperate. This often happens and makes a jealous attitude towards careers that impact on poor service.

One-Stop Integrated Service bureaucratic structure that clearly regulates, all the required tasks and functions and the authority of each relevant work unit and personnel, and regulates the separation of functions and authorities in accordance with the main tasks and functions that have been determined as the basis for carrying out the task. Standard operating procedures for licensing and non-licensing services in the Department of Investment and Integrated Services Kungkung Regency is as a tool to carry out daily tasks but the application is still not good. It must be followed up One-Stop Integrated Service to socialize standard operating procedures to the entire scope of government units areas related to licensing and non-licensing.

1. The nature of standard operational procedures to avoid miscommunication, conflict, and problems in carrying out the task or job.
2. Standard operational procedures are written instructions that describe precisely how to carry out the task or work. The mechanism communicates the regulations and administrative requirements, organizational policies and strategic planning for implementers.

Permit documents issued by the Klungkung Regency based on regional regulations or other regulations that constitute proof of legality, state that a person or entity is authorized or permitted to conduct certain businesses or activities. Service problems often occur due to weak coordination between One-Soor Integrated Services with technical agencies. Egosectoral still occurs when coordination prior to issuance of permits, eventually impacting the service takes a long time not in accordance with standard operating procedures that have been determined.

Supporting implementers, technical agencies, local governments, communities and leadership commitment.

The implementation of the policy is supported by implementers, technical technical agencies, local governments, the community and the leadership's commitment.

1) The tendency of attitude supports the implementation of the One-Stop Integrated Services policy by the Klungkung Regency Investment and Integrated One Stop Services Office and all implementers, agencies in the local government and the community is as one of the objectives of the organization in implementing the One-Stop Integrated Services policy.
2) The tendency of attitudes by the Regent in the implementation of the One Stop Integrated Services policy requires a strong commitment from the regional leadership namely the Regent in terms of delegating authority for licensing services which are still scattered in several technical agencies.
3) The tendency of the implementor's attitude is as one of the keys to its success in the implementation of the One-Stop Integrated Services policy, because the implementor is the vanguard in providing licensing services to the public, from entering registration until the issuance of a permit lies with the implementor.
4) The attitude of several elements related to licensing services is a unity in achieving the goal of implementing a one-door service policy. It is how to equate perceptions of vision and mission of licensing service organizations.

The attitude of some elements related to the One-Stop Integrated Service provides a licensing and non-licensing that has the support and commitment to delegate authority. The implementation of policies is fully supported by the Regional Government, to provide services that are transparent, equal, easy, efficient, fast, fair, accountable, and legal certainty, required services in the investment sector, both licensing and non-licensing services carried out in an integrated manner which is called the One-Stop Integrated Service in the Field of Investment, as mandated in Act Number 25 of 2007 concerning Investment, Presidential Regulation Number 97 of 2014 concerning One-Stop Integrated Services.

Implementation of policies is hampered in communication by implementers, technical agencies, local governments, communities and the commitment of leaders.

1) In communication, the implementation of policies to run the licensing service organization in a clean bureaucracy in providing services to the public has not been supported by good communication.
2) As for communication, there are obstacles in the service that must be repaired, licensing has not run effectively and efficiently. Permits are proven, there are still licensing services that are still in the technical authority, the authority has not been delegated.
3) Ineffective coordination in which the conflicts of interest often occur. Therefore, that service users are disadvantaged.
4) Coordination with the technical team often results in obstacles in the field so that this often occurs a conflict of interest, which results in services that are not in accordance with standard operating procedures.
5) Communication between One-Stop Integrated Services and technical teams in other agencies is less effective.

For the inhibiting factors, in particular the communication with the technical team and the lack of completeness of the requirements that must be found by the public, this means that there is a community that manages the service. Based on the writer's observation, in coordination with the technical team there are obstacles so that the service recipient feels less satisfied, this is a finding for the writer as one of the inhibiting factors in the service, because basically time is one of the benchmarks of the success of a service.

The implementation of policies is hampered in the competence of human resources by implementers, technical agencies, local governments, and the community.

1) The placement of human resources is not in accordance with the educational background so that the service is not optimal. To improve human resource competence, education and training are needed. With limited human resources, there is a need to recruit new employees so that service can be maximized.
2) The implementation of the One-Stop Integrated Services in the investment sector is motivated by the investment climate through the improvement of licensing service mechanisms that are still inadequate, as well as the problem of lack of quality in human resources.

3) The implementation of policies on the type of licensing services, to encourage investment realization, but it is recognized that there are problems with less skilled human resources.

4) The development of human resources in the Department of Investment and One-Stop Integrated Services in Klungkung Regency to evaluate the conditions of licensing services. It can prepare competent human resources to run the One-Stop Integrated Services program so that it can be improved even better.

The competence of human resources involved in the implementation of the One-Stop Integrated Service is also very dependent on the concept and strategy of manpower planning that is implemented by the regional apparatus that handles the field of staffing, education and training. The policy issued by the regional apparatus in the field of staffing and education and training will greatly influence the formation of character, motivation, achievement and competence of regional human resources placed into the One-Stop Integrated Service organizational environment. Therefore, the determination and stipulation of formal education prerequisites, non-formal education, work experience and the application of staff development strategies that are in accordance with the competency needs of the One-Stop Integrated Service will significantly influence the performance of the One-Stop Integrated Services significantly.

The physical facility is an information technology problem wherein the information system is licensing and non-licensing services to provide information and an overview of service levels. The implementation of the policy on information technology issues has not yet been supported by implementers, technical agencies, local governments, and the community. At present, the supporting facilities already exist, but it is necessary to increase the volume and type of existing facilities as a support in carrying out the duties and functions of the One-Stop Investment and Integrated Services Office in the future.

Licensing Services in the framework of implementing the One-Stop Integrated Services policy at the Klungkung Regency Investment and One-Stop Integrated Services Department are managing licensing and non-licensing administration with reference to the principles of coordination, integration, synchronization, and file security. Integrated services have all the authority needed to provide licensing services (licenses, permits, approvals and clearances).

Without an authority capable of handling all of these matters, government agencies cannot regulate during the process.

Solution to optimize the implementation of one-stop integrated services in the Department of Investment and One-Stop Integrated Services in Klungkung Regency

From the results of the research, it can be seen that the solution for implementing a one-stop integrated service policy in the investment service and one-stop integrated service in Klungkung regency is that good public services will be realized if there is a service system in the service organization that prioritizes the interests of the community, especially service users and oriented human resources in the interests of the community. The implementation of good public services, provides an indication of the improved performance of government management, on the other hand shows a change in mindset that affects better changes in the mental attitude and behavior of government officials oriented to public services.

The principle of accountability, transparency, and participation in good governance can also be interpreted as the accountability of the government to the community in accordance with the paradigm of democracy in which the public has the right to participate in developing service standards according to the field of ability in terms of related services. This principle is the most important thing supported by transparent and applicable public laws and policies so that it reflects the alignments according to the rights and obligations of the service providers and recipients. The following are the evaluation results of the implementation of the One-Stop Integrated Services policy for the future:

1. Creation of deregulation and debilitating encourages the implementation of policies to be relevant and animate public service policies
2. The implementation of an integrated service system through the Public Service Mall is very dominant in fulfilling licensing services to the one-stop integrated community
3. Decentralization in the transfer of service authority to deal with licensing and non-licensing within the framework of improving services to the community

In accordance with the results of the study as described above, it is recommended that the Regional Government of Klungkung Regency continue the implementation of the One-Stop Integrated Services policy set out in Presidential Regulation No. 97 of 2014 concerning the Implementation of One Stop Integrated Services and Law Number 25 of 2009 concerning

Public Services . In connection with this, it is to increase licensing services and investment for the community.

The Klungkung Regency Government in implementing the policy is recommended to take steps to improve its implementation as follows:

1) Policy Communications.

a) The Government of Klungkung Regency should prepare a technical policy in the form of a regional regulation for the implementation of the policy by referring to Presidential Regulation No. 97 of 2014 concerning the Implementation of One-Stop Integrated Services.

b) The Government of Klungkung Regency has to continuously carry out evaluations of policy implementation and make breakthroughs in formulating policies that are simple, easy, and clear so that it is easy to implement.

c) Head of One-Stop Integrated Service takes strategic steps in coordination with technical agencies, to communicate policies before permission is issued to get recommendations from the technical team.

2). Resource

Local Governments should take strategic steps to improve the competence of human resources and physical facilities in the field of licensing services:

(a) The Head of the One-Stop Integrated Services conducts education and training programming for employees in the One-Stop Integrated Services in the field of services, in order to improve the competence of human resources to be able to support the implementation of the One-Stop Integrated Services policy.

(b) Communicating the One-Stop Integrated Services policy to all implementers / employees and making new breakthroughs in increasing licensing and non-licensing services to overcome the shortcomings and weaknesses of policy communication from the Central Government so as to enable policy implementation to run properly.

(c) Conducting socialization to all implementers of the policy issue of Presidential Regulation number 97 of 2014 concerning Implementation of One-Stop Integrated Service.

(d) Conduct consultations with academics and practitioners who are competent in service issues, in the formulation of licensing and non-licensing service policies.

(e) Recruit employees or take employees from other agencies, which are appropriate with their educational background and have the ability in the field of services and mastering information technology.

(f) Local governments to provide the necessary supporting facilities and infrastructure such as computer equipment, servers in the form of integrated licensing service information systems.

3) Trends in the Attitudes of Internal and External Parties.

a) The Regional Government and the Head of the Klungkung Regency Office must maintain a shared commitment to support the implementation of the One-Stop Integrated Services policy and encourage a positive attitude from the implementing staff to change routine activities in providing services to the community as to be guided by operational standard procedures in licensing services.

b) Head of Integrated One-Stop Service improves coordination with regional work units in the process of giving permits to service users.

c) Local governments maintain and enhance service support to the community, thereby encouraging the commitment of all parties involved in implementing the One Stop Integrated Services policy.

d) Local governments commit to support policy implementation in order to increase investment.

4) Bureaucratic Structure

a) Local Governments should follow up on the implementation of policies by evaluating the delegation of authority and coordination between the One-Stop Integrated Services with technical agencies.

b) The Head of the One-Stop Integrated Service evaluates policies and operational standards for licensing service procedures, is it still relevant or needs to be revised again. Therefore, it is in accordance with the One-Stop Integrated Services policy and the implementers should be encouraged to support changes in old habits in conducting licensing services that are no longer appropriate with a One-Stop Integrated Services policy.

c) Local Governments and Head of Integrated One-Stop Services make service promises as a form of commitment in providing services to the public service users.

The implementation of good public services, provides an indication of the improved performance of government management, on the other hand shows a change in mindset that affects better changes in the mental attitude and behavior of government officials oriented to public services. The principle of accountability, transparency, and participation in good governance can also be interpreted as the accountability of the government to the community in accordance with the paradigm of democracy in which the public has the right to participate in developing service standards according to the field of ability in terms of related services. This principle is the most important thing, supported by transparent and applicable public laws and policies so that it reflects partiality in accordance with the rights and obligations of providers and recipients of services.

The solution for optimizing the implementation of the One-Stop Integrated Service Policy at the Investment Office and the One-Stop Integrated Services in Klungkung Regency is as follows:

1) It is necessary to strengthen the delegation of authority, the commitment of the leadership, this is to build a professional bureaucracy, currently the bureaucracy seems convoluted, long so that slow licenses are issued because of coordination communication problems between the One Stop Integrated Service with technical agencies that still have obstacles.
2) Hoping that all permits can be administered immediately in one office and will no longer be distributed in each agency. Thus, investor interest in investing is increasingly high.
3) There needs to be a strong commitment to strengthening the delegation of licensing authority to improve services to the community, in order to attract investment in Klungkung Regency for various developments.
4) Implementation of policies in their organizations needs to strengthen the delegation of authority of the One Stop Integrated Service.

Good public services will be realized if there is a service system in the service organization that prioritizes the interests of the community, especially service users and human resources oriented to the interests of the community. The implementation of good public services, provides an indication of the improved performance of government management, on the other hand shows a change in mindset that affects better changes in the mental attitude and behavior of government officials oriented to public services. The principle of accountability, transparency, and participation in good governance can also be interpreted as the accountability of the government to the community in accordance with the paradigm of democracy in which the public has the right to participate in developing service standards according to the field of ability in terms of related services. This principle is the most important thing, supported by transparent and applicable public laws and policies so that it reflects partiality according to the rights and obligations of providers and recipients of services.

The creation of deregulation and debiroktisasi encourages the implementation of policies to be relevant and animates public service policies in the era of regional autonomy. It is aimed at improving the performance of central and regional government management, changing mental attitudes, behavior of service providers and building awareness and commitment of regional leaders and their apparatus to improve and improve quality public services.

Conclusion

Summary

The implementation of the one-stop integrated service delivery policy at the Klungkung Regency Investment and One-Stop Integrated Services Department in the implementation of the One-Stop Integrated Service policy shows a tendency for increasingly improving attitudes. In which the results of the discussion showed that the Standards and policy objectives are guided by PP 97 of 2014 concerning the implementation of One-Stop Integrated Services. Resources in general have been able to carry out operational activities in the context of service effectiveness. Communication between organizations and inauguration of activities went well. The characteristics of the implementing bureaucracy run quite well in which the Organizational Structure can be used as a variable that explains the characteristics of the organization. Licensing bureaucracy has not run efficiently and effectively, so that there are still many problems encountered in the service. Therefore, licensing service mechanism and management are absolutely necessary to create services that are fast, cheap, easy, transparent, certain, and affordable, so that they can attract the interests of business actors and investors.

Implementing public services in the process is not only carried out by the One-Stop Integrated Service but involves technical offices, prioritizing processes and procedures. Factors hampering the implementation of the one-stop integrated service delivery policy at the Klungkung Regency Investment and One-Stop Integrated Service Office include differences in perceptions regarding the contents of the one-stop integrated service delivery policy, human resource factors, minimum service quality, and potential distribution in bureaucratic structure in which the Standard Operating Procedures in the implementation of services are not in accordance with the Standard Operating Procedures regarding time. Thus, it needs to be socialized to the implementers and all service users.

Suggestion

The implementation of the One-Stop Integrated Service Policy in the Regions will be effective to be implemented if applying the implementation model with the transfer of authority to the One-Stop Integrated Service, henceforth the policy is a complete, clear, measurable and consistent instructions to be controlled in its implementation. The implementation of the policy in Klungkung Regency is inseparable from the monitoring and evaluation aspects in order to produce, support, information, implementing compliance with the policy and followed by completion, in order to improve the implementation of the policy being an important aspect in the implementation of the One-Stop Integrated Service policy in Klungkung Regency.

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Strategy For Strengthening Institutional Capacity of Badan Penanggulangan Bencana Daerah (BPBD) in Garut District

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Abstract

Indonesia is a disaster-prone area, both due to geological disasters, climate change, and human activities which as a whole require prevention, preparedness, emergency response and recovery as disaster management or disaster management. These activities have been determined by various policies and the establishment of disaster management institutions and organizations. This research is directed at strengthening the institutional capacity of the Regional Disaster Management Agency in Garut Regency which has not been effective Research uses qualitative research methods with organizational case study approaches. Qualitative case study research is a research strategy in which researchers investigate carefully a program, event, activity, process, or group of individuals (Creswell, 2016: 23). The researcher collects complete information by using various procedures for collecting data based on a predetermined time. Research shows that many factors inhibiting the strengthening of BPPD institutional capacity in Garut Regency so that it is not effective are as follows: There is no training on disaster in the BPBD environment, routine training has not been programmed to improve the ability of BPBD employees, salary or wages rely on APBD and there have been delays in salary payments which results in low employee morale. The current recruitment system is only quantity fulfillment, not yet talking about quality. The incentive system is not specifically regulated for organizations that have a high escalation such as BPBD. The personnel is very limited so the BPBD head has difficulty using the personnel. The leader in the BPBD should not be the same as the head of the SKPD in general. Not yet functional staff who can become professionals in carrying out their duties. Therefore, changes in policies and legal regulations are needed, there is no change in policy and legal rules in the face of emergency response conditions. It is also necessary to reform the institutional system carried out at the time of the disaster, before the disaster. To overcome this, several strategic steps are needed.

Keywords:

strategy; strengthening; institutional cashiness

Introduction

The territory of Indonesia is located in a tropical climate with two seasons, namely heat and rain, with the characteristics of extreme changes in weather, temperature and wind direction. Such climatic conditions coupled with the ground surface topography and rock are relatively diverse, both physically and chemically, causing soil becomes fertile. The conditions above can also cause some bad consequences for humans such as hydrometeorological disasters such as floods, landslides, forest fires and drought. Indonesia is aware that disaster issues must be taken seriously since the earthquake and the tsunami that hit Aceh and its surroundings in 2004.

Along with the development of time and increasing human activities, environmental damage tends to get worse and trigger an increase in the number of events and intensity of hydrometeorological disasters (floods, landslides and drought) that occur in turns in many parts of Indonesia.

Indonesia is a disaster-prone area, whether caused by geological disasters, climate change, or human activity which as a whole requires prevention, preparedness, emergency response and recovery as disaster. The activity has been established with various policies and the establishment of disaster management institutions and organizations. Disaster Issue is a very comprehensive and multi-dimensional discussion. Responding to disasters whose frequency continues to increase every year, ideas on disaster management must be understood and implemented by all parties. Institutional is a social form like the organs in the human body that live in the society.

According to Uphoff (1986: 8-9), the terms institutional and organizational are often confusing and interchangeably. Scientifically, social institution and social organization are at the same level, to refer to what we are familiar with social groups, groups, social forms, and others that are relatively similar. However, in recent developments, the term "institutional" is more often used for meaning that encompass both. There are several reasons why people prefer the term. Institutional is preferred because the word "organization" refer to a social form that is formal in nature, and lately tends to get a negative image. The word institutional is also preferred because it gives the impression of being more "social" and more respectful of local culture, or more humanistic.

The concept of institutional arrangement was actually born along with the strengthening of the public desire to reform in various sectors of life including the environment of government bureaucracy. The concept of the arrangement can be interpreted as the setting or arrangement for something to fit the circumstances and needs. The government has issued a regulation regarding the formation of organization at the central, provincial and district/city levels in disaster management. Each region is not the same in terms of disaster management depending on the available potential, both in terms of resource budgeting and the characteristics of regions in Indonesia that have their own uniqueness.

The formation of an organization or institution for disaster management has been formed with the existence of laws or government regulations, starting from the central level to the provincial and district/city governments. The approach used is an effective disaster management, quick response and precise. The basic principle is to reduce the risk of material or personnel loss. When a disaster occurs in the BPBD area which is supposed to be a leading Sector in disaster management, it will be constrained because of the echelonization, where the BPBD Chief Executive Officer has the same echelonization as the other Regional Apparatus Organization (OPD) heads. By law, the Regional Secretary is an official of the Head of the Regional Disaster Management Agency, but in the field the Chief Executive of the BPBD has more role, and this will become an obstacle where a leader cannot carry out his duties properly, when the leader has the same rank and authority.

This is consistent with what was stated by Grindle (1997) that the person component plays a role in the institutional strengthening. The weakness in disaster management that have arisen in the past are caused by the overlapping and predicted coordination problems that will recur when disaster strikes.

In connection with that, the focus of this research is directed at strengthening the institutional capacity of the Regional Disaster Management Agency in Garut. While the sub focus is how to keep the institutional capacity of the Regional Disaster Management Agency can run effectively. The ineffectiveness mentioned above will be examined based on the institutional strengthening criteria according to Grindle (1997: 1-28) from the individual side (1) Development of the human resource; (human resource development consists of training, providing salary/wages, the setting of working condition and environment and an appropriate recruitment system); organization (2) Strengthening organization; (organizational strengthening consists of managing incentive systems, utilizing existing personnel, leadership, communication, and managerial structures) and systems (3) Reformation of institution (institutional reform consists of changing the "rules of the game" of the existing economic and political system, changing policies and the rule of law, as well as reforming the institutional system that can encourage the strengthening of community participation in disaster management).

Research on institutions or research on disasters has been done a lot, but research on how to strengthen institutional capacity strategies, especially related to institutional disaster, has not been done much. In connection with that, researchers are interested in conducting research with the title: Strategy for Strengthening Institutional Capacity of Badan Penanggulangan Bencana Daerah (BPBD) in Garut District.

Literature Review

There has been a lot of research related to disaster and also institutional including: Robert Edward Grist for the field of Public Administration and Policy studies submitted on June 19, 2007, at Portlandstate University. In line with the journal above, there is a journal owned by Novia Budi Purwanto entitled "Quantitave Study on Natural Disasters Risk Management Policy, with a focus on how to calculate the disaster risk quantitatively. Another similar journal is "The Changing Paradigm of Emergency Management: Improving Professional Development for the Emergency Manager. Its content focuses on the role of leader in emergency situations (during a disaster). While Windi (2006) wrote about women in disaster management. Chandra Puspita Dewi's article entitled "Study on Policy Issues in Determining Disaster Status, BPBD Institutional, and management of aid after the issuance of Law Number 24 Year 2007,. The above journal discusses macro disasters and nothing specifically about disaster research institutions. The journal above discusses about disasters in macro and nothing specifically about disaster research institutions.

While research on institutions is: Dahlan's writing (2005) titled "Strengthening institutions in waste management (study of increasing Waste Management Officer in Household Waste Management in Pangkalpinang City). Imbaruddin’s journal (2013) with the title the capacity of local government agencies in Makassar (Indonesia) to provide services to the public. Ivanovich journal entitled Strengthening institutional strengthening Agropolitan region, there is also research conducted by Jenivia Dwi Ratnasari, Mohammed Makmur and Heru Ribawanto who is a researcher from Universitas Brawijaya Malang who also wrote about Institutional Capacity Development Employment Board Jombang.

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The strategy for strengthening public organizations was explained by Hilderbrand and Grindle (1997 : 37) " As organization capacity development refers to the structure, processes and resources of theories organization, and management styles that should be carried out by members of the organization".

Hilderbrand dan Grindle views (1997 : 46) is that the capacity of institution affected by the objective, how the task, how authority is defined, and how incentives are provided". On the strategy of strengthening the capacity of public organizations that emphasize the role of bureaucracy according to Hilderbrand and Grindle (1997: 47) as follow:

"Shows three dimensions to be considered to assess and evaluate the capacity of public sector organizations. Firstly, the institutional reform which links with system, environmental policies and macro conditionas. Secondly, an organizational strength leads to the division of tasks and functions, thirdly, human resources related to professionalism and capacity of personnel".

Here is the explanation from Hilderbrand and Grindle (1997: 53) regarding the three levels in strengthening the capacity of the organization:

"The capacity in organizational level is concentrated on the organizations performance and culture determining the development of resources.

"At the individual level, identification of capacity focuses on the local human resource management such as recruicment system, effectiveness of training to increase knowledge of personnel, skill and competencies of local public servants in creating good plans and national budgets.

At the system level, the capacity it self works at regulatory or policy framework. This level is addressed on the support of national policy and regulation in ensuring the development of human resources (individual aspect) and organizational performance to formulate a good plan and rational budget. Inconducive situation in the system level will impede the ability of bureaucracy to perform well".

All dimensions of strengthening capabilities above are developed as a strategy to realize the values of "good governance". Empowerment of human resources for example, can be seen as a strategy to improve efficiency and effectiveness and maintain moral values and work ethics. The theoretical foundation for the study of Institutional Capacity Building that researchers use is the theory from Grindle because the emphasis of this theory is on human. Where in the explanation Grindle said that:

"Capacity building is the combination of strategy directed to improve efficiency, effectiveness, and responsiveness from the government performance, with attention focused on these dimensions:

(1) Development of the human resource; individual concept

(2) Strengthening organization; and organizational concept

(3) Reformation of institution system concept

The detailed explanation is used as a parameter in the research of the three dimensions. In the context of human resource development: Recruitment, Training, Provision of salary/wages and working conditions and environment settings.

In connection with the strengthening organization, managing the system of incentives, utilization of existing personnel, leadership, communication and managerial structure.

And with regard to reformation of institution, changes in existing systems and institutions, changes in the "rules of the game" of the economic and political system, changes in policy and rule of law, and institutional system reforms.

Research Methods

This study uses qualitative research methods with an organizational case study approach. Case study qualitative research is a research strategy in which researcher investigates carefully a program, event, activity, process, or group of individuals (Creswell, 2016 : 23). Researchers collect detailed information using a variety of data collection procedures based on a predetermined time. The steps that must be done by researchers in this study are dominantly covered (Rahardjo, 2012: 92-93): Theme selection; Literature reading; Formulation of research focus and problems, Data collection; Improvement of data; Data processing; Data analysis; Data analysis process; Theoretical Dialogue; Triangulation of findings (Confirmability); Conclusions of the results of the study; Research report.

In the context of case studies, the most widely used analytical method is content analysis, which describes the material of social events in detail in order to facilitate interpretation in the discussion. According to Bogdan and Taylor (1975: 2) that "Qualitative methods are research procedures that produce descriptive data in the form of written or oral words from people and observable behavior". In this study, dominantly data collection, data analysis and discussion were carried out qualitatively. According to Bogdan and Taylor in Moleong (2007: 4) that "Qualitative methods are research procedures that produce descriptive data in the form of written or oral words from people and observable behavior".

The use of qualitative case study methods with descriptive and exploratory analysis is intended to provide explanations and descriptions based on data and information obtained during the study. Assessment using qualitative methods can also be interpreted as a problem-solving procedure by describing the subject and or object of research based on the facts that appear and try to express the relationship with one another in the aspects being investigated.

Discussion

The concept of capacity building in general is a set of strategies aimed at increasing the efficiency, effectiveness, and responsiveness of individual, group or organizational performance and systems. It defines what is described by Grindle (1997: 1-28) that:

"Capacity building is the combination of strategy directed to improve efficiency, effectiveness, and responsiveness from the government performance, with attention focused on these dimensions:

(1) Development of the human resource;

(2) Strengthening organization; and

(3) Reformation of institution

From the theory proposed by Grindle above as well as from the results of the study, the researchers describe the strategy regarding strengthening the institutional capacity of the Garut District Disaster Management Agency as follows:

4.1. Education And Training In Disaster.

The skills and knowledge required to occupy certain positions must be possessed by existing employees or human resources. The skills and knowledge can be obtained from education and training. The use of the term education and training in an institution or organization is better known as Diklat (education and training). Organizations that handle employee training are commonly called Pusdiklat (Education and training centers). Education and training can be seen as a form of investment. Therefore, every organization or agency that wants to develop, the training for its employees must receive the most attention. In connection with the disaster training to the staff of the Regional Disaster Management Agency until now has not been implemented. These conditions have an impact on the ability of employees in disaster management to be not optimal.

The first strategy is the human resource planning by realizing employees in the professional BPBD environment because they have been equipped with education and training not only structurally but also training expertise so that in carrying out tasks really on target, on time in accordance with the main tasks and functions owned. With the education and training program, it is expected that employees in carrying out their duties can run and in line with expectations and become professional employees.

The second strategy is to realize the first recruitment of BPBD employees to be accepted as employees who are equipped with expertise suitable for BPBD, of course, expertise on disaster, and the local government conducts education and training or technical training specifically in the field of disaster on a regular basis.

The Third Strategy For technical training that is continuous and integrated, the central government or the provincial government must organize training for one year either centrally or detached, and Garut District may send representatives, although it is still limited.

The Fourth Strategy Garut BPBD organizes training or simulations in the field of disaster involving relevant Regional Work Units (SKPD) and other vertical agencies to organize disaster drills in a coordinated and integrated manner.

The Fifth Strategy Garut BPBD conduct intensive coordination, especially with the TNI in this case Kodim to carry out training posts, where in the TNI organization training posts in disaster management is a unit routine activity in order to implement law number 34 of 2004 concerning the TNI which separates Military War Operations (OMP) and Military Operations Other Than War (OMSP). In OMSP there is an article that mentions about assisting local governments in disaster management.

4.2. Granting Salary/Wages

Institutions need organizations that have effective strategies that must be achieved to achieve success. The leaders and the Human Resources Department can use incentives as a tool to motivate workers to achieve organizational goals. Incentives are defined as a form of payment that is defined as performance. This system is another form of direct compensation outside salary and wages which is a fixed compensation, which is called performance-based compensation (for performance), with the incentive can increase employee motivation to work well. Incentives as motivation that encourage employees to work with optimal abilities, which are intended as extra income outside the salary and wages that have been determined. The provision of incentives is intended to meet the needs of employees and their families.

Incentives can be formulated as adequate remuneration for employees whose performance exceeds the established standards. Incentive is a motivating factor for employees to work better in order to increase employee performance. Mangkunegara (2007: 89) gave the concept of incentives as follows: An award in the form of money given by the leadership of the organization to employees so that they work with high motivation and achievement in achieving organizational goals or in other words, work incentives are giving money outside salaries made by the organization's leader in recognition of work performance and employee contributions to the organization. From the description above, the researchers recommend the following strategies:

The first strategy for giving performance allowance or additional income improvement for BPBD employees should be distinguished from other SKPDs that do not have duties and functions such as BPBD where during holidays with BPBD employees remain subject to disaster preparedness pickets even for female employees and contract workers.

The second strategy is the provision of operational allowance in disaster management activities provided in order to support the main tasks and functions of the BPBD to carry out tasks in the field of disaster management to reduce losses both life, property and other losses. Operational allowance should be given in accordance with the activities both in terms of distance, level of risk or time of implementation.

The third strategy is to give a bonus which is an award from the institution if the employee in carrying out the activity is innovating which can shorten the implementation time of the task in the field..

4.3. Setting Conditions in Disaster Stages.

Employees are required to understand their respective assignments that have been determined and agreed upon together in the role team. The strategy taken is:

The First Strategy Improving the condition of both the environment or the area affected by the disaster and the recovery of the conditions of the people affected by the disaster in dealing with disasters, quickly and accurately.

The second strategy Arranging the distribution of aid that adjusted to the conditions of an area, meaning that the distribution of aid does not happen in an area that continues to receive assistance, but for other regions that is not at all receiving assistance, this is what we needed for regulation and coordination in the distribution of aid..

The Third Strategy Increasing the role of the BPBD in coordinating various activities for disaster management, areas affected by landslides or erupting volcanoes that difficult to reach conditions usually require a serious treatment.

The Fourth Strategy Given the understanding and comprehension to the society to provide space for officers to carry out their duties, it means that society involvement to participate in helping to deal with disasters is very necessary, not a few people who feel disappointed with the performance of BPBD officers because indeed not all tasks can be carried out perfectly, of course there are deficiencies according to public perception.

The Fifth Strategy Carry out duties in accordance with the existing standard operating procedures. This means that in handling post-disaster, caution is needed in identifying and calculating the amount of loss suffered both property and others.

4.4. Work Environment in BPBD of Garut District

The Work Environment in the BPBD of Garut District was explained by the Secretary of the Agency and Head of the Field that the atmosphere of the office environment was relatively conducive because it had just occupied land and a new office in support of work, it's just that for other supporting facilities and infrastructure is inadequate including the warehouse where to store goods related to the disaster there is no particular place where ideally the storage of goods/warehouse. From the results of the research that the researchers have described above, the researchers suggest the following strategies:

The First Strategy BPBD prepares warehouses for facilities and infrastructure and separates the consumables from supporting facilities. Based on the results of research and participant observation, researchers still found items that are used in order to support disaster activities placed in an improper place, such as generators that should be placed in warehouse are still placed in office.

The second strategy is as it is known that each employee basically carries their own culture which is carried in the organization and the culture of the organization is a value system that is developed and applies in an organization, as stated by Robbins that organizational culture is a value system carried out by the members organization so as to distinguish these organizations with other organizations.

The Third Strategy is that the Chief Executive continuously carries out and supervises the performance of employees in the BPBD environment for employees who are obedient and dutiful to the provisions will be given rewards. Indeed, at this time the awarding had not yet been carried out, but the chief executive as the holder of the command stick always gave motivation to the employees concerned and continued to be encouraged to continue to excel..

The Fourth Strategy Make communication between leaders and subordinates so that the activities are in line with expectations. Communication is carried out not only between subordinates and leaders but interaction between employees becomes an important factor because each employee has different nature, characteristics and behaviors but if they are incorporated in an organization that become the organizational culture that is characteristic of the organization and this is what distinguishes BPBD from other organizations.

The Fifth Strategy, As the Chief Executive of the BPBD must be willing to listen and pay attention to work complaints and difficulties faced by employees in finding solutions and hold sharing at every opportunity.

4.5. Recruitment System

The strategy that can be implemented in the right recruitment certainly have a minimum target of being a BPBD employee, namely recruiting employees who have expertise or professional in the field of disaster or supporting basic tasks related to disaster, meaning that a position cannot be filled by anyone who is not trained and not prepared specifically to do the work. From the description above, the strategies implemented are:

The First Strategy, because BPBD requires employees with special qualifications and competencies at least to understand disaster, recruitment of employees is not based on family relationships and so on, but the quality of employees can be relied on in carrying out tasks and work in the field, disaster management is related to one's life and property that needs to be saved as well as requiring high commitment and dedication to the task, it is very necessary to be associated with wide and spreaded regional conditions..

The second strategy in recruiting employees is to sign an agreement containing commitments from prospective employees, because BPBD requires employees who have commitment and work dedication that is beyond the ability of employees in general. Service that is based on commitment will make employees work more optimally.

The Third Strategy The existing recruitment system should be adjusted to the conditions and needs of the region and the competencies of the employees or prospective employees at Badan Penanggulangan Bencana Daerah. This means that BPBD employees must be people who understand well the area they are responsible for so that when a disaster occurs, the employee can take appropriate and quick actions.

The fourth strategy is the recruitment system carried out through online media by including several requirements that are adjusted to the needs, from the employees of Badan Penanggulangan Bencana Daerah of Garut District. This means that prospective BPBD employees have received clear information from explanations regarding recruitment. So, BPBD employees are chosen employees who are already prepared with all the risks that will be faced and ready to jump in to face all risks in the field.

4.6. Incentive System

Institutions need organizations that have effective strategies that must be achieved to achieve success. The leaders and the Human Resources Department can use incentives as a tool to motivate workers to achieve organizational goals. Incentives are defined as a form of payment that is defined as performance. Incentives in BPBD of Garut so far have not been given, only performance allowance is adjusted to the performance of each employee. Pegawai BPBD employees are regional government employees who have two parent organizations, namely the Ministry of Home Affairs if they are regional government employees and they can also be said to be employees of the National Disaster Management Agency. The strategies suggested by researchers are:

The First Strategy is that all BPBD Employees receive special allowances or incentive money that is different from other regional government employees. This will make BPBD employees feel concerned that this will improve the performance of BPBD employees and the vision of BPBD of Garut in disaster risk reduction will be achieved.

The second strategy is when the Disaster Alert is implemented where other employees carry out mass leave, the BPBD staffs who standby are given overtime pay to replace their lost time because they have to carry out the disaster alert.

4.7. Utilization of Personnel

Human resources play an active and dominant role in every activity of the organization, because human is a planner, actor, and determinant of the realization of organizational goals, organizational goals may not be realized without the involvement or active role of humans, however advancing equipment or technology owned by the organization will not be of any use if human resources not play an active role. Managing human resources in an office requires competent abilities and skills because humans have different intellect, feelings, desires and backgrounds, so employees are not fully regulated and controlled.

The function of human resources based on the description illustrates that each employee essentially performs two functions, namely the managerial function of carrying out work activities with thought and then operational functions where activities are carried out well, the managerial function consists of planning, organizing, directing and controlling. Whereas relating to operational functions, one of which is about recruitment is obtaining the right number and type of employees to occupy a position, especially related to the selection and placement concerning the quality and number of employees, while the selection and placement involves selecting and attracting employees according to their competence and expertise.

The first strategy is to empower all existing components for the creation of the vision and mission of BPBD of Garut which is to reduce the risk of disaster. It means that existing employees both permanent and honorary employees are utilized in order to support the main tasks of BPBD of Garut.

The second strategy is to empower community participation by forming forums or social organizations. This suggestion has been implemented by BPBD and researchers conducted observatory participants as resource persons in the formation of disaster resilient village organizations. Until this dissertation is held accountable in front of the board of examiners the researchers have formed 3 disaster resilient villages and will continue until the district of Garut becomes a disaster resilient district.

4.8. Leadership

Organizational goals can be achieved well requires an effective leader that is high leader in combining two dimensions, namely task-oriented leadership and relationship-oriented leadership. Effective leadership can carry out management functions properly including carrying out good planning, utilizing cooperation with employees to achieve organizational goals and carry out activities in the office environment optimally.

The strategies that can be applied are:

The first strategy, as a leader of an organization that requires speed and accuracy in action, the leader of BPBD must be an energetic person who has the desire to progress and wants to innovate.

The second strategy, The second strategy, a leader in the management is a decision maker, wise, always trie to consider the result of the settlement of the problem, formulate problems including finding a solution. It means that decision making must be based on experience, in-depth discussion, brainstorming, applying the principles that have been agreed upon. In addition to this, information collection should be supportive on issues accurately..

The third strategy, BPBD leader is a person who has the personal qualities that describe their characteristics and traits that stand out on himself a leader, and able to provide the distribution of decision-making power within the organization.

The fourth strategy is to be a leader regarding all aspects related to the decision making process in planning, organizing and monitoring. Supervision of functions that are no less important is that the habits of a group also influence the behavior of a leader because somehow the culture of a leader will influence the decision making.

The fifth strategy, the leader should give a good example to his subordinates, because it will be used as a role model in carrying out his daily tasks, in addition to that the assertiveness of a leader in carrying out the task is needed not to mean fierce but firm in applying the rules, also discipline because employees must be disciplined in doing the task on time.

4.9. Communication

Communication is an implicit thing in the function of managerial orders and the principle of structural hierarchy. In general, employees are aware of the role of informal communication in relation to the problem of adding formal hierarchical channels, communication as a goal and desire to act, communication makes the organization's cooperative system more dynamic and connects the organization's goals with all the people involved in it. Communication techniques that are considered as oral language that is conveyed by word of mouth and written are not only needed to achieve organizational goals but also important things in organizations to get to know each other between employees in carrying out tasks to be smooth and exchange ideas.

The strategy adopted is: The first strategy is to realize the form of delivery of information tailored to the capacity and ability of an employee to absorb information and data received.

The second strategy: effective communication will be followed up by employees by taking steps in accordance with their respective functions, in principle communication that is expected to have been built properly between leaders and subordinates runs smoothly especially those related to the implementation of tasks are always informed of the materials received and communicated with all staff in the BPBD, because they want the best results in disaster management.

The third strategy is to collect information conveyed from the field. Because the information that comes from the executor and the field is very necessary for disaster management accompanied by technological advances in information systems using computers as a means to process data more accurately and for certain for decision making. Besides, disaster management requires fast and appropriate handling so that the development of this technology can be utilized for disaster management.

4.10. Managerial Structure

Realizing the integration of disaster management organizations, because the organizational structure of work procedures has explained that each organization has a main task and function regulated in a Decree of the Regent or Regional Regulation concerning the organizational structure of disaster management agencies. Each organization has the authority and responsibility that must be carried out and accounted for tasks.

The Head of the Agency as the top manager in the organizational environment decides in terms of strategic planning, which is related to the coordination and regulation of staffing issues for the smooth implementation of the duties of the head of the body assisted by a person who has the task of taking care of correspondence, guidance and supervision in the field of staffing.

The secretary has a strategic function for the organization. In terms of position, the secretary is a leader trust, the secretary knows everything related to the work of the leader, as a leader assistant or trustee of the leader, the secretary must have the ability to assist the leader in completing tasks and the secretary knows the characteristics and desires of the leader, so that a leader will not hesitate to give confidence to the secretary to do all his duties.

Strategies related to managerial functions:

The first strategy, make a standard operational procedure for the structure before, during and after a disaster occurs, because each situation requires a different structure.

The second strategy, during the emergency response, it is better for the managerial structure to prioritize the command and control functions. The most appropriate persons in emergency response conditions and the conditions that require the right decision making are personnel who are already trained in this case, namely members of the Indonesian National Army.

4.11. The Change in "Rules of the Game".

Strategy adopted: The first rule of action implemented in disaster management is from the economic and political system. To repair an economic system that is damaged or destroyed due to a disaster and to restore the community's economy by repairing facilities and infrastructure such as: damaged roads, rice fields affected by landslides or floods, buildings or other structures to be repaired so that the people's economy and activities return to normal even though it takes time and money.

The second strategy, by increasing the role of the government to handle cross-sectorally, how the government responds to changes that occur due to disasters if it is not fundamental and damaging the economic order, and the existing economic system continues to run.

The third strategy, although all policies are political products, in terms of disasters, political policies do not need to be changed because actually disasters do not change the political system or order but the rules in politics for disaster management are government policies in favor of the community to respond to disasters that is expected by disaster society.

4.12. Changes to Policies and Rule of Laws

The demand for the role of the bureaucracy as a neutral administrative tool turns out in practice the government has become an inefficient and unprofessional institution despite a shift from the traditional perspective of public administration to the paradigm of public administration that does not encourage itself to a bureaucratic behavior, and public services in the field of disaster authority that is not regulated in certain laws or policies is required. Of course, in carrying out its duties and functions requires a legal basis for action. The strategies taken are:

The First Strategy, The policies that have been set can encourage government participation in optimally managing disasters and with the existence of these provisions can be implemented and implemented by the community and siding with the community, for this reason it is necessary for the government's creativity in managing disasters..

The Second Strategy, Immediately make a law regarding the handling of a significant deal with the Cimanuk River where the Cimanuk River currently has become a dirty and shallow river and in relatively short time can cause a massive flooding in the Garut region as happened in 2016 ago.

4.13. Refomation of Institutional System

The current institutional that has been formed which refers to the law on institutions actually refers to the regulation. In principle, with the formation of institutions tailored to the conditions and needs of the community for disaster management filled with employees who have the ability in their respective fields but have not been matched with their competencies and not in accordance with the needs of the institution.

The first strategy taken is: The need for qualified employees in accordance with the needs, because there is a shift in the needs of employees who had been an employee in the area of the safety zone. This means that if it is in accordance with the field of education, then the employee is safe while the current acceptance of employees is paying attention to the competencies or expertise possessed by each employee.

The second strategy. Based on an interesting thing that researchers found in research and interviews regarding institutional reform, it was implied from several sources that restructuring is something that can be categorized as something that can currently and reasonably do. And there are proposals to change the function of the organization that is currently under local government to be local, changed to a vertical organization where all coordination and activities and policies are centralized from the center in this case directly under the Badan Nasional Penanggulangan Bencana (BNPB).

The University of Wisconsin defines disaster management as "the range of activities designed to maintain control over disaster and emergency situation and to provide a framework for helping at-risk persons to avoid or recover from the impact of disaster. Disaster management deals with situation that occurs prior to, during, and after the disaster.

In principle, management is carried out before a disaster occurs, not during and after a disaster strike. The goals of good disaster management are: avoiding losses to individuals, communities, or countries through early action (before a disaster occurs), minimizing losses to individuals, communities, or the State. The effectiveness of this activity is carried out before the disaster occurs, minimizing the suffering carried by individuals and communities affected by the disaster, so that they can survive and restore optimism and confidence and improve conditions (rehabilitation) in the form of infrastructure improvements such as housing, roads, electricity, water supply, communication facilities, so that the people's economic turnarounds roll back and rise as before. The principle of disaster management is how to overcome human limitations in predicting and dealing with disasters which are then outlined in strategies and policies in anticipating, preventing and managing disasters. Mitigation policy is a long-term policy, not a short-term policy and temporary. Nor is it a partial and sporadic approach that results in a stand-alone policy

Badan Penanggulangan Bencana Daerah Kabupaten of Garut (BPBD) is an agency under the Garut District government that has the main task of overcome disasters with a vision to reduce the risks that occur to the society. With a variety of phenomena and findings in the field, there are so many things that must be observed and implemented by BPBD of Garut in increasing its capacity as an institution that has very heavy main duties.

Disaster management institution, especially BPBD of Garut, in accordance with the law still have weaknesses. The weakness is that in terms of individual, organization and system.

From the individual side where employees in the BPBD environment according to Regional Regulations only amounted to 38 people. This made the BPBD as the frontline in disaster management in Garut encounter various obstacles faced by the very wide range of Garut regency control.

Regarding the organization, BPBD should be an organization that is ready to move at any time and a reliable control command 24 hours and 7 days a week, but the reality of the research results is different. In line with organization and individual also related to the system where the BPBD is still a horizontal organization under the control of the regional government, the obstacles that occur are still too complicated, especially related to the issue of operational funds.

Such institutional concepts contain weaknesses which greatly affect the effectiveness of these institutions. According to researchers, disaster management agencies must implement an adhock system, especially during an emergency response or create a position that allows a chief of Kodim staff to become the secretary of a disaster management agency even though it is an exofficio.

Researchers in the discussion recommend that disaster agencies must be vertical. The fact is that the head of the National Disaster Management Agency, is a Two Star High Officer, in the future this organization is vertical, meaning that if the organization is vertical then the head of the BNPB in the Province is held by a high ranking officer of the rank of one star or concurrently held by regional military officers.

Furthermore, the BNPB Chief in the district / city is also held by a military officer with the rank of Lieutenant Colonel or concurrently by a regional military officer in that place.

Conclusion

The researchers conclude that the inhibiting factors for strengthening the institutional capacity of the Garut District disaster management agency so that it has not been effective are as follows::

a. Development Of Human Resources consisting of indicators: There is no training on disaster in the BPBD environment. The provision of salary or wages depends on the Regional Budget. In emergency conditions there has been no change in the conditions of work in emergencies and general conditions. The existing work environment is not well organized. The current recruitment system is only a quantity fulfillment not about quality.

b. Strengthening organization consisting of indicators: Incentive systems are not specifically regulated for organizations that have high escalations such as BPBD. Existing personnel are so limited that the head of BPBD has difficulty utilizing these personnel. The absence of functional staff, who can become professional staff in carrying out tasks..

c. Reformation of institution consisting of indicators: there is no change in the rules of the game in emergency response conditions. The absence of changes in policy and rule of law in dealing with emergency response conditions. Conducted when a disaster has occurred, it should be done before a disaster.

Researchers suggest 3 major parts of strategies that can be undertaken in order to strengthen the institutional capacity of BPBD in Garut District effectively:

a. In connection with strengthening human resources, the strategy found by researchers is in terms of training to carry out routine exercises with relevant agencies at least once every 6 months. Then, for recruitment to be recruited professionals who are experts in the field of disaster.

b. Related to organizational strengthening, the strategy found by researchers is that payroll must be timely. An employee with very little quantity in order to be given the opportunity to continue schooling to increase their knowledge of disaster problems, and immediately raise the status of contract workers to become employees.

c. Related to the system, the strategy that the researchers found was that the BPBD organization needed some significant changes, where the BPBD had to be a vertical organization to make it easier to control..

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Corporate University and Development of HR Street-Level Bureaucracy

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Abstract

The development of science and technology is now so rapid, globalization, industrial revolution 4.0, e-Government etc. Affect the functioning of the current bureaucracy, various efforts taken by the government to be able to adapt to changes, bureaucratic reform, good governance and various other approaches focusing on professional institutional development and bureaucratic human resources, until now the approach has continued and continues to look for various approaches that are deemed feasible in increasing the professionalism of bureaucratic human resources, especially at street-level bureaucracy which is directly in contact with the community.Corporate University approach (CU) in increasing the professionalism of street-level bureaucracy, what is offered by the CU approach and how this approach can develop street-level bureaucracy. This study uses the literature review method by paying attention to various scientific works that are considered important to explain the topics raised.

Keyword:

Corporate University, Development of Human Resources, Bureaucracy

Introduction

Bureaucratic reform and good governance are two terms that always adorn various studies on the government system, including the Indonesian government system. in realizing the values contained, namely success, efficiency, accountability, approval, and so forth.Reforms that have been carried out since the reforms in 1998 or more than last year have been carried out before regarding politics for the life of democracy in Indonesia. Various changes in the state administration system,revitalization of state high institutions, and general elections conducted in order to build a state government that is able to run well, especially in the governance of good governance.

In terms of public services, the government has not been able to provide quality public services in accordance with the challenges faced, the development of increasingly advanced public needs has become an increasingly complex form of public service, increasingly stringent global competition makes the government continue to adapt to various changes, technological development information, communication, and knowledge give rise to new forms of service, and enable public services to be done online by utilizing online media as a means of providing services.

Public sector organizations are not solely non-profit oriented social organizations, not only government organizations but public sector organizations are organizations that deal with public interests and provide goods or services to the public that are paid for through tax or other state revenues regulated in law (Bachtiar , 2015: 14).

Lower-level bureaucracy is the most important part in the provision of public services, various services received by the community are greatly influenced by how services are provided, good services are not enough by building systems or technical procedures for services, there needs to be awareness for public service providers to provide services that meet the needs community as a focus of service. A good understanding of public services can be done in various ways one of which is to provide an understanding of how public services work, low understanding of work can affect performance, and motivation to provide the best service.

Corporate university as a concept can be a good example that can be used by local bureaucracy to prepare superior human resources, Corporate University (CU) is "an emerging model for continuous training in the corporate world and continuous learning for employees" (El- Tannir 2002). The corporate university approach enables the existing research and service institutions to be more effective, given the spirit that is carried out in the concept of a corporate universitythe existence of the organization through knowledgeable individuals who learn from one another to understand the nature of work to improve job accountability, adaptive and competitive.

The CU approach enables the realization of a culture of competence, the development of cultural competence can have far-reaching effects not only for clients, but also for providers and communities. Cultural competence improves an organization's sustainability by reinforcing the value of diversity, flexibility, and responsiveness in addressing the current and changing needs of clients, communities, and the environment.

Judging from its history the birth of Corporate University (CU) was born in 1872 in the United States, born of the spirit of a private company forming a training institute aimed at helping workers to gain new skills, one of the earliest training institutes using the term "University" is the Goodyear company (Allen, 1949), the company developed various expertise to help the company achieve its goals.

Actually the concept of CU has been developed in the administration of government, various agencies or institutions at the central and regional levels have their own training institutions, various nomenclature can be found to refer to the body or institution that organizes education, training and development, but so far the role of the institution or agency it has not been fully utilized even though the institution or agency can be a driving force in the development of human resources of government administrators.

In other words (Benveniste, 1991), bureaucracy must provide services to the public objectively and impartially. Thus, the public bureaucracy as a policy manager and service agent should not only be neutral towards political power, but must have accountability for something that is an action to the public within the framework of exercising the authority given to it.

Methods

This study uses the method of literature review, literature review is a discussion of knowledge about the topic being studied or it can also be the result of knowledge that is supported by the research literature, and is the foundation of research. There are three types of literature review namely narrative review (narrative literature review), qualitative review literature (qualitative systematic literature review), and quantitative review literature (quantitative systematic literature review or meta-analysis). This study uses a type of narrative literature that has the final goal, which is to describe the CU approach as one of the approaches that can be a guideline in efforts to develop government bureaucracy, several scientific works related to the topic become material to be discussed to strengthen the CU approach as one of the approaches feasible in the management of bureaucratic human resources.

Bureaucracy and Human Resources

Epistemologically, the bureaucracy comes from the word "bureau" which means table or office and the word "kratia" (cratein) which means government. Various public service delivery conducted by the government is a form of bureaucratic activity, from an administrative point of view, service organizations (bureaucracy) have an influence on the system of government administration, this is the basis for the need for management of human resources in the administration of public services.

At present the bureaucracy reforms have not yet found the ideal concept considering the various advances in technology, information and communication, and globalization allowing the bureaucracy to adapt to various changes in service demands, currently the bureaucracy is not only demanded to improve its implementation system but also assessed the results of its service delivery, in other words, at this time the public wants a role more than a bureaucracy that is not only providing services but also as a promoter and service driver, Hadi T and Purnama L (1996) state that the role of government apparatus is not only as a facilitator and service provider but also as a dynamic and entrepreneur.

Resources owned by the bureaucracy not only talk about material resources, but also non-material resources, namely human resources (HR), human resources are the driving force of the organization, the organization will not function without human resources. It can be said that humans need organizations and vice versa organizations need humans. Human Resources (HR) itself can be explained in a simple sense, namely as personnel, workers, laborers, and employees, in other words HR in the simplest sense is humans who work or become members of an organization. While human resources in the broadest sense are human beings who are residents or citizens or citizens of a country, especially those who have entered the working age group.

Borrowing from the experience of the private sector in looking at human resources (HR), according to Reicheld (in Barney and Wright, 1998), believes that HR is the biggest contributor to the company, so employees must be treated as partners. In addition, companies that manage HR effectively have a high level of profitability, high productivity, high market value. From the various benefits obtained from the management of private sector HR, the researchers see the need to apply HR management that follows the spirit of the private sector in the management of public sector HR, the desired goal is to realize a quality organizational culture.

Quality culture must be an organizational value system that will produce a conducive environment for continuous quality improvement and improvement. Quality culture consists of philosophy, beliefs, attitudes, norms, values, traditions, procedures, hopes to improve quality. In order to create a culture of good quality it requires a total commitment to all members of the organization. Efforts to shape culture can be done through the development of a coordinated program that begins with career selection and development. There are eight main programs that are interrelated to form a quality culture, namely: individual development, management training, human resource planning, performance standards, career development, opinion surveys, fair treatment, and profit sharing (Fandy Tjiptono, 2001: 88)

However, the practice of HR management is not easy to implement and allows different results considering the public sector and private sector have different goals, HR development in the two sectors is also different even though the enthusiasm is to provide services and goods, but from various paradigms that develop in administration The public enables the application of all types of private sector into public sector HR management.

Human resource development can be interpreted as an effort to prepare employees (human resources) to be able to move and play a role in the organization in accordance with the growth, development and change of an organization. Therefore, employee development activities are designed to make employees capable of achieving, adapting, innovative and flexible, the development activities undertaken need to pay attention to organizational performance with predetermined standards.

Broadly speaking, there are three possible assessment results between performance and standards, namely: a) Performance> Standards, where in this condition the organization achieves the best performance because it is above the standard, b) Performance = Standards, where in this condition the organization achieves good performance, but at the minimum level because the performance is the same as the standard. c) Performance <Standards, where in this condition the organization achieves poor performance or is not as expected because it is below the standard.

Strategic HR management practices require coordinated management with several sub-functions. To find out the effectiveness of the HR management strategy implemented, it is necessary to know how much the role of HR management influences the overall organizational performance.

Kim (1993: 37) emphasizes the importance of the relationship between individual learning and organizational learning by stating that individual learning and organizational learning cannot be separated. System adaptation and application of learning organizations in the public sector is possible because learning is not only related to internal learning but also external, many successful applications in the private sector are then adopted and applied in the public sector. System adaptation and application of learning organizations in the public sector occur because of the private sectorand the public sector has similarities in management functions, namely planning, organizing, actuating and controlling (Fakhrudin, 2010).

This statement implies the need for cross-sectoral learning, meaning that the management of human resources in the private sector can also be applied to the public sector. The role of HR management in the public sector is very critical and in a different condition from the private sector (see Boselie et al. 2003). Historically the concepts that developed in HR management indeed originated from the business activities of the private sector. For companies, HR management is not just an instrument of employee utilization. HR management in the private sector as said by Stroh & Caligiuri (1998) is also a source of strength for companies in achieve competitive advantage in the global era as it is today. HR management can function effectively in the private sector, while not so in the public sector (in Jusuf, 2011: 281).

Human Resources and Sources of Competitive Advantage

The implementation of a free market economy where competition and globalization are the main characteristics, the demand for the availability of Human Resources (HR) with high competitiveness is a must. The basis of competitive advantage has changed from conventional approaches to contemporary approaches, namely knowledge-based assets intellectual capital, such as creativity, innovation, organizational learning, and capabilities.

Organizations with highly skilled and knowledgeable human resources have higher human capital and are more likely to create knowledge, make the right decisions and have better innovation (Hitt et al, 2006). Nonaka & Takeuchi (1995) explained that human capital alone is not profitable for the company, if there is no mechanism for the HR to share knowledge to realize superior and competitive human resources can take a variety of approaches one of which is a corporate university, where the main component is how to apply the spirit of the private sector in managing competitive, competitive and adaptive HR to the needs of consumers, the spirit is applied in the management of human resources in the public sector by prioritizing various existing components.

The first component that must be considered is the skills and formal education. From several studies that have been conducted, one of the obstacles faced is the low quality of human resources. One of the causes of the low performance of the bureaucracy is the low development and mastery of knowledge, and technology. Lado and Wilson (1994) stated that HRM performance is very potential in helping companies to achieve competitive advantage, the opinion suggests that competitive advantage is influenced by HR performance, therefore it is important to support key activities individually and other supporting activities, which can develop HR knowledge.

The second component, namely attitude, knowledge in its development is considered insufficient. The attitude of employees towards the task is also a key word in achieving success. The attitude reflects how a person feels something. (Stephen P. Robbins, 2001: 138). Explained next, attitude has three components, namely cognitive component (cognition), namely the opinion or belief segment of an attitude, affective component (affect), namely the emotional or feeling segment of an attitude and the behavioral component of an attitude (behavior), which is a intention to behave in a certain way towards someone or something.

The role of attitude is very important in determining the quality of services, so every organization needs superior service, which is an attitude or way employees serve by taking into account service recipients as the focus of service. Broadly speaking according to Fandy Tjiptono (2001: 21) there are four main elements in this concept: Speed, Accuracy, Hospitality and Comfort. The level of excellence can be achieved by means that every employee must have certain skills, including looking good and neat, being friendly, paying attention to work enthusiasm and attitude always ready to serve, calm at work, not arrogant because they feel needed, mastering their work both tasks related to department or department or for others, able to communicate well, can understand the sign language of the community and have the ability to handle complaints professionally.

The third component, namely Innovative. The ability to exploit knowledge is an important component of the ability to innovate. According to Suryani (2008: 304), innovation in a broad concept is actually not only limited to the product. Innovation can be in the form of ideas, ways or objects perceived by someone as something new. Innovation is also often used to refer to changes that are felt as new things by people who experience. As for the impact of innovation, namely replacement, change, addition, rearrangement, deletion, reinforcement. The impact can be a reference for organizations to assess the effectiveness of an innovation, and this innovation can later be part of the implementation of HR management development system.

So that the three pillars can be developed, a bureaucracy that has an entrepreneurial spirit is needed. David Osborne and Ted Gaebler (1996) with their monumental work "Reinventing Government, How the Entrepreneurial Spirit is Transforming the Public Sector "trying to reinvent government by developing the concept of entrepreneurial government (Entrepreneurial Government). The very strategic basic essence of Osborne and Ted's thoughts is closely related to the government bureaucracy which is no longer oriented to the culture of centralization, structuring, formalization and apatistics but rather on the decentralization of empowerment, partnership, functionalization and democratization. The function of a modern government strategy must be directed to the carrying capacity and driving force to increase the participation of the community in the policy process, governance and development implementation.

Corporate University and the Existence of Public Competitiveness

Based on the company's need to manage various individuals in the company to educate employees to meet organizational goals, as said by Meister (1998) defines a corporate university as: "The strategic umbrella for developing and educating employees, customers and suppliers in order to meet an organization's business strategies (Prince, 2001: 17) "

Corporate university as an approach in managing human resources can realize public organizations that have high competitiveness, a number of principles that can be implemented to build a competitive organizing system. According to Allen (2002) (Cappiello, 2017: 304) from The corporate university label is currently attached to a broad range of entities, ranging from renamed training departments to institutionalized carriers of strategic knowledge within and between organizations. Corporate university can be placed on a path of evolutionary growth represented by a stair, starting from the training department and ending up with an autonomous organization competing with conventional university.

Corporate University as an approach to be implemented in the public sector and affect organizational performance needs to consider the following organizational conditions: 1) Leaders must be sensitive, responsive, accountable and transparent to subordinates, several studies have shown the influence of leaders on organizational performance, can be imagined if every individuals have the soul of a leader, understand themselves have a role and a great responsibility for the sustainability of the organization so that encouraging individual behavior into group behavior that supports the realization of organizational goals, 2) Public debate, meaning that policies or guidelines taken or selected are the result of understanding and agreement between government officials, various discussion forums should be an ongoing activity when determining policy 3) Coordination, intended that good coordination between all government agencies will be very good for growth the development of accountability, 4) Autonomy, meaning that government agencies can implement policies in their own way which is the most profitable, most efficient and most effective for achieving organizational goals, 5) Explecitnes and clarity, meaning that performance evaluation standards must be disclosed clearly and clearly so that they can be known clear what must be accountable.

Public accountability can be used as a reference to assess the extent to which the public sector performs its service function, Pranoto in (Hakim, 2014: 5) accountability is defined as a form of accountability that answers and explains the level of performance benefits or the exercise of authority of a person or legal entity or collective leader of an organization to the party who gave the authority.

According to Osborne and Gaebler (1996) revealed that the principles of entrepreneurial governance, namely: 1) Catalyst Government (Directing Rather than Pedaling). 2) Government Owned Community (Giving Authority Rather than Serving). 3) Competitive Government (Injecting Competition In Providing Services) .4) Government that is driven by mission (Changes the organization that is moved by regulations). 5) Government is results-oriented (goal-oriented government changes the focus from input to accountability on output or results.

There are several things that become the foundation why organizations must continue to learn and continue to carry out various human resource management activities, according to Maryani, Donna, and Hapsari (2010) including, 1) Tight business competition, in the current era of globalization, competition in the industrial field is experiencing intense business competition. Therefore every organization is required to continue to learn in order to survive from competition. 2) Synergy between members, with learning organizations, employees in an organization will work together to conduct learning. 3) Rapid change, the era of globalization demands the industrial world to make changes quickly. Learning organizations not only carry out continuous learning but can create new knowledge to meet the demands of rapid change in the industrial world, 4) Anticipating the future and uncertainty, learning organizations and changes to anticipate the future and adjust for the uncertainty that will come in the business environment.

Conclusion

Public sector organizations are not solely non-profit oriented social organizations, not only government organizations but public sector organizations are organizations that deal with public interests and provide goods or services to the public that are paid for through tax or other state revenues regulated in law (Bachtiar , 2015: 14).

Lower-level bureaucracy is the most important part in the provision of public services, various services received by the community are greatly influenced by how services are provided, good services are not enough by building systems or technical procedures for services, there needs to be awareness for public service providers to provide services that meet the needs community as a focus of service. A good understanding of public services can be done in various ways one of which is to provide an understanding of how public services work, low understanding of work can affect performance, and motivation to provide the best service.

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Money and Family Matter: Political Recruitment in the Golongan Karya Party of Banten Province

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Abstract

Meritocracy is still a fundamental problem in political recruitment in Indonesia, especially in political parties. Although reform has penetrated all state institutions and the entire life of the nation and state, political parties became one of the institutions that remained unmoved by the old tradition even with several adaptations to follow the demands of democratization. This research was conducted with a qualitative approach to study the process of political recruitment in the Banten Province Golongan Karya Party, ahead of the 2019 General Election. It was chosen because of its existence as the most experienced major party. The results of the study prove that the poor face of political recruitment of legislative candidates is more determined by financial strength and nepotism. Formal selection is done, but the process is not accountable enough as well as the results. As a result, it will be closely related to the election of members of the legislature who have not only doubted their capabilities but also their integrity as reflected in the low quantity and quality of policies produced and the proliferation of corruption cases involving many legislative members at the central and regional levels.

Keywords:

legislators; dynasty; financial; meritocracy

Introduction

Political recruitment was pointed out as one of the root problems related to the low performance of the House of Representatives (DPR) for the 2014-2019 period (Formappi, 2018), which was only able to resolve approximately 10% of the total target of the national legislation program (Prolegnas) during the 2014- 2019 (ICW, 2019), and the low attendance of DPR members (wikidpr.org). The above note certainly does not include a number of cases of corruption by DPR members which has further worsened the institutional image of the DPR (liputan6.com) in the end, as well as a number of political decisions that tended to conflict with public expectations as reflected in the ratification of the Draft Law (RUU) which regulates Corruption Eradication Commission (KPK), as well as plans to ratify a number of RKUHPs, and other bills that are considered controversial both in the process and in substance. His discussion that is "running after" amid legitimacy that has "exhausted" gives a strong impression of the motive of "chasing deposits" that stimulates massive public reaction today.

The above description is also relevant to conditions at the local level. Although most members of the Banten Province DPRD have a minimum education level of 81.18% (dprd-bantenprov.go.id); however, low productivity and discipline (news.detik.com) indicate the low capability of DPRD members in carrying out their duties and functions. Likewise with a number of cases that tarnished the face of the DPRD institutions, such as the bribery scandal of the establishment of Bank Banten involving 40 members of the Banten Provincial DPRD (beritasatu.com), including elements of the DPRD leadership (https://nasional.tempo.co), irrational budget of recess (bantennews.co.id), and unaccountable recess funds (rmolbanten.com), as well as the very low compliance of Banten Province DPRD members, which is only about 1.19%, in reporting the assets of state administrators (LHKPN) (merdeka.com) which as a whole are a public issue related to the performance of the Banten Province DPRD during the 2014-2019 period. The whole public issue is unable to change the negative image of the DPRD institution as passed down by the DPRD in the previous period, which not only acts as a power stamp but also becomes an effective instrument of power in carrying out political corruption in congregation and systemic (Ismanto and Listyaningsih, 2019); and low levels of representation of their constituents (Amalia, 2011).

All of the above problems hypothetically lead to a process of political recruitment that does not prioritize meritocracy to produce members of the DPRD who are less able to carry out their duties and functions adequately as indicated above. However, meritocracy is necessary, especially by political parties that are essentially public bodies responsible for articulating and aggregating people's interests to be formulated into public policies that also favor the interests of the people, nation and state (article 1 paragraph 1 of Law Number 2 of 2011) through the legislators he recruits. Therefore the role and function of political parties is undoubtedly very big influence on the life of the nation and state (article 11 paragraph 1 of Law Number 2 of 2011), which demands the existence and management of modern and professional political parties, particularly in carrying out the functions of political recruitment.

However, political recruitment in Indonesia still faces complexity. The poor face of political recruitment is partly due to the lack of a formal, open, democratic and accountable political recruitment system among political parties in Indonesia. Some political parties even base their sources of political recruitment on the family environment and political relatives of the political elite itself, so that it tends to take place in a closed, exclusive and non-exotic manner. (KPK-LIPI, 2016). Sianturi (2014) concluded that the cause of the irrelevance of the Election System to the elected candidates was due to the non-functioning political recruitment function carried out by political parties. A similar study clearly concluded the magnitude of the influence of kinship factors in political recruitment in South Sulawesi (Purwaningsih and Subekti, 2017). While the Ismanto and Thaha (2016) found network and patronage factors in the nomination process in the 2014 elections in Banten Province.

Related to the background and previous studies above, this research was conducted to answer two key questions, namely: "how is the recruitment of candidates for legislative members in the Banten Province Golkar Party?" And "how much influence is the closeness and kinship and financial factors on the recruitment process? ". The two research questions will be explored based on the perspective of meritocracy theory whose operation is based on applicable legal norms, namely: Political Party Law, Election Law, Party Statutes / Statutes, and other implementing regulations. The limitation of the object of research in the Golkar Party was carried out because of two arguments. First, political parties are public bodies or organizations that operate in the public sphere, involve the public, and work in the public interest. Mukarom and Laksana (2015) identified public organizations as non-profit organizations, collectively owned by the public, ownership of resources not in the form of shares, and organizational decision making based on consensus. Meanwhile, according to Law Number 14 of 2008, public bodies can be in the form of executive, legislative, judicative bodies, and other bodies whose main functions and duties are related to the administration of the state, some or all of whose funds are sourced from the state budget and / or regional budget, or non-governmental organizations. as long as part or all of the funds come from the State Budget and/or Regional Budget, community contributions, and/or abroad. Meanwhile, the object of study is limited to the Golkar Party based on its existence as a large party with long experience, as well as its unwavering influence, although a number of cases have repeatedly shaken this party due to the involvement of its elite ruling in the vortex of corruption, both in the center and in the regions. .

Methods

This research was conducted qualitatively to describe the political recruitment in the Golongan Karya Party of Banten Province, by identifying the influence of kinship and financial capacity in the selection process of its legislative candidates in the 2019 general election. Interviews with several key informants were conducted, both party management, selection team, and some legislative candidates. Likewise, observation and documentation studies were carried out to explore research questions.

Results and Discussion

The Golkar Party has played an important role since the inception of Banten Province, through the active involvement of party figures several Banten Province formation organizations, both the Banten Province Establishment Committee (KPPB), and the Banten Province Formation Working Group (Pokja-PPB). The central role of these figures is even greater and influential after the merging of the two organizations in a new forum that coordinates the efforts to establish Banten Province, namely the Banten Province Formation Coordinating Board (Bakor-PPB) (Sutisna, 2001; Lubis, 2004; Ismanto, 2010; Nordholt and van Klinken, 2014). The great influence of these figures can be seen from the policies and dynamics of local politics, governance, and regional development that are colored by the thoughts, attitudes and actions of these figures. The success of the Golkar Party placed its cadres as the first Deputy Governor along with the United Development Party (PPP) cadres even though the Indonesian Democratic Party of Struggle (PDIP) was the absolute winner of the 1999 General Elections in Banten Province with 30% of the DPRD seats, while the Golkar Party seats were only about half. Likewise, the success of the Golkar Party placed its cadres as governors from 2005 to 2013, the success of winning the chair of regents, mayors and deputy regents in six of the eight regencies / cities in Banten Province, as well as the success of winning the deputy governor's chair in the 2016 Governor Election. In the legislative realm, the Golkar Party won the 2004 General Election with 21.33% of seats in the DPRD, second in the 2009 Elections with 15.29% seats amid the high determination of the rising Democratic Party with the acquisition of approximately 21.18%; share the same number of seats with PDIP as the 2014 Election winners, namely 17.65% of seats; and the success of maintaining 12.94% of DPRD seats in the 2019 elections amid the influence of PDIP as the ruling party with the acquisition of 15.29% of seats, and the determination of the Gerindra Party to win the election with the acquisition of 18.82% of DPRD seats.

All of the above facts are factual depictions of the influence of the Golkar Party in the local political constellation in Banten Province so that they can maintain their political position even with some cases that tarnished the party's face because of the involvement of several elites in criminal acts of corruption. Starting from the arrest of the Governor of Banten in a bribery case involving the Chair of the Constitutional Court in 2013, the arrest of party leaders who are also the husband of the Mayor of South Tangerang in 2013, the bribery scandal of the establishment of the Banten Bank in 2016 involving the Deputy Chairperson of the Banten Province DPRD, and operations arrest (OTT) Corruption Eradication Commission (KPK) against the Mayor of Cilegon in 2018. The cases above certainly do not include a number of corruption cases committed by the Golkar Party elite in Senayan, which not only tarnished the face of the party but also hypothetically had an impact on public trust in the Golkar Party.

The magnitude of the influence of the Golkar Party cannot be separated from the contribution of Haji Chasan Sochib as a central figure who played a very important role in the Golkar Party in the New Order era, during the process of forming the province, and after the formation of Banten Province until his death in 2011. Formally, he was Chair DPD I Advisory Board Banten Province Golkar Party until the end of his life. His actions as champions and businessmen effectively managed to consolidate the strength and influence of champions and businessmen to support the existence of the Golkar Party since the New Order era through a number of platforms that it formed, such as Persatuan Pendekar Persilatan dan Seni Budaya Banten Indonesia (PPPSBBI), Satuan Karya (Satkar Ulama), Chamber of Commerce and Industry (KADIN), Indonesian Businessmen Association (GAPENSI), Regional Daily Council of 1945 (DHD 45), and others. So it is not surprising that in a short period of time, he succeeded in establishing a strong political dynasty to date. The 2019 elections were another means of proving the still influence of this dynasty in the Golkar Party.

In Senayan, this dynasty succeeded in bringing three family members to Senayan, namely: the wife of the Deputy Governor of Banten (2017-2023) and previously served as the Deputy Chairperson of the Banten Province DPRD for the 2014-2019 Period; and the uncle of the Banten Deputy Governor who previously served as Mayor of Serang; and the younger brother of the Deputy Governor of Banten who managed to maintain his position as DPD member for the second period. At the local level, although in general the acquisition of Banten Province DPRD seats decreased from as many as 15 seats in the 2014 Election to 11 seats in the 2019 Elections, but still able to place most of the dynasty's cronies in the DPRD seats, six of which are old faces.

The Regional Management Council (DPD) I of the Banten Province Golkar Party (2015-2020) is led by the Deputy Governor of Banten who was the younger brother of the Banten Governor in the previous period (2005-2013) and also served as the Regent of Serang (2015-2020). In the previous period (2009-2015) the General Chairperson of the Golkar Party was led by the Governor's husband at that time (2005-2013), who was controversially elected because he defeated the previous General Chairperson (2004-2009) whose leadership was considered successful in bringing the Golkar Party through a difficult period of post-reformation to win the 2004 and 2009 elections; and other senior figures of the Golkar party, which then had implications for the "exodus" of a number of senior party figures to other parties (Ismanto, 2017). Post-appointment in November 2013, the leadership of the Golkar Party was continued by the current General Chair who was previously elected to continue the party leadership in the 2009-2015 period through the Extraordinary Regional Conference in December 2013.

At the party management level, there are three close relatives of the General Chair who sit in the ranks of the deputy chairman, namely: Deputy Chairperson of the Human Resources Division who is held by the chairman's nephew who is now Deputy Regent of Pandelang (2015-2020), Deputy Chairperson of the Youth and Sports Division held by the chairperson of the general chairperson who is also the Deputy Governor of Banten, and the

Deputy Chairperson of the Arts and Culture Division held by the wife of the Deputy Governor of Banten. Eleven other elements of the vice-chairman some still have kinship ties, and some others are categorized as business and political cronies who are considered to have high loyalty in this dynasty. Similar portraits are also found in the ranks of secretaries and deputy secretaries, treasurers and deputy treasurers, as well as the heads and members of the bureau.

In connection with the recruitment of prospective candidates for the Banten Provincial DPRD, the recruitment is carried out by a Provincial Level Selection Team of nine people, consisting of: Chairperson of the Provincial DPD, Daily Chairperson, Secretary, Treasurer, Deputy Chairperson of Organizational Affairs, Deputy Chairperson of the Cadre Affairs and Membership Division, Deputy Chairperson for Women's Empowerment, Deputy Chairperson for Youth and Sports, Deputy Chairperson for Legal Affairs, and Deputy Chairperson for Election Winning. With this composition, the selection team is practically very nuanced kinship and cronyism considering that 3 of them have family relations, 1 distant relative, and 5 others are dynastic loyalist cronies. The results can be confirmed by the correlation with the quality and recruitment results listed in the Banten Province DPRD Permanent Candidate List (DCT), which will be explained in the next section.

Quoting the opinion of Barbara Geddes (Labolo and Ilham, 2015) about the four models of political recruitment systems, one of which is meritocratic, namely political recruitment from highly competent circles such as technocrats, entrepreneurs, teachers, expert workers, and the like. This definition seems to refer to its grammatical meaning, namely: "a system in which the talented are chosen and moved ahead on the basis of their achievements" or "leadership selected on the basis of intellectual criteria" (merriam-webster.com). Whereas terminologically, the concept of meritocracy refers to the concept that was first coined by Michael Young (1961) in 1958 in a satirical essay about education and equality, that meritocracy is another form of oligarchy in the future. Meritocracy itself is conceptually formulated as (IQ + effort = Merit), which will be the basic value that sets the order of the ruling elite in the future (Celarent, 2009; Allen, 2011; Powell, 2016). Therefore contemporary definitions of meritocracy are generally formulated as "a social system in which rewards and positions are allocated justly on the basis of merit, rather than ascriptive factors such as genders, ethnic groups or wealth" (Lawson and Garrod, 2002), or " the principle by which resources, awards, pay, and positions are distributed along a system where performance is valued, regardless of other considerations such as equality, need, rights or seniority "(Heneman and Walker, 2005). Departing from this definition, meritocracy in this study was operationalized based on operational criteria used by the Golkar Party in carrying out its political recruitment, namely: achievement, dedication, discipline, loyalty, and impeccability (PDDLT), the process of which is regulated in the Golkar Party's Statutes / Articles of Association, as well as Party's Guidelines Number Juklak-11/ DPP/ Golkar/ V/2018.

There are some interesting findings occurred during the process of recruiting candidates for legislative members from the Golkar Party, namely the first mass resignation of 102 people from 171 prospective candidates determined by the Selection Team. The resignation of 102 candidates was largely motivated by financial reasons, namely his inability to provide a minimum fund of Rp.1.2 billion to finance his candidacy. On the other hand, it was found that the Selection Team was not optimal enough to select candidates because the 171 nominees had all been drawn from the list of functionaries or party members who had participated in the functionary orientation activities as required in the operational guidelines. While the fact is that participants in orientation activities are generally not party members who have been educated and selected in such a way as to be promoted as candidates but are delegates from the district/city level who are assigned without regard to qualifications or any factors other than their willingness to participate in these activities. This means that it can be concluded that political recruitment upstream is not proceeding as it should. On the other hand, the party's target to reach the minimum number of candidates as many as Banten Provincial DPRD seats failed to be realized.

Secondly, the opening of opportunities for the wider community to become a candidate for the Golkar Party legislative candidate has caused jealousy among party members considering that in practice there is privilege for them because they are not burdened with special conditions except for their popularity and ability to finance their nominations. The party even held a red carpet for external candidates with large financial capacities, rather than promoting party cadres who had "bled" to dedicate themselves to the party. Although not significant, the results were 9 external candidates out of a total of 69 candidates for the Banten Provincial DPRD from the Golkar Party. The nine candidates are mostly retired state civil servants (ASN), and some others are social organization activists and politicians who have moved parties. Unfortunately, all the external candidates failed to compete for seats in the DPRD.

Third, the Selection Team has no clear and measurable parameters for translating indicators of achievement, dedication, loyalty, and impeccability (PDDLT). As a result, the assessment of the eligibility of candidates tends to be subjective as can be seen from the re-nomination of DPRD members for the 2014-2019 period without going through an adequate evaluation of the PDDLT indicators. In fact, of the 10 incumbent candidates there was 1 candidate who was a former convict of corruption and was known as a business crony of the party ruling dynasty, and 1 other was an external candidate with the same status, who during ASN was known to be very loyal to the elite dynasty in this party. Nationally, the Golkar Party is even listed as the party that carries the most candidates who are ex-convicts of corruption, namely as many as 8 candidates (https://nasional.kompas.com). Besides, of the 10 incumbent candidates, 7 of them are also party administrators, and 3 of them are members of the Selection Team. And the result, 6 out of 10 candidates were successfully re-elected as members of the Banten Province DPRD.

Fourth, although of the 69 names in the DCT there were no candidates with a very close kinship with the dynasty, most were confirmed as loyalist cronies with sufficient financial capacity. The results can be seen from 11 seats in the Banten Provincial DPRD, 6 of which were incumbent and administrators of the DPD I. Three members of the dynasty's core family in the 2019 elections were all projected and then succeeded in sitting in the DPR and DPD 2019-2024 period. And fifth, although AD / ART and Juklak Number 11 require senior high school as a minimum level of education to become candidates, in fact, there are approximately 30.43% of high school-educated candidates, which means they are not eligible according to the PDDLT parameters and applicable internal provisions.

The difficulty of the party to recruit a minimum number of targeted candidates with qualifications per the applicable terms and conditions is an indication of the party's failure to carry out political recruitment functions. Instead of producing candidates who are not only eligible but also qualified, the fact is that reaching the minimum amount cannot be achieved. The influence of the hegemonic dynasty, as well as the elitism that occurred among the party elites who were generally the business and political cronies of this dynasty, were the cause of the stagnation of party recruitment and regeneration. Moreover, coupled with the fact that being a party administrator and especially a candidate, is only possible by people with large financial capacities given the fact that political costs are very expensive. And this is the answer, why political party management and legislative candidates are generally crowded with business people at the local level, especially business people affiliated with party elites. Its capacity to finance its political activities, as well as great business opportunities to access government resources is an attraction that factually underpins the number of candidates with a business background to enter politics.

Conclusion

Although formally the Golkar Party adheres to meritocracy in its political recruitment, in reality, several adaptations have been made due to circumstances that are not possible. The demand to get as many seats as possible eventually becomes a pragmatic choice to determine the eligibility of candidates, namely electability that is proportional to their financial capacity. This condition causes the circulation of the elite to run slowly because incumbents have a much greater chance to be re-elected because of more ownership of the two variables in question. Meritocracy is not quite compatible with democracy, especially liberal democracy as practiced by Indonesia today. And ultimately meritocracy, as projected by Young (1958), is a utopia. Because what is now formed is an incompetent oligarchy, not a competent oligarchy popularly called the meritocracy.

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Strengthening Public and Private Sector Collaboration for the Dumagat in Sta. Ines, Tanay, Rizal: Basis for A Four - Year IP Development Plan

Ana Christina M. dela Cruz

Abstract

Providing a framework for exploring governance systems that range from policy or program-based inter-governmental cooperation (Makati and Tanay) to place-based collaboration with non-governmental stakeholders to public-private partnerships (PPP).

Public-Private Partnership is geared towards financing, designing, implementing and operating facilities and services that are traditionally provided by the public sector. It embodies optimal risk allocation between the parties – minimizing cost while realizing project developmental objectives. Thus, the project is to be structured in such a way that the private sector gets a reasonable rate of return on its investment. This offers monetary and non-monetary advantages for the public sector. It addresses the limited funding resources for local IP development projects of the public sector, thereby allowing the allocation of public funds for other local priorities. The collaboration is geared for both sectors to gain improved efficiency and project implementation processes in delivering services to the IP community. Most importantly, it emphasizes Value for Money – focusing on reduced costs, better risk allocation, faster implementation, improved services and possible generation of additional revenue.

A Four - year Indigenous People (IP) Development Plan for the Dumagat community is a concrete response to the United Nations' 17 Sustainable Development Goals. Grounded in a vision that aims to transform our world - UN aspires to build a world free of poverty, hunger and disease, in which every woman and every girl enjoys full gender equality, where the environment is protected and where all people have access to quality education and decent work. The program is designed to create a sustainable community extension services for the IP community of Barangay Sta. Ines in Tanay, Rizal. The Dumagat community, characterized by lack of basic services, but open and willing to be organized to attain genuine and holistic development is the priority of the program. In the implementation, it will follow the different stages in community organizing to ensure the appropriateness of activities and training for community partners. Organizing the poorest of the poor can lead to empowerment. Also, it will allow them to become pro-active in ensuring the development of quality of life.

Keywords:
Governance; PPP; Indigenous People (IP); Development Plan

Introduction

With 7,107 islands and three major administrative divisions, namely Luzon, Visayas and Mindanao, the Philippines is a home for numerous indigenous tribes who have managed to keep their cultural identity, despite the non-recognition and marginalization they are facing.

Although there are quite a number of indigenous tribes or ethnic groups in the country, they remain some of the most poor, least privileged, and impeded members of society. They mostly reside in the mountains, and hence were not affected by Spanish or American colonization, which is the primary reason they were able to retain their customs and traditions.

When the Sustainable Development Goals (SDGs), also known as the Global Goals, were adopted by all United Nations Member States in 2015 as a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity by 2030, countries have committed to fast-track progress for those furthest behind first. That is why the SDGs are designed to bring the world to several life-changing 'zeros', including zero poverty, hunger, and the like.

Through the pledge to "Leave No One Behind", everyone is needed to reach these ambitious targets. The creativity, knowhow, technology and financial resources from all of society is necessary to achieve the SDGs in every context. The 17 SDGs are integrated—that is, they recognize that action in one area will affect outcomes in others, and that development must balance social, economic and environmental sustainability.

The Philippine government supports the SDGs and had different programs suited to achieve the goals of sustainable development. It's "Ambisyon 2040" is a concrete answer to the attainment of these goals. SDGs and Ambisyon 2040 creates an impact to the lives of the Indigenous People, particularly the Dumagat community in Sta. Ines, Tanay, Rizal.

But even before the establishment of the SDGs, the Philippine Constitution, in recognition of this diversity and under the framework of national unity and development, mandates state recognition, protection, promotion, and fulfillment of the rights of Indigenous Peoples. Further, Republic Act 8371, also known as the "Indigenous Peoples Rights Act" (1997, IPRA), recognized the right of IPs to manage their ancestral domains; it has become the cornerstone of current national policy on IPs.

With the collaborative efforts of the University of Makati (UMak) - College of Continuous, Advanced and Professional Studies (CCAPS) and the UMak - Community Extension Services (CES) Department, the City of Makati and the Municipality of Tanay had collaborative efforts to strengthen its commitment to help uplift the lives of some indigenous people in Tanay, Rizal, particularly the Dumagat.

The adoption of the Dumagat community in Baragay Sta. Ines, Tanay, Rizal, led to the conceptualization of a Four - year Development Plan to establsih some long - term solutions to aid the Dumagat community in its livelihood programs, education, technology and communication and its adaptation to the modern ways of practices. This study aims to seek answers to the preliminary questions set by the researcher:

1. What challenges were experienced by the Dumagat IP Community (Tanay, Rizal)?
2. What are the interventions / programs of the LGU of Tanay, Rizal to answer the pending challenges of its IP community?
3. What non-government interventions / programs were given to the Dumagat Community to solution their pending problems?

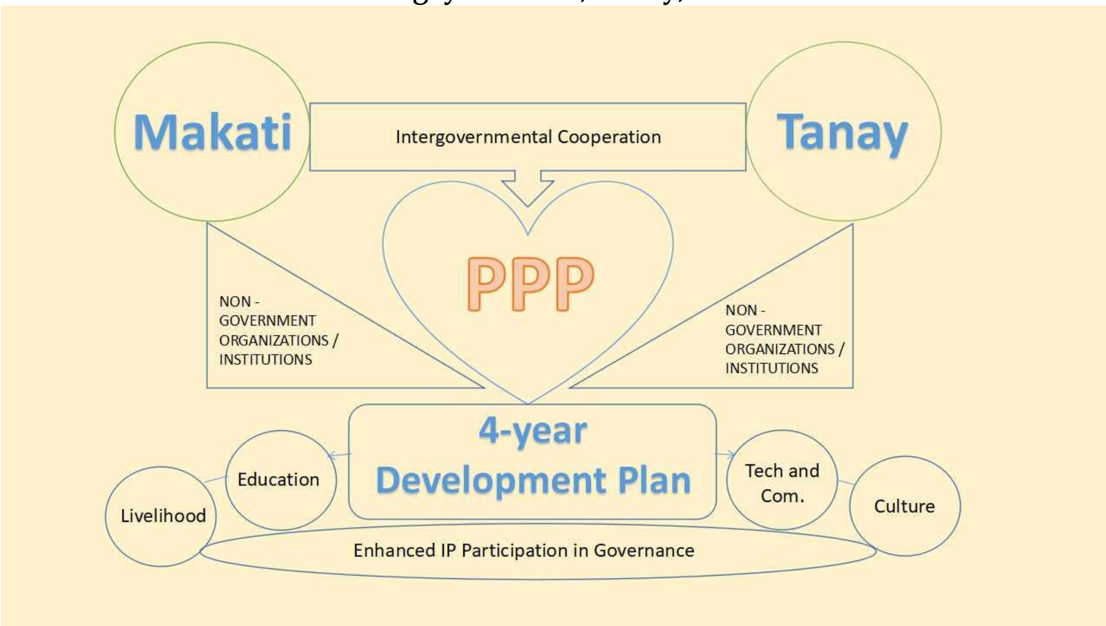
Methodology

A descriptive method of study, with a participatory action research (PAR) approach was utilized in the study. Collaborative actions from the Makati City Government (University of Makati) and the Municipality of Tanay was made and interventions from the non-government organizations linked with the Makati City Government and the Municipality of Tanay were sought to have concrete programs and activities for the IP community. The following instruments were used in the study: a. Data and Document Gathering and Analysis, b. Key Informants Interview and c. Observation and Experiential / Participatory study

Results and Discussion

The study adopted a framework that will lead to the establishment of a Four-year Development Plan. This plan will help the Dumagat Indigenous Community with sustainable livelihood programs, enhanced basic primary education, improved communication and technology and the adaptation of the people to the modern urban life that is gradually acculturating their place.

Figure 1.
The Theoretical Framework of the 4-year Development Plan for the IP Community of Brangay Sta. Ines, Tanay, Rizal



With the inter-governmental cooperation of the City of Makati (through The University of Makati) and the Municipality of Tanay, a collaboration between the two government brings a linkage to achieve the goal of uplifting the lives of the IP people in Tanay, Rizal, particularly the Dumagat ethnic group.

Public-private partnership between the government and its different non-government organization linkages will be the heart of the development plan. PPP involves the collaboration between a government agency and a private-sector company that can be used to finance, build, and operate projects, such as public transportation networks, parks, and convention centers. Financing a project through a public-private partnership can allow a project to be completed sooner or make it a possibility in the first place.

With the 4-year development plan, the study foresees an enhanced IP Participation in Governance. Developing Participatory Governance empowers the citizens to participate in public decision-making,for stronger government transparency, accountability and responsiveness, and for improved public policies and services.

Participatory Governance will involve the practices of:

A. *Public information* – A first step towards participatory governance is helping citizens to have access to relevant information about government policies, decisions and actions. This category contains tools relating to advocating for freedom of information, supporting government transparency and facilitating the dissemination of public information.

B. *Education and deliberation* – citizens will be aware of their rights and responsibilities (civic education), and a variety of innovative methods for helping citizens collectively learn about and discuss issues of priority public concern.

C. *Advocacy and citizen voice* – This contains a number of tools for enhancing citizen advocacy, and helping citizens to publicly express their opinions and concerns.

D. *Public dialogue* – This describes a range of innovative approaches and tools for promoting more productive interactions and enhancing dialogue between multiple state and non-state actors.

E. *Electoral transparency and accountability* – This contribute to ensuring that elections are free and fair and help citizens make informed choices and hold politicians accountable for their electoral promises.

F. *Policy and planning* – The design and implementation of public policies and plans that respond effectively to citizens' priorities and needs are a key task of any government. These enables citizens and civil society organizations to contribute meaningfully to processes of public policy-making and planning, at both the local and national level.

G. *Public budgets and expenditures* – Transparent, accountable, effective and efficient public financial management is key to good governance. This will help citizens understand and influence decisions about the allocation of public resources, monitor public spending and hold governments accountable for the management of public financial resources.

H. *Monitoring and evaluating public services* – Services such as health care, education, water and sanitation and public transport are essential for citizens to survive and thrive. This offers innovative ways for citizens to monitor and evaluate the accessibility, quality and efficiency of public services – leading to improved services and better quality of life for all citizens.

I. *Public oversight* – Many governments around the world are plagued by corruption, patronage and lack of accountability. This outlines a number of methods that citizens and civil society organizations can use to monitor and oversee public action and seek retribution for injustices or misdeeds.

With the different challenges that the Dumagat IP Community may experience, PPP is seen as a way to establish an enhanced IP participation in the government, through the collaborative governance of the Local Government of Makati and the Municipality of Tanay.

Conclusion

1. At this preliminary stage, setting the four - year development plan 2020 - 2024, different problems of the Dumagat IP Community in Barangay Sta. Ines, Tanay, Rizal had already been known. The following were:
    a. Rights for the Ancestral Domain lands were not yet awarded and given to the Dumagat Community;
    b. The Dumagat Community in Tanay, Rizal are mostly impoverished. These people are earning below the minimum wage (Php 400.00 in Rizal) that is required, as employment is hard for them and they rely on agricultural livelihood that may not be sufficient to gain decent living;
    c. As technology may be gradually observed in the areas of Barangay Sta Ines, Tanay Rizal with cellphones and television, the energy supply for electricity may be limited. Roads are still under construction and the road to the different sitios are yet to be developed. Cell sites were not close to the area, so signal for cellular phones may still be weak.
    d. Racial Discrimination is observed with the people living in the area of Tanay. Most of the IP Dumagat were to be seen as inferior in race by other people who are not "pure IP Dumagat" and the non - Dumagat group. Discrimination may be in form of"bullying," having more incentives and access to barangay aid and support, and the like. This may happen as the IP Dumagat may have developed the negative sense of inferiority complex within themselves.

e. Though the National Government and the Provincial Government of Tanay, Rizal had given support and help to the IP Dumagat Community, lack of financial aid may still be visible with the facilities and technological change that may be brought and given to the IP community. The IP community still needs more accessible roads or path ways, more materials for good education, more aid for their basic needs like slippers, and good energy for electricity.

f. As more Dumagat strives to earn an academic degree, these people may leave their place after attaining a degree for a more profitable work in the city. This condition brings a "Brain Drain Phenomena."

2. The Municipal Government of Tanay, Rizal had been supportive of their IP Dumagat Community through the different programs and ordinances it was able to provide the IP group, such as scholarship programs are provided by the government, but only to qualified IP people.

   The Municipal Government of Tanay Rizal is a first class Municipality with approx. 117,830 people. It was awarded with a Seal of Good Local Governance on September of 2019 for the different programs and activities that the Municipality had provided its people. However, the Municipality is also admitting that they my not able to answer all the needs of their IP community, as they are living in the far, hard to reach areas of the Municipality. Help from non-government organizations (NGO) are greatly welcomed by the Municipality to aid the Dumagat community.

3. The NGOs are seen as partners of the Municipality of Tanay in helping and providing the needs of the IP Dumagat Community. However, not all may be provided by these organizations and most programs of these NGO's are not sustainable.

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Accountability of Bali Regional Officers in Applying Good Governance Principles

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Abstract

Development in Bali is generally largely initiated, proposed, executed by the legislature, in this case the members of the Regional Representative Council, both the Provincial DPRD, Regency DPRD, Denpasar City DPRD. Conceptually, the legislature has the task of making policies, regulations and regional regulations (PERDA) in collaboration with executives. The fact is in Bali, it is precisely the people's representatives who sit in the DPRD dominating the planning process, and implementing policies such as submitting grants for both physical and non-physical development in the community. Submission of proposals for regional development is often bridged by legislative members, causing the existence and authority that the executive should have taken over by members of the legislature. Not infrequently this triggered the emergence of corrupt practices in the bureaucratic body. The purpose of this research is to find out how the accountability of Balinese officials in applying the principles of good governance. The research methods used were interview techniques, observation techniques, and documentation techniques. The results of this study were to obtain information about the accuracy of the implementation of the principles of good governance carried out by the legislature and executive in the Bali region.

Keywords:
accountability; regional officials; good governance

Introduction

The democratic governance system adopted by the Indonesian state after the reformation has created a competitive bureaucratic condition. Central and local governments are required to carry out their duties, functions and roles according to the concept of *good governance*. Some ethical values that are embedded in the concept of good governance such as a clean government that is a government that is free from elements of corruption, collusion, nepotism (KKN); professional governance, namely governance run by competent human resources (merit system); transparent government, namely digital-based government (online); and accountable government, that is, a government that implements a work ethic in accordance with its institutional functions (legislative, executive, judiciary). At the regional level, the value of democracy can be seen from the decentralized system that provides opportunities for regions to independently manage their potential (regional autonomy).

The development of an area is inseparable from the role of the regional government, and to realize the mission of the regional government requires cooperation, control (*check and balance*), good supervision conducted by the executive (Governor, Mayor, Regent) along with the legislative (Provincial DPRD, Regency DPRD) and judiciary (police, judge, prosecutor). The decentralized system adopted has fostered reform at the local level, by providing space for politics, regional financial management, and the utilization of regional resources for the benefit of local communities. So that it creates a new style of development in the area. The concept of decentralization is always associated with issues of efficiency and innovation. Because through decentralization will be able to cut several stages of bureaucracy.

Innovation means that it will create programs that better reflect the real needs of people in the region, so that full development is realized. Law No. 22 of 1999 concerning regional autonomy has created a state problematic, where the law opens opportunities for symptoms of regional non-compliance and or unilateral interpretation of various laws created by the central government. The regional autonomy law also creates a phenomenon, where the center of power is no longer in the executive's hands (*executive heavy*), but instead is in the hands of the legislative (*legislative heavy*) (Rahmanurrasjid, 2008). The decentralized system actually makes local government accountability better, which causes the government to be more optimal in providing services to the community. Some local government programs were created to improve community welfare such as grants and social assistance funds. Demands to increase the economic welfare of the community, sometimes lead to dysfunction of duties and authority of each of the main organs of government administration.

In providing social assistance funds (Bansos) in Bali, DPRD members play an important role in succeeding proposals proposed by the community. The role of DPRD members as initiators, facilitators, executors in several social assistance programs such as granting funds to repair Temples, places for improving infrastructure (Roads, Schools, Banjars, Tourism Objects) is vital. The importance of the role of a board member in the success of the social assistance program leads to increasingly fertile practices of corruption in the body of local officials. The desire to realize good governance is far from expectations, the principles of professionalism, transparency and accountability are clearly not reflected in the practices that have been carried out by local officials in Bali, especially members of the DPRD, in addition to the phenomenon of dominance by members DPRD on executive authority in executing grant assistance to the community.

The conceptual study used in research is accountability which has the meaning of accountability to the person or agency that gives authority to carry out a program, as said by Haris (2007: 349), that, accountability is the obligation of individuals or authorities entrusted to manage public resources and related to it to be able to answer matters relating to fiscal, managerial and program policies. According to Djalil (2014: 63) the definition of accountability is an ethical concept that is close to public administration of government (government executive, parliamentary and judicial institutions) which has several meanings, among others, this is often used synonymously with concepts such as those can be accounted for (responsibility), which can be questioned (answerbility), which can be blamed (blameworthiness) and who have a connection with expectations can explain one aspect of public administration / government (Rahmanurrasjid, 2008).

According to Adisasmita (2011: 30) accountability is an instrument of responsibility for the success and failure of the main tasks and functions and organizational mission. So that accountability basically means the realization of the obligation of a person or group in an organizational unit to account for every activity in the management and control of resources and implementing policies that are mandated to it, in order to achieve the planned objectives. The research will analyze the accountability of leadership carried out by the legislature (DPRD) and the executive (Governor, Mayor) to prevent *abuse of power* by examining the authority possessed by each institution.

The accountability dimension Ellwood (2003: 371) in (Rahmanurrasjid, 2008) suggests the following four dimensions of public accountability:

a. Honesty and Law accountability

Honesty accountability is related to the avoidance of abuse of authority, whereas legal accountability is related to the existence of guarantees of compliance with laws and other regulations required in the use of public resources.

b. Process Accountability

Process accountability is related to procedural problems used in assignments. Have you fulfilled the adequacy of accounting information systems, management information systems and administrative procedures? Process accountability is manifested through the provision of public services that are fast, responsive, and inexpensive. Process accountability relates to the methods and operating procedures of a system that transforms inputs into outputs. Process accountability emphasizes that some goals may not be measured and replaced directly, but instead presents how activities are directed towards achieving the goals.

c. Program Accountability

Program accountability is related to the problem of achieving goals (effectiveness) and considering alternative programs that provide optimal results with minimal costs. Program accountability is related to individual units and bureaucrats who carry out joint activities to achieve program effectiveness.

d. Policy Accountability

Policy accountability is related to the issue of government accountability to the public.

The conceptual study used next is the concept of good governance. Good governance is an implementation of solid and responsible development management that is in line with the principles of democracy and an efficient market, avoiding misallocation of investment funds and preventing corruption both politically and administratively, carrying out budgetary discipline and creating legal and political frame work for growing business activities. Good Governance is also interpreted as a key to providing public services by ensuring quality management (Rahman, 2016). The discussion in the concept of good governance discusses accountability, where accountability means the accountability of the supervisor to his staff, because it is given the authority of the government to take care of some affairs and interests in the institution. Each supervisor must be responsible for all policies, actions and neutrality of attitudes while serving in the institution. So that governance is very closely related to the growth and development of a country (Dayanandan, 2013).

According to the United Nations Development Program (UNDP) further states the characteristics of good governance (Hetifa Sj, 2003):

a. All inclusive, transparency and responsibility, effective and fair.

b. Guaranteeing the rule of law.

c. Ensure that political, social and economic priorities are based on community consensus.

d. Paying attention to the interests of the poorest and weakest in the decision making process concerning the allocation of development resources.

Through understanding the concepts of accountability and good governance, it will be seen the quality of performance performed by local officials, especially in Bali. The problem in this study is to discuss the issue of accountability related to the accountability of the authority possessed by the legislature (DPRD) in Bali to the development program that should be driven more by the executive agency (Regional Government).

Methods

The research method used is descriptive qualitative. The research location took a sample in the city of Denpasar, Tabanan regency, Klungkung regency. The type of data used is primary and secondary data. Primary data obtained from observations, interviews, and documentation. While secondary data is obtained from books about the concepts of accountability and good governance, scientific journals, and the official website of local government agencies. The research informant selection technique uses purposive sampling, with the aim of extracting accurate information, clearly through credible sources.

Results and Discussion

Based on the laws and regulations, DPRD members have 3 functions, namely legislation, budgeting, and supervision. Legislation function is a function to make regional regulations together with the Regional Head; budget function is a function to discuss and approve the Regional Budget Draft (RAPBD) with the Regional Head; the oversight function is a function to oversee the implementation of regulations and regional budgets. The regional autonomy system adopted by Indonesia, in some areas such as Bali has enriched corrupt practices carried out by regional officials, especially in implementing social assistance programs (social assistance) to the community. In addition to corruption, the authority possessed by the executive in deciding and executing policies has begun to be minimized due to the increasingly strong power possessed by the legislative body, so it is not surprising that the number of people competing to run for membership in the DPR and DPRD exceeds the candidates for executive officers.

The dominance of authority carried out by the legislature (DPRD) in the case of social assistance has occurred a lot, both in the city of Denpasar, Tabanan, and Badung. In the social assistance program, DPRD members act as facilitators between the community and the local government (Governor, Mayor, Regent), where the DPRD is tasked with initiating, proposing, determining the type of assistance to the amount of money to be obtained by the community. According to Radar Bali sources, DPRD members who should have served as facilitators should bring proposals submitted by community groups addressed to the Governor of Bali and subsequently the proposals were selected and verified by the Regional Organization (OPD). Proposals for proposing infrastructure improvements will be directed to the Public Works Agency.

If the proposal is deemed feasible, then a field inspection will be conducted. After being declared to have passed the due diligence, the OPD will make recommendations, which later the proposal program will automatically appear in the APBD. In reality, DPRD have plotted the amount of money and allotment of grants to the community group (quoted from jpnn.com). In this case DPRD participate in initiating proposal proposals, allocation of grants, nominal figures to play a role in fighting for the passage of proposals submitted without regard to the authority of other institutions. The social assistance fund is evidence of the amount of power possessed by legislators so that in some cases it is not uncommon to lead to corruption cases.

An example of a case that occurred in Klungkung, according to one of Nusa Penida community leaders, the Chairperson of the Klungkung Regency DPRD is indicated to have committed corrupt practices, where the board member proposed a social aid proposal for Dadia Anya Kenceng Temple in Banjar Cubang, and it turned out that the construction of the Temple had never been carried out at all (quoted from metrobali.com). Corruption cases carried out by regional officials (DPRD) related to social assistance increasingly fade the value of bureaucratic accountability. Accountability is conceptually defined as the accountability of duties and functions that have been regulated in the law. Basically, a member of the council has legislative, budgetary, and supervisory duties. In reality in society, many board members overstep their authority, and tend to dominate and take over the work that is supposed to be done by the executive. One of them is in the matter of development, most of the physical development in the community is fought by members of the council such as repairing Temples, repairing Roads, renovating Banjars, Repairing Waterways (Gutters), repairing School Buildings.

Macro to micro development was also carried out by board members, for example donations of PKK uniforms. In Denpasar, several Banjars have been given donations of clothes, which are used for traditional activities. So when asked, the community will surely answer that what they get is come from DPRD contribution. Even worse when the legislative general election arrives, all members of the council will compete to attract the sympathy of the public with various offers of assistance programs. Not infrequently the members of the council will be in the name of Social Assistance (Bansos) to perpetuate political goals, and perpetuate corrupt practices.

Social assistance funds are often used as an excuse to intervene in executive authority. The phenomenon that occurs is the *abuse of power*, that is, those who create regulatory products, initiate community programs, determine the amount of money to be received, and lobbying with the executive are also determined by the board members. The demand to create governance that reflects the concept of good governance is also caused by the level of public confidence in the members of the board is reduced. Democracy has paved the way for the community to increasingly supervise and supervise the duties of regional officials so as not to deviate from their original purpose. In addition, one of the sounds of the concept of good governance is transparency and public participation in order to improve the people's economic welfare (Ekundayo, 2017).

According to the State Administration Agency (LAN), governance is the process of implementing state power in providing public goods and services. And to achieve excellent public services, the government and regional officials are required to understand the functional aspects, namely working to serve the community effectively and efficiently. The accountability of local officials, especially the social assistance case, is very contrary to the reality in the community, there are 59 social assistance found in Klungkung, and one of them is the case of project manipulation carried out by individual members of the board. Sometimes manipulative social assistance involves several parties, namely the community and local government. For the time being, the performance of regional officials in Bali has not yet been maximized, because from a number of cases it has been proven that there is a dominance of board members in the success of development programs.

The decentralized system implemented by Indonesia must be balanced with the performance, excellent service quality of regional officials. The central government has given complete trust in the administration of the wheels of government at the regional level, one of which is the economic development of the community. Regional officials in Bali (council members) have clearly committed abuse of power, through the social assistance program, grants by board members seeking loopholes to engage in corrupt practices. Sometimes corrupt practices involve both the executive and the community. Accountability is related to responsiveness (quoted from https://siteresources.worldbank.org), transparency as a main feature of the concept of good governance, without the disclosure of information to the public, it is impossible for local officials in Bali to be able to carry out their duties and functions according to the laws and regulations . So in this case supervision from both the community and executive is needed for the work carried out by regional officials (DPRD).

Conclusion

The accountability of regional officials in Bali does not yet reflect the principle of transparency, professionalism in carrying out their authority. The trend that occurs is a shift in the center of power from the executive and legislative branches, and this is what causes the influence of members of the council of community life. The dominance of board members can be seen in several social activities such as grants, and social assistance that is used as a means to establish influence both politically and economically.

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Collaborative Governance: Managing Residential Areas In Malang Based on Public Private Partnership

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Abstract

Slum areas are one of in Malang problems as the second largest city in East Java, especially along the Brantas River in the area of Jodipan village. According to Malang Local Government, Brantas River area is an area designated as a Green Space. Rearrangement of this area has not been done by the Local Government, and the area has turned into a densely populated area and Tourism Village. Guys Pro student group cooperates with PT. Indana Paint and supported by Malang Mural community are trying to promote the area. Although this violates existing regulations, the government still legalizes colorful villages as tourism areas. This is because the government has not been able to provide enough space to relocate citizen. Collaboration needs to be done by the Government with private sector to relocate citizen and rearrange tourism areas on the banks of Brantas River. PPP scheme will help government in handling costs and resources by the private sector. This research was conducted with descriptive qualitative and literature review methods. This research seeks to examine the innovations that the government can do in improving the governance of that area through citizen relocation and structuring of the Brantas river bank through PPP collaboration.

Keywords:

collaborative governance, Public-Private Partnership (PPP), Managing Area

Introduction

Slum settlements become a public problem that is still often found in big cities in Indonesia. One of the cases is in Malang City, which is the second-largest city in East Java. Slum settlements in Malang are scattered throughout the city area which are divided into 7 (seven) characteristics, namely the Dutch Colonial settlement area, the village premiere area, real estate area (small, medium, and large plot), residential area in the hinterland area, flat area , military settlement areas, and slum settlement areas (Susanto, Endarto & Ledy, 2016). Slum settlements in Malang can be found along the Brantas River, more precisely in Kelurahan Kesatrian, Kelurahan Jodipan at Blimbing Sub-district and Embong Brantas Village in Kelurahan Mergosono, and also slum settlements on the Ciptomulyo Kelurahan railroad. In general, the condition of slum buildings in Malang is permanent, only a few parts are made of semi-permanent material.

According to the Head of Malang City Planning, Research and Development Agency (Barenlitbang), Wasto, said that the area of slums in Malang reached 603 hectares spread across 29 villages (Murdaningsih, 2015). Data from Malang City Government of Blimbing Subdistrict as of December 2014 shows that Jodipan Village has an area of 49 hectares with a population of 13,272 people, so the population density (soul/hectare) is 270.8. The population density assessment category between 194.3-270.8 shows high density, so it can be concluded that Jodipan Village is included in the high-density category which is an indicator of slum areas (Rofiana, 2015). Based on Malang City Regulation Number 04 of 2011 concerning RTRW of 2010-2030 Article 48 states that the Malang City Government is obliged to make settlement arrangements in the riverbanks that flow through Malang City. The development of riverbanks which has been referred to be slum areas is actually included in the draft Malang City Regulation No. 04 of 2011 concerning Spatial Planning for Malang City Region 2010-2030. The condition of settlements on the banks of the Brantas River in Jodipan Village has made it one of its own problems with the environment in which people live, because the area is prone to disasters, both tornados and landslides (Sukarelawati, 2016).

According to the Malang City Government, the Brantas River area is an area designated as a Green Open Space (RTH) which has a building demarcation boundary line that has been regulated in the RDTR and RTRW, and should not be used as a place to live because it could endanger its inhabitants. But the fact is, the Brantas River is one of the densely populated areas in Malang. Malang City Government has a target or program to overcome the problems of slums in the area. One of them is by rearranging and moving the residents to flats that have been provided by the Government which is located in the Kedungkandang City of Malang. But the government was unable to overcome these problems in a fast period of time without collaboration with the private sector. That is because handling slum problems is not just about physical improvement but also about how to improve the standard of living of the people in the area. Slum settlements have the potential to be developed and managed into tourist areas through partnerships between the government and the private sector. In the current era of decentralization, local governments are the spearhead of development. Besides, the private sector can also be included through the Corporate Social Responsibility (CSR) program. At present, there have been many CSR programs that have been involved in fixing slum areas.

The rearrangement had not yet been carried out by the Government because the slum settlements in the Brantas Riverbanks area of Jodipan Village turned into a Tourism Village called a Kampung Warna Warni. Kampung Wisata Warna-Warni begins with the initiation of a group of students who are members of Guys Pro from the University of Muhammadiyah Malang who see that the landscape of the Juanda Village that is quite good to be painted in colors like Code Tourism Village located in the Yogyakarta area. The Guys Pro student group teamed up with PT Indana Paint and was supported by the Malang Mural community to improve the village. Kampung Warna-Warna is the first tourist village in the city of Malang on the banks of the Brantas River. Located in RW 02, precisely in RT 06, 07 and 08, Juanda Village, Jodipan Village, Belimbing District, Malang City. Kampung Warna-Warna is an area that was once considered a "slum area" and is now a location that is visited by many tourists (Widianto, 2016).

This made the Government initiate the construction of a new Tourism Village by cooperating with PT Indana Paint and inviting the community to manage the area. The new tourist village is called Buk Gluduk Village (now called Tridi Tourism Village) which is located across from Juanda Village and is also located on the riverbank which should also be relocated and designated as green space. But the problem is that the village is an area that is still prone to disasters. This was proven by the disaster that happened to one of Kampung Warna-Warni residents whose house collapsed due to not being able to withstand the flow of rain that hit the sidewall of his house. At that time, rain puddles rose to the surface of residents' houses because the drainage under the village was blocked. Sutiaja (2016) who was the deputy mayor of Malang at the time explained that the houses on the banks of the Brantas River were not designed to withstand the flow of water during heavy rains. So that if there is a flood, houses in the area have the potential to collapse/collapse. The condition occurred because the village became a place for the flow of rainwater from several areas in Malang to the Brantas River. This is dangerous for the community because the village has become a tourist magnet in the city of Malang. Besides, there is a negative social impact, namely the occurrence of abuse of residential roads that are used as merchant stalls. Environmental impact can be seen from the physical changes in the area both inside and outside the tourist area.

Collaboration needs to be done by the Government, the private sector and the community to improve regional governance through the relocation of citizens and the arrangement of the Brantas riverbank through the collaboration of Public-Private Partnership. Public-Private Partnership (PPP) can be broadly defined as collaboration between the public sector and private entities that share costs, risks, and benefits to jointly plan and implement activities towards a common goal (Spielman et al., 2010). Collaborative initiatives aim to overcome obstacles, such as market failures, institutional constraints, and systemic weaknesses, to produce agricultural knowledge and technology (Spielman et al., 2007). Spielman et al. (2007) have stressed the importance of partnerships to clearly define problems, solutions, and needed resources, and have effective monitoring of decision making and available communication mechanisms. Similarly, as revealed by Glasbergen (2011) that the Public-Private Partnership should be a tool to promote sustainable development, by reconciling seemingly opposite policy objectives, such as policies to enhance rural development, while at the same time preserving natural resources, such as biodiversity, forests, fish and water resources (Glasbergen, 2011).

Research on partnerships in the management of slum settlements was conducted by Chauhan & Lal (2016). In his journal explaining public and private partnerships for the development of the poor in the city in the Slum Network Project at Ahmedabad. In December 1994, Himanshu Parikh, an environmental and infrastructure professional, met Sanjay Lalbhai, MD, Arvind Mills. Parikh showed Arvind's management team that remarkable urban improvements could be achieved through a slum network strategy demonstrated through the Indore Habitat Project sponsored by the British government. Lalbhai and his team see the project as the best way to improve the quality of life in Ahmedabad. The poor must improve the skills of the unskilled so that the unskilled can create good job opportunities for themselves. To achieve this, they strongly believe that the government, NGOs, and the corporate sector must work in partnership where the government plays the role of facilitator (Chauhan & Lal, 2016).

Ebakpa, Gobo, Ngah & Abam (2017) explained the same thing, that the provision of adequate accommodation is a big challenge for governments in developing countries. This is a common phenomenon in urban centers in developing countries where most homes are in deplorable conditions. There is no basic sanitation in the city centers because they do not have flush toilets. Some available flush toilets are channeled to seasonal streams. Most homes do not have a clear kitchen area and healthy waste disposal methods. These cities lack good access to roads and management of solid waste that is not environmentally friendly which creates various health problems for citizens. Ebakpa, Gobo, Ngah & Abam (2017) recommend using the in-situ method of slum rehabilitation housing which can be applied through Public and Private Partnerships to improve the quality of houses in the main slum areas in Yenagoa. This is done by entering into an agreement between the property owner, the Real Estate investor and the Bayelsa state government using the Slum Comprehensive Rehabilitation Scheme (Ebakpa, Gobo, Ngah & Abam, 2017).

This study aims to find out how partnerships or collaborations are conducted between the public and private sectors in improving regional governance through the relocation of residents and the realignment of the Brantas riverbank.

Methods

This study uses a qualitative method with a literature review approach. This type of literature review is conducted to evaluate the state of knowledge about a particular topic. A literature review provides the basis for constructing new conceptual models or theories and can be assessed when aiming to map the development of a particular field of research over time (Snyder, 2019). His research was conducted with a literature review study method from books, articles, and journals on Collaborative Governance, Public-Private Partnership, regional spatial management, the collaboration between the government and the private sector and the community, as well as news adapted from websites related to Public-Private Partnerships and Slum settlements. Data is collected from journal articles, country reports and previous research where there are several choices of accredited journal articles, both national and international, to make it easier for researchers to restrict articles. Then the data that has been collected is processed by the Collaborative Governance theory. This study also uses keywords as a way to facilitate the search for relevant articles, namely collaborative governance, Public-Private Partnership (PPP), Managing Area, and Slum Tourism. Thus generating new data about the needs of research subjects which are then analyzed again to design strategic planning as a form of innovative solutions for sustainable development and spatial management in slum areas.

To compile this research, researchers have 3 (three) problem formulations. The formulation of the problem will help to limit the research and to be the basis for the preparation of this research. There is the following formulation of the problem presented by researchers, namely how is the collaboration carried out by the government, private sector and the community in managing the area?

Result and Discussion

Based on data obtained through journal articles and news shows that there is a collaboration between the government, the private sector and the community in the management of slum areas that have been compared to tourist attractions in Malang. Kampung Wisata Warna-warni Jodipan begins with the initiation of a group of students who are members of Guys Pro from Muhammadiyah University of Malang who see that the Juanda Village landscape is pretty good when painted in colors like Code Tourism Village located in the Yogyakarta area. The Guys Pro student group teamed up with PT Indana Paint and was supported by the Malang Mural community to compare the village. Since then, the village was ogled by tourists both local and foreign tourists.

The concept of collaborative governance presented by Gash (2016) explains that Collaborative Governance is characterized as a collection of knowledge and resources among a broadly inclusive set of actors with an interest in the problems faced (eg Citizens' groups, policymakers, natural resources or other industries, indigenous groups). In general, collaborative governance is a general term that encompasses a variety of public administration topics including intergovernmental and interagency collaboration, regionalism, cross-sector partnerships, public service networks, consensus building, and public engagement (Emerson, Nabatchi, & Balogh, 2012). The essence of collaborative governance is socio-political involvement between individuals and organizations with varying degrees of autonomy, which is a more effective way to overcome modern society's need and realize shared goals beyond whatever they have so far been able to achieve themselves (Donahue, 2004). In a narrower sense, collaborative governance is usually used to describe how public institutions partner with non-state stakeholders in the process of making public policy decisions (Ansell & Gash, 2008). Another definition expressed by Gash (2016) is that Collaborative Governance is limited to actors or more narrow functions (Gash, 2016). Collaborative Governance, in some definitions only includes partnerships that involve public institutions in serving public goals (Ansell and Gash, 2008). The keys to collaborative governance include collaborative initiatives, collaborative culture, community vision, trust, consensus rulemaking, and collaborative network structures; while major challenges can include pluralism, activism, institutional practices, and transaction costs (Bang & Kim, 2016). To start the collaboration, leadership is needed to take sides and start a forum for government and non-government stakeholders (Emerson et al., 2012).

In this case, collaboration is carried out by the Government and the community to manage and develop Tridi Tourism Village and Jodipan Tourism Village in order to become an advanced and feasible tourist area. As previously explained, Jodipan and Kampung Tridi are the slum areas located on the banks of the river and are not suitable for habitation but should be used as Green Open Space. Although the physical condition of the houses in Jodipan has been improved, the main problem of the village is that sanitation has not been able to be overcome. There are still many residents in the village that don’t have toilets, so residents must take turns using the toilet. Besides, there is still a lack of awareness about the importance of maintaining cleanliness. Some residents still often throw trash in the river. Until then some garbage bins are provided by the Government in that place and then the trash will be transported every day by the janitor. The cost to transport the garbage is obtained from the village entrance ticket, which amounts to Rp. 3,000 per person. In addition to waste of money, money is also used for environmental care (BBC.com, 2016). Handling slum settlements, Malang City Government gets funding from the Ministry of Public Works and Public Housing in the amount of 30 billion rupiahs. The funds are used to improve sanitation, street lighting, drainage and drinking water supplies (BBC.com, 2016). So that the Government and the community must work together to manage and develop the area so that it is suitable for habitation.

Several attempts were made by the government to develop the area, such as supporting the development of Tridi Tourism Village and Jodipan Tourism Village. This was manifested in several forms, the first, intensifying marketing and promotion by giving a role in developing Tridi Tourism Village and Jodipan Tourism Village (Nisa, Afifuddin, Suyeno, 2019). Promotion is carried out by the Culture and Tourism Office of Malang City through social media. The more posts about Jodipan and Kampung Warna Tridi villages, the more tourists or visitors who come to these tourist destinations, both from local and foreign. In addition to posting, many pamphlets about Kampung Warna-Warni Jodipan and the tourist village of Tridi as a tourist area in Malang are also included as the top destinations of Malang. Not only the Culture and Tourism Office is actively promoting, the community and the tourism village management parties are also involved in promoting the tourism potential.

Secondly, the Government is doing branding, building and raising the name of the Kampung Warna-Warni Jodipan and Tridi Village Tourism. By carrying out the theme of beautiful Malang Malang Culture and Tourism Office of Malang City can attract the interest of tourists to visit tours in Malang by making Jodipan Tourism Village and Tridi Village as one of the icons of Malang City (Idris, Ati, Abidin, 2019). By participating in international scale exhibition events, many tourists come to Malang. Besides being included in exhibitions, the Culture and Tourism Office of Malang City also made a book about the charm of the thematic village of Malang. In the book of the charm of thematic villages, Jodipan Tourism Village and Tridi Village are included as top destinations owned by Malang. With the charm of the thematic village, Malang City can attract tourists to visit Jodipan Tourism Village and Tridi Village.

The third effort is the government conducting a comparative study to improve tourism development. Furthermore, socializing the development of the Tridi Tourism Village and Jodipan Tourism Village in order to improve the characteristics of the tourist village. And then provide information on the use of used goods. The people of Jodipan are empowered to form craft centers so that the continuity of Kampung Warna-warni Jodipan continues to be sustainable through the creativity guidance program. The community is also taught to make food or beverage products that can later be sold to visitors or tourists. Like how to make ice cream and mushroom processing. The issue of ice cream making and mushroom processing is done at the residents' homes at night, this is based on an agreement between the residents and the party who runs the creativity guidance program.

In addition, the government is also improving facilities in developing Tridi Tourism Village and Jodipan Tourism Village to provide services that can increase satisfaction with the needs of tourists that visiting the village. Now Kampung Warna-Warni Jodipanhas 4 public toilets which are located in residential areas that can be used by the community and visitors or tourists of Kampung Warna Warni Jodipan. Public toilets around the field area are quite attractive. Public toilets are decorated with colorful vertical stripes so that visitors often use them as a spot to take pictures. Other facilities provided by the Government are open spaces in Kampung Warna Warni Jodipan in the form of fields and riverside areas. Part of the utilization of open space in the Kampung Warna Warni area is used by local residents to open shanties at any point. Then there is also a mini library but unfortunately, it does not function as it should, because the books provided are less attractive to tourists. Tourists who are around the mini library area tend to function in this area as a background photo rather than to read a book that has been provided. Other facilities are in the form of two P3K boxes scattered in Kampung Warna Warni Jodipan area and can be used by tourists who experience minor injuries. However, the location of the first aid kit is not easy to reach by tourists and the medicines stored in the first aid kit are limited.

Now there are new facilities in Kampung Warna Warni Jodipan and Kampung Tridi namely the Glass Bridge which is intended for the surrounding community and visitors or tourists. The glass bridge has a length of 25 meters with a width of 1.5 meters and a height of 9.5 meters from the plain that can connect Kampung Warna Warni Jodipan and Tridi Village. To facilitate access and kinship between the Kampung Warna Warni village and Tridi village where the two villages are located opposite and separated by the Brantas River flow. Before the bridge was built, tourists who wanted to enjoy both sides of the village had to climb dozens of steps and rotate through the Brantas Bridge (Replubika.co.id, 1017). he bridge construction idea came from the City Government of Malang in collaboration with the University of Muhammadiyah Malang (UMM) and PT Inti Daya Guna Various Colors (Indana). The glass bridge was designed by two Civil Engineering students at the University of Muhammadiyah Malang. While PT Indana contributed as a buffer for the construction of the glass bridge. The cost spent on the construction of the glass bridge is not small, about six tons of paint channeled to beautify Kampung Warna Warni Jodipan and Kampung Tridi Village. The glass bridge that stands on the Brantas River is also the first glass bridge in Indonesia. The bridge can be used by two lanes or two people who walk past each other and can accommodate a load of 500 kg (Jatim.tribunnews.com, 2017).

Efforts made by the government towards the management and development of Kampung Warna Warni Jodipan and Kampung Tridi are supported by the community using the community participating in it. Community participation is manifested in the form of maintaining village infrastructure. The role of infrastructure does not only affect tourism development but also in the field of tourism. Infrastructure plays a very important role in encouraging the quality of tourism itself as well as the surrounding environment (Nisa, Afifuddin, Suyeno, 2019). Then the maintenance of the paint treatment in the Tridi village andJjodipan village. Maintenance can be done once a month so that people do not get bored with spot images that are in Kampung Warna Warni Jodipan and Tridi villages with examples of changing images with other images, changing other colors to look different from before (Idris, Ati, Abidin, 2019). The upgrading of photo spots by the Tridi Village community and the Jodipan Tourism Village community is one form of development carried out by the local community as a service provider. The more frequent updates to the photo spots will increase the number of visitors or tourists who come.

The interesting thing that distinguishes the two tourist villages with other tourist attractions is that visitors will find some handicrafts and creativity from the PKK associations and mothers. In Tridi Village, visitors who come are given key chains as souvenirs which are the hand of the PKK Kampung Tridi women. Existing souvenirs are a form of creative ideas from PKK Kampung Tridi women who make key chains with various characters (Idris, Ati, Abidin, 2019). Excavation of creative ideas continues to be done by the Tridi Village community. Meetings are held once a week to discuss developments by gathering ideas from all members. Creative and interesting ideas are used to update photo spots to replace old pictures. In contrast to what the PKK women in Tridi village did, in Jodipan Tourism Village, they always held training in the use of used items to make decorations at their tourist attractions. Once a month they hold training which is attended by PKK women by bringing presenters from the Kelurahan and students (Idris, Ati, Abidin, 2019). Every training that is held always produces a lot of decorations which are then installed in every corner of the tourist attractions which are good to be a place to take pictures by visitors. Besides, the community also maintains cleanliness in Kampung Warna Warni Jodipan and Kampung Tridi. Care and cleaning must be considered given that the village is one of the tourist attractions in Malang, which is visited by tourists. Cleanliness is very important so that tourists who visit feel comfortable and clean (Nisa, Afifudin, Suyeno, 2019). Every 6 months, people do the painting. Painting is carried out by the community as a service provider is done every change of season so that the paint does not fade or dirty.

Sustainability and hygiene activities are not only carried out by the government and the community, but also by private parties. In commemoration of Earth Day which falls on April 22, one of the hotels in Malang, namely THE 1O1 Hotel Malang OJ did a village clean in Kampung Warna Warni Jodipan. Several people clean up on the banks of the Brantas river by picking up trash that is littered in the area. Some of them even cleared the colorful walls of the village walls to make the colors brighter. This activity is a CSR activity carried out by THE 1O1 Malang Hotel OJ as a form of environmental awareness around Kampung Warna Warni Jodipan and aims to work together to protect the environment and public facilities in the tourist area of Kampung Warna Warni Jodipan (JawaPos.com, 2019).

Another form of collaboration undertaken to manage and develop tourism areas in Kampung Warna Warni Jodipan and Tridi villages is a collaboration carried out by the Ministry of Public Works and Public Housing (PUPR) with the Regional Government (Pemda) to intensify the City without Slums (Kotaku) Program to improve the quality of the region slums in urban areas. The activity was carried out through the Directorate General of Human Settlements, which involved the community aimed at increasing access to basic infrastructure services in urban slums. In the 2015-2018 period, the Ministry of PUPR had handled 23,407 hectares and in 2019 it was targeted to be 13,704 hectares. The Kotaku program is a community-based infrastructure development program for. The scope of work will be in the form of repair of drainage canals, improvement of environmental roads, construction of communal biophilic septic tanks, and grant of garbage carts and garbage transport motors for waste management. The total budget for environmental management in one of the thematic villages in Malang was Rp1 billion through the 2018 State Budget (Medcom.id, 2019).

Kampung Warna Warni Jodipan and Tridi villages have been managed quite well but the village is located on a riverbank that is not suitable as a place to live because of the potential for disaster. This is evidenced by the disaster that happened to one of Kampung Warna Warni Jodipan residents whose house collapsed due to not being able to withstand the flow of rain that hit the sidewall of his house. At that time, rain puddles rose to the surface of residents' houses because the drainage under the village was blocked. Sutiaja (2016) who was the deputy mayor of Malang at the time explained that the houses on the banks of the Brantas River were not designed to withstand the flow of water during heavy rains. So that if there is a flood, houses in the area have the potential to collapse/collapse. The condition occurred because the village became a place for the flow of rainwater from several areas in Malang to the Brantas River. This is dangerous for the community because the village has become a tourist magnet in the city of Malang. Besides, there is a negative social impact, namely the occurrence of abuse of residential roads that are used as merchant stalls. Environmental impact can be seen from the physical changes in the area both inside and outside the tourist area.

The management of slums has many positive impacts on the people of Kampung Warna Warni Jodipan and Tridi Village, including being able to improve and support the economic conditions of the people in the village and being able to improve conditions of slum punishment to become clean and beautiful tourist villages. Relocation of the community to flats failed and then camouflaged into thematic villages. However, these conditions are only temporary or short term. Long-term solutions are needed to overcome the real problems of Kampung Warna Warni Jodipan and Tridi villages. Relocation is still carried out by looking at several considerations and based on government regulations. Besides the rearrangement in the village is also needed especially in the river's edge. To realize this, a Public-Private Partnership (PPP) based collaboration or partnership is needed.

The Public-Private Partnership makes it possible to form and develop a system of long-term economic and organizational relationships that is mutually beneficial between public authorities, local governments, social institutions and the private sector (Vertakova & Plotnikov, 2014). Public-private partnership (PPP) can be broadly defined as collaboration between the public sector and private entities that share costs, risks, and benefits to jointly plan and implement activities towards a common goal (Spielman et al., 2010). The aim of collaborative initiatives is to overcome obstacles, such as market failures, institutional constraints, and systemic weaknesses, to produce agricultural knowledge and technology (Spielman et al., 2007) Spielman et al. (2007) have stressed the importance of partnerships to clearly define problems, solutions, and needed resources, and have effective monitoring, decision making and communication mechanisms available. These factors are very important for achieving trust between public and private partners (Poulton and Macartney, 2012) and in coordinating knowledge among many actors (Spielman et al., 2007). According to the World Bank (2003), Public-Private Partnership refers to arrangements, usually in the medium to long term, between the public and private sectors where part of the service or work under public sector responsibility is provided by the private sector, with clear agreements about a common goal for the delivery of public infrastructure and or public services. OECD (2008) defines Public-Private Partnership as a long-term agreement between the government and private partners where the purpose of providing government services is in line with the profit objectives of the private partner (OECE, 2008).

The term Public Private Partnership originated in the United States in the early 20th century, initially relating to the joint delivery of public and private sector education programs, and then in 1950 in connection with a similar approach in the United States in the utility sector. In the 1960s the term came into widespread use with reference to public-private joint ventures for urban renewal. It is also used in the United States to refer to the provision of publicly funded social services by non-public sector bodies, often from the voluntary (non-profit) sector, as well as public funding for private-sector research and development in fields such as technology (Yescombe & Farquharson, 2018). Public-Private Partnership is defined as cooperation that takes place between the public and private sectors in working towards shared goals through the mutually agreed-upon division of labor and shared resources and sharing risks and benefits (Buseand Walt, 2000).

The concept of partnership stems from the idea that the government (itself) fails to deliver collective goods such as sustainable development and that there is a need to seek support from other sectors of society. Through the partnership process, it is assumed that the public and private sectors can benefit by combining their knowledge and expertise but also financial and other resources, to deliver collective goods in more efficient ways. Therefore, the Public-Private Partnership is seen as an alternative to privatization (Hodge and Greve, 2007) Public-Private Partnership can involve infrastructure projects. In this sense, it refers to an arrangement whereby the government declares its needs for capital-intensive and long-lived infrastructure and desired facilities are built using a complicated combination of government and (mostly) private financing and then operated by private entities under a long-term franchise, contract, or lease (Savas, 2000).

The Public-Private Partnership has been pursued as an important tool to contribute to sustainable development activities. In its generic form, the Public-Private Partnership can be defined as arrangements for collaborative arrangements in which actors, from two or more layers of society (state, market and or civil), are involved in a hierarchical process, and through which these actors strive to achieve sustainability goals. Whereas Weihe (2006) classifies Public-Private Partnership insensitive categories, based on their approach: local regeneration, policy, infrastructure, development, and governance. Local regulations and policy approaches are very similar, both involving initial definitions of the concept of Public-Private Partnership which include policy changes in the environment, economic reform, development, and institutional structure (Van, Francken, Leroy, 2007). According to Glasbergen (2011), Public-Private Partnership should be a tool to promote sustainable development, by reconciling seemingly opposite policy objectives, such as policies to enhance rural development, while at the same time preserving natural resources, such as biodiversity, forests, fish and resources water power (Glasbergen, 2011).

The concept of Public-Private Partnership has been applied in various countries, one of which is in Malaysia. A study conducted by Ismail & Harris (2014) explained that the Public-Private Partnership (PPP), as a procurement method to deliver public sector projects has been used throughout the world including Malaysia. In a broad sense, the Public-Private Partnership includes any arrangement between the public sector and the private sector to provide public services. The involvement of the private sector in providing public goods and services is not new in Malaysia. With the introduction of the Malaysian Policy Founded in 1983; cooperation or partnerships between the public and private sectors have been encouraged to drive Malaysia's economic growth (Ismail & Harris, 2014).

Public-Private Partnership has become a popular tool for managing rural development in a European context. Public-Private Partnership is often presented as a significant solution to increase the effectiveness (capacity of problem-solving) and the legitimacy of sustainable rural governance in terms of participation and accountability. In Sweden, where the Public-Private Partnership has played a marginal role, because of their European Union cohesion policy now acquires land as a model for governance and management of natural resources in rural areas. Then the same thing was expressed by Absalyamov (2015) that the Public-Private Partnership (PPP) is the involvement of the private sector by the authority based on contracts and provisions for compensation of costs, risk sharing, obligations, and competencies for the implementation of effective and qualitative objectives relating to the public economic secto . The main thing in public-private partnerships is adherence to the balance of interests. At the same time, private investment in cultural monuments is considered a form of social business responsibility. They are taken into account in social reports and image capitalization of companies involved in the revival of cultural values (Absalyamov, 2015).

Conclusion

The government, private sector, and community have collaborated in managing and developing slums that have been compared to tourist improve in Malang. Some of the attempts were made by the Government to manage and develop villages, the first of which was to promote Tridi Village and Jodipan Village. Both governments carried out branding in developing and raising the name of Kampung Warna Jodipan. Third, the government promoted the development of the Tridi Village and Jodipan Village. Efforts made by the government are supported by the community with community participation. Community participation is realized in the form of maintaining infrastructure and maintaining facilities in the village. Preservation and hygiene activities are not only carried out by the government and community, but also by the private sector. One of the hotels in Malang namely THE 1O1 Malang Hotel OJ did the cleaning in Jodipan Colorful Warriors using CSR funds. Another form of collaboration was carried out by the Ministry of Public Works and Public Housing (PUPR) with the Regional Government (Pemda) to intensify the Slum City Program (Kotaku) to improve the quality of slums in urban areas.

Management of slums has many positive impacts on the community, but this condition is only temporary or short term. Long-term solutions are needed to overcome the real problems of the colored tourism villages in the villages of Jodipan and Tridi. Relocation is still done by taking into account several considerations and based on government regulations. Also, rearrangement in the village is also needed, especially on the river bank. To realize this, collaboration or partnerships based on Public-Private Partnerships are needed.

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Government Official Political Neutrality in Digital Era: Challenge for Administrative Ethics?

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Abstract

Political neutrality in bureaucracy is facing new challenges in the digital era. Due to its easiness in expressing someone's political views, social media has been chosen by people to be actively involved in politics, including government officials. Public administration scholars believe that to maintain its professionalism, government officials should ethically take a clear distance from practical politics. In order to maintain such professionalism in offline world is easier than in online one. Even though online political activity of government official is apparent, very limited studies had conducted in the area. This study aim is to portray the online political activity of government official by using Indonesian 2019 election as the case study. A datamining from social media is used to collecting the data. Content analysis by using both quantitative and qualitative approach is used for analysing the data. Data is first captured using datamining and then quantitatively displayed using descriptive statistics. Qualitative analysis is conducted for gaining the identity of government officials in certain social media accounts. The result indicates that some government officials were unable to maintain its political neutrality. Further discussion on how political neutrality might challenge administrative ethics is discussed in the full paper.

Keywords:

political neutrality; government official; administrative ethics; social network analysis; hoax

Introduction

Neutrality of the State Civil Apparatus (SCA) or commonly known as bureaucratic neutrality is one of the important principles that must be used as a guideline by each SCA in carrying out public services, government tasks, and development tasks. The concept of bureaucratic neutrality according to Weber (1978) and Wilson (1941) is very closely related to the political and administrative dichotomy within the bureaucracy. This is useful to ensure the competence and immunity of every bureaucratic member of opportunistic ideas introduced by political leadership that is unstable and sometimes also uncertain.

In Indonesia itself, the issue of neutrality of the SCA has been regulated in Law number 5 of 2014 concerning State Civil Apparatus in article 2 F in which neutrality is interpreted that a State Civil Apparatus does not take s side from any form of influence and does not favor the interests of anyone. SCA neutrality becomes very important in Indonesia because a state civil apparatus is a party that directly touches and affects people's lives, which when an SCA is not neutral, it is feared to cause political alignments, injustice in policy making, and implementation of development which will ultimately cause harm to the wider community. Because of its urgency, the bureaucratic neutrality or SCA has also become a fundamental part of the bureaucratic reform agenda that is being implemented by the Indonesian government (Tamma, 2018).

Even though it has been regulated in legislation and made a fundamental part of the bureaucratic reform agenda, several SCAs have also been found to be not neutral and in favor of an interest, especially during the executive and legislative election periods both at national and local levels. This non-neutrality is manifested in a number of actions such as involvement in campaign activities, using state facilities related to job duties, making decisions in favor of its constituents, and holding activities that lead to partiality of one of the candidates in general elections (ELECTION), etc. (Badan Kepegawaian Negara, 2019)

In the current digital era, various acts of non-neutrality are also influenced by the presence of the Internet and social media. Non-neutrality of SCA tends to be demonstrated through social media and digital means rather than conventional media such as influencing others through chatting or using symbols supporting one political candidate. The data from the State Personnel Agency (BKN) shows that as of January 2018 to March 2019, there had been approximately 990 cases of violation of SCA neutrality, mostly carried out through social media, ranging from disseminating images, providing support, commenting, to uploading photos to state partiality against certain candidates in the election (Badan Kepegawaian Negara, 2019).

The shift of the communication and media spectrum to conduct non-neutral behaviors certainly becomes a challenge in realizing the SCA ethical values as regulated in the Law. This is supported by a fake identity factor where in social media, it is possible for a person to have more than one identity used to communicate with others to increase one's opportunity, especially SCA, to take neutral actions and violate ethical values.

The government has been trying to anticipate violations of neutrality committed by SCA in social media since 2018 through the Ministry of Empowerment of State Apparatus and Bureaucratic Reform (Kemenpan RB) issuing rules in the form of circular number 137 of 2018 concerning the distribution of Information through Social Media for State Civil Apparatuses. In the circular, it emphasized several things for the SCA in disseminating information through social media such as (1) upholding the Pancasila ideology, being loyal, and keeping the 1945 Constitution of the Republic of Indonesia and the legitimate government, serving the state and people of Indonesia, and performing their duties professionally and impartially, (2) maintaining and upholding high ethical standards, holding SCA basic values and reputation and integrity, (3) maintaining confidentiality regarding state policies, providing information correctly and not misleading to other parties who need information related to official interests, (4) not misusing state internal information to obtain or seek benefits for themselves or for others, (5) using social media wisely directed to strengthen the unity and integrity of the Republic of Indonesia (NKRI), (6) ensuring that the information disseminated is clear from its source, can be accounted for, and does not contain elements of deception, (7) not making and distributing false news (hoaxes), slander, provocation, radicalism, terrorism, and pornography through social media or other media, (8) not producing and distributing information that has a content that causes hatred or hostility of certain individuals and/or groups based on ethnicity, religion, race and intergroup (SARA), decency violation, gambling, insults and/or defamation, extortion and/or threats.

The government has been trying various methods to make SCA remain neutral and professional, but in reality, there are still many SCAs who do not have neutral attitudes, especially in the digital world. This article will discuss further the neutrality of SCA in the digital age by providing a conceptual understanding and examples through a case study and giving the right way to keep SCA neutral in this era based on literature review.

1.1 Bureaucracy Neutrality

State Civil Apparatus is a concept that cannot be separated from the concept of bureaucracy, especially bureaucratic neutrality which is the main study in this article. Discourse related to neutrality in the bureaucracy itself always starts with a discussion about the development of the paradigm of state administration from the dichotomy of "politics" and "administration". Understanding that politics and administration are separate matters, one of which comes from Max Weber. He supposes the bureaucracy as a machine that is prepared to carry out and realize the goals to be achieved. Therefore, every employee of the government bureaucracy is considered as a removable engine drive from personal interests.

According to Weber, as long as these conditions are met and the concept of bureaucracy as a machine is run according to established procedures, the accountability of bureaucratic officials can be realized, and organizational effectiveness can be achieved. This view makes the bureaucracy a neutral instrument from any interests as well as a professional organization (Firnas, 2016).

Weber's understanding of the bureaucracy was further criticized by experts who emerged after him. One of them was Nigro and Nigro (dalam Sharma & Sadana, 1960) who argued that a public official was never separated from politics because they were engaged in politics. Graham Allison (in Frederickson, Smith, Larimer, & Licari, 2018) explained that the emergence of politics in the bureaucracy is assumed to originate from the empirical facts of the role and behavior of politics in the bureaucracy, which in this view administration is not a solely technical and value-free activity and separated from politics. The view that politics and bureaucracy are a unity also stems from the understanding that every action taken by the government is the result of bargaining and compromise between various government organizations, or it can simply be understood that the bureaucracy also has political power. Peters & Peters (2018) explained that there are four important powers held by the bureaucracy, namely personification of the state, mastery of information and expertise, decision making, political support, high social status and permanent and stable institutions.

Based on these explanations, the unification of politics and bureaucracy is a necessity even though political involvement in the bureaucracy must also be limited, otherwise several unwanted events will occur such as:

- The emergence of political intervention in the placement of bureaucratic positions;
- Abuse of authority over financial resources and public facilities used by bureaucrats to support their political affiliations; and
- There has been a partiality of groups who are politically aligned with a bureaucrat

These events can be anticipated in several ways (Daniarsyah, 2015; Sudrajat, 2017), including:

- Making rules so that every member of the bureaucracy, in this case, bureaucrats are not involved in practical politics;
- The selection of public servants based on merit systems;
- Making rules that limit a public servant in expressing his/her opinion on policies issued by the government, meaning that a public servant can not necessarily and freely give comments on policies made by the government. If there is input to the policy, he/she can provide input directly, clearly and objectively to the government; and
- A public servant must implement every decision for every policy even if it is not in accordance with his/her political interests and opinion.

In the end, bureaucratic neutrality is not talking about how a bureaucrat can be free from various political values because of the true politics and bureaucracy is a unity, but it is about bureaucrats who can continue to prioritize nationalism, socialism, justice, and humanism above the interests their politics in carrying out their duties (Daniarsyah, 2015). Another opinion regarding neutrality is also expressed by Miftah Toha. According to him, bureaucratic neutrality is basically a system where bureaucracy will not change in providing services even though there has been a change of political leadership in a country.

1.2 Bureaucracy Neutrality In Indonesia

In accordance with the previous explanation related to the concept of neutrality in bureaucracy, neutrality is no longer interpreted as an apolitical condition of each bureaucratic member but how a bureaucratic member can continue to uphold the values of humanism, socialism, justice, and nationalism and remain loyal in performing their duties despite the occurrence change of political leadership in a country. One way that can be done to realize these conditions is by manifesting these values into a binding regulation. Changing these values into regulations will enable better coordination between individuals in the bureaucracy to realize them and can also be a guide for the members of the bureaucracy in carrying out their activities (Weichbrodt, 2010).

In Indonesia, neutrality of the State Civil Apparatus is directly related to the code of ethics of the State Civil Apparatus. The code of ethics itself can be interpreted as a set of rules made to regulate people's behaviors in an organization or in this study within the bureaucracy. Based on the study conducted by White (1999), in developing countries, the implementation of the code of ethics has a positive correlation with the effectiveness of public services. It means that the higher the level of implementation of the code of ethics by a public servant, the higher the effectiveness of his/her service will be.

Besides functioning to improve organizational effectiveness, the code of ethics also has several other functions, such as (Gilman, 2005): (1) The code of ethics will increase the likelihood of someone to behave in the right way. If associated with bureaucratic neutrality, the code of ethics will help each member of the bureaucracy to continue to maintain the values previously agreed; (2) A good code of ethics will help focus the member of the bureaucracy to take the right actions for the right reasons; (3) The code of ethics does not take over the morality of a public servant rather than providing a strong *prima facie* reason for a bureaucratic member or public servant to act and do something; and finally (4) The code of ethics can function as a professional statement expressing public service commitments to a set of moral standards.

The code of ethics of a bureaucrat or public servant in Indonesia has been regulated in various laws, ranging from Law Number 43 of 1999 concerning Civil Servants to the most recent being Law Number 5 of 2014 concerning State Civil Apparatus. There are several codes of ethics listed and must be implemented by a State Civil Apparatus based on Law Number 5 of 2014, including:

- Carrying out their duties honestly, responsibly, and with high integrity;
- Carrying out their duties with care and discipline;
- Serving with respect, courtesy and without pressure;

- Carrying out their duties in accordance with statutory provisions;
- Carrying out their duties in accordance with orders from superiors or authorized officials as long as they do not conflict with the provisions of the legislation and ethics of the government;
- Maintaining confidentiality that concerns state policy;
- Using state wealth and assets in a responsible, effective and efficient manner;
- Ensuring that conflicts of interest do not occur in carrying out their duties;
- Providing information correctly and not misleading to other parties who need the information related to service interests;
- Not misusing state internal information, duties, status, power, and position to obtain or seek benefits for themselves or for others;
- Upholding SCA basic values and always maintaining SCA reputation and integrity; and
- Implementing the provisions of the legislation regarding the discipline of SCA.

The neutrality itself is indirectly manifested in the points avoiding conflicts of interest in carrying out their duties and upholding the basic values of SCA and always maintaining the reputation and integrity of SCA. This is because one of the basic values of SCA stated in the law is carrying out the task in a professional and impartial manner.

Although the issue of code of ethics and neutrality has been regulated in the Law, the tow aspects are often violated especially before the general election of the executive at the local and national level. The following will show examples of violations of SCA neutrality that have occurred in general elections in Indonesia from time to time.

1.2.1 1999 Election

Rozi (2006) found several cases of violations of neutrality in the first Indonesian Election in the reform era including:

A. South Sulawesi

- Use of development programs and government budgets as a means of election campaigns;
- Use of office facilities political party purposes;
- Use of office facilities certain party campaigns;
- Bureaucratic officials secretly or openly supported certain parties; and

- Head of Maiwa District, Enrekang regency gathered the village heads to support and win the Golkar party.

B. North Sumatra

- In Medan Johor District, a district official ordered his subordinates to simplify KTP matters for residents who voted for the Golkar Party;
- In Salina Kuta District, in Simalungun, Pematang Siantar, the district head invited all LKMD management to the district office to discuss the Golkar Party cadre refreshment event. At that time, several LKMD members did not want to come to the event that had been discussed earlier. Under pressure from the district head, the village head threatened anyone who was absent from administrative action or being fired from the LKMD.

C. Central Sulawesi

- The Molangato village government apparatus, Palu, distributed Rp.20,000-Rp.25,000 to the people who were in the interests of Golkar;
- Deputy Regent of Dati II of Luwuk Regency who was a civil servant became one of the political party members and served as the Chairman of the Branch Leadership Council of Partai Amanat Nasional;
- One of SMPN Palolo 1 teachers who was a civil servant announced to the community at the Arrahman Mosque, Ranteleda Village, Palolo District, Donggala Regency to join the Golkar Party campaign

D. East Java

- Civil servants bought voting support for certain parties. On May 18, 1999, Brother Asmaun, a civil servant in Sampang District, gave money for the Golkar party cadre meeting on May 11, 1999. He also provided basic food for the Social Safety Network (JPS) which was used as a tool through the village head so that the people who received it chose the Golkar Party;
- Civil servants who became administrators of political parties: Civil Servants who were administrators of political parties in the Sampang Rengency Madura, among others,

were the officials of the Golkar Party, Drs. Herman Effendi, Drs. H. Ach. Ja'far, Drs. H. Marzuki Hasyim, Drs. H. M. Bachir. Meanwhile, the civil servant who was the organizer of the Partai Kebangkitan Bangsa is H. Hasan Abrori.

1.2.22004 Election

This year was the second election in the reform era. Unlike the previous election, in this election, for the first time, direct presidential and vice-presidential elections were held. One case related to neutrality that can be found in this election is the case in Tabanan Bali. It was found that the Village Head and Civil Servants were mobilized by the Mega-Hasyim Campaign Team to provide support to the presidential and vice presidential candidates (Firnas, 2016).

1.2.3 2009 Election

In the 2009 election, there were still many violations of neutrality committed by the State Civil Apparatus. Based on the recapitulation of the campaign report made by Election Oversight Body on March 25, 2009, violations of neutrality committed by SCA were found as follows:

Table 1.
Violations of neutrality committed by SCA

No	Province	Wearing SCA Attributes	
1	Nangroe Aceh Darussalam		2 cases
2	Sumatera Barat		3 cases
3	Jawa Timur		1 cases
4	Bali		3 cases
5	Nusa Tenggara Barat		
6	Kalimantan Barat		1 cases
7	Kalimantan Selatan	1 cases	
8	Sulawesi Selatan		2 cases
9	Sulawesi Utara		
			1 cases
			1 cases
			1 cases

Processed from the Election Oversight Body Report of March 25, 2009

1.2.4 2014 Election

The 2014 election was the first election after the issuance of Law Number 5 of 2014 concerning State Civil Apparatus. Although the regulations had been updated, there were still cases of violations of neutrality committed by SCA, especially in legislative elections like two cases of civil servant involvement in campaigns in Sukoharjo and Wonosobo and four cases of use of state facilities for campaigns by civil servants in Cilacap, Demak and Surakarta. Some quite detailed cases can be seen in cases of violations committed by (1) Muslikhah as a civil servant in Purworejo Regency who also distributed goods in the form of reading glasses, biscuits, etc. and (2) Agus Hermawan as a civil servant involved in the campaign actively participating in distributing campaign material in the form of Democratic Party t-shirts.

1.2.5 2019 Election

In the 2019 general election contestation, Badan Kepegawaian Negara (2019) revealed that there were approximately 990 violations of neutrality committed by the State Civil Apparatus. Most of these violations were committed in cyberspace or social media. In this election, there has been a shift in the pattern of SCA participation in practical politics. In the past, SCA openly conducted such activities in the real world, but now they are more engaged in political activities in the digital world through social media.

Based on these historical data, although there are regulations that have been established to maintain the neutrality of SCA from time to time, there are still many of them who commit violations, starting from violations that are committed directly using campaign attributes to the latest by doing various uploads that support one candidate on social media. Why did it happen? Demir (2017) identified two main factors that cause non-neutrality in the bureaucracy, namely the culture of Patronage and Partisans.

The first is patronage culture. Patronage relations in politics are a specific type of political external economies where the patron (someone who has political power) tends to protect his party members (clients). This relationship then results in a "clientistic policy" in which the existing economic resources will be distributed to political advocates and partisan groups from the government. This culture is also seen in the form of protection given by a politician to each of his supporters in the bureaucracy or everyone who is close to his party (Auyero, Lapegna, & Poma, 2009; Pappas, 2009; Urban & Willerton, 1993). Furthermore, partisan culture, in some cases of bureaucracy, is a tool of a political group and bureaucratic elites who want to increase their political power in government. To overcome this, in this cultural perspective, bureaucracy, which is a public servant, can also develop a group of interests or identities originating from internal bureaucracy that aims to transform to achieve organizational goals. If the group is inherently linked to a political party, the results will return to partisanship. However, this time the condition will be referred to as a "reverse partisanship." Nevertheless, both types of conditions are equally a threat to bureaucratic neutrality (Demir, 2017).

1.3 Birocracy Neutrality In Digital Era

Reflecting on the experience of the 2019 general election, it was found that currently there has been a change in the pattern of participation of an SCA to digital media through social media. Sudrajat (2017) stated that at the moment, freedom of speech on social media had given problems to the existence of the concept of bureaucratic neutrality. This phenomenon must be responded by every government by issuing policies that are in accordance with the political conditions in the country. There are several examples of world governments that have issued policies to maintain the concept of neutrality. The countries with good governance performance are, such as, Japan, China, Germany, France, and Denmark which have created a modern Weberian bureaucracy which operates under authoritarian conditions namely by limiting the rights of giving opinion of a bureaucrat. The motives for creating these conditions do not originate from the grassroots Movement but from political elites due to national security (Green & Hart, 1996).

Furthermore, there are several reasons that these countries take into consideration when establishing this policy, namely:

- A bureaucrat must support the law, respect political supremacy, and uphold the value of accountability;
- Bureaucrats are responsible for serving the public and supporting the democratic process;
- Bureaucrats must be independent and committed to the values of professionalism and competence; and

- Selected candidates must respect the contribution of professionalism and integrity of a bureaucrat in every administrative process.

1.4 Birocracy Neutrality In Digital Era: Case Study Of 2019 Indonesian Elections

The BKN report in 2019 found that approximately 990 SCAs violated neutrality by practicing practical politics dominated by the use of social media. This study seeks to illustrate these conditions by analyzing the communication patterns created on Twitter during the general election and identifying the involvement of SCA in these political activities.

Methods

The method used in this study refers to one type of method commonly referred to as mixed research or mixed methods. Mixed research is used in this study because it is a combination of two research methods namely qualitative and quantitative. Creswell (2010: 5) defines mixed research as a research approach that combines qualitative research and quantitative research. The mixed research method in this study is a sequence of quantitative and qualitative analyses with the aim of combining quantitative and qualitative data to obtain a more complete analysis. This is supported by the opinion of Abbas (2010: 222) which explains that the mixed research method has the goal of identifying the component concepts (sub concepts) through the quantitative data analysis and gathering qualitative data to expand the information available. In using this mixed research, the strategy used in this study is a sequential explanatory strategy. This strategy emphasizes the collection and analysis of quantitative data in the first stage followed by analysis with qualitative methods based on quantitative results that have been taken.

The data were processed using Netlytics software that functions to identify problems, especially taking data related to the tweets about politics that lead to hate speech or taking a side on one group. The quantitative data were then processed using qualitative methods through deeper observation. Observation activities are empirical scientific activities based on facts in the field and texts (Adler & Adler, 1987: 78; Anderson & Mayer, 1988: 32; Denzin & Lincoln, 2009: 523). Observations were made in order to find out the accounts that may be of bureaucrats who violated the code of ethics by identifying a Twitter account using certain criteria to assess whether the owner of that account is a State Civil Apparatus.

Results and Discussion

In this digital age, bureaucratic neutrality is a challenge that must be faced by every bureaucrat. Someone can upload anything at any time without thinking about whether it is good for sharing with the public. Plus, nowadays, someone is interested in following a trend. The development of trends makes social media consumption also increase. In connection with the 2019 general election phenomenon which has attracted a lot of public attention, the researcher used this phenomenon to collect the data through netlytics because social media is now also used as a place to carry out political activities such as to support or bring down one candidate for president and vice president. The data collection in this study was carried out in stages during the election of presidential and vice-presidential candidates.

The social media chosen as the locus of data collection in this study is Twitter because it can be used not only to interact but also to make predictions such as election results, capital market conditions, etc. (Bollen, Mao, & Zeng, 2011). Because of this ability, a lot of studies have emerged using communication patterns formed on Twitter to describe and predict political matters such as during the presidential election.

The data were retrieved using the API (Application Programming Interface) provided by Twitter by entering several keywords. The keywords taken in this study are based on the hashtags that dominated Twitter at the time. Some keywords taken are as follows:

Table 2.
Number of Tweets of Netlytics Results

No	Hashtags	Quantity
1	PrayForIndonesiaDemocracy	591 Tweets
2	SaveIndonesia	2272 Tweets
3	TangkapJokowi	1055 Tweets
4	TangkapPrabowo	1639 Tweets
5	MakhakamahKedaulatanRakyat	1951 Tweets

From various kinds of tweets that emerged, the researcher then categorized neutral or non-neutral tweets. Neutral tweets contain tweets that do not support one of the candidates and only describe political conditions or express aspirations while non-neutral tweets contain supports to candidates who are advancing into political contestation, for example:

Table 3.
Neutral Tweet Grouping

No	Hashtag	Example
1	PrayForIndonesiaDemocracy	All we Need is LOVE. No Gun, No War, No Hoax, No Provocation!!! #PrayForIndonesiaDemocracy @jokowi @prabowo https://t.co/HIXS8fAOaZ
2	SaveIndonesia	"My struggle is easier because it is against the invaders, but your struggle will be more difficult because it is against your own people," Sukarno. #saveindonesia https://t.co/09KxNVSkcU
3	MakhakamahKedaulatanRakyat	When justice and democracy are torn apart, people will fight. People are the owner of the highest sovereignty in the Republic of Indonesia. #MahkamahKedaulatanRakyat #MahkamahKedaulatanRakyat #MahkamahKedaulatanRakyat

Table 4.
Unneutral Tweet Grouping

No	Hashtag	Example
1	PrayForIndonesiaDemocracy	01 is also wrong. Why are you so authoritarian? Every citizen who criticizes you, he will be criminalized, even clerics. 02 is also wrong. Why voicing people power? They can take a legal way, can't they? #PrayForIndonesiaDemocracy #TangkapDalangNext # actions22mei #TNIersamaKedaulatanRakyat
2	SaveIndonesia	@opposite_6890 What is the wrongdoing regime? What do you mean by crossing the line? There are only wrongful presidential candidates. They have lost, but they don't want to admit it. They use ISLAM for political means. They have crossed the line that the country must bother with the fools who want to demonstrate for their sake. #saveindonesia
3	TangkapJokowi	#Tangkapjokowi #TangkapJOKOWI #TangkapJOKOWI Because they can't value people's lives.

4	TangkapPrabowo	Prabowo has been too far! He must not be let loose like 1998. #TangkapPRABOWO !!
5	MakhakamahKedaulatanRakyat	@Astuty64 Let's make the bad name of this regime to the international world. The leader of this country is the result of cheating. #MahkamahKedaulatanRakyat #MahkamahKedaulatanRakyat

After categorization, it was found that most of the tweets (5361 tweets) that appeared were not neutral or contained support for one of the candidate pairs. The phenomenon of political activity reinforces the findings of Stieglitz & Brockmann (2012) which suggest that there has been a shift in political communication patterns in society from conventional to online communication patterns caused by the development of Web 2.0 technology where every Internet user, not only political party elites, can create his/her own content and form political discourse on social media.

Furthermore, to identify the presence of SCA in the support tweets of a candidate pair, the researcher observed various accounts that were considered not neutral in the data by tracing the account profile on Twitter. The observation was carried out by checking the profile photo, biodata, until the history of the uploaded tweet. From some of these indicators, the researcher tried to assess whether the account owner was an SCA or not. The observation becomes a series of research processes with qualitative methods. From various accounts that appear, the results observed are found an account that is indicated as owned by a bureaucrat. This is shown from the profile picture that wears the State Civil Apparatus uniform, as shown in the picture below.

Picture 1.
Profile picture of an alleged SCA

The account quotes words in support of one of the candidates for president and vice president. Below is one quote re-uploaded by the account owner.

Picture 2.
Example of Quotes Re-quoted by the SCA Account

After being indicated as an SCA, further observations were made on the account. From the results of the observation, several tweets that supported one pair of candidates for president and vice president were found. This clearly violates the neutrality of SCA while at the same time reinforcing the opinion of Sudrajat (2017) stating that at this time, freedom of giving opinion on social media has given problems to the existence of the concept of bureaucratic neutrality. According to Prasojo (in Riris Katrina, 2010: 20), there are three forms of violation of the neutrality of SCA in elections. The first is abuse of authority, among others, issuing rules that oblige campaigns to subordinates, collecting funds for certain political parties, granting business licenses accompanied by certain demands for support, using government assistance for campaigns, changing official travel expenses, and forcing subordinates to finance campaigns from the state budget . The second is the use of state facilities directly; for examples the use of official vehicles, official houses, and government offices and their attributes. The third is providing other supports, such as donation assistance, covert campaigns, putting attributes in the office, using attributes, attending campaign activities using uniform and accessories, and omitting campaign violations using state facilities and unfair or discriminatory treatment of the use of state facilities.

The violations that the researcher found are related to the provision of other supports, such as donation assistance and covert campaigns. This certainly violates the code of ethics as an SCA. It is also part of shirking or partiality. Pierre, J., & Peters, B. G. (2017)

defines partiality shown by someone directly in political choices is considered to reduce his professionalism and existing ethical norms. This opinion means that with the existence of partiality or non-neutrality the State Civil Apparatus (SCA) will affect the goals set by the organization.

This phenomenon must be addressed immediately so that civil servants can be more committed to the policies of the government and make the policy as their goal in working instead of achieving personal goals. From this opinion, SCA must comply and obey the policies of the government. On the other hand, SCA which is a state asset must also support the active government. Another impact is also found in the opinion of Ting (2001) who studies about a work unit that is reluctant to work and may be negligent in policy making.

SCA neutrality in Indonesia has been regulated in Law Number 5 of 2014 or better known as the SCA Law. In Article 5 paragraph (2) letter E in SCA Law, SCA carry out their duties in accordance with orders from superiors or authorized officials insofar as they do not conflict with the provisions of the laws and regulations and government ethics. This means that SCA is allowed to refuse or not carry out orders from superiors which, according to him/her, violate the SCA code of ethics and code of conduct. It is also stated in Article 9 paragraph (2) of Law Number 5 of 2014 concerning State Civil Apparatus that SCA must be free from the influence and intervention of all groups and political parties. The neutrality arrangement of Civil Servants is intended to maintain their unity and cohesiveness so that they can devote more attention to their duties both as public servants and as state servants. In this regard, the neutrality of Civil Servants is more focused on the interests of the state than on the interests of the government. The political dichotomy has a role in creating SCA neutrality. Politics and administration are two different things. Therefore, it is necessary to have clear boundaries regarding the differences between the two. Thus, SCA is more oriented towards building political closeness with the authorities rather than building competence and performance to guarantee their career (Prasodjo & Rudita, 2014). The politics in every power makes the closeness between individuals based on the interests of certain groups. Perry (1996) outlines four basic dimensions of public sector motivation; they are 'Interest in policy making and politics', 'public interest', 'empathy' and 'self-sacrifice'.

Speaking about the neutrality of SCA is certainly related to the code of ethics inherent in them. This is supported by the opinions of Sahya Anggara (2016: 405) that in general the formulation of a minimum code of ethics is based on four aspects of consideration as follows:

1 Special skill professionalism possessed by someone from formal education, talent, as well as the competence to do something;
2 Accountability of a person's readiness to take responsibility for whatever he does related to his profession and role so that he can be trusted;
3 Maintaining confidentiality of an ability to maintain trust by being careful in providing information. A professional must be able to select things that can be shared with the public and information that needs to be kept as confidentiality. This is done in order to maintain the reputation of a company and the profession he/she holds.
4 Independence
5 Neutrality or impartiality of one party. Being aware of the limitations in expressing something is also one of the considerations of the code of ethics.

On the other hand, there is a critical perspective that positions the bureaucracy as an instrument of power. This perspective considers that there is no bureaucracy that is entirely neutral. The Marxist approach sees bureaucracy as an instrument of the interests of the ruling class to dominate, discipline, and exploit the non-ruling class (Marx, 1967; Lenin, 1871). Even, Max Weber as the originator of the concepts of "ideal bureaucracy" and "bureaucratic rationality" acknowledges the bureaucratic neutrality (see Max Weber, 1947; 1968). This is according to Seajeng Kadarsih, Tedi Sudrajat. *et al.* (2014) that the source of the problem of enforcing neutrality of civil servants lies in the weak function of coordination and application of sanctions. This is based on the biased and substantive issue in placing the neutrality of SCA as a legal object. As a result, there appears a sectoral policy that cannot resolve the problem, both from the institutional, management, and law enforcement elements. The authority of the regional head as the supervisor of staffing and determining staffing policies is a factor in the slow enforcement of neutrality. This is supported by the opinion of Riris Katharina (2012) that regional heads have a very big role in the development of regional civil servants. The role is used to intervene the bureaucracy which in turn bureaucrats become not neutral and professional. It is recommended that the role of the regional head as the supervisor of regional civil servants be evaluated and given to the regional head secretary as the highest career official in the region.

Neutrality becomes important where the neutrality/impartiality attitudes of the SCA create stability in the implementation of democracy fairly and without any conflict between supporters. Creating supportive conditions also needs to be done to encourage the neutrality of SCA. The uploaded tweets become positive if the content is positive and does not distribute hoaxes. It is feared that the existence of negative tweets or hoaxes worsens the situation. The neutral attitude that must be possessed by SCA becomes a preventive measure in facing information distribution that is easier and wider

Conclusion

Neutrality of the State Civil Apparatus (SCA) was a part of code of ethics of the State Civil Apparatus. The code of ethics of a bureaucrat or public servant in Indonesia has been regulated in various laws, ranging from Law Number 43 of 1999 concerning Civil Servants to the most recent being Law Number 5 of 2014 concerning State Civil Apparatus. In digital era, it was found that currently there has been a change in the pattern of participation of an SCA to digital media through social media. Freedom of speech on social media had given problems to the existence of the concept of bureaucratic neutrality. From the data we collected, it was found a SCA were not neutral or contained support for one of the candidate pairs.

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Village Funds Mismanagement in Policy Evaluation Perspective in Jejangkit Pasar Village of South Kalimantan

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Abstract

The village fund policy is implemented to improve infrastructure development, community development and empowerment towards a prosperous village. However, the management of village funds did not meet expectations, due to lack of community participation in supervision. The purpose of this study is to analyze the mismanagement of village funds using a policy evaluation perspective. This research emphasizes the approach qualitative-evaluative, to explain the phenomena found in the field. This study found that mismanagement of village fund was not only caused by weak supervision and low human resources but also caused by the dominant, undemocratic and oligarchic aspects of leadership which had implications for the powerlessness of village actors in managing village funds in accordance with procedures, accountability, and transparency. Moreover, the formulation stage of the policy on the use of village funds is only a formality so that the power of the leader (the Village Head) cannot be implemented in the ethics of public administration and good governance.

Keywords:

Management; power of the village head; village administration.

Introduction

This research departs from the anxiety about the issue of village funds management in various regions in Indonesia which tends to be unaccountable. The policy of village funds itself which given to each village are to increase infrastructure development and empower the community towards a prosperous village. In addition, village funds are also intended to expand the functions and roles of the village governments, village management, improvement of services to the community, improvement and development of the rural economy as stipulated in Law Number 6 of 2014 concerning villages to strengthen their position within the framework of the Unitary State Republic of Indonesia.

One of the policies that accompany the stipulation of Law Number 6 of 2014 is the village fund policy. Village funds, as explained in Government Regulation Number 60 of 2014 concerning village funds sourced from the APBN, are funds sourced from the State Budget (APBN) which are intended for villages and transferred through the Regional Budget (APBD) of the regency/city and used to finance governance, development, community development and empowerment.

In managing village funds, the Government also prepares all its policy instruments, such as technical procedures for management from planning, utilization, distributing, supervising to reporting. This step is carried out through workshops that are managed by the government from the level above. The aim is that the village funds are in accordance with the interests of development and to avoid misuse that impacts on the legal bondage to the administrators.

There are limited findings in the field, for example, in utilizing village funds do not begin with a substantive formulation process, except for formalities so that the village needs do not reflect the needs and aspirations of villagers itself. However, the formulation process is a series of standard operation and technical procedures for managing village funds which is called planning. But at the planning stage, the participants in the village meetings tended to be co-opted by the strong authority of the Village Head who tended to be agreed by other village officials to the neighborhood association (RT) level as a representation of the residents in the village.

At the implementation stage, as the results of planning in the infrastructure development and community empowerment fields, it is not managed by engaging community resources potentials in the village such as self-management patterns, unless handed over to a third party. The weak empowerment of community resources in participatory village-based fund management is a surface issue that is covered in the introduction of this research. Furthermore, this is also suspected to be occurred to almost all villages in Indonesia, where the position of the Village Representative Body (BPD) is a "seal stamp" only.

Large expectations on the Village Laws with one of the policy tools which is in form of budgeted village funds and not in the context of merely purposing to develop villages only where the State is the main actor. But interpreted beyond as the village building, so that the village becomes strong independently. Robert Chamber (1987) outlooked if building a village means that the state is present in the front, as the main actor who builds a village, meanwhile village building means a village development that starts from behind. The state is positioned behind the village to encourage independence in self-development. Unfortunately, the expectation of village independence is always plagued by problems related to poor management of the village funds.

Research conducted by Sari and her colleagues (2017) on village funds management based on the perspective of community empowerment in Ngasem Village, Kediri, for example, only looks at the aspects of the procedural series from the planning stage, implementation stage, supervision stage, accountability stage and reporting stage. The conclusion in their research is that the stages were implemented poorly, and there were inhibiting factors in the form of synchronization between planning at the village and subdistrict levels, and the lack of intensity of socialization of the village fund to the community. While Putera, et al (2017), in the same focus relate to the stages and series of village fund management. It is just that in this research the use of the village fund is more likely to be allocated to the operational costs of the village government and BPD so that the use of the village fund budget is not in accordance with the allotment.

On the other hand, a research conducted by Kholmi (2016), looked at the management of the village fund in the public accountability approach as in the case of Kedungbetik Village, Jombang. According to him, in this village, the management of the village fund was accountable. The planning was based on program proposals from the village and evaluated through a village-level consultation forum. Then the accountability report on the implementation of the Village Fund is integrated with the accountability of the APBDesa (village income and expenditure budget). The obstacle in this research was the lack of understanding of the village apparatus in implementing their village fund.

As the findings concluded by Pramesti (2015), there are some interesting points to understand in seeing that the village fund management is not yet accountable. Pramesti states that the phenomena associated with the management of the village fund are (1) the accountability report made by the village that does not yet follow the standards and is prone to manipulation. And the village budget prepared does not fully reflect the needs of the village; (2) in the aspect of supervision there are three potential problems faced: low effectiveness of the regional inspectorate in supervising financial management in the village, unwell-managed channels for public complaints by all regions and the unclear scope of evaluation of supervision conducted by the head of the district; and (3) from the aspect of human resources there are potential problems which is corruption by utilizing the weakness of village officials.

Sari, Pramesti and Putera looked more at the administrative aspects of managing village funds in the context of development and empowerment goals. But neither of the have seen other aspects that might raise the question of the existence of village actors that could be potentially counterproductive to the management of village funds, or have implications for acts of corruption. Kadir, et al (2018) identified the tendency for the mode of irregularities in village fund management. Research that has moved from the aim of knowing the potential of corruption in managing village funds and to finding out efforts to prevent corruption in managing village funds, as a juridical study found that in terms of preventing corruption in managing village funds is trying to identify various modes of corruption in the village, increasing the capacity building of village officials and strengthening the capacity of village facilitators.

The general cases, as explained previously, are not much different from the reality of the initial allegations of village fund management in Jejangkit Pasar Village, Jejangkit District, Barito Kuala Regency of South Kalimantan. That the management of village funds is not in accordance with the expectations including; (1) the lack of transparency in the management of village funds, (2) lack of accountability in the process of planning of the use of the budget, (3) village deliberations are only formalities, (4) the choice of policies and development programs are not well targeted, (5) weak orientation of community empowerment, (6) weak managing and planning resources (7), the strengthened relations of conflict between citizens over the mismanagement of village funds, and (8) have implications for the weakening of community social capital. The eight points are problems that are suspected as mismanagement of village funds in Desa Jejangkit Market.

According to researchers, this has become an important issue in looking further at the management of village funds after the enactment of Law Number 6 of 2014. This research tries to get a bit out of the general approach that analyzes village fund management with institutional and functional approaches. But by using a policy evaluation approach and a perspective of inside and outside the village institution in a comprehensive manner towards the village fund policy.

This research also tries to reveal other aspects related to the management of village funds, both the relationship between the village head and other village officials, including his citizens. This research with a policy program evaluation approach tries to see how big is the gap between the achievements and expectations of a village fund management program policy for development and empowerment of the community, outputs, and outcomes, constraints, including the possibility of new findings. In an academic context, this research fills in the blanks of perspective from previous research.

Policy evaluation is an important stage in the public policy process. However, policy evaluation can be interpreted as an activity of evaluating policy products and/or interpreted as an examination of the process and series of activities of the policy program. Therefore, if the choice of understanding of policy evaluation is the last one, according to the researchers, what is needed is knowledge of policy analysis as a bridge in conducting policy evaluation.

Nagel in Tangkalisan (2003) provides the view that policy analysis is the best alternative to public policy that is able to provide a way out of various alternatives. Nagel emphasized that there are five main elements in evaluating policies from activating policy analysis: (a) the existence of objectives, including those related to normative constraints and relative considerations for achieving goals. In the perspective of evaluation will unravel what is planned and how targeted the achievement of policy objectives; (b) the existence of a set of policies as an effort to achieve goals such as decisions, programs and infrastructures; (c) there is a relationship between policies and objectives, institutions, facilities, authorities, estimations, and others; (d) the existence of tentative conclusions as a policy, and (e) determining what will be done to map alternative policies.

Merilyn in Winarno (2016) has a point of view that is interesting to be examined in dialectics on research related to policy evaluation. According to her evaluation plays a number of main functions in policy analysis. **First**, and the most important, evaluation provides valid and reliable information about the performance of the policy - how far the needs, values, opportunities, and goals that have been achieved through public action. **Second**, evaluation contributes to clarification and criticism of the values that underlie the selection of goals and targets. **Third**, evaluation contributes to the application of other policy analysis methods, including the formulation of problems and recommendations. Information about inadequate policy performance can contribute to the reformulation of policy issues.

Steps in conducting a policy, at least, must prioritize a number of indicators, so there is no wildness in conducting analysis as the main tool for policy evaluation. Edward A. Schuman in Winarno (2002) suggests six steps in policy evaluation: (1) identifying the program objectives to be evaluated; (2) analysis of the problem; (3) description and standardization of activities; (4) measurement of the level of change that occurs; (5) determining whether the observed changes are the result of the activity or due to other causes; and (6) several indicators to determine the existence of an impact.

Furthermore, the view of Nugroho (2012) is also interesting to be examined that there are four functions of policy evaluation. **First**, explanation - through evaluation the reality of program implementation can be portrayed and a generalization can be made of the patterns of relationships between the various dimensions of reality that are observed. **Second**, compliance - thorough evaluation can be seen whether the actions taken by the actors, both bureaucracy and other actors are in accordance with the standards and procedures set by the policy. **Third**, audit - thorough evaluation can be seen whether the output actually reaches the target group of the policy or there is a leak or deviation. **Fifth**, accounting - with an evaluation can be seen what the socio-economic consequences of the policy.

Effendi's view (2007) for example, the purpose of evaluating the implementation of public policies is to find variations in performance indicators that are used to answer three main questions: (1) how is the performance of public policy implementation? The answer concerns the performance of public implementation (variation of outcomes) on certain independent variables. (2) What factors cause the variation? The answer concerns the policy factors themselves, the organization of policy implementation, and the policy implementation environment that influences the outcome of policy implementation. (3) What is the output like? It depends on the process of formulation, its implementation and output as well as the factors and roles of other actors in all of these processes.

In research related to policy evaluation, shows that opinion of Shadish (1987) and Weiss (1984) in Tangkilisan (2003) that value-critics are rarely used in policy evaluation activities. This view confirms that normative information is very important in seeing the process of debate, discussion and argumentation processes that accompany the programming and decision making of the actors. Normative information is essential to understanding the value that is embedded in every social program. According to the authors, that this view tries to oppose the policy formulation process in which stakeholders are usually presented with choices made and the evaluator will only see decision choices as input with a series of outputs and outcomes in the evaluation notes. Including rationalizing the choice of policy makers on the back of an existence of feasibility namely effectiveness and efficiency.

Dunn (1981) also advocates this by stating that the existence of a value-critical evaluation component facilitates the transformation of information by clarifying the values and assumptions needed to provide reasons for debate and argumentation during the processes that surround policy decisions, specifically the role of actors surrounding the policy process.

In the old concepts, policy evaluation often relies on a series of inputs, output processes and outcomes which are then given an assessment (estimation). This is as a simple definition by Anderson (1975) as a public policy figure in the 20th century, saying that policy evaluation is an activity that involves estimation or policy evaluation that includes substance, implementation and impact. Policy evaluation is seen as a functional activity. This means that policy evaluation is not only carried out at the final stage but rather to the entire policy process. Furthermore, Dunn (1981), the term evaluation has a related meaning, each of which refers to the application of several value scales to the results of policies and programs. The evaluation includes conclusions, clarifications, criticisms, adjustments and formulation of the problem again.

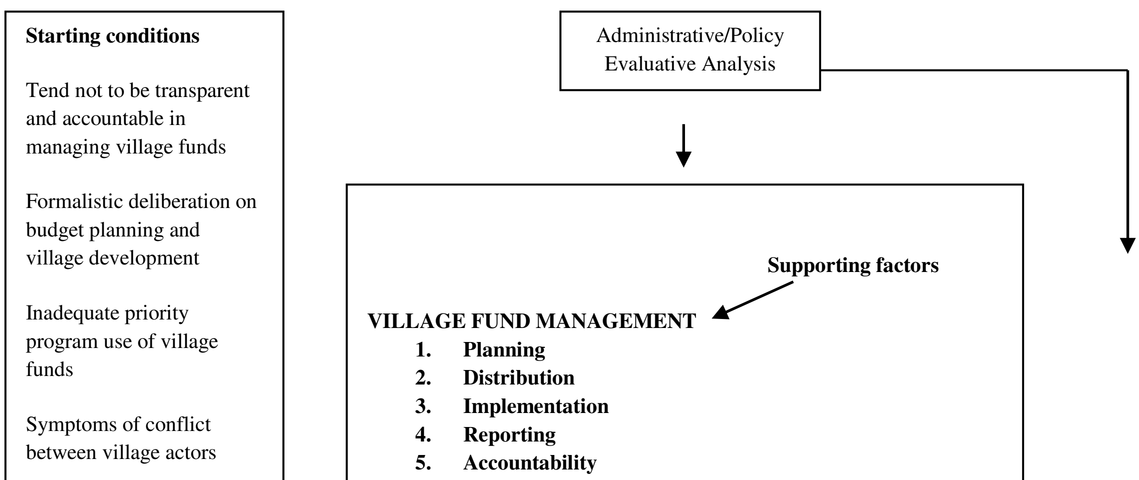
The case of village fund management in Jejangkit Pasar village in this research was also dissected in a series as directed by Edward A. Schuman who elaborated the stages of formulation, implementation and policy outputs and outcomes, while providing space for the analysis of other variables that opened the door to novelty in this research in the form of the roles of the actors involved.

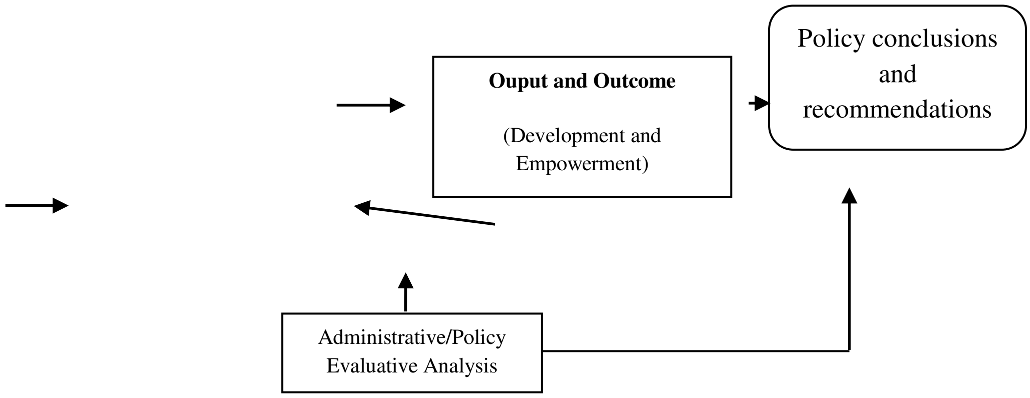
Furthermore, enrichment of management theory in the context of examining the management that rests on the basic processes and stages in management. Management of Village Fund in the perspective of public policy is generally included in the domain of public policy management. It means that the process of public policy as a management reality must be arranged on the basis of management principles. In general, the management principles that experts say consist of planning, actuating, organization and controlling (Terry, 1990). The paradigm shift in public administration from Old Public Administration (OPA), New Public Administration (NPA), then New Public Management (NPM), to the New Public Service (NPS) and finally New Public Governance (NPG), confirms the development of public administration emphasizing the strengthening management principles, especially those which are oriented to the aspects of effectiveness and efficiency.

In the context of village fund management researchers argue that it is very closely related to the NPM and NPG paradigm in which the NPM emphasizes management principles with an orientation to effectiveness and efficiency, while NPG emphasizes participatory principles and the role of actors in the policy set. The role of actors is interpreted as a synergistic relationship between government, society and the private sectors which is an important part of good governance. Thoha (2014) states that good governance encourages good governing management that guarantees a process of alignment, equality, cohesion, and balance of roles and the existence of mutual control carried out by all components. In this case, the series of management of village funds cannot release various variables such as participation, leadership, control, planning, formulation and aspects of the socio-cultural environment. This is the gap that is become one of the variables of this research relating to the relations and interactions of the actors in managing village funds.

The research on village fund management Jejangkit Pasar village will use elements of public policy management. Because this research avoids the confines of positivistic understanding that constructs studies from the very beginning without leaving room for new findings and trapped in the principles of mainstream management. The following will be illustrated how the research conceptual framework will be implemented:

Figure 1.
Research Conceptual Framework *(road map)*





Source: Formulated by the researchers, 2018.

Methods

This research is a case study using a qualitative approach by avoiding positivistic thinking. Researchers answer the problem formulation with in-depth interview methods, conducting FGDs and participant observation combined with literature studies related to village fund management policies. The challenge of research with a policy evaluation perspective is to try to look deeply into the paths in the policy cycle and the stages in village fund management. For this reason, the data collected is continued by sorting and analyzing. The cross-check method is needed in every data obtained to be analyzed from the perspective of policy evaluation. Because allowing interview information tends to be biassed because it is very possible that actors in policy carry a variety of interests.

Flexibility in this research is still emphasized to explore new findings outside of the conceptual framework that was built. This research also emphasizes value-critics evaluation which means the debates and arguments behind the presence of decisions in the process of policy formulation and implementation of village fund management. Jejangkit Pasar village locus is based on raising issues related to improper management of village funds compared to neighboring villages. Therefore, this research is more focused on the construction of research of public policy which emphasizes scientific findings and recommendations, not on research for public policy.

Results and Discussion

1. **Mismanagement and the Power of the Village Head**

The existence of the Village Law Number 6 of 2014 which provides village funds makes villages in Indonesia like getting "collapses ripe durian". Even many who upgraded their status from village to village administered by a "Lurah" want to become a village again. Moreover, the village government is given the authority to manage the village funds for the benefit of development and community empowerment.

In addition to the two areas of authority, funding comes from other sources such as the Village Fund Allocation (ADD) sourced from the Regional Budget and Revenue (APBD), revenue sharing from local taxes and levies as well as the village's original income. Village priorities, activities and budgets are agreed upon in participatory village meetings. The results of the village deliberations became the reference in the Village Government Work Plan (RKPDesa) and the Village Budget (APBDesa).

The community of Jejangkit Pasar village when this research was conducted responded that village funds such as a windfall for the Village Head and village government officials. The community of Jejangkit Pasar village assessed and tracked several cases in the management of village funds that were relatively closed and only formalistic to the community, including reports to the district and regency supervisors. An easy reason for the community to provide an assessment of village fund management is by comparing to neighboring villages namely Jejangkit Muara village which also has the same relative disbursement of funds from the state budget and regional budget of Barito Kuala district. But the management is done well, transparent and has evidence of infrastructure development and community empowerment.

The findings of this research state that there are numbers of program activities that have been prepared and implemented, but many have not yet been completed or have not even been completed. Moreover, the Regency Government will not disburse funds if there are plans and implementations that have not been completed. This fact encourages residents through the Sector Police Chief and Village Development Guards to encourage village meetings in order to encourage the Village Head to carry out his duties in a trustful, transparent and responsible manner. Aside from that, only the construction of the village maternity center is under construction throughout the study carried out in late November 2018.

"How it can be implemented, some of the programs and projects specified in the village regulations if in reality the previous programs have not been completed. The Regency Government will disburse if the work completed followed by the accountability report". (Interview with Village Figure, Jejangkit Pasar, November 12th, 2018)

Figure 2.
Budget for the Implementation of Village Development in 2018

No.	Development Implementation	Budget	Explanation
1.	Construction and maintenance of environmental roads	Rp 57.353.000	Completed, invite questions of budget value
2.	Construction and maintenance of farming roads	Rp 273.311.000	Incomplete, invite questions of budget value
3.	Construction and maintenance of bridges	Rp 27.167.831	not yet implemented
4.	Well's culverts	Rp 14.280.000	not yet implemented
5.	Construction of the village maternity center	Rp 260.000.000	Incomplete – as the result of residents' insistence that involved the police

Source: Village's data and researcher's formulated data, December 2018.

The funds available from the State Budget and Regional Budget of Barito Kuala Regency are considered quite riveting for the villagers. However, budget management which is related to the area of community development and community empowerment, actually becomes a question for villagers, where is it used and when to use it? Even the villagers are questioning the use of the budget in the field of infrastructure development that is not yet complete. Whereas the neighboring villages every year have been able to complete the village head office with a permanent type with a large office yard and its contents.

The stages of village fund management as the findings of this research give a formalistic impression. All procedures and mechanisms have been carried out properly in accordance with existing provisions.

At the planning stage, Jejangkit Pasar village's government in the context of the village development meeting (Musrenbangdes) for example, follows the grooves and principles as stipulated in the Central Government Regulation - Minister of Domestic Affairs Regulation Number 114 of 2014 concerning Guidelines for Village Development.

In the research findings in Desa Jejangkit Market, as the informant said, the village development meeting (Musrenbang) 2018 was held last January followed by the preparation of the Village RKP (Government Work Plan). The Village RKP is used as material for submitting disbursement of village funds to the Regency Government. The RKP is arranged based on need followed by the amount of the budget.

Nevertheless, the village development meeting was not exhaustive and unclear what is planned, especially the Village RKP which contains programs and projects for infrastructure development and community empowerment. The village development forum changes to mere formalistic participation, while the determination of the Village RKP in the appendices and composition changes without involving the BPD anymore but is carried out by village officials according to the wishes of the Village Head. The difference in the contents of the village development meeting results with what is stated in the Village Planning is a question mark for BPD and the community who propose planning through the neighborhood association (RT), and/or parties who know the differences in content from what has been agreed. Not a few people were shocked about the sudden development because form the principle of necessity aspect the community did not need it regarding there were still more important needs. For example, the provision of culverts for the wells' construction, although they have not been implemented because the funds were hampered.

Inputs from BPD and community leaders involved regarding the plan for the use and management of village funds during the village deliberations were not without consideration. Because most of the figures and BPD involved were former village heads, former village officials, and those who understood the needs and aspirations of the local people in Jejangkit Pasar village. The understanding of BPD members and this figure became a turmoil and criticism of the leadership steps of the Village Head. Moreover, in the view of the community, knowing there is a meeting or deliberation, only the involvement of meetings is very limited. There is even the impression that they are critically not involved. They only know of BPD members who are critical and express their dissatisfaction when talking in stalls or in public spaces.

"We simply compare how other villages really involve the community, and the role of BPD members. What was gathered together was in accordance with the RKP and even in other

villages there was a large billboard on the side of the road with clear pictures and text. This in the Market Trail does not include the stages at what percentage is realized. We are jealous of the neighboring village". (Informant interview, November 2018)

At the stage of distribution of village funds, as stipulated in the Law. Distribution of village funds is carried out by way of book-transfer from the State General Cash Account abbreviated as RKUN to the Regional General Cash Account abbreviated as RKUD. Research findings suggest that at the initial stage the 40% disbursement of funds based on planning documents (Village RKP) did not proceed as expected. The funding factor that has stagnated from the treasurer due to the intervention of the Village Head in "lending funds for personal needs" interferes with the use of Village RKP funds in accordance with their designation. This fact results in the impact of project development and subsequent development and empowerment activities. For example, the construction of a village maternity center that was urged by the residents and the BPD finally began work in November 2018, including several environmental roads and farming, which should have been carried out during the disbursement of the first phase in April 2018.

The condition of the management of the use of village funds like this for the community of Jejangkit Pasar village is feared to give birth to jobs that are made carelessly and only based on administrative reporting with low quality and accountability of the contents of the doubtful reporting. The fact is that the work on infrastructure projects has been struggling. It even raises suspicions, doubts about the number or specs of projects that are not in accordance with plans and field evidence, and ignores community empowerment and self-management, such as environmental road works, culvert well plans, and community empowerment activities.

As stated by the informant, the process and mechanism for channeling funds are in accordance with the provisions. The regency government will distribute it if the conditions have met, both at the initial and subsequent stages of distribution. There is no obstacle for Jejangkit Pasar Village, because it meets the requirements such as having a village account and banking service coverage that can be used at any time, the Batola District Regulation that facilitates the distribution of Village Funds required by Perdes, RKPDes and APBDes.

The fact that the distribution of village funds in Jejangkit Pasar has fulfilled the requirements so that they can be disbursed directly to the village account. The research findings state that when submitting a proposal for the disbursement of funds to the Barito Kuala Regency Government, the village head with the treasurer brought SPP (Request for Request for Long-Term) issued by the head of the village finance urure (Kaur). The village finance bureau issues SPP based on the request of the village head known by the BPD Desa Jejangkit Pasar element. After receiving SPP, the funds are transferred by the regency government to the village account which can only be disbursed with the signature of the village head and treasurer.

"So the channeling funds from the regency government have no problem, as long as it fulfills requirements such as the completion of work and the existence of accountability reports. Unfortunately, many are incomplete because they are stalled due to the money being used privately without meeting with the Village Government of Jejangkit Market itself."(Interview informant, 21 November 2018)

At the implementation stage, mismanagement from the planning and distribution stages impact mismanagement at the implementation stage. Coordination and direction among village elites (village heads, BPD members and village officials) do not reflect good management. Even worse, the sustainability of the activity continues because it prioritizes the formality of reports and evidence. While the quality of management is not as expected as stipulated in the Village Law and Village Minister's Regulation Number 5 of 2015 concerning priorities of the use of village funds. This research found, for example, that after the village development meeting and RKP, which had "changed unilaterally", had progressed to the level of implementation. For example, the construction of the village maternity center that had been planned in the early year, but in November 2018 it was only built by handing over the implementation to third parties outside the residents of Jejangkit Pasar village. Whereas the public expected to do by themselves, it is whether the villagers are individuals or groups so that new jobs are distributed to residents according to conditions, abilities, and agreements or with self-management patterns. The research team interviewed workers (Jejangkit Pasar residence) that they got a job from a contractor who lived in Banjarmasin with a piece rate of Rp. 30,000,000 (thirty million rupiah) from the construction of the foundation to the painting. The total work of the village maternity center as stated in the RKP is Rp.260,000,000 (two hundred sixty million rupiah). The source of reporting data as mentioned above, dated April 30th, 2018, provides an illustration of the realization of the more dominant budget used in the field of governance that has not touched the interests of the public needs.

So far, the village head has never involved village officials or even BPD members in determining who will work on infrastructure projects. Whereas, he hopes, it can be done in a self-managed manner by involving villagers as workers so that they can get additional income. All such implementation matters are carried out by the village head alone. The head of financial and treasurer affairs is only cross-funding, "stamp seal" formalities and signatures. This fact also applies to the head of development and general affairs, where he only receives documents and signs the activities as the Committee for Recipient of Activities (PHK) from the Activity Implementation Team (TPK) whose position is as a formality. These formality documents have been the basis for the Regency Government to disburse funds at a later stage if they are deemed complete and meet the requirements.

The village apparatus related to the signing of the document was forced to sign, because they considered the conditions and documents to be complete, as was the procedure. But the role and function as mandated by the Law and Ministerial Regulation was ignored. The gaps in management irregularities are already very visible in the process of managing village funds in Jejangkit Pasar, due to the formality mode and one-sided budget control by the village head and the silence of other village officials.

At the reporting and accountability stage, it is known that this process and mechanism are followed by document, official records, and neat reporting and seem to get a good response from the community. However, the reality of document and official records in the accountability report does not imply public participation, accountability, and transparency. The evaluative analysis in this research states that the value of the budget issued from the Village RKP actually absorbs more in the field of government administration, but not in development and community empowerment. This document is analyzed from the accountability reports as of April, August, and December, which almost neglected the realization of the field of community empowerment, and the conditions of scheduling in the field of infrastructure development are not appropriate.

As the research findings showed, the community of the village and BPD leaders had submitted a report on the irregularities in the management of Jejangkit Pasar to the district and regency authorities. However, it seems that the response of district and regency government institutions is only based on accountability reports, especially the formalistic use of finance, without cross-checking the effectiveness of village fund management. This is what causes the protest movement and oversight of citizens and BPD members are vulnerable to weakening and can even be said to stagger, apathy and indifference.[1] Where the supervisors only rely on evidence of infrastructure and administrative reports, even though there are gaps in the lateness it is actually possible to explore the problem of what happened as the supervisor and the village supervisor.

"We often remind and even convey to the districts and regencies to foster and participate in overcoming the problems encountered. However, it seems that they only holding on to the written reports without examining several RKPs that were not realized and also did not find out the cause." (Informant Interview, December 2nd, 2018).

2. Village Administration Dilemma

The administrative conditions in the village of Jejangkit Market which received the attention of residents. Government officials confirmed that there were many shortcomings in the implementation and management of village funds, but on the other hand, they also thought of loyalty to the leadership and maintaining the stability of the administration of village government. The findings of this study, for example, gained the fact that village officials were sometimes "forced" to sign documents in the context of

[1] There was an assumption, that the inability of villagers to protest to the district and tended to be neglected, seemed to position the Village Head as a "strong" family of the Barito Kuala Regent. Even the election victory is considered as a "payment" for the unquestioned of mismanagement of village funds' allocation of the Jejangkit Pasar village Government. For some villagers, the Regent's victory was due to the strong success of the Golkar Party's branch and the kindness of Mr. Hasanuddin Murad so far for the residents of Jejangkit Pasar, including Mrs. Normaliyani who always accompanied Mr. Hasanuddin Murad.

submitting funds to the district government, even though they felt the proposals contained in the RKP were less reflective of the interests of development and community empowerment.

In this context, residents finally suspect that the village head always avoids meeting with the community and village officials in a forum because they will ask about the performance and responsibilities in village government administration. This fact also finally justifies the community's allegations about irregularities in the management of village funds as explained earlier in the findings of this study. This fact also triggered villagers to urge the construction of a village maternity center and other programs as stipulated in the village Market Survey RKP. The community is concerned that poor management of the Village Fund will give them sanctions from the district government, only because of the lack of seriousness of the village head in leading the village. Instead of thinking about other programs that are more pro-effective such as increasing village investment, cooperation between villages and outsiders, developing BUMDes (village-owned enterprises), organizing communities, making rural tourism, developing village spatial planning for settlements and plantations including community development. village youth and community.

As the research findings show, this process and mechanism are followed by neat documents and reporting that seem to get a good response from the community. However, the reality of documents, data in the accountability reporting file does not imply public participation, accountability and transparency. Evaluative analysis in this research states that the value of the budget issued from the village RKP actually absorbed more in the field of government administration, not in community development and empowerment. This document is analyzed from the accountability reports for April, August and December, which almost neglected the realization of the field of community empowerment, and the scheduling conditions for the construction (infrastructure) are not appropriate.

Such conditions gave birth to ripples of protest from residents, especially members of the BPD Jejangkit Pasar and community leaders. However, the report according to the procedure and mechanism caused ripples of protest from the people of Jejangkit Pasar as if scattered. The material for the community protest was enough to see a comparison with neighboring villages such as Jejangkit Muara and Jejangkit Timur which were more progressive, proven to have an output and output, increased citizen participation and transparency.

"We often remind and even convey to the districts and regencies to foster and participate in overcoming the problems encountered. However, it seems that they only moved to written reports without examining several RKPs that were not realized and were not found out why." (Informant Interview, December 2018).

Conclusion

Compared to the research so far which examined the management of funds in the aspects of the stages as required in Law Number 6 of 2014 concerning villages and also the Minister of Village Regulation, Development of Disadvantaged Regions and Transmigration Number 2 of 2015 concerning guidelines for standing orders for the mechanism of decision on village deliberations, as well as Village Minister Regulation, Underdeveloped Regional Development and Transmigration Number 4 of 2015 regarding establishment, arrangement, management, and dissolution of BUMDes. Research with a case study of evaluating the management of the village fund in Jejangkit Pasar village is based on questioning the management and policy of the village fund behind these stages theoretically and practically outside of previous research relating to the same topic.

The main criticism in this research on the application of management theory is that there are deviations from all levels of the management process that emphasizes the formality of counterproductive behavior in leadership and management. The gaps in the policy process, such as in the planning stage, are examined by the policy cycle, which is the formulation of policy that is very far from the expectations of the theory that leads to discourse, debatable and participatory. That the power of the leader (Village Head) has denied the ethics of public administration and good governance in the form of transparency and responsibility for the mastery of the budget that should be managed fully administratively by the Village Treasurer.

The case of Village Fund Management in Jejangkit is an interesting function and role of supervision and supervisors of the government above it and is not included in the formalistic trap in examining administrative reporting, but exploring gaps that allow for an evaluation of improved financial management and activities. The construction of good governance is expected to be participatory, transparent and accountable. Because the New Public Governance with the principles of good public governance encourages a conception of governance which is clean, democratic and effective that also regulates the relationship between government, the private sector, and the community. The implementation of good governance (GPG) is inseparable from the application of government management systems from a series of planning, organizing, actuating and controlling that are done professionally and consistently.

Furthermore, the reality so far is that the formality aspect is too resting on the Government to account for activities at all levels. Ability to supervise as the principles of management and evaluation of the process of formulation and implementation of policies has not found the will of the theory and the mandate of regulation/policy. The main point of this research is that the management of village fund management is dominant in the transparency process. As Smith suggested (2004: 66) at least the fulfillment of the process is: (1) Standard procedural requierement, (2) Consultation processes, (3) Appeal right to avoid corrupt practices.

As a result, the formality mask from the level of the Village Government to the Government above it enriched the systematic manipulative and corrupt practices of the village government. BPD members and citizens who become agents of supervision and participation, are actually attacked by a virus of ignorance that is increasingly weaker the power of knowledge/information on budget management, weak criticism and weak alertness. This reality can finally be concluded that the presence of the Village Fund and Village Fund Allocation policies are not a blessing in the context of building independence and empowerment and community welfare, but rather are triggering the weakening of social capital that has been well maintained in the community.

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Public-Private Partnership In Indonesian Urban Water Sanitation And Hygiene Program: Human Resource Capacity's Innovation

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Abstract

Public-Private Partnerships (PPPs) in Indonesia still face constraints on the limited capacity of human resources. Indonesian PPP with the United States Agency for International Development (USAID) in the implementation of the Indonesian Water, Sanitation and Hygiene (IUWASH) program tries to improve Indonesian sanitation which in the lowest rank in ASEAN. However, the implementation is still facing problems because human resources in local governments in Indonesia have not been able to increase their capacity so that program assistance to the government has not been able to run optimally. Therefore, human resources in Indonesia are required to be improved to be internationally competitive and innovatively synchronized with the developing technology so that human resources in Indonesia can support sustainable development. This research seeks to provide innovation in the human resource management capacity to improve the performance of local government resources on PPP in IUWASH programs in Indonesia in the face of the 4.0 Industrial Revolution. This research was conducted with literature review methods. Efforts to increase human resource capacity are carried out by creating human resource strategic planning based on analysis of the situation and potential of human resources with international standardization in training and development.

Keywords:

human resources management; IUWASH; Public Private Partnership, sound governance

Introduction

Indonesia is the country with the second worst level of sanitation in ASEAN. This has made the Indonesian Government moved to work with the United States aid agency United States Agency for International Development (USAID) to develop sanitation projects in several regions in Indonesia (USAID, 2017). This collaboration is carried out by the government in the system of Government Cooperation with Business Entities (KPBU). Government cooperation with business entities (PPP) includes contractual agreements, partnerships, and collaborative activities used in policy development, program support and delivery of government programs, and services (Chien, 2016). To improve public services in quality and effectiveness and to improve operations, Government Collaboration with

Business Entities (KPBU) emerged as a strategic instrument driven by joint public and private service providers and gathered complete knowledge, capabilities and resources over a long period (Keers, 2018). Government Cooperation with Business Entities (KPBU) has an important role in implementing a development strategy in a country because the partnership between the government and the private sector provides an answer to the lack of human resources in implementing government development programs as well as being a solution to the problem of state finances in development (Adnan, 2013). At present, the old paradigm for countries that compete with one another and compete to defeat each other has shifted to the era of collaboration. The state cannot run alone to achieve its country's goals effectively and efficiently. Thus, the government will collaborate well with the private sector and even with neighboring countries to achieve effective development progress. This collaboration is supported by globalization that is happening now which facilitates cooperation between the Government and Business Entity (KPBU) between countries and regions. Collaborative activities in the global era have an impact on the high demands of organizational performance where the implementing organizations of Government Cooperation with Business Entities (KPBU) must be able to keep pace with the pace of development occurring on the international scene.

Government collaboration with business entities (PPP) introduces work arrangements based on long-term mutual commitment between public sector organizations and organizations outside the public sector (Bovaird, 2004). The role of employees is greatly influenced by the increased collaboration carried out by their organizations. Neither with the cooperation between the government and the private sector must be supported by adequate human resources. However, the implementation of the Government Cooperation with Business Entities (KPBU) has not been maximally applied to the process of collaboration between the Government of Indonesia and USAID in the sanitation improvement and development project in Indonesia.

This collaboration was carried out in the Indonesia Urban Water, Sanitation and Hygiene (IUWASH) project. Limited funds from local governments to be able to improve sanitation at many points in their regions are made by the Government Cooperation with Business Entities (PPP). Domestic wastewater management has not been a focus for many City / Regency Governments. Therefore conditions for this sector are generally still low, while physical development to develop the sanitation sector, if any, is not optimal. This can be seen from the lack of budget allocation in the APBD (City / Regency Government Budget) (Valešová, et al., 2017). The limited availability of municipal wastewater management services provided by the Regional Government has led to high levels of contamination of groundwater and surface water sources.

Indonesia because the existence of new autonomous regions is not accompanied by adequate human and financial capacity. Other obstacles experienced by the Government Cooperation with Business Entities (KPBU) in Indonesia are 1) the adequacy of project financing from investors and banks; 2) guarantee problems; 3) fulfillment of financing requirements; 4) land acquisition; up to 5) institutional capacity and cooperation (Rifai, 2016). Thus many delays occur in development, especially infrastructure development. On the other hand, there are still available human resources who have the skills to support the effectiveness of the performance of Government Cooperation with Business Entities (PPP). It's just that the human resources owned by each local government are not maximized with proper management. While the regional development planning process needs to be balanced with the availability of the quality of regional apparatuses and resources, both human resources and funding sources, so that the quality of human resources can be guaranteed to support the effectiveness of achieving development goals. The need for performance measurement is used as a basis for evaluating performance, namely to assess the success or failure of an organization, program or activity (Riawan, 2016).

The Indonesian Government's collaboration with the United States Agency for International Development (USAID) in a Public Private Partnership (PPP) project on sanitation management and clean water management IUWASH has completed its first period of contact in 2010 to 2016. However, both parties agreed to extend the contract until the second agreed period and was carried out in 2017 until 2021 (USAID, 2019). The performance of IUWASH which carries about the four pillars of behavior, clean water, sanitation, and finance, to be improved in the course of the project's progress has yielded tangible results (USAID, 2017). This is indicated by an increase in the approach that has been made to the community so that people can change their bad habits in water management in their community life. The Indonesia Urban Water, Sanitation and Hygiene (IUWASH) program is felt to have been able to provide significant changes in the community. However, the goal of IUWASH is to focus on two important points namely community empowerment and government assistance.

Government assistance itself needs to be done by IUWASH where the United State Agency for International Development (USAID) also contributes to the transfer of technology, teaching and transfer of education to the Government of Indonesia (USAID, 2016). This is done so that the government can then support the behavior of the people who have begun to organize in the management of clean water. In addition, assistance from the United States Agency for International Development (USAID) in the Indonesia Urban Water, Sanitation and Hygiene (IUWASH) program must also be provided through mentoring PDAM performance in handling sanitation improvements in regions in Indonesia. Assistance for Bappeda was also carried out to be able to support the performance of the Indonesia Urban Water, Sanitation and Hygiene (IUWASH) program to the maximum and effectively (USAID, 2019). However, the assistance provided to the government is still considered to be less than optimal. This is related to the still low performance produced by the Government of Indonesia in the Indonesia Urban Water, Sanitation and Hygiene (IUWASH) program. This is of course directly related to the capacity of the existing human resources in the Regional Government agencies in Indonesia where they have not reached sufficient capacity to be able to maximize the performance of the Indonesia Urban Water, Sanitation and Hygiene (IUWASH) program. Several factors will be examined to be able to classify the inadequacy of human resource management in Local Governments in Indonesia related to the IUWASH program. Afterwards, the increase in innovation will be analyzed to be able to increase the capacity of human resources in the Local Government in Indonesia to support the Indonesia Urban Water, Sanitation and Hygiene (IUWASH) program.

This study seeks to answer the question of how to increase innovation in human resource management to improve the performance of local government resources in the Government Cooperation with Business Entities (KPBU) of the Indonesian Urban Water, Sanitation and Hygiene (IUWASH) program in Indonesia in the challenge of the Industrial Revolution 4.0. To answer the question above, the writer will use the paradigm of sound governance. Sound governance is offered as an alternative to good governance because it is more comprehensive and includes the strength of global or international governance

(Farazmand, 2012). With this paradigm, it can be analyzed the development of human resource management in the era of globalization that is right to improve the performance of employees in the sector of Government Cooperation with Business Entities (PPP). This research was conducted with a descriptive qualitative research method using literature studies with data collection techniques from several previous literatures which were analyzed to represent different points of view.

Methods

This research was conducted with a literature study method from a book on human resource management learning, journals and articles on previous research on IUWASH, the United State Agency for International Development (USAID), Government Cooperation with Business Entities (PPP), sound governance, and human resource management, as well as news that is adapted from websites related to IUWASH, USAID, PPP and human resource management. Data is collected from journal articles, country reports and previous research. Then the data that has been collected is processed with the theory of human resource management and sound governance. Thus generating new data about the needs of research subjects which are then analyzed again to design strategic planning as a form of innovative solutions to the sustainable development of local government human resource management in PPP in Indonesia in the challenge of the Industrial Revolution 4.0.

Through literature studies from several international journals that have been selected in accordance with the theories and concepts needed as well as data from existing cases about IUWASH in several regions in Indonesia, we will get a classification and the detailed context of the background of not running good human resource management in the Regional Governments in Indonesia especially in the implementation of the IUWASH program. After getting the context of human resource management needed, then the data will be processed again with the theory of human resource management and its implementation in the field of government. The capacity that cannot be increased, of course, is related to the competencies that exist in each individual human resource. Sharpening the analysis on work motivation and commitment of human resources in local governments in Indonesia was carried out in this study. This is related to the transfer of technology and knowledge transfer conducted by the United States Agency for International Development

(USAID) to improve the performance of the Indonesia Urban Water, Sanitation and Hygiene (IUWASH) program. Developments in the Industrial Revolution 4.0 greatly influenced the faltering motivation and commitment of human resources in Local Governments faced with the progress of globalization and increasing the level of work methods that need to catch up with the pace of standardizing international performance. Thus it can be seen the needs of human resources in local governments in Indonesia in the implementation of the Indonesia Urban Water, Sanitation and Hygiene (IUWASH) program. The values of motivation and commitment become materials which are then processed to find innovations in increasing human resource capacity in Local Governments in Indonesia, especially related to the IUWASH program. So that innovation can be obtained to improve human resource management to increase the capacity of civil servants in Local Governments in Indonesia to support the implementation of the Government of Indonesia Cooperation with Business Units (PPP) project with the United State Agency for International Development (USAID) in the Indonesia Urban Water, Sanitation program , and Hygiene (IUWASH). This innovation will then be a solution offered by the author in the development of sustainable human resource management.

Results and Discussion

Several studies on Public Private Partnerships (PPP) have been conducted, including Chien (2016) which discusses the quality of social interaction in public-private joint programs affecting the flow of knowledge and the dynamics of organizational learning and trying to evaluate the potential impact of human resource management in Public Private Partnerships (PPP) in learning organizations in the Taiwan public sector. The study explained that there is a fundamental difference between public and private organizations, and about the existence of conventional policies in a private company to have a greater percentage of human resources which internally trained through strategies that make them as part of branding efforts, while the public sector requires integration of 'make and buy' to maintain and continue to improve the status quo (Chien, 2016).

In addition, Keers (2017) discusses the exploration of risk awareness and risk management practices that support the establishment of maintenance partnerships through multiple case studies of two projects of Public Private Partnerships (PPP) and short industry surveys. Kessey (2017) conducted a study to examine the dynamics of change and analysis of the success of the Business Process Re-Engineering method in the application of Public Private Partnerships (PPP). In this study, it was stated that public sector organizations are faced with restrictions to adopt change. Public organizational culture is more rigid, more structured, and more regulated by laws and regulations, making it difficult to transfer Business Process Re-Engineering applications and strive for success between the public and private sectors in the successful delivery of effective and cost-effective Public Private Partnerships (PPP) projects (Kessey, 2017).

Research from Qustolani (2017) identifies employee performance that affects the rate of Public Private Partnerships (PPP) in the era of globalization. The effect of job satisfaction, procedural justice and compensation on employee performance, both partially and simultaneously has a positive and significant influence (Qustolani, 2017). The quality of human resources also has a significant positive effect on regional financial performance and to improve regional financial performance can be done by improving the quality of human resources, with the most important factor determining the experience (Riawan, 2016). Ahmad, et al. (2014) examined the moderate influence of ASEAN free trade agreement between total quality management and business performance. In his research, it was explained that ASEAN trade liberation through the elimination of intraregional tariffs contributed to increased manufacturing in ASEAN countries to be more efficient and competitive in the world market with an ASEAN Free Trade Agreement (AFTA) that is good for foreign companies because they have competitive advantages, however AFTA so profitable for local companies (Ahmad, Zakuan, Jusoh, Yusof, & Takala, 2014). This is also a reference to the importance of Public Private Partnerships (PPP) in this era of globalization. Especially for Indonesia in the progress of AFTA free trade. Companies that want to compete in the global market must improve the effectiveness of their total quality management (TQM) on business performance because the quality environment is an important factor to survive in the competitiveness of global market (Ahmad, Zakuan, Jusoh, Yusof, & Takala, 2014).

The influence of motivation, work discipline, and work environment on employee performance examined by Selvia (2014) concluded that the existence of good and comfortable motivation and environmental influences had a positive influence on employee performance. Higher work discipline is also an indication of the increase in employee performance (Selvia, 2014). These indicators are used in this study as assessments that must be considered in human resource management to improve the effectiveness of Public Private Partnerships (PPP) performance in the era of globalization (Selvia, 2014). The study of improving employee performance through motivation, discipline, work environment, and commitment is also presented in Prihantoro's research (2012). The existence of a positive influence of motivation in sincerity in completing work and the courage to sacrifice, responsibility in work, honest and consistent in work, and commitment shows that the higher motivation, then the commitment of human resources will increase (Prihantoro, 2012). Elements of human resource development such as recruitment, training, career development, benefits, promotion, transfer, structural and technical special training also have an influence on employee performance to create work effectiveness, especially compensation, promotion, technical training and structural training that become factors in improving the performance of human resources (Kalangi, 2015). Nevertheless, human resource management in Indonesia has enormous challenges such as cultural change and efficiency which are the main challenges of human resource management in the civil and private sectors, while talent seekers are seen as a major challenge for the service industry (Bennington & Habir, 2003).

Human resources management in Asia-Pacific involves a combination of forces related to globalization, competition, the struggle for talent, recognition of the need for change by organizations and decision makers, and evidence of successful best practices, which also contribute to changes towards directed equality in Asia-Pacific (Budhwar, Varmab, & Patel, 2016). The strengthening of ASEAN ties with the realization of the AFTA and the ASEAN Economic Community (AEC), has become an important point that must be considered as a challenge for human resource management in ASEAN countries. This is because with the advent of the AEC, workers or employees must be prepared to be able to balance the pace of growth and development across borders with other AEC participating countries. The AEC which has been put into effect by ASEAN countries has shown a strong commitment to its development. From the perspective of management talent of human resource, the prospect of free movement of labor is very interesting to apply in this era of globalization, but the application of free labor movements will also be very challenging with the existence of significant differences in government and cultural diversity in ASEAN countries member (Chen & Su-Yen, 2016).

Facing the challenges of the AEC, Indonesia needs to prepare all managerial aspects of human resources, especially at the Public Private Partnerships (PPP) so that they are ready to go in line and be comparable or even better than other ASEAN countries. In this case, an analysis of the sound governance paradigm is needed to understand the influence of globalization such as the AEC free market on the effectiveness of Public Private Partnerships (PPP) performance. Farazmand (2012) explained that sound governance is offered as an alternative to good governance because it is more comprehensive than other concepts, including the important strength of global or international governance, including normative and technical and rational features of good governance, presenting a balanced view of governance that is lacking bias and consider the original features of the customary governance system, have all the characteristics of the quality of better governance of good governance technically, professionally, organizationally, politically, democratically, and economically, capacity, anticipatory behavior, democratic character, responsiveness and competencies, and cultural values embedded in the values and structure of society, as well as sound governance in accordance with constitutional values and responsive to international norms, rules and regimes (Farazmand, 2012).

Handling of the Indonesia Urban Water, Sanitation and Hygiene (IUWASH) program implemented by the Indonesian government with the United State Agency for International Development (USAID). It can also be compared with the handling of health services that are also carried out between the Government of Indonesia and the United State Agency for International Development (USAID). Eichler (2018) explained in his journal that discussed implementation research to improve health services and financial reform in universal health insurance in Indonesia. In this study discussed the performance of health service improvement programs carried out in collaboration with the Government of Indonesia with the United States Agency for International Development (USAID) by conducting joint health insurance (Eichler, 2018). The research put forward an analysis of the implementation of the program's performance in helping to build the strength of health services, as well as its financial department, especially in order to monitor the health service process carried out in connection with the program. This review is important for this research to be able to see the performance of the United States Agency for International Development (USAID) previously in conducting Government Cooperation with Business Entities (KPBU) with the Government of Indonesia. In order to get a more specific view of the implementation model and the bias found the same obstacles that might be faced as in the IUWASH program.

Indonesia, which is affiliated with ASEAN, is also moving its people towards the ASEAN Economic Community. Not only promoted by society at large, the direction of the business sector, economy, and development in Indonesia is also prepared to compete in the international arena. Indonesia which is included in ASEAN has moved its people towards the ASEAN Economic Community. Not only being widely promoted in the community, the direction of the Indonesian business and economic sector was also carried out to be ready to compete in the free trade of the international market. Public Private Partnerships (PPP) that move the public and private sectors in the development and improvement of projects in Indonesia also begin to lead to international cooperation. Both the collaboration of technology transfer, education and human resources. But the performance of employees in Public Private Partnerships (PPP) in Indonesia cannot be said to be effective in the development of globalization. This is indicated by the existence of new autonomous regions that are not accompanied by adequate human resources and financial capacity as well as the problem of guarantee and fulfillment of financing requirements, and institutional capacity and inadequate cooperation (Rifai, 2016). While the index of human resource development based on skills in Indonesia was recorded in the Human Development Reports by the United Nation Development Program (UNDP) of 40.8% of talented employees (UNDP, 2018). While developing countries in Southeast Asia such as Thailand (37.4%), Philippines (30.6%), Laos (33.2%), Vietnam (32.8%), Myanmar (17.7%), and Cambodia (9.7%) is still below the index value of employees who have skills in Indonesia. Nevertheless, Indonesia still has to compete with other Southeast Asian countries which have an index of employees who have high skills far above Indonesia such as, Malaysia (67.3), Brunei Darussalam (79.1%), and Singapore (81.7%) (UNDP, 2018). This figure shows a huge capacity of human resources in Indonesia who have the skills to be able to work optimally and effectively from both the public and private sectors. So that Public Private Partnerships (PPP) should run well, considering that Indonesia has an index of human resource development based on fairly high skills.

Problems arise when human resources with skills are not the main obstacle to the effectiveness of Public Private Partnerships (PPP) performance, but rather how human resources with qualified skills can be arranged in such a way that the effectiveness of performance in the realm of globalization can be created. The challenges of human resource management in Indonesia in the face of globalization and internationalization are increasing considering ASEAN countries are now competing to become increasingly flexible and dynamic with global developments, especially in neighboring countries. ASEAN countries learn from each other about the movement and development of neighboring countries, so that they can prepare themselves to collaborate in international partnerships.

Human resource management in Indonesia is an important figure in maintaining the work effectiveness of Public Private Partnerships (PPP) employees by empowering skilled staff resources to be ready to face the evolving dynamics in the Public Private Partnerships (PPP) era of globalization. The management provided includes motivation in sincerity in completing work, responsibility in work, honest and consistent in work, and commitment (Prihantoro, 2012). Elements of human resource development such as recruitment, training, career development, benefits, promotion, transfer, structural and technical special training also have an influence on employee performance to create work effectiveness, especially compensation, promotion, technical training and structural training that become factors in improving the performance of human resources (Kalangi, 2015). Performance improvement is needed to support the effectiveness of performance in achieving the objectives of the collaboration between Indonesian Public Private Partnerships (PPP) and foreign countries.

Effective human resource management is needed in Public Private Partnerships (PPP) to achieve more effective collaboration, to prevent overlapping and duplicated services, to achieve more efficient performance and encourage innovation, to save costs, to effectively manage and communicate change, and to involve employees through effective consultation (Yahiaoui, Anser, & Lahouel, 2015). Collaboration between the public and private sectors, both those that operate in the country and those that cooperate with other countries, will be effective with the effective performance of human resources. Work effectiveness can be achieved by increasing motivation and work commitment (Senyucel, 2009). Work motivation is needed by employees to encourage responsiveness and desire to continue to compete in their jobs. Motivation is also very important considering the encouragement of collaboration between countries is increasingly strengthened so that the willingness and ability to continue to learn and develop for employees must continue to be improved. With work motivation, Public Private Partnerships (PPP) employees can be easily encouraged to develop and innovate towards the advances in technology, information and knowledge needed by Public Private Partnerships (PPP) in the implementation of independent work projects and cooperation that use knowledge and technology transfer with foreign parties. The motivation component consists of 3 things, that is, ignition where someone will have the initiative or desire to achieve a goal, direction that is the action that someone takes in achieving their goals, and the last is maintenance or maintenance of the person's behavior until the goal is achieved (Senyucel, 2009). These three things should be emphasized by human resource managers in Public Private Partnerships (PPP) in Indonesia to ignite the work motivation of employees to support the effectiveness of Public Private Partnerships (PPP) cooperation in Indonesia in the collaboration sector and competition in the international free market. With work motivation, the skills possessed by employees can be delivered effectively and develop in harmony with the goals of the organization.

Commitment is also an important factor in improving work efficiency and should be an important concern for human resource managers in the Public Private Partnerships (PPP) sector in Indonesia in the face of the era of globalization. The commitment of employees can be obtained by means of human resource managers regulating the organizational climate in it so that the work atmosphere is created with good and conducive conditions so that it can bring its employees to high work commitments (Senyucel, 2009) . In facing the era of globalization that is very dynamic, flexible, and volatile, employee commitment is needed to encourage learning skills and develop along with international dynamics that will rub against organizational actions in Public Private Partnerships (PPP). The pressure that arises because of the collaboration carried out by Public Private Partnerships (PPP) with Multi National Corpotation (MNC) and with other governments will be even greater compared to the pressure placed on employees of companies or organizations that only move within the internal scope of Indonesia. The demand for performance adaptation with foreign companies is also a matter that must be faced. Thus, employee commitment needs to be increased to avoid employee absenteeism and turnover. Commitment is needed so that employees face pressures and demands that arise along with the absorption of globalization values at Public Private Partnerships (PPP) in Indonesia which are getting bigger and more complex, the commitment of employees in determination, willingness and loyalty in work can be maintained and increase. So that the expected effectiveness of performance can be achieved without the constraints of pressure and the meaningful demands of globalization.

Cooperation between Indonesian Public Private Partnerships (PPP) in ASEAN and other countries is increasingly prevalent in various sectors. Indonesia also participated in the collaboration to develop the ASEAN-Japan 10-Year Strategic Economic Cooperation Roadmap which aims to achieve the target of doubling trade and investment between ASEAN and Japan in 2022 (Indonesian Ministry of Foreign Affairs, 2015). The transportation infrastructure projects between the ASEAN-Republic of Korea (RoK) Transport Cooperation Forum and the Indonesia-Korea Transport Cooperation Meeting include Transit Oriented Development in Jabodetabek, Jakarta Phase 2 Light Rail Transit, Hang Nadim-Batam Airport, Komodo-Airport Labuan Bajo and Makassar-Pare-Pare Railroad (Dephub RI, 2018). To support this collaboration, the transfer of knowledge and technology is carried out among the countries involved. Public Private Partnerships (PPP) also accept transfer technology. Not only the public sector, but also the private sector in Indonesia must be able to organize the absorption of the technology provided quickly and precisely. Employees with good abilities are available in Indonesia, but managerial and regulation for human resources requires stronger commitment and motivation as an effective foundation for performance in facing globalization and internationalization of Public Private Partnerships (PPP). A government may be good in applying domestic managerial value, but it does not rule out the possibility that in the public sector the value system is in conflict or in opposition to foreign and global forces (Farazmand, 2013). Therefore, human resource management is very important in achieving the effectiveness of Public Private Partnerships (PPP) performance in this era of globalization.

According to the National Law Development Agency (Ministry of Law and Human Rights of the Republic of Indonesia) the obstacles that occur in implementing Public Private Partnerships (PPP) schemes in infrastructure development in Indonesia are due to the large number of parties from the state institutions involved (Supancana, 2015). The Public Private

Partnerships (PPP) scheme that will be implemented in Indonesia is under the auspices of the National Development Planning Agency (Bappenas) so that any other institution or country that will carry out Public Private Partnerships (PPP) projects in Indonesia must go through the National Development Planning Agency (Bappenas). Other institutions that also handle the flow of Public Private Partnerships (PPP) project implementation in Indonesia are the Ministry of Finance, the Ministry of Economic Affairs Coordinating, and the Committee for the Acceleration of Priority Infrastructure Provision (KPPIP). Thus it is very necessary for the implementation of a more effective framework and efficient human resource management in handling this Public Private Partnerships (PPP) project. As explained by the National Law Development Board of the Republic of Indonesia where the agency handling Public Private Partnerships (PPP) in Indonesia has not been supported by competent human resources to support the Indonesian Public Private Partnerships (PPP) scheme, it can run to improve the implementation of infrastructure development with the help of foreign institutions or countries (Supancana, 2015). The assistance of other institutions or countries in implementing Public Private Partnerships (PPP) schemes in Indonesia will be very helpful and become one of the positive impacts of globalization. Thus, special institutions that handle the implementation of infrastructure development with Public Private Partnerships (PPP) schemes need to place quality of human resources in performance. In addition to the performance of the implementation of domestic Public Private Partnerships (PPP) scheme flows. Human resources in question must also be able to master communication and technology capital in this digitalization era, especially with regard to the relationship between Public Private Partnerships (PPP) implementers and foreign investors in more structured coordination requirements. For example in the case of PT Ilthabi Energia's Micro-Hydro in Aceh, a report from the National Law Development Agency states that one of the problems faced is the weak co-ordination between institutions that are considered to be very insufficient, thus hampering Public Private Partnerships (PPP) performance and causing misunderstanding (Supancana, 2015). Overlapping policies and lack of understanding of human resources that overcome them cause existing regulations not to work properly.

Strategic planning based on the analysis of the situation and the potential that exists in human resources within the institutions that regulate Public Private Partnerships (PPP) schemes in Indonesia is very necessary to increase the capacity of human resources in their performance on Public Private Partnerships (PPP). Strategic planning is the formation of a relationship between long-term goals, resources, and environmental conditions in an organization or company using certain methods (Bņrziņs, 2014). The planning process is complex and requires expertise to integrate the factors that are then described to be discussed, and the resulting strategic plan will set the main objectives to be chosen (SJPH, 2014). The main objectives must be focused before determining strategic planning in an organization. This makes it easier to examine the real needs of the organization to achieve its main goals on target. The strategy itself is an action plan made by senior management to achieve the desired position in a competitive environment (Senyucel, 2009). The existence of strategic planning will encourage human resources with improved management that is structured in stages of definite capacity building. The human resource management strategy can also be referred to as an open or closed agenda of an organization to regulate its employees in achieving the long-term goals and objectives of the organization (Tyson, 1995). Strategic planning is aimed at achieving Public Private Partnerships (PPP) scheme regulatory agencies in Indonesia to be able to run more effectively and efficiently, especially in terms of coordination and communication with foreign parties as investors, as well as maximizing the potential of human resources in the service and handling of Public Private Partnerships (PPP) project processes in Indonesia to improve infrastructure development faster. The strategic aspects of human resource management include several things, namely innovation for more effective and efficient human resources, long-term plans to achieve goals with good systematic, and reporting functions to run operational aspects to run well (Joshi, 2013).

In the era of globalization, there has been a change from the industrial world that previously was very dependent and needed human resources with physical strength and ability, becoming the need for human resources based on the ability of knowledge and expertise in their fields. Changes in this pattern of needs encourage changes in human resource management to be focused on the strategic level. (Senyucel, 2009) Strategy is defined in 4 concepts that explain it, there are: mission as the main goal or reason for the existence of the organization, objective which is the output of goals to be achieved within a deadline, vision is the expectations and desires of the organization that aspires to the organization. and policies that guide the performance of the organization (Senyucel, 2009).

The strategy needed to increase the capacity of human resources in Public Private Partnerships (PPP) schemes in Indonesia if reviewed with the 4 concepts has a mission to improve the performance of infrastructure improvement projects in Indonesia with Public Private Partnerships (PPP) schemes. Then the objective or goal is to increase the capacity of human resources in Public Private Partnerships (PPP) institutions in Indonesia to be able to communicate well with investors. While the vision of the strategy is to strengthen human resources that understand Public Private Partnerships (PPP) policy schemes so that they are in line with the pace of globalization and digitalization, which are the aspects that dominate the performance of Public Private Partnerships (PPP) with foreign parties. Therefore, the policy for implementing a strategy to increase the capacity of human resources in the performance of Public Private Partnerships (PPP) in Indonesia needs to be implemented by the dealing agency as a guide to the progressive performance of its human resources.

Strategic planning needed to increase the capacity of human resources in Public Private Partnerships (PPP) scheme project institutions is to increase the capacity of human resources regarding Public Private Partnerships (PPP) schemes through training, seminars, and capacity building (Supancana, 2015). Another thing that is most important is increasing understanding of Public Private Partnerships (PPP) policies to existing human resources in implementing agencies to support clear and precise communication with investors. This is certainly a way of forming human resources with strategic planning management which is then directed at education and training on important aspects of coordination, communication, and understanding basic values to the detailed value of Public Private Partnerships (PPP) schemes. Early education is needed for new human resources as a provision for their knowledge of the Public Private Partnerships (PPP) scheme and the process behind the scheme. In addition, education about good and appropriate communication and coordination procedures needs to be given since the beginning of human resource recruitment. However, education and debriefing on Public Private Partnerships (PPP) schemes and appropriate communication and coordination models also need to be given to human resources that previously existed in the institution. It does not limit also to the implementation of seminars and sustainable capacity building in the hope of deepening the knowledge of human resources and inculcating the substance that is needed in their daily performance in the Public Private Partnerships (PPP) scheme implementation project.

Providing training is also needed in strategic plans to increase the capacity of human resources in Public Private Partnerships (PPP) scheme institutions. The training provided can be in the form of coordination training through capacity building that is carried out sustainably and sustainably. This is intended to familiarize human resources in Public Private Partnerships (PPP) institutions in coordinating with organizations from other countries, as well as with other countries' governments that are partners of Indonesia's cooperation in Public Private Partnerships (PPP) schemes and as investors. The training will develop the potential of human resources towards international standards in terms of coordination. The method used is to apply a more effective and directed method of coordinating Public Private Partnerships (PPP) schemes in training, as well as familiarizing existing human resources to maintain alignment of coordination both vertically and horizontally in the Public Private Partnerships (PPP) scheme program. With international standard coordination, the Public Private Partnerships (PPP) program will run well. In this globalization era, Indonesia cannot walk alone towards infrastructure development, but rather the need for cooperation with other countries and positive interdependence to improve domestic project performance. Thus the smooth coordination is needed in establishing partnership projects with foreign parties. In addition, the importance of training and debriefing for communication also needs attention. This has an effect on the smooth performance of coordination carried out in the implementation of Public Private Partnerships (PPP) projects between Indonesian Public Private Partnerships (PPP) institutions and investors from other countries.

The implementation of the IUWASH project is still constrained in implementing effective and efficient performance between USAID and the Government of Indonesia to jointly develop the habit of improving sanitation and strengthening values in the community in order to implement the IUWASH in the second year with more leverage. The constraints faced are human resources that do not yet have parallel capacity and are in harmony with human resources at the IUWASH project body itself. So there needs to be an increase in the development of human resources in local governments in Indonesia so that it can balance the performance of IUWASH and be able to carry out projects effectively and efficiently. Capacity building and development carried out is a form of innovation in human resource management in local government agencies carried out by providing capacity building, education, and training so that the motivation and commitment of human resources in local government agencies to be able to work together in the IUWASH are aligned because they receive international standard training and education so that the capacity of their human resources can be more competitive and can support the use of technology and big data that is very instrumental in the continued development of the IUWASH project in this second period.

Facing the Industrial Revolution 4.0 era, Indonesian Public Private Partnerships (PPP) are also faced with information technology challenges that influence the dynamics of coordination and communication of Indonesian Public Private Partnerships (PPP) institutions with foreign investors. Thus, education, training, and development in Public Private Partnerships (PPP) human resources need to be improved for the development of Public Private Partnerships’s (PPP's) sustainability in Indonesia. In addition, with increasing performance by following the development of the Industrial Revolution 4.0, Public Private Partnerships (PPP) collaboration can run more easily, effectively and efficiently. Communication that is organized as the influence of the entry of information technology within the Public Private Partnerships (PPP) framework will accelerate the coordination of the Public Private Partnerships (PPP) scheme work program that will be implemented jointly between Indonesia and investors from foreign countries.

Conclusion

In the era of globalization and internationalization, Public Private Partnerships (PPP) in Indonesia need to improve the performance of their employees to face the demands and pressures that exist as an effect of globalization and internationalization. Management of human resources is an important thing that must be considered in an effort to improve the effectiveness of Public Private Partnerships (PPP) performance in Indonesia. The main factor in human resource management that must be improved and improved in the face of globalization is the provision of strategic plans to increase human resource capacity in Public Private Partnerships (PPP). Problem analysis arises from lack of motivation and commitment of existing human resources. This is due to the lack of training and debriefing about international standardized technology coordination and communication models. Increasing and building motivation and commitment of employees aims to prepare employees to face the demands and pressures of globalization that hit PPP organizations, increase fighting power and willingness to learn and work, and the latter will impact on increasing the effectiveness of employee performance at Public Private Partnerships (PPP) in the dynamics of globalization.

Strategic planning needed to increase the capacity of human resources in Public Private Partnerships (PPP) scheme project institutions includes increasing the capacity of human resources on Public Private Partnerships (PPP) schemes through training and debriefing, seminars, and capacity building as the development of existing international standard human resource potential. Another most important thing is to increase understanding of Public Private Partnerships (PPP) policies to human resources in implementing agencies to support clear and precise communication and coordination with investors. This is certainly a way of forming human resources with strategic planning management which is then directed at education and training on important aspects of coordination, communication, and understanding basic values to the detailed value of Public Private Partnerships (PPP) schemes.

Another thing that is most important is increasing understanding of Public Private Partnerships (PPP) policies to existing human resources in implementing agencies to support clear and precise communication with investors. This is certainly a way of forming human resources with strategic planning management which is then directed at education and training on important aspects of coordination, communication, and understanding basic values to the detailed value of Public Private Partnerships (PPP) schemes. Early education is needed for new human resources as a provision for their knowledge of the Public Private Partnerships (PPP) scheme and the process behind the scheme. In addition, education about good and appropriate communication and coordination procedures needs to be given since the beginning of human resource recruitment. However, education and debriefing on Public Private Partnerships (PPP) schemes and appropriate communication and coordination models also need to be given to human resources that previously existed in the institution. It is not limited to the implementation of seminars and sustainable capacity building in the hope of deepening the knowledge of human resources and inculcating the substance that is needed in their daily performance in the Public Private Partnerships (PPP) scheme implementation project.

The implementation of the Indonesia Urban Water, Sanitation and Hygiene (IUWASH) project is still constrained in implementing effective and efficient performance between USAID and the Government of Indonesia to jointly develop the habit of improving sanitation and strengthening values in the community in order to implement the Indonesia Urban program Water, Sanitation, and Hygiene (IUWASH) in the second year with more leverage. The constraints faced are human resources that do not yet have parallel capacity and are in harmony with human resources at the IUWASH project body itself. So there needs to be an increase in the development of human resources in local governments in Indonesia so that it can balance the performance of IUWASH and be able to carry out projects effectively and efficiently. Capacity building and development carried out is a form of innovation in human resource management in local government agencies carried out by providing capacity building, education, and training so that the motivation and commitment of human resources in local government agencies to be able to work together in the IUWASH are aligned because they receive international standard training and education so that the capacity of their human resources can be more competitive and can support the use of technology and big data that is very instrumental in the continued development of the IUWASH project in this second period.

IUWASH, Bappenas and other support institutions need to implement strategic plans as innovations in their ongoing development in terms of PPP scheme programs in Indonesia relating to cooperation with other state parties as well as foreign investors and institutions. The strategic plan to increase the potential of human resources through capacity building with international standard training and development is the main solution for PPP in facing the challenges of Industrial Revolution 4.0 where the development of information and communication technology is increasingly advanced and begins to dominate every aspect of government performance, in line with globalization that encourages governments to cooperate with the international community. International cooperation is now increasingly supported by internet use and big data as a means of facilitating performance among implementing actors. This requires PPP with human resources that are qualified, open and skilled in mastering industrial values in globalization and big data.

This research has limitations on strategic planning needed to increase the capacity of human resources in PPP scheme project institutions in Indonesia in the face of the era of globalization and the Industrial Revolution 4.0. However, this study lacks insight into the impact of strategic planning applied to human resources at Indonesian PPP's in a long period of time and on specific PPP projects. In addition, this research should continue to identify further PPP and international cooperation between Indonesia and foreign investors in certain projects along with other constraints that may be caused by the human resources of the PPP. So that the handling of human resource management strategic planning is pursued as a way to improve the performance of Indonesian PPP's human resources in it will be more targeted.

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Why the Implementation of the Clean-Up (Saberpungli) Policy for Illegal Levies has not yet Reached the Target in East Java

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Abstract

Since the issuance of Presidential Regulation No. 87 of 2016 concerning the task force to clean up illegal levies (Saberpungli), as a manifestation of Jokowi's commitment to the nine ideals (nawacita) that have been scheduled by the Jokowi government, especially related to the goal of strengthening the country's presence in conducting corruption-free, dignified and reliable system reform and law enforcement has been followed up by the provincial government. The province of East Java is no exception. The East Java government has made a Sweep-Off Task Force for Illegal Levies with the issuance of the Governor's policy No. 188/624 / KTPS / 013/2016. The implementation of the Governor's regulation has not been effective and efficient because the capture operation in its implementation only targets illegal levies valued at Rp. 10.00 - Rp. 100,000, while the legal process in each case costs between Rp. 50,000,000 to Rp. 100,000, - In addition, when a suspect acts to serve public activities, public service activities are hampered. For example educators, paramedics and others. The research question is Why The Implementation of the clean-up policy for illegal levies has not yet reached the target in East Java? This study uses a qualitative method approach by exploring information from key informants involved in implementing Saberpungli's policies, namely from the inspectorate, prosecutor's office and police as the main data and related documents. The results of the study show that the implementation of the clean-up policy in East Java was not able to reach the target due to five factors. First, coordination between task forces is still weak. Second, the lack of support from the regional government budget in other levies. Third, there is no SOP that the implementing agency can agree on and understand. As for recommendations that the implementation of the clean-up policy of illegal levies can reach the target, it is necessary to demonstrate the commitment of the provincial government by budgeting appropriately and need to increase coordination with the SOP as a shared direction in eradicating the practice of illegal collection in the public sector.

Keywords:
clean-up policy - Illegal levies

Introduction

Development is a process of change that takes place in a planned, integrated and sustainable manner with the main goal being to improve the welfare of human life or the community of a nation. Development always moves from an unfavorable life condition to a better life in order to achieve the national goals of a nation. National development aims to realize a just and prosperous society that is materially and spiritually evenly based on the Pancasila and the 1945 Constitution of the Republic of Indonesia. In order to achieve its objectives, the Government has compiled programs, targets and activities as guidelines in dealing with 3 (three) main problems of the nation, namely (1) the decline in the country's authority, (2) the weakening of the joints of the national economy, and (3) the intolerance and crisis of the nation's personality. Nawacita as 9 (Nine) President Joko Widodo's and Vice President Jusuf Kalla's priority agenda was formulated as a path of change towards a politically sovereign, independent economy and personality. 9 (Nine) priority agenda are: Bringing back the State to protect the entire nation and provide a sense of security to all citizens. 1. Building clean, effective, democratic and trusted governance. 2. Building Indonesia from the periphery by strengthening regions and villages within the framework of the Unitary State. 3. Strengthening the presence of the State in reforming systems and law enforcement that are free of corruption, dignified and trusted. 4. Improving the quality of life of Indonesian people. 5. Increase people's productivity and competitiveness in international markets. 6. Achieve economic independence by moving the strategic sectors of the domestic economy. 7. Revolutionizing the nation's character. 8. Strengthening diversity and strengthening Indonesian social restoration.

Illegal levies on public services will disrupt and burden the community so that it can eliminate public trust in the government, hamper economic development, can affect the investment climate and deteriorate legal authority. The high level of service uncertainty as a result of long and tiring service procedures is the cause of the increasing number of people who give up when dealing with corrupt public services. This is one of the factors that causes people to tend to be more tolerant of the practice of extortion in the administration of public services. In general, illegal levies are the imposition of fees or levies at places or activities that should not have additional costs / fees, so that they can be interpreted as an activity of collecting fees or forcibly asking money by someone to another party and it is a practice of crime or criminal activity. In the modus operandi, the extortion agent is usually followed by acts of violence, threats of violence, complicating the process, buying time, asking for compensation to those who are in a weak or served position. That is why extortion tends to lead to extortion and coercion which in criminal law is a prohibited act or a criminal offense. Based on records from the United Nations documents on efforts to eradicate corruption, illegal levies are illegal levies, requests, receipt of all payments, gifts or other benefits, directly or indirectly, by public officials or representatives chosen from a country from a private company or the public including transnational companies or individuals from other countries that are associated with the intention to perform or not perform a task related to an international commercial transaction. Acts carried out by public servants or state administrators with the intention of benefiting themselves or others as a person against the law contained in the formulation of Article 12 letter e, and Article 12 letter f in Law Number 31 of 1999 amending the Law Number 20 of 2001 concerning Corruption Crimes. On the basis of the above phenomenon, the problem formulation of this research is why the implementation of the levies sweep policy in east java has not reached the target? furthermore, the purpose of this study is to analyze why the implementation of the clean sweeping policy sweep in east java has not reached the target. Research conducted by Dewa Jaya Ferogusta, in 2009 with the title Supervision of Drivers or Freight Companies Based on Law Number 22 Year 2009 concerning Road Traffic and Transport (Study on the Pontianak Weigh Bridge in the Weighing Bridge of Pontianak) using the method of sociological normative legal research obtained findings as follows: that based on data obtained that violations of violations that occur against the provisions of the transportation of goods cargo by drivers of public goods vehicles are indeed decreasing, but the number of violations that occur at the Timbang Batu Layang Bridge is still high, which means that shows that supervision of the transportation of goods in Batu Weigh Bridge in Pontianak City is not yet optimal. Whereas in the case of overcoming the causes of the overload of goods transported by public goods transport vehicles, among others, preventive measures are to routinely conduct raids or inspections coordinated together with DLLAJ members, especially for public goods transport vehicles which are allegedly violating the provisions concerning the rules standardization of transportation of goods by public goods transport vehicles. In a repressive manner, against drivers of public goods transport vehicles caught red-handed committing violations as referred to above, then the authorized officer will be given data and will then be given a warning or reprimand so as not to make the same mistake and if the next inspection is caught again then the driver acted and processed in accordance with applicable regulations. That the factors become an Obstacle in the Implementation of Oversight Overloading by Drivers or Public Transport Companies of Goods in the Pontianak Weigh Bridge weighbridge by related institutions. Research from Pasaribu, Hiras in 2009 with the title Influence of Commitment, Perception, and Application of the Basic Pillars of Managerial Management Toatal Quality (Survey on Manufacturing SOEs in Indonesia) that aims to find the effect of top management commitment and perceptions of division managers regarding TQM and the application of the basic pillars of total quality management (TQM) to managerial performance in manufacturing SOEs in Indonesia using the population survey method of 28 manufacturing SOEs in Indonesia. The data used consisted of primary data obtained through questionnaires and secondary data that supported the research. Hypothesis testing is done using Path Analysis. Based on the results of the study it was found that: (1) There is a correlation between the commitment of top management, perceptions of division managers regarding TQM, and the application of the basic pillars of TQM in manufacturing SOEs in Indonesia; (2) Simultaneously and partially the commitment of the top leadership, the perceptions of division managers regarding TQM, and the application of the basic pillars of TQM affect managerial performance.

Research conducted by Deyv Ch. Rumambi in 2014 entitled Corruption in the Perspective of State Administrative Law, with the aim to find out how the existence of corruption in the perspective of state administrative law and how to eradicate corruption in the perspective of State administrative law. The research method used is a normative juridical research method. The results of his research are 1. Corruption in the name of public policy, whether issued by legislative bodies, executives, or decision-making institutions in State-Owned Enterprises (BUMN) or Regional-Owned Enterprises (BUMD) and also banking institutions are the most sophisticated modus operandi of corruption. As a legal subject, as the bearer of rights and obligations, government officials can take legal actions based on their ability or authority. 2. The strategy of eradicating corruption in the perspective of state administrative law covers several areas of change, which are as follows:

good leadership or governance; public programs where changes to public programs will reduce incentives to give bribes and reduce the number of transactions and increase opportunities for citizens to get public services; improvement of government organizations where changes are needed to the way the government carries out its daily tasks; law enforcement.

Methods

Researchers in carrying out and completing research have used this type of qualitative research. This is where the researcher does this by basing on Moeloeng's opinion, which states that: This type of qualitative research is an attempt to answer the problems raised. Qualitative research places more emphasis on efforts to answer the meaning that lies behind reality and is revealed through collected data, (Moleong, 2002). The research approach used is a case study research with an emphasis on the case implementation of the Wild Sweeping Clean Sweeping policy in East Java in the context of public policy implementation studies. This is by the researcher based on the explanation from Cresswell that: There are five types of research namely, biography, phenomenology, grounded theory, ethnography and case studies. (Cresswell, 2014). This study uses a qualitative method approach by exploring information from key informants involved in implementing Saberpungli's policies, namely from the inspectorate, prosecutor's office and police as the main data and related documents.

Results and Discussion

The coordination factor in implementing the Saber Pungli policy in East Java implemented by all elements contained inhibiting and supporting factors. Things can be seen below. "Coordination carried out on Saber extortion in East Java with the Regional Police is always carried out based on the invitation letter, whereas the obstacle, if the Chairwoman invited, but the representative was present, and there were also obstacles that existed in the Illegal or UPP Eradication Unit both Regency and City, that this happened because it was related to the Budget and lack of coordination. But the problem of other factors that can support a lot. With good communication between relevant agencies, for handling, which cases must be handled by APIP and also which cases are handled by Law

Enforcement Officers, only after that all will be able to proceed to further processing ". (Source, interview with Inspecturat General of East Java, August 2018)

Regarding this resource Saber Pungli East Java already has it which can be demonstrated through the following interview. "Resources in the form of a budget as supporting Saber extortion include those in the East Java Saber Extortion Guidelines. Which is the East Java Province Illegal Eradication Unit supported by a budget from the East Java Province APBD, in the form of grants totaling three billion rupiah used for six Working groups, which is up to months September 2018, it was absorbed to the fullest. "(Source, interview with Inspector General of East Java, August 2018). The budget for the East Java Regional Police in the form of grants from the law firm of the East Java Provincial Secretariat was Rp. 3 billion and absorbed by Rp. 682,846,968 or 22.76 percent of the total budget provided. This means that in addition to a small budget but the seriousness to conduct operations is also low.

Understanding the general purpose of a standard and policy objective is important. Successful policy implementation, can be frustrated when officials (officials), are not fully aware of the standards and objectives of the policy. In terms of Saber Pungli East Java standards, they already have it, as seen in the results of the interview with the implementor as follows, "Our guidelines are very clear, it is in general legislation, but the most lex specialy is specifically regulated in Presidential Regulation no. 87 of 2016, which is about the formation of the saber extortion task force, more specifically it is in the East Java Governor's Decree Number 188/222 / kpts / 013/2018 on 29 March 2018. Going now is enough. " Source, Interview with Chief Chair of the Illegal Eradication Unit, 2018) Standards and policy objectives have a close relationship with the disposition of implementers. The direction of the disposition of implementers (implementors) to the standards and policy objectives is also a "crucial" thing. Implementors may fail in implementing the policy, because they reject or do not understand what is the purpose of a policy. In terms of the objectives of the implementation of Saber Pungli East Java already has the targets that appear in the following interview, the targets in Saber Pungli in East Java are shown by the data generated from the interview as referred to below. "The target of the extortion saber is none other than, first, to help the local government in increasing local revenue (PAD), why? because at this time there is a lot of leakage of regional income everywhere, so that income does not come in full to the government, for example, local taxes, fees, permits, and much more. Now the second, the target of this extortion saber is to improve the discipline of the state apparatus in service to the public through transparency and standardization of services, this is in accordance with statutory regulations and eliminating illegal levies. Thirdly, building and internalizing an anti-extortion culture and corruption in governance and society. ”(Source, Interview with the Chairperson of the Illegal Eradication Unit Implementing Unit, 2018)

Regarding the disposition in the Saber Pungli program in East Java which is a factor of these obstacles and supporters as can be shown through the interview below. "Disposition of the implementation of Saber Pungli in East Java, the inhibiting factor is the case of the descent from IRWASDA which was disseminated to Crimsus, and then from the Crimsus implementing Catch Hands Operation (OTT), this is another OTT you know, not the Saber Pungli, so here is not just the Saber Pungli OTT case, but there are also other OTT cases. Now that's what makes it like this. Finally, the OTT Saber Pungli is declining, right? But also this disposition has its supporters. Supporting that is optimizing the utilization of personnel. There is more to optimize the use of Work Units, and optimize the use of infrastructure facilities, which are located in the regional government, so that it can all implement Saber Extortion in East Java, and can carry out eradication of illegal levies effectively and efficiently ". (Source, interview with Inspector General of East Java, August 2018).

Conclusion

Budget efficiency needs to be done by means of illegal levies not included in corruption but general criminal acts. This is in line with the explanation from the East Java Regional Police Irwasda when giving information to the East Java Provincial Illegal Eradication Eradication Coordination Unit, stating that the results of the Capture of Operations up to July 2017 were 88 cases with 174 suspects and the amount of evidence in the amount of Rp. . 3,883,045,500. As for the progress of the results of the Operation Catch Hands can be seen as follows: for P-21 as many as 28 cases (19 LP Splitsing). For those in the investigation process there were 60 cases, while those submitted by APIP were 3 cases. Related to the allocation of Village Funds and Village Funds as many as 4 cases and those related to Prona as many as 11 cases. 16 cases related to land certificates, 17 cases related to licensing, 37 cases related to levies, and 3 cases related to retirement decisions. If the acquisition of cases or cases with evidence as explained above, compared with the budget allocation that must be issued by the State is really inefficient.

Need to increase Low enforcement. The authority of the Saber Pungli Task Force in the context of enforcing the law is as follows: 1. Building a system of preventing and combating illegal payments; 2. Collecting data and information from ministries / institutions and other parties related to using information technology; 3. Coordinate, plan, and carry out illegal eradication activities; 4. Perform hand catching operations; 5. Providing recommendations to the heads of ministries / institutions and heads of local governments to impose sanctions on extortion actors in accordance with the provisions of the legislation; 6. Provide recommendations for the formation and execution of duties of extortion saber units in each public administration agency to the leadership of ministries / institutions and heads of regional governments; and 7. Carry out an evaluation of eradication of illegal fees. And all of these have been carried out with consistent and legal certainty, or indiscriminately.

The existence of this policy the State must budget of Rp. 3,000,000,000.00 (three billion rupiah) although what is able to be absorbed is Rp. 682,846,968, 00 (six hundred eighty two million eight hundred forty six thousand nine hundred sixty eight rupiah). (Source: East Java Regional Police Irwasda: Coordination Meeting for Illegal Eradication Unit in East Java Province 2017 Budget Year. Thus the case of arrest of illegal levies does not enter into a criminal act of corruption but is a general crime.

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Smart Governance in Public Financial Management: A Study of Government Resources Management System (GRMS) in the City of Surabaya

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Abstract

This paper aims to examine the implementation of the Government Resource Management System (GRMS) in order to address problems in local government and local financial management from the Smart Governance point of view. It is based on a qualitative descriptive research involving interviews with various stakeholders, observation and analysis of relevant document. In line with its focus, this research uses smart city theory focusing on one of the dimensions that is relevant to this research problem, namely, smart governance. This research finds that the City Government of Surabaya has implemented the concept of Smart Governance in the management of regional finance through the GRMS system. The implementation of Smart Governance is evidence from five criteria, which include: 1) Participation in decision making: manifested in E-Planning process; 2) Public and social services: materialized in E-Procurement process; 3) Transparent Governance: manifested in e-Planning and e-Procurement processes in which in E-Planning the community is involved in the formulation of development planning through E-Musrenbang, and the auction process in E-Procurement; 4) Political strategies and perspectives: materialized in all GRMS processes because the whole system of GRMS is a strategy that integrates bureaucratic activities from upstream (the top or decision making level) to the downstream (to the community or citizen) so that it represents good local government and especially local financial management. By using GRMS, the overall local government and regional financial management process in the City of Surabaya can be done easily, effectively, efficiently, participatory and accountably.

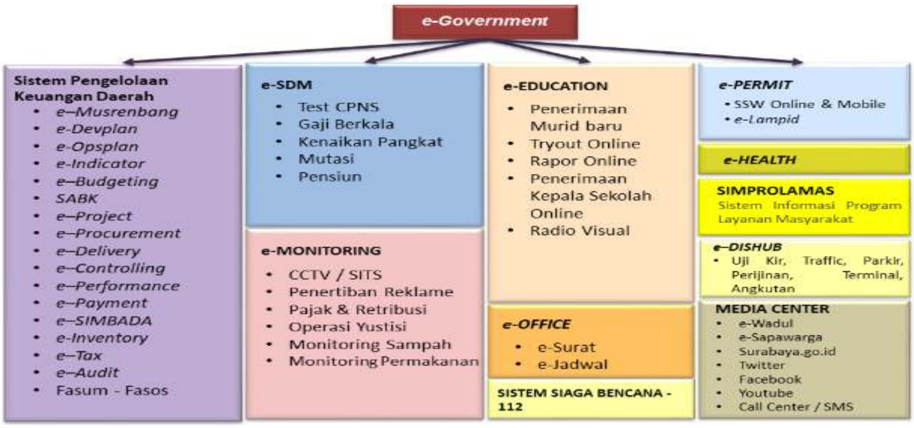
Keywords:
e-government; local governance; financial management; smart governance

Introduction

Reforms of local and national government system, have been a mandatory requirement worldwide, including in Indonesia. In the Indonesian local financial management especially, the reform is urge following the fact that previous public financial management has tended to have lack of transparency, participatory, and accountability. In the current public financial reform, there are certain conditions for good regional financial management. According to Arnold Poli, the Regional Secretary of the City of Tomohon, Indonesia, the criteria are: 1) the punctuality of determination of local government budget (APBD), 2) the increasing portion of local government budget spent on public welfare; 3) the high percentage of the realization of local government budget and, the reduction on unrealized or unused budget (known in Indonesia as SILPA or *Sisa Lebih Pembiayaan Anggaran*); 4) the punctuality of submission of Regional Government Financial Reports (LKPD); 5) Improvement in the quality of financial supervisory agency and Regional Government Financial Reports' audit (Admin, 2018). To overcome various financial management problems in Indonesia and make good financial management, the government needs to innovate. Importantly, following the development of Information, Communication and Technologies (ICTs) as well as digital or Industrial Revolution 4.0; innovations in public service, including in public financial management have been clearly marked by the use of technology in the hope of increasing professionalism, transparency, and efficiency.

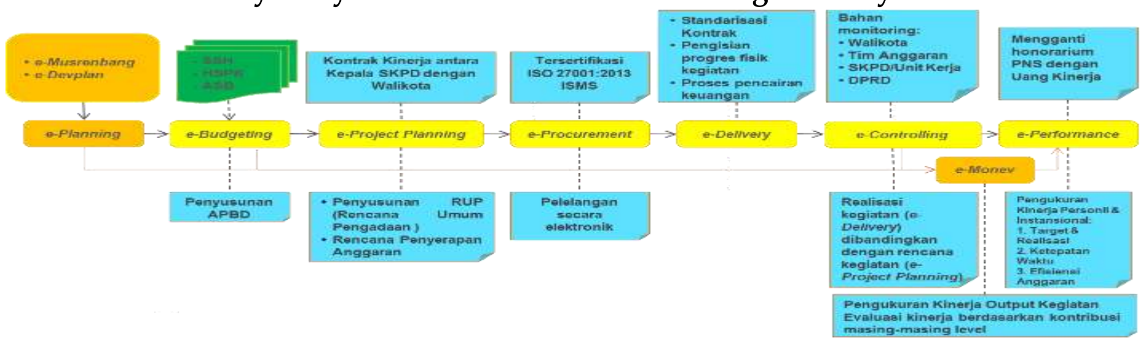
E-Government is a new interaction mechanism between the government and the community and other interested parties that involves the use of information technology (especially the internet) with the aim of improving the quality of government activities (Indrajit, 2002). E-Government has existed in order to provide solutions for various problems in public service and management. Currently, the use of E-Government is endorsed by the latest Presidential Regulation Number 95/2018 on an electronically based Government System, in which in the regulation such electronic system has to be effectivities, integrated, sustainable, efficient and accountable, interoperability and security. Far before this presidential regulation, the use of e-government has been comprehensively implemented in the City Government of Surabaya, that make the City one of advance local governments to implement electronically based government. As the capital of East Java, the City Government has developed an integrated electronic-based services for its government agency, as shown in the figure below: (https://web.kominfo.go.id/).

Figure I. 1
E-Government of Surabaya City



As can be seen from the above figure, E-Government has been implemented extensively in Surabaya. Importantly, since 2003, The City Government of Surabaya has developed the Government Resources Management System (hereafter, GRMS), which is a government resource management information system that integrates the regional financial management from upstream to downstream bureaucratic activities (in the context of direct spending). GRMS includes the process of preparing a budget (e-Budgeting), work planning (e-Project Planning), electronic auctions (e-Procurement), contract administration and work disbursement (e-Delivery), monitoring the implementation of activities (e-Controlling) and measurement civil servant performance (e-Performance).

Figure I.2
Surabaya City Government Resources Management System Chart



A report from beritasurabaya.net said that a government management system based on GRMS makes the performance of the City Government of Surabaya more effective and easily monitored because all of the activities are electronically connected. This system is also able to cut the potential acts of corruption collusion and nepotism (KKN) by up to 80 percent. This was conveyed by the Mayor of Surabaya, Tri Rismaharini, on Thursday, November 8, 2012, in a seminar held by the Corruption Eradication Body, *Komisi Pemberantasan Korupsi* (KPK) in Graha Sawunggaling. Likewise in carrying out its supervisory functions, the City Government of Surabaya utilizes e- Controlling , so that all parties including the public have the right to participate in supervising the project, online licensing, especially non-levies such as SIUP, IUJK, jastel, permit for disturbances also cut time for the community because they do not need to come to the office. GRMS's ability to reduce KKN up to 80% has informed this research to focus more on the local financial management system (rather than focus on overall GRMS system), so that comprehensive findings can be obtained.

With this integrated system, the City's bureaucracy can work effectively and efficiently. The adoption of e- budgeting until e-procurement has made significant efficiency in the local budget. While e- delivery has assisted all levels of the municipal government bureaucracy to produce contract documents related to the procurement of goods and services within minutes after the auction winner is announced. Meanwhile, the head of the regional work unit (SKPD) can control the activities of implementing activities and absorbing the budget with e- controlling instruments. Problems that arise in the administration process of a project can also be known by the leader online (online).

Before the e-controlling instrument was applied, the municipal government often received false reports resulting from the implementation of the project. "The project has not yet been completed, but it is said to have been completed and has been paid 100 percent," said Head of the Surabaya City's Planning and Development Agency (BAPPEKO) Agus Imam Sonhaji. He also added that the false report was revealed from the findings of the Financial and Development Supervisory Agency (BPKP). The findings were also used as input to continue to improve and perfect the implementation of e-government that is already running. "With e-controlling, we cannot be fooled by contractors anymore," he said.

The last set of GRMS is e-performance. This instrument was implemented in 2010 and is closely related to the development of Employee Achievement Allowances (TPP). During this time, the provision of TPP is often disputed because the amount of take-home pay received by each employee tends to be the same. In fact, the workload between diligent employees and lazy employees is clearly not the same. The most pronounced impact of implementing e- performance is the improvement in the performance of the municipal employees. Not only provide an appreciation for work performed well, e- performance also provides penalties for lazy employees by deducting allowance points. Another function, e- performance is also an instrument for measuring agency performance. Especially related to the target and realization of budget absorption, timeliness and budget efficiency that can be done by each head of the regional work unit. All refer to the budget implementation documents (DPA) that have been prepared previously (http://jipp.jatimprov.go.id/).

Figure I.3
Comparison Charts of Direct and Indirect Spending

% BL BTL	2009	2010	2011	2012	2013	2014	2015	2016	2017
BelanjaTidak Langsung	29,29%	39,01%	38,91%	39,72%	34,65%	34,70%	32,72%	31,24%	26,57%
Belanja Langsung	70,71%	60,99%	61,09%	60,28%	65,35%	65,30%	67,28%	68,76%	73,43%
BelanjaTidak Langsung	1.229.387.168.963	1.701.814.805.524	2.021.569.335.413	2.048.810.462.983	2.063.247.100.922	2.454.326.270.745	2.594.348.659.045	2.528.623.013.737	2.274.681.651.124
Belanja Langsung	2.968.258.122.289	2.660.897.045.119	3.173.532.876.314	3.100.454.367.676	3.892.080.447.268	4.618.380.154.550	5.333.988.736.348	5.566.748.436.308	6.287.166.495.276

Source: Data on Development Administration

The graph above is a comparison of direct and indirect expenditures made by the City Government of Surabaya. It can be seen that in the last 5 years there were significant differences in regional expenditure. The budget-related to development which benefits the general public has increased significantly, inversely proportional to the indirect expenditure aspect which in the last 5 years has tended to decrease in the framework of efficiency. This shows that the Government of the City of Surabaya is focusing on improving basic aspects that touch the community so that a good local financial management system is needed. GRMS is an innovation in regional financial management carried out by the Surabaya City Government which is expected to be able to support the efforts made to provide welfare to the community.

Implementation of e-Government by the City Government of Surabaya continues to be a magnet for other government institutions to visit and learn from Surabaya. Apart from the Government of the City of Tangerang and the Ministry of Communication and Information of the Republic of Indonesia, in 2016 Surabaya received another visit from Denpasar City and Semarang City who were interested in learning about the management system of Surabaya City.

For this advancement, the City Government of Surabaya has received many awards in 2017 for its persistence in improving the existing government system by carrying out various innovations. Some of the awards obtained by the City Government of Surabaya are the 2017 PPID Award for the best Regency / City Category A, the Award for the City Government category, the Mayor, and the best City Category in the 2017 Innovative Government Award (IGA), the 2017 Unesco Learning City Award, the 2017 Indonesia Smart City Award , Rating City Towards Smart (Smart City), Rating City Cerdas Indonesia (RKCI) in 2017, and many more (http://surabaya.go.id).

These awards show the progress of Surabaya City towards Smart City as targeted by Indonesia in 2018 for the addition of Smart City to reach 100 districts/cities. According to Samuel Abrijani Pangerapan, B.Sc, Director General of Information and Information Technology of the Ministry of Communication and Information, the smart city program is an opportunity to carry out various innovations by utilizing technology to improve community services. " Smart city is a whole concept of how to serve the community and better manage existing resources.

In applying the concept of smart city, there are several elements that must be developed, one of which is the concept of smart governance. Without smart governance, it is impossible to realize smart cities (Scytl, 2015). This is because Smart Governance is one of the dimensions that must be met to realize Smart City. In applying the Smart City concept, Surabaya City fully implements the Smart City dimensions. In this research, the main focus is the smart governance dimension. This is because smart governance is an important element in urban areas, that is, government agencies/institutions that are developed based on the function of information technology so that it can be accessed by those who are interested effectively and efficiently.

The city of Surabaya has declared as a smart city, which cannot be separated from how to solve the problems faced in order to maximize services to the community. One of these problems, which this research is focused on is local financial management. More especially, this study is concerned with how the concept of smart governance, which is an important element of the application of smart city, can reveal the extensive and innovative local financial management, such as in GRMS. The interest of this research is in the process of managing regional finances through the GRMS by solving problems that exist in the management of regional finances, which are expected to provide a good understanding for related parties/stakeholders.

Based on the above background this research is sought to answer the question of "How is GRMS process implemented in terms of the concept of smart governance in Surabaya?"

This research complements previous research conducted by Eva Hany Fanida (2015) entitled " *Effectiveness of Government Resources Management System Implementation in Surabaya Government Offices* ". The difference of Fanida (2015)'s research and this present case lies in the theory used, in which this research presents more contemporary theory of smart city, more specifically smart governance. Meanwhile, in the previous studies, the researcher used effectiveness variables based on to Darcy (in Indrajit 2002): political environment, leadership, planning, stakeholders, transparency, budgets, technology.

Another research entitled the *Government Resource Management System* (GRMS): Public Service Innovation in Regional Financial Management in the City Government of Surabaya by Fitrotun Niswan (2015) is also informed this study. This research explains the implementation of GRMS in Surabaya that is going well so that it has benefits for the government of Surabaya City.

This present research will also enrich previous study on smart governance, such as a study entitled " *City Branding Strategy of Bandung City Government Public Relations as Smart City Through Smart Governance Program* " by Annisa Dwi and Dini Salmiyah. In this study, the researchers tried to find out the city branding strategy carried out by the Bandung city government public relations to realize smart city through the smart governance program.

In short, besides documenting best practice in the implementation of extensive electronically based government system, thus re-confirm the importance of the concept of smart governance and overall, the theory of smart city, this study is expected to provide input and evaluation to the City Government of Surabaya in relation to shortcomings that still need to be addressed in order to maximize the local financial management activities. In addition, this study provides a clear picture of the innovations made by the City Government of Surabaya, so that it can be more advanced and be able to compete with other regions, while also provides lesson learnt and motivates other regions to continue to be innovative in wide government affairs and public services.

Regional Financial Management

Financial management is the planning, organizing, and controlling of financial activities such as procurement and utilization of funds from companies that apply general management principles to financial resources (Senduk, 2009). By doing each stage in financial management, the basic functions and objectives of the implementation of financial management can be optimized as a few points below (Senduk, 2009):

1. Optimizing all planning activities that will be carried out in a certain period of time
2. Minimize the occurrence of an increase in expenditure of unwanted funds in the future in the implementation of a planning project.
3. Reach the planning target more efficiently because of the availability of sufficient funds and has been planned and can be allocated to the maximum.
4. Avoiding irregularities in the allocation of existing funds by separating each authority in financial management.
5. Streamlining all activities that occur in agencies/organizations because of the transparency of their finances.
6. Creating a healthy work environment because it is supported by a financial cycle that runs well and planned.

E-Government

In understanding GRMS, it cannot be separated from the discussions about e-Government. Because GRMS is a product of electronic-based government. There are various notions about e-Government that have been defined by institutions, governmental or non-governmental institutions.

E-Government is the use of information and communication technology in government activities aimed at facilitating government activities and making it easier for people to access various services provided by the government. The use of e-Government is expected to make government affairs more effective, efficient, transparent and accountable.

Conceptual characteristics of e-Government which have the focus below (Suaedi and Wardiyanto, 2010):

1) Focus on government services, the implementation of services with information technology is intended to increase the efficiency, speed, and smoothness of government services to the public.
2) Focus on bureaucratic structure, bureaucracy using information technology has evolved in the structure of the bureaucracy.
3) The focus on technology-based organizational models is the digital age organization model.

Smart City

The concept of a smart city is very popular as a concept of structuring cities in the world in recent years along with the rapid development of technology. The concept of smart city is now a dream of many big cities in Indonesia. This concept is considered as a solution in overcoming congestion, waste problems and various environmental conditions.

The meaning of "smart" according to Nam & Pardo (in Suaedi and Wardiyanto, 2010) are: is defined as strategic, especially in choosing priorities, directions, policies and so on, 2) related to technology, so "smart" contains the principles of automatic computing (self-configuration, self-healing, self-protection, self-optimization); shown to include sensors and actuators.

According to Annalisa Cocchia, a smart city has many meanings. From the word "smart" it can be defined that smart cities are intelligent cities, knowledge cities, ubiquitous cities, sustainable cities, digital cities, and many more. But from some literature the terms smart city and digital city are more often used to indicate the intelligence of a city. Digital city is the management of the city where all using a sophisticated digital or technologies that facilitate in every job.

Griffinger et al (2007) explain the 6 (six) dimensions in the concept of the smart city as the basis for the implementation of smart city, which is then used in calculating the smart city index of 70 (seventy) cities in Europe. The six dimensions and their indicators can be seen in the following figure:

Table I.1.
The dimension of Smart City

SMART ECONOMY (Competitiveness)	**SMART PEOPLE (Social and Human Capital)**
• Innovative spirit • Entrepreneurship • Economic image & trademarks • Productivity • The flexibility of the labor market • International embeddedness • Ability to transform	• Level of qualification • Education • The social and ethnic plurality • Flexibility • Creativity • Cosmopolitanism/Open-mindedness • Participation in public life
***SMART GOVERNANCE* (Participation)**	**SMART MOBILITY (Transport and ICT)**
• Participation in decision-making • Public and Social Services • Transparent governance • Political strategies and Perspectives	• Local accessibility • (Inter)national accessibility • Availability of ICT-infrastructure • Sustainable, innovative, and safe transport systems
SMART ENVIRONMENT (Natural resources)	**SMART LIVING (Quality of life)**
• Attractivity of natural conditions • Pollution • Environmental protection • Sustainable resource management	• Cultural Facilities • Health conditions • Individual safety • Housing quality • Education facilities • Touristic attractivity • Social cohesion

Source: Griffinger et al, 2007

Griffinger's criteria above is used as an assessment process for cities that have implemented the smart city concept (UGM PSPPR Team, 2018). In line with its focus, this study only focuses on the concept of smart governance because it is an important element in urban areas, namely government agencies/institutions that are developed based on the function of information technology so that it can be accessed by those who are interested effectively and efficiently. Smart governance focuses on empowerment and community participation and specializes in governance. Smart governance includes all the conditions, criteria and objectives for the process of empowerment and participation from the community and government together.

According to Griffinger et al (2007), Smart governance indicators consist of 4 important parts, which are:

1. Participation in decision making

Form of community participation to voice opinions in decision making both directly and indirectly. In order to measure the dimensions of community involvement in planning, especially in planning development programs, can be seen through the following 5 indicators, which are: 1) involvement in meetings or deliberations, 2) willingness to provide data and information, 3) involvement in preparing the development plan, 4) involvement in determining the priority scale of needs and 5) involvement in decision making (Ndraha, 1990)

2. Public and social services

The essence of public services is the provision of excellent service to the community which is a manifestation of the obligations of the government apparatus as public servants (Septi, Atik & Ratminto, 2005). Excellent service is caring for the customer by providing the best service to facilitate the ease of meeting the needs and create a sense of satisfaction in the customer. The success of a service program depends on the alignment of capabilities, attitudes, appearance, attention and actions and responsibilities for its implementation (Atep, 2004)

3. Transparent governance

The form of government openness to the community in terms of service by opening public access to information needed in the form of policies, programs, projects, and so on. In the end, transparency will create accountability between the government and the people (Mustopadidjaja, 2003). Information disclosure is expected to produce healthy, tolerant political concerns and policies made based on public preferences.

4. Political strategies and perspectives

Political strategy is a strategy used to realize political ideals. Examples are the introduction of new regulations, the formation of a new structure in government administration, the implementation of deregulation, privatization and decentralization programs (Scrooder, 2009) Without a long-term political change strategy and large projects cannot be realized.

Methods

This research used a qualitative research method. Qualitative research methods are often referred to as an object naturalistic method and research on natural conditions (natural setting) is not contrived or planned. Qualitative research methods are methods used in a natural condition, namely researchers as key instruments, data collection techniques are carried out triangulated, data analysis is inductive, and the results of research emphasize more on meaning than generalization (Creswell 2014).

The main instrument in qualitative research is the researcher himself as a research instrument, and therefore required high accuracy and ability to obtain as much data as possible. Thus, the success or failure of this study depends on the ability of researchers to collect data. In addition to the researcher himself as the instrument, the research instrument also uses an interview guide which is used as a guide so that during the interview process, the information obtained does not deviate from the researchers' predetermined goals (Creswell 2014).

The type of research in this study is a descriptive approach. Descriptive research provides a description to provide a clear and detailed picture of a particular social phenomenon. As descriptive research in general, this study analyses and presents GRMS in terms of the concept of Smart Governance systematically so as to facilitate the process of drawing conclusions.

The field research was conducted in the City Government of Surabaya, more specifically in the Surabaya City Development Planning Board (BAPPEKO Surabaya) and the Surabaya City Development Administration Section (*Biro Administrasi Pembangunan* (BAP). BAPEKKO and BAP Surabaya were chosen as research sites is the systems associated with GRMS are widely used at these agencies, so accurate and abundant data and information related to the use of the Government Resources Management System can be obtained.

On the completion of this research, a total of 30 informants were interviewed, taken from with the Surabaya City Development Planning Agency, Department of Development

Administration (the general head, the head of sub-section and the staff of e-Budgeting, e-Project Planning, e-Controlling, and data center), LPSE (*Layanan Pengadaan Secara Electronik*), and some private company which participated in e-Procurement process (CV. Tiga Putra, CV. Pandji Agung Bersama, CV. Arga Pratama Putra), and some community members (such as Chairman of RW 01 and Head of RW 04 Sukolilo District, Medokan Semampir Village).

The analysis technique involved a qualitative data analysis, which consists of data reduction, data preparation, and drawing conclusions. Data reduction is a process undertaken by researchers to sort or simplify data or information obtained from the field. The process of presenting data was done by compiling the information obtained so that it is possible to draw conclusions from existing data. The next step of analysis was drawing conclusions. This stage is the verification or data review stage which has been presented during the research. The results obtained after the verification process are researchers can draw conclusions that tend to have strong validity and can be accounted for.

Results and Discussion

Government Resources Management System (GRMS) In terms of the concept of Smart governance

Regional Financial Management as explained in the theoretical framework is the overall activity that includes planning, implementation, administration, reporting, accountability, and supervision of regional financial department. In other words, the area of financial management is carried out of the spending area to meet the needs of government activities that will be returned to the public welfare (Law Number 58 of 2005).

As explained, GRMS) is a government resource management information system that integrates regional financial management from upstream to downstream bureaucratic activities which is expected to provide solutions for various problems of government activities and services.

Based on the findings, all local government apparatuses in Surabaya use GRMS. The City Development Planning Agency (BAPPEKO) manages the e-Planning. Meanwhile e-Budgeting, e-Project Planning, e-Procurement, e-Delivery, e-Controlling, and e-Performance are administered in the Surabaya City Development Administration Section. The GRMS, which has been developed since 2003 continues to be implemented and developed in order to improve and adjust the laws and regulations aimed at realizing the integrity and transparency of public financial management. Next discussion is analysis of smart governance using Griffinger et al, 's criteria 2007. (See table I.1).

Participation in decision making

Empowerment and community participation in governance is important in the concept of smart governance. It is because with the collaboration between the government and the community is an avenue to realize clean, honest, fair, and democratic governance. Participation is a form of community participation in which the community has the right to voice opinions in decision making, both directly and through intermediation between legitimate institutions that represent their interests.

Based on the Griffinger et al (2007) in order to measure the dimensions of community involvement in planning, especially in planning development programs can be seen through the following 5 indicators, which are: 1) involvement in meetings or deliberations, 2) willingness to provide data and information, 3) involvement in development plan development planning, 4) involvement in determining the priority scale of needs and 5) involvement in decision making (Ndraha, 1990).

As findings reveal, the City Government of Surabaya has succeeded in involving community in development planning, but it did not run perfectly. This can be seen based on the explanation from the City Development Planning Board that the government facilitates proposals from the community. These proposals are managed in the e-Musrenbang system. In e-Musrenbang the community can provide proposals for development planning in their area. The proposal can be submitted to the RT, then the RT conveys RW, RW collects all proposals to be coordinated by the sub-district party. The sub-district will input the proposals and map them according to the demographics of the region.

This was corroborated by the explanation of 2 other informants namely Mr. Eka and Mr. Rachman as chairman of the RW in Sukolilo District Medokan Semampir Village. In the interview, he confirmed the existence of community involvement in the e-Musrenbang process.

Public and Social Services

According to Law No. 25 of 2009 states that, public services are a series of activities in the framework of meeting service needs in accordance with the laws and regulations for every citizen and population of goods, services, and/or administrative services provided by public service providers (Definition of Public Services according to Law No. 25 of 2009). Basically, good public services according to Minister of PAN Decree Number 63 / KEP / M.PAN / 7/2003, Public Service Standards at least include service procedures; Completion time; Service fee; Service products; Facilities and infrastructure; Competency of service officers.

The GRMS process is inseparable from the discussion of public services because in the GRMS series there is one public service that is carried out, namely the procurement of goods/services by the auction method. In this case, the Development Administration Section becomes a service provider or administrative service for the verification process for prospective bidders. Registration for prospective bidders can indeed be done through the LPSE website (lpse.surabaya.go.id), but after registering online, prospective participants are required to verify data in the Development Administration Section to get an account which will later be used to follow the auction process.

Based on the finding, the City Government of Surabayahas provided excellent service as intended in chapter I namely the success of a service program depends on the alignment of abilities, attitudes, appearance, attention, and actions and responsibilities for its implementation (Atep, 2004). In this case, the Development Administration Section has provided its services maximally by providing the ability of employees to serve prospective bidders well, quickly and responsively, friendly and polite attitudes, as well as the provision of facilities and infrastructure to support the service process.

This is evidenced by the results of interviews with the service provider, Mr. Wawan where he explained that the services provided were in accordance with established procedures, moreover, the facilities and infrastructure provided were considered to be very adequate compared to other services. This is indicated by the availability of a comfortable waiting room, air conditioning, computers, wi-fi, guest list books, sweets, and also banners warning that the services provided are free of administrative fees. This statement is reinforced by the results of observations by researchers in the field, employees can provide services quickly, responsively, and can provide solutions to problems faced by prospective bidders, besides the information provided is also very clear and detailed.

Transparent Government

Transparency is a form of government openness to the community in terms of service by opening public access to information needed in the form of policies, programs, projects, and so on. Transparency will create accountability between the government and the people (Mustopadidjaja, 2003). Information disclosure is also expected to produce healthy, tolerant political concerns and policies made based on public preferences.

The government that is open to the community in the context of service by opening public access to the information needed is not only beneficial to the community but also government administrators. Because, if the head of the government administration agency has sufficient public information, it will be easier to utilize the supervision of the community to improve the performance and movement of the organization.

As explained in the data presentation, transparency in the GRMS process will be seen in the planning process, e-Planning, and in the process of procurement of goods and services using the auction method, e-Procurement. Based on the results of the research in the field, the researcher got the results from the BAPEKKO party which stated that transparency in the planning process had been realized through:

1. Socialization in sub-districts and villages related to the implementation of e-Musrenbang
2. Easy access to information through the bappeko.surabaya.go.id website
3. Banners contain e-Musrenbang in sub-districts and villages

These three things are the forms of space provided by the BAPPEKO Surabaya in realizing the freedom of space for the people of Surabaya to obtain public information. However, researchers get different results from the public regarding transparency as mentioned by the BAPPEKO. The community said the information obtained through the socialization carried out by BAPPEKO in the subdistricts and villages was not well conveyed to the community, the community tended to be merely a formality to participate in submitting proposals but did not know the continuation of the proposals.

In addition to transparency in terms of planning, in the GRMS process transparency is also applied in the process of procurement of goods/services using the auction method. Researchers get results from the Development Administration Section in the auction process that has been done based on a transparent system. This is indicated by the auction process carried out through the website without any face-to-face meetings between the government as the owner of the tender and the prospective supplier of goods/services. All processes are done online. Based on Robben's statement, this was to avoid the circulation of money and to avoid collusion between the two parties. All of the auction processes carried out through the website LPSE where goods/services providers to bid online, uploading data online, to the selection and announcement of the winners, all the information provided through the website. If the goods/service providers object to the decision of the winner, they can submit a rebuttal to question the reasons why the party can win the auction while their bid is higher. Matters that are deemed inappropriate can be questioned during the refutation period, and the previous auction winner has the opportunity to be canceled if proof of objection is received.

The explanation was also confirmed by 15 bidders from various company. According to them, the auction process was carried out transparently. The information they need can also be easily obtained through the LPSE website. The auction process carried out through the website makes it easy for them to monitor the course of the auction. In addition, bidders are given the opportunity to rebut if the winner at the auction feels that something is wrong or deviating because the winner should be the provider with the best offer and can meet the specifications required by the government regardless of who the owner and origin of the company is. After that, if there are participants who give their rebuttal, the committee must answer and give reasons for the rebuttal.

Thus, from transparent government indicators in the GRMS process that has gone well in the process of procurement of goods/services using the auction method, this is proven by bidders who say that in the process is transparent and all information about the auction can be seen and monitored through the LPSE website , it's just that the planning process through e-Musrenbang has not been fully transparent

Political and Perspective Strategies

Political strategy is a strategy used to realize political ideals. Examples are the introduction of new regulations, the formation of a new structure in government administration, the implementation of deregulation, privatization and decentralization programs (Scrooder, 2009). Without a long-term political change strategy and large projects cannot be realized. The regional financial management system in the city of Surabaya which is based on the system or called the GRMS is one form of the strategy used to overcome financial management problems in the city of Surabaya. .

Based on findings, the researchers got the results from the BAPPEKO Surabaya and the Development Administration Section as the party that manages e-Planning to e-Performance. The following results are obtained and presented in the form of points to make it easier to understand:

1. The planning process using e-Planning has become easier and more coordinated. Communities can participate in development planning in their regions through e-Musrenbang.
2. The budgeting process using e-Budgeting makes work easier and faster to complete. Compared to using the manual method, this system can make the budgeting process more efficient.
3. By using e-Project Planning packaging work becomes easier. This is because in the e-Project Planning system already provided restrictions for the method of procurement of goods/services in accordance with the provisions. This is to avoid mistakes in the selection of procurement methods when packaging work.
4. E-Procurement or auction conducted electronically prevents any fraud that occurs between the tender owner and the goods/service provider. The auction process is carried out transparently through the LPSE website. All information and data regarding the auction process are reported openly through the LPSE website, so that bidders can directly monitor the auction.
5. The e-Delivery system helps to provide the administrative needs of government activities because e-Delivery facilitates the need for making contracts for the procurement of goods and services and the provision of documents for termination.

6. E-Controlling is a system to help the Mayor, Budget Team, Regional Apparatus, and DPRD to monitor work by comparing the realization of activities in the e-Delivery system with the planned activities in e-Project Planning.
7. By using an E-Performance system, giving performance money becomes more objective, measurable, and accountable. This is evidenced by the existence of targets and criteria that must be met for the measurement of individual performance values.
8. Surabaya City *Government Resources Management System* (GRMS) has become a national reference for other regions to study the system and implement it in their respective regions. This was evidenced by visits from various regions to learn more about GRMS.

Conclusion

This paper has sought to examine the implementation of the City Government of Surabaya's Government Resources Management System (GRMS). Findings reveal that GRMS has adopted the criteria of smart governance very well. This is shown by the fact that four criteria of smart governance were evident in the process and/or implementation of GRMS, although in some cases in its practice there are still obstacles or deficiencies. These criteria include participation in decision making, public and social services, transparency governance, and political strategies and perspectives. Participation in decision-making can be seen from the fact that the City has successfully implemented participatory approach, as evidenced in the community participation in development planning through e-Musrenbang

In the criteria of public and social services, the services provided by the Development Administration Section have been carried out to the fullest. This is evidenced by the capacity of employees who are in charge of serving prospective bidders that conducted the bidding very well, quickly, and responsively. Moreover, they have been very friendly and have polite attitude, while the provision of facilities and infrastructure to support the service process are also sufficient.

In the transparent governance criteria, the GRMS process can be seen from the transparency of the e-planning process and the procurement of goods/services using the auction method. Transparency in e-Planning is demonstrated by open public access to e-Musrenbang. Yet, in some ways, the transparency can be said to be still lacking. This is obvious from the tendency of incomplete publication and irregular updated information so that people have difficulty to access information easily and quickly. This is different from the auction process. In the auction process, transparency can be said to be good because all auction processes are carried out openly through the website so that bidders can properly monitor the auction process. The information provided on the LPSE website was also complete, so that bidders can easily access information related to the auction process.

In the last criteria, GRMS can be seen as the City government political strategy and perspectives to overcome problems that occur in the local financial management. This is because GRMS is designed to be able to provide tools to facilitate the works and activities of the whole government process and functions, or specific to this research focus, to manage financial areas, ranging from e-planning, e-budgeting, procurement, disbursement and performance, so that all can be carried out effectively and efficiently.

Based on the above findings, clearly GRMS is an electronic-based system that represents extensive reform in management and governance of local government, including especially local financial management system. Yet, there are some avenues for improvements , namely: 1)the need to open more of information/data related to GRMS to the public to provide a better understanding of the financial management system implemented by the City of Government; 2) GRMS is the right strategy to overcome problems in the overall management of regional government and finances, that needs to be introduced and socialized to the public. This is so that the community can be involved, and later feel the fruit of extensive city development; and lastly 3) there is a need of supports for all stakeholders so that GRMS can facilitate the achievement of a clean, effective, efficient, and accountable government.

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Capacity of Local Institutions in Good Governance Implementation at the Local Context: The Case of Sleman Regency, Indonesia

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Abstract

The implementation of good governance at the village level is an essential element in shaping good governance at the district level. The practices that have been carried out at the village level are considered to be a reflection of what governance has originated from. In the midst of the implementation of decentralization policies, village communities are an integral part of the political dynamics in Indonesia. Villages with various local institutions have an essential role in managing local issues. In this research, data is mainly analyzed through a qualitative approach. Some quantitative analysis through scoring and descriptive statistical techniques are also conducted. Data collection methods are used as follows: documentation, observation, surveys with questionnaires, in-depth interviews, and Focus Group Discussion (FGD). This research identifies the Village Government has sufficient capacity to carry out its duties in village development. However, the realization of its capacity to solve local problems is still limited and only a partial solution. Weak coordination between institutions and limited budgets is the main problem found in study sites that hinders capacity realization in solving local problems. Furthermore, local government has made little effort to develop rural institutional capacity. So far, it only emphasizes capacity building for village officials, while other institutions only get little attention from the local government.

Keywords:

good governance; local institution; local government; local community

Introduction

The implementation of good governance at the village level is an essential element in shaping good governance at the district level. The practices that have been carried out at the village level are considered to be a reflection of what governance has originated from. Within the framework of village governance reform is undoubtedly relevant. According to Hastowiyono (2009: 3) there are several reasons, namely as follows: First, good governance is an institutional framework for strengthening village autonomy, because substantively decentralization and village autonomy is not just a matter of division of authority between levels of government, but as an effort to bring the state closer to the people. Good governance is the basis for implementing local autonomy at the village. Active and autonomous local government will not be meaningful and beneficial to local communities if it is not supported by transparency, accountability, responsiveness and community participation. Without good governance, local autonomy merely is moving centralization and many bad things from the central level to the local level. Second, the implementation of good governance at the village level is a solution to bad governance that has long been inherited from the New Order tradition (for example: centralistic and authoritarian, oligarchic, collutive, not transparent, and so on). Third, good governance is very relevant to express clearly between private and public affairs. In the village, between private and public affairs is very vague because it is framed with communalism. Fourth, the concept of good governance is very relevant to the rise of the spirit of democracy and the demands of the community for the implementation of village government that is more honest, clean, authoritative, free of *KKN* (A notorious Indonesian acronym for corruption, collusion, and nepotism), responsible, and participatory. Fifth, the concept of good governance applied institutionally will be able to overcome the problem of managing power and government personally at the village level.

The notion of rural institutions that can solve their problems is very reasonable. Because when compared to outside parties, of course, rural communities and their institutions are already familiar with the problems and at the same time know the way to solve them. Based on the assumption, that capacity also lives in rural institutions, outsiders such as the government are expected not to interfere too much in rural communities. The government should facilitate local institutions by implementing empowerment, giving authority to make policies and provide the necessary financial and technical support (Rondinelli & Cheema, 2007).

Several development programs have been implemented in many countries by prioritizing the role of local institutions. North in Nadeem (2016: 1) states that institutions are the rules of the game and the incentive structure of society. It is believed that economic growth and development depend on the quality of institutions fostered by the government. A study by Blair (2000) on community empowerment efforts by regional governments in Bolivia, Honduras, India, Mali, the Philippines and Ukraine found that community empowerment by local government leads to increased responsiveness and quality of public services.

In addition to success stories from the institutional approach, delegating the tasks of development to local institutions does not mean easy work. Many countries have experienced top-down development for quite a long time, one of which is in Indonesia, for example for more than three decades using the *Musrenbang*(Indonesian acronym for Musyawarah Perencanaan Pembangunan (Development Planning Meeting or Public Meeting)) forum so that local capacity may have been graded. Throughout the New Order village governments were in state co-optation and were not autonomous (Dwiyanto et al., 2003; Pramusinto & Latief, 2012). In its report, UNDP (2002) states that weak institutions are one of the major problems in many developing countries, in addition to the other two problems, namely the training of thousands of people and lack of adequate skills.

When good governance is seen as an institutional framework based in rural communities, the substance of it is directly related to how relations between elements exist, including those involving actors in the village government, Village Parliament (BPD), the community and the private sector.

Furthermore, in looking at the perspective of the village government, the substance that can become the content includes policies made, finance, responsiveness, transparency, and accountability, all of which are linked to the dimensions of government, society, development and leadership. Whereas in looking at the perspective of the BPD as a political institution it is more associated with its representation, responsiveness, aspiration and accountability, all of which are directly related to its performance problems which refer to the main tasks and functions attached to it. In the aspect of society, in this case, it is associated with the problem of participation, both in terms of planning from below, understanding and involving themselves in the plurality of societies, citizen forums, control roles and so forth.

An understanding of the concept of good governance that is applied institutionally will be able to overcome the problem of managing power and government personally at the village level and assisting local government in developing patterns of relations with the community, especially in rural areas. Furthermore, this pattern can be used to formulate capacity building policies in community in the management of local governance.

This paper has three main objectives, namely assessing the capacity of rural local institutions, understanding the implementation of capacity to solve local problems, and evaluating capacity building carried out by local governments. Furthermore, the organization of the paper as follows; discussion of local institutions covered in this study, findings that consist of embodiment of capacity, findings in capacity building carried out by the local government. It then draws conclusion and policy implication.

Institutions in The Study

Many local institutions in Indonesia, especially in Sleman, are inherited from the products of the New Order (1965-1998). At that time Indonesian politics needed a tool to be able to increase the efficiency of top-down planning through Law No. 5/1979 concerning Village Government. The village, which was once the smallest area as a community group that has autonomy experienced a process of corporatization by the state. As a result, the structure of the village government was made uniform and placed in the lowest hierarchy at the government level (Antlöv, 2000). Village management according to the Law places the village not as an autonomous unit, but the lowest government-controlled state through the subdistrict head (Pramusinto & Latief, 2012). Government policies on villages have brought the village in a position of weak independence. Some institutions were formed in villages with the same structure, and these institutions were the only media to be able to voice the sound of development programs to the government. After the decentralization policy was implemented, the existence of these institutions still existed and almost without substantial changes. The most substantial change is the presence of the village parliament or BPD. Since decentralization is the distribution of tasks to several levels of government, the nature of the village as a form of a government institution is more prominent in formal legal regulations than in the form of community groups.

Many have agreed that the meaning of governance is pointing to one direction that the power or authority is no longer solely the business of government. The government was not exclusive in the realm of public policy (Ferlie, Lynn, Louise, & Andrew, 1996; Osborne & Gaebler, 1992; Osborne & Plastrik, 1997; UNDP, 1997). The good governance framework when placed on the village scope, then there are two issues that need to be considered. First, the issue of democratic governance, which is the village governance originating "from" (community participation); managed "by" (accountability and transparency) the community; and utilized "for" (responsiveness) the community. Second, the relationship between elements of governance in the village based on the principle of partnership (alignment, balance and trust).

These two issues are like two sides of a coin that are different but cannot be separated. These two issues are like two sides of a coin that are different but cannot be separated. The value of the currency is the involvement of the community in the management of government and the development to achieve collective good. The pattern of relations between elements of governance can be equal and balanced if village governance is managed in a participatory, transparent, accountable, and responsive manner. Vice versa, democratic village governance (participatory, accountable, transparent and responsive) can be more robust, legitimate, and able to work effectively when supported by balance and trust between elements of governance in the village. In this case, the process of expanding public space is needed through lively and sustainable dialogues (citizen forums or village consultations).

To illustrate good governance, below is a map of governance at the village level. There are four elements of governance, namely 1) State (village government), 2) Political Society (BPD), 3) Civil Society (Community social organizations, local institutions, community members), and 4) Economic communities (arenas of production and distribution carried out by village economic actors and organizations).

Table 1.
Map of Governance at Village Level

Element	Actor	Arena	Governance Relational Issue
State	Village Head and Village Officers	Regulation, control of the community, management of policies, finance, public services	Accountability, transparency, responsiveness and capacity
Political Society	BPD	Representation, articulation, aggregation, formulation, legislation, socialization, control	Capacity, accountability, responsiveness
Civil Society	Social Institution, Social Organization, Village People	Self-reliance, cooperation, mutual cooperation, social	Participation (voice, access and control)

		networks	
Economic Community	Economic Actors and Organizations	Production and distribution	Policy access, social accountability

Source: Hastowiyono (2009)

The map illustrates that the state (village government) becomes the center of governance in the village, which has relations with the BPD, elements of civil society elements and the economic community.

The next subsection briefly describes the institution in each element related to the function capacity embedded in each institution.

Village Government

The elements of the village government consist of the Village Head, secretary, section head and hamlet head. The village head and hamlet head are directly elected by the community village. Village Secretary, Head of Section, Head of Affairs and Staff recruited from the village native and retire at 56 years old. With the political transition in Indonesia, the recruitment of Village Secretaries was carried out by appointing civil servants from the Sleman Local Government, and the staff recruitment uses the rules in accordance with Regional Regulation 16/2016 concerning Recruitment Village Officer. The Village Secretary, Head of Section, Head of Affairs and Staff routinely works in the village office and receives salary from their position. The salary of the Village Secretary comes from the APBD[1], and the other comes from two sources, namely *Bengkok* land[2], and some additional allowances provided by the local government.

The village head is the personification of the village government (state). The village government empirically became a battleground between the state and the community. From the point of view of the state, the village government and the Village Head are links to the state bureaucracy, which carry out regulatory and control functions in the region and society through "administrative services", implementation of development projects, community mobilization to support government policies, service to the community to the interests of the state, withdrawing levies and others.

[1] Local Government Revenue and Expenditure Budget (Local Budget)
[2] A specific plot of land given to the village officer during his time of service.

1. **Political Society**

Political society is a force and arena in democracy; it is related to political parties, political actors, representative institutions and elections. In a democratic setting is an arena where the community organizes itself to fight for legitimate rights to control public power and state apparatus. In the context of good governance requires the emergence of a democratic political society, which is able to become a bridge between the community and the state, based on civil society, able to exercise control over the state.

BPD is the most real and closest political community actor at the village level, which plays a role as a bridge between community elements and the village government (state). BPD is a new institution that was established after the decentralization policy in 2001. The main task of the BPD is to voice the aspirations of the people, oversee the running of the village government and make village regulations with the Village Head. The BPD is expected to play the role of articulating the interests of the people which are then brought and formulated into public policies at the village level. In the implementation of day-to-day governance and village development, the BPD has a normative role as a means of control of the village government. However, in the context of good governance, the partnership approach is more relevant than the confrontational approach, which enables parallels between the village government and the BPD. In addition, as a representative institution, the BPD is expected to be able to build legitimacy and accountability before the public, namely by maximizing the role of articulation, legislation and control. The political community that is centered on the BPD above certainly cannot be separated from civil society, which incidentally is the BPD base. In this context it can be interpreted as a civil society.

2. **Civil Society**

Civil society can be viewed from three ways, namely: First, civil society can be seen as an actor outside the state who plays a role in the process of social and political change. From the actor's point of view, civil society can be interpreted as grouping community members and social associations organized autonomously outside the influence of the state. It is different from "society" in general in that it involves citizens acting collectively to express their interests, desires, preferences and ideas, to exchange information, to achieve collective goals, to submit demands to the state, to improve state structure and function, and to demand accountability from state officials. Civil society is an intermediary phenomenon, standing between private and state spheres, so it does not involve local societies: individual and family life and inward group activities (recreation, entertainment, religious worship, spirituality); and does not include the economic community: business income from business/individual companies.

Second, civil society is seen as an arena (space and condition) that allows the growth of an autonomous society towards the state. As an arena, civil society also includes a process towards an ideal form of society. Hikam (1996) for example, defines civil society as areas of social life that are organized and characterized, among others: voluntary, self-generating, and self-supporting, independence in dealing with the state, and attachment with legal norms or values that are followed by its citizens.

Third, civil society is seen as an ideal goal to be achieved in the process of community empowerment. In this view, civil society is seen as a form of civilization that will be achieved through certain efforts. This civilized society is imagined in the form of a society that adheres to the law, ethics and rules and multiculturalism.

In the classical literature of political science, civil society as an idea is known as a democratic culture. In Indonesia, this third meaning is more popular with civil society. In The Encyclopedia of Democracy (1995), it mentions several fundamental characteristics of civil society. First, civil society is autonomous (independent) from the state. At least, it bridges between citizens and the state. Civil society is a public arena that is able to manage activities and organize its members independently. This character manifests in local organizations that grow and develop in society, whether based on religion, occupation, hobbies, or certain cultural communities. Besides that, the manifestation of this self-governing community is more or less supported by the strong enough social capital (norms, traditions, social networks, and other local values) that develop in the village community. Second, civil society has a character as access for the community to the country. In other words, civil society, one of which manifests itself in the form of social organization, is the basis of community participation in the practice of everyday village governance. In civil society, it is discussed about voluntary and non-profit social organizations.

In this study, the civil society groups in the village are village-based social groups such as Neighborhood Groups, Family Welfare Program, and Village Development Committee.

3. Economic Community

The economic community is the discourse of the private sector (economic actors) who seek profits through production and distribution. The market is the closest and real arena for the economic community to exchange and seek profits. Good governance promotes economic democratization, a healthy competitive market and good corporate governance as the ideal characteristic of the economic community.

In the village context, the main concern is located on the basis of the "people's economy", especially the actors and economic organizations of the people in the context of their relations with markets, sources of capital and village government. The focus is on opportunities and the ability to access village economic actors and organizations towards the capital resources provided by the state, access to village government policies, access to markets. Elements of the economic community need to be organized into a force to build their participation in the context of village policy in the productive economic sector. On the other hand, it also encourages village governments to be more responsive to the empowerment of village economic organizations so that people's economic potential develops better. In this study, the economic community groups in the village are Local Entrepreneurs/ Small and Medium Enterprises (SMEs).

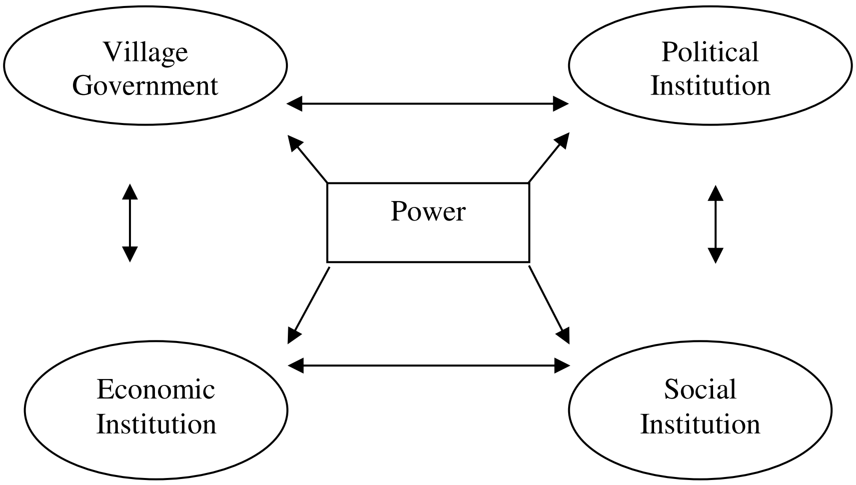
Relations between Elements

The relationship of the four elements interacts dynamically (can stretch or close) according to the strength and bargaining position possessed by each institution (Figure 1). In a village area and a particular time, it is possible for an institution to be more dominant than other institutions in social interaction. For example in the period of Law 5/1979 concerning Village Government in the New Order era, the Village Government was more dominant than political institutions, economic communities, and civil society.

The ideal relationship in life at the village level is that these four elements are involved in the process of governance and village development. In other words, it is necessary to build comprehensive participation and strengthen each other between the institutions in the village. In academic language, mutually reinforcing relationships are known as good governance.

Good governance in this context is an agreement about the administration of a government which is created jointly by all elements in a region. If at the village level, good governance is an agreement on the implementation of village governance jointly created by the village government, political institutions (BPD), economic institutions, and social institutions. In other words, Good Village Governance refers to the process of creating cooperative relations between the four institutions in the village to make arrangements that are used in the administration of village governance.

Figure 1.
Ideal Relationship of the Four Elements of the Village



Source: Hastowiyono (2009)

Data and Methods

Data was mainly analysed through a qualitative approach. This study involved one main research period to collect primary data in early 2018. Data collection methods are used as follows: documentation, observation, surveys with questionnaires, in-depth interviews, and Focus Group Discussion (FGD). Research participants were recruited from various professional backgrounds at three levels: local government, the business sector, and civil society.

Participants from the local government were drawn from two levels. First, at the district level, participants were officials selected in order to obtain information on how they conceive the policy of good governance practices from concept to implementation in Sleman Local Government. They included *Bupati* (Regent), senior members of DPRD (local parliament), high-ranked officials in the executive branches such as Head of Development

Planning Agency, Head of Governance Department, and *Camat* (Head of Subdistricts) in the four different areas of Ngaglik, Gamping, Cangkringan, and Prambanan. Second, at the village level, participants were selected from key actors in the implementation of local development, including village heads, village officers, members of *Badan Permusyawaratan Desa*/BPD (village parliament), and hamlet heads.

Four sub-districts were chosen to represent urban and rural areas with two villages as part of the study sites, namely Gamping and Ngaglik for urban areas and Prambanan and Cangkringan for rural areas. Since the decentralization policy is emphasized at the sub-provincial or district level of local government, the research examines the local realities where it is implemented.

Participants from the business sector were recruited from local entrepreneurs *Usaha Kecil dan Menengah*/SMEs. Those from civil society are experts from universities, non-governmental organizations, and village-based social groups such as *Rukun Tetangga/Warga* (Neighbourhood Groups), *Pembinaan Kesejahteraan Keluarga/PKK* (Family Welfare Program), and *Lembaga Pemberdayaan Masyarakat Desa*/LPMD (Village Development Committee). Participants from the business sector and civil society were selected to explore perception and understanding in society regarding the implementation of good governance practices by the local government.

The study only selected participants who had resided in Sleman Regency for at least five to ten years. The purpose of this criterion was to prevent judgment-bias from any respondents who had only resided a short time in the region. In order to secure privacy, all research participants are not individually identifiable in the study, and no names were used during the data collection and analysis, or in the dissemination of the study. Dates of birth were noted only to avoid duplication, for example, if the data were collected over a period of time and the participants had moved from one position to another. Specific dates of birth are not used in the published and disseminated results. All participants were noted according to their affiliation and expertise, for example, Head of Development Planning Agency, Sleman Local Government, or Balecatur Village Development Community, Gamping Sub-district.

The research purposively selected Sleman regency because prior to enactment of decentralization policy in 2001 under the Law 22/1999 on Local Government, Sleman was chosen as a pilot project of the regional autonomy program within the Special Province of

Yogyakarta in 1995. This model of autonomy has enabled Sleman to step forward in adopting the new decentralization policy compared to other districts, especially in Yogyakarta Special Province. This model was intended to serve as a limited decentralization policy, and therefore Sleman has been able to focus on the new the Law 22/1999 on Local Government in responding to the new setting.

Results

Embodiment of Capacity

Following subsections explain the evidence about how the capacity is manifested to answer local problems. There are two problems identified in this study, namely general problems and specific problems. The fundamental problem faced by villages in the same sub-district is the limited funding to carry out development. This limitation is a barrier to the smooth running of community mobilization due to the limited physical infrastructure such as drainage channels and public roads. For specific problems generally related to the socio-economic conditions of each village in the sub-district. Urban sub-districts such as Ngaglik and Gamping sub-districts experience problems related to increasing population density and poverty. For rural sub-districts in Prambanan and Cangkringan, they have problems related to the development of productive economies.

1. **Case of Ngaglik Subdistrict**

Ngaglik Subdistrict is one of the areas included in urban areas in Sleman Regency. With a population of 99,255 people, Ngaglik Subdistrict has a population density of 25,765 people/km^2 (BPS Sleman, 2017). In running the government in Ngaglik Subdistrict, the Head of Subdistrict (Camat) regularly holds a Government Coordination Meeting every month. He said that the subdistrict was included in the urban sphere and continued to try to include all rural institutions in the implementation of development in the village. Given that the types of subdistrict is relatively urban, meeting schedules are made flexible so that they can accommodate the needs of all parties. Although it was acknowledged that sometimes not many participants attended the meeting, because of the private business in urban communities (Interview with Camat Ngaglik, 18 January 2018). Another phenomenon can also be found in participant observation when attending the District Musrenbang on January 25, 2018. It shows that only a few people attended the meeting.

Relatively problematic resource mobilization. In addition, in the Village of Sardonoharjo, the Village Head, BPD and other institutions found it difficult to make consensus. For example, prioritizing development activities requires a long discussion. Coordination of village government activities did not go well due to the leadership style of the village head, which tended to be weak. The FGD participants considered that the leadership of the Village Head was not very popular in the eyes of the community, which was dominated by urban and educated people[3]. This leadership style that tends to be weak can be possible because the village head has held his position for two periods. With his final term of service, the Village Head feels that there is nothing to worry about his position politically. The problem in the inter-institutional relations has influenced the possibility of the success of Sardonoharjo Village in resolving their local problems.

2. Case of Gamping Subdistrict

Compared to Ngaglik Subdistrict, the area of Gamping Subdistrict is much larger, which is 29.25 km^2, so the problem faced is far more far-reaching. In contrast to the flexible Ngaglik Subdistrict meeting schedule, in Gamping Subdistrict, the Governance Coordination Meeting is scheduled on the 17th of each month. To answer the limited budget in this region, the Village Heads made several breakthroughs in establishing networking with several local entrepreneurs in the region. According to Camat Gamping, the Village Heads realized that the government budget allocated for development in the region would never be sufficient to build up the physical infrastructure of the drainage channel in particular[4]. By networking with local entrepreneurs, it is believed that they have a great opportunity in obtaining funds rather than waiting for funds from the local government. Other institutions such as BPD, LPMD, and SMEs also agree with the steps taken by the village head. Some of the priority drainage channels that are urgent to be built include 1) Ngawen Street to Kenteng Fish Market, 2) Ngawen Street to Kenteng (Mayangan), and 3) Ngaran Street to Rewulu, with total funds needed of IDR245 million.

In fact, some FGD discussion participants stated that the village head, especially Balecatur Villlage, sometimes did not hesitate to issue personal funds for development

[3] FGD 22 January 2018.
[4] Interview with Camat Gamping, 19 January 2018.

purposes in her area, given the urgency of flood resolution to be very high in the region[5]. So in 2018 had they waited for assistance from the local government, the fund might have taken even longer. With the combination of the popularity of the village heads and the smooth running of political communication, the village heads can quickly mobilized resources in their respective areas.

3. Case of Prambanan Subdistrict

Prambanan subdistrict is categorized in a rural area. It is located far east of Sleman Regency bordering the Central Java Province. In order to overcome the limitations of funds, the strategy agreed upon in the routine monthly agenda in the Governance Coordination Meeting was the village head building networking with several Local Parliament (DPRD) members from this region. By entrusting the proposal to the DPRD members, they believe funding from the local government will be more comfortable than the village head himself who proposes to the local government[6].

In rural communities, the authority of a community leader is still very evident, such as the Village Head and Hamlet Head. Both in Gayamharjo and Wukirharjo Villages, almost all decision making involved a perspective from the rural leaders. The BPD as the village government partner sometimes does not have the power to control the running of the government, because rural communities generally entrust their voice to the village head. The strong legitimacy of the leadership of the village head is a very dominant factor in village governance.

4. Case of Cangkringan Subdistrict

Village institutions in Cangkringan Subdistrict showed an optimal role compared to other subdistricts in this study in managing the dynamics of their people's lives. This situation is because the area routinely experiences the effects of the disaster of the Mount Merapi eruption. The implementation of routine meetings with all institutions, both from the elements of the Village Head, BPD, Community Organizations, and SMEs, brings benefits in bridging communication with outside parties. A lot of assistance granted from the central government, local governments, and donors from the private sector that

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[5] FGD 25 January 2018. Village Head Balecatur happens to be the wife of the leader of Islamic Community Organization in the Central Java and Yogyakarta region. One of her daughters is a member of Sleman Local Parliament from Gerindra political party.

[6] Interview with Camat Prambanan, 18 January 2018.

provided assistance in handling the impact of the last erupting volcanic disaster in late October 2010. The leadership of the village head in managing governance is still very strong by opening networking from outside the subdistrict. The physical recovery process of victims of the Mount Merapi eruption is relatively fast because of the social capital that is still strong and reliable. Solidarity from various institutions between villages and at the regional, national and even international levels is able to become a driver for the reconstruction process[7].

The occurrence of this disaster became a blessing in disguise phenomenon. The eruption of Mount Merapi has devastated the economic sectors of the middle to lower classes. For example, the dairy farming sector, broiler and goat experienced a severe level of damage. With the existence of government and private assistance, it can be a quite effective driving force in the recovery process. This sector is a mainstay in the economic development of the community after the impact of the eruption.

Capacity Development from Local Government

The study of documentation in the Annual Report shows that the Local Government has allocated programs to develop capacity for village government apparatus in 86 villages in the form of training every year. In 2018, the Sleman Regency Government budgeted IDR 13,250,937,100 in eight programs (Sleman Local Government, 2018).

This is also reinforced by the statement of the Sleman Regent:

> Now the demands of the community to be involved in various processes of village governance, especially in relation to village development, are getting stronger. Not only that, the people's demand for transparency and accountability in the implementation of village governance (both regarding policies and public services and village financial / wealth management) also strengthened. Therefore, good village governance needs to be strengthened. For this reason, commitment, initiative, creativity, the spirit of togetherness / partnership of various elements are needed. No less important than all that, is the existence of transformative and facilitative leadership[8].

In line with the Sleman Regent, the Deputy Chairperson of the DPRD also explained the importance of Good Governance at the village level. Village good governance will work

[7] Interview with Camat Cangkringan 19 January 2018.
[8] Interview with Sleman Regent 18 January 2018.

better if the village is led by people who have adequate capacity, creative and innovative, as well as facilitative[9].

The training program was given in the form of socialization of new regulations, preparation of village implementation reports, preparation of Medium Term Development Plan (RPJM Desa), drafting of village budgets, and archival affairs. To strengthen the sustainable village planning system, the central government through the local government has implemented the Village Profile program to LPMD accompanied by software for operator training. Capacity building for village community institutions is carried out in 200 Lower Neighbourhood Head (RTs) and 160 Upper Neighbourhood Heads (RWs) in three subdistricts. Whereas BPD is carried out through facilitating BPD forum meetings six times. In addition to the training program in the administration aspect, technical training that addresses daily problems is still very limited. For example, entrepreneurship training and waste management for rural institutions are still very rare.

From the explanation above and also the statement from the Sleman Regent and the Deputy Chairperson of the DPRD, it can be seen that the local government only focuses on developing the capacity of village officials, especially the village heads. BPD and other institutions were still neglected. Although the previous section shows that the BPD, LPMD, and other institutions have the capacity to carry out their functions, the existence of their competencies is not the result of capacity building by the local government. But it is the result of the learning process itself.

Discussion

In the previous section, the paper presented about the capacity of several rural institutions and their realization in overcoming local problems. The findings of this study are generally in line with what Bebbington (1999) said, that good capacity does not always produce good performance due to complex sociocultural factors in determining capacity realization.

The case of four subdistricts in Sleman Regency suggested that the possibility of success in answering local issues was very significantly influenced by the leadership of the village head. So leadership capacity is indeed very influential. The village head gives the

[9] Interview with Vice Chairman of Local Parliament, 18 January 2018.

impression that governance at the village level is still dominated by the state. Relations between the village head, BPD and other institutions still do not work as intended in the village structure. The village head is still too strong and dominates the village governance.

The formation of the BPD after the 2001 decentralization policy still cannot make the power map more balanced. The BPD positions itself far from a work partner, Village Social Groups such as LPMD, RT/RW tend to be subordinates of the village head. Good governance expects that elements in the village can carry out their duties and work together in village governance without any cultural obstacles so that the domination of the village head to some extent prevents success in solving local problems.

The general problem above is very interesting to observe with regard to the relationship between power and local culture. Throughout the New Order the village government was not in an autonomous position. The position and existence of the village government do not have adequate autonomy, because it is controlled centrally and hierarchically with supra village government regulations. Consequently, the village government (read the Village Head) has legal and political accountability to the supra village government.

In the decentralization system, villages are given a more extensive space through reforming structures where control is in the hands of the community. Given that in Javanese local culture in seeing the figure of the village head as a respected person, the village governance in the decentralization policy has not changed much from the previous traditional pattern. The village head, assisted by several village officials, still dominates village politics and prevents other institutions such as BPD, LPMD, RT/RW, SMEs from performing their roles, both overseeing the village head, in consultation with the village head, and demanding the same position in local governance.

Of course, this is not merely a matter of culture. Local governments also contribute no less critical in the form of resources and support. Among all the institutions in the village, only the village head and village officials receive a regular salary and work facilities in an organization. Whereas other institutions are only voluntary work and are not given an adequate salary. So that it becomes challenging to expect total devotion from them. Even if there are incentives from the local government, the amount is not much. Support in the form of capacity building is often only given to the village head and their staffs. The village head is the only institution legally accepted to represent the village in the presence of outsiders, especially the local government. So, village head is essential because it can develop networks with outside parties. He has the best capacity among all rural institutions, eliminates the BPD, and other institutions that struggle for themselves to understand the complex issues of decentralization.

Conclusion and Policy Implication

The village government has sufficient capacity to carry out its duties in village development. However, the realization of its capacity to solve local problems is still limited and only a partial solution. Weak coordination between institutions and limited budgets is the main problem found in study sites that hinders capacity realization in solving local problems. Furthermore, local government has made little effort to develop rural institutional capacity. So far, it only emphasizes capacity building for village officials, while other institutions only get little attention from the local government.

Efforts such as capacity building are needed for other institutions. The most urgent is the capacity building of the BPD that can be done by strengthening the personal capacity of BPD members, strengthening institutional capacity of the BPD, through training, courses and other educational media.

Strengthening civil society can also be done by strengthening the bargaining position of civil society towards the Village Government, especially in the process of organizing village public policies. The steps that can be taken are increasing civic education, political awareness and improving the quality of existing community forums in the village as an arena for citizens to find problems and solutions.

With regard to the economic community, to strengthen village economic actors, the Village Government must open access for them to voice their aspirations regarding their activities. The emergence of economic groups such as farmer groups, livestock, craftsmen and home industries, can be used as a vehicle to strengthen bargaining positions against the Village Government and economic actors outside the village. In addition, increasing the budget transfer from district to the village is also important, so that the village government has sufficient budget to solve village problems.

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Complexity and Public Policy: Network Model of Food Security Policy Implementation in Bone Regency

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Abstract

Complexity and public policy are two things that cannot be separated. Determination and implementation of public policies is a complex process of interaction of all stakeholders loaded with interests, power, information, skills, and other resources. This shows the complexity in public policy that is not possible to be handled by the government alone but needs to involve all other stakeholders. So that to improve policy performance it is necessary to develop a network of all stakeholders in the implementation of public policy. This study aims to develop a network model in implementing food security policy in Bone Regency. This research was carried out in Bone Regency using a qualitative approach. Data sources used are primary data and secondary data. Data collection is done through interviews and observations. The results of this study indicate that the implementation of food security policy has not been effective. This is due to the lack of integrated food programs by all stakeholders. In this case, government agencies each design a food security program individually. Then, the Food Security Council as a network-based organization has not carried out its function in coordinating and synergizing stakeholders to design food programs that can prosper the people. As a result, poverty and food insecurity are still high in Bone Regency.

Keywords:

Complexity; public policy; network model; food security

Introduction

In perspective of public administration, public policy is one of the urgent studies, the presence of public policy as a solution to solve public problems. Formulating public policy is not an easy matter. Because it involves many actors. Actors involved in the formulation of public policy are government and non-government. Non-government consisting of NGOs, private parties and political parties or interest groups. The success of a policy will be largely determined by the actors involved in it. Actors not only work up to public policy formulation but are also involved in implementing public policies.

The success of policy implementation is greatly influenced by the relations between actors who work together and exchange resources. Interactions that exist between actors in implementation studies are known as public policy networks. The public policy implementation network is a study that focuses on shared use of resources by stakeholders and interaction and sharing of resources. The sharing and utilization of resources together shows the efficiency and effectiveness of policy performance.

Network policy implementation is a concept that is currently developing in realizing complex policy objectives. The involvement of Multi actors in the network of public policy implementation cannot be avoided. Public problems that are not possible to be solved by the government themselves, but need to involve non-governmental actors to get involved in the resolution. The inability and limited resources owned by the government caused the need for the non-government sector to get involved,

The process of collaboration between stakeholder actors in organizational networks requires a synergy between actors in this matter, public sector, Private Sector, and interest groups. Collaboration creates interaction between the various actors involved. From the intertwined interactions, it creates dependencies from each actor, because basically these actors have limitations. Dependency between actors will eventually lead to complexity in the collaboration process. Multi actors involved have different backgrounds. different interests, different skills as well as perspectives on different public policy and service issues. (Marin and Myntz 1991; Thompsonet al. 1991; Marsh and Rhodes 1992; Kickert et al. 1997). Differences in perception between actors are common. The objectives of a policy and outcome of a policy can be understood differently by people who evaluate and carry it out, allowing different interpretations to occur, for example the objectives to be achieved in a policy and impact of policy.

Interaction between actors involved with different backgrounds and different interests creates complexity. In fact, complexity in government networks is a natural and can't be avoid. Complexity in returning decisions to complex problems and the interests of multiactors. Complexity in public administration views the complexity of the problem and the many actors who interact with each other, exchange information and resources. This interaction process is very vulnerable to bring up complexity in organizational networks. As a result of the actors involved in the network of organizations originating from different organizations so that they have different backgrounds, different knowledge and skills, information and perceptions of different problems and most importantly have different interests. Complexity in the Food Security Council in Bone Regency as a network organization involving many actors. Different backgrounds from each government agency, Regency extension team and agricultural extension team, farmer groups and farmer women's groups, as well as other institutions of interest.

The network model in public policy implementation becomes very important. This is based on the fact that stakeholders in implementing public policies have different interests and limited resources both in terms of information resources, human resources and financial organizations (O'Toole, 2003). The collaborative process which involves multiple actors is seen as a system in network of public policy implementation. The public policy implementation network is a study that focuses on the shared use of resources by stakeholder actors.

The implementation phase also requires the cooperation and coordination of several organizations or parts of the organization. O'Toole (2012: 292-293). Collaboration between stakeholders greatly influences the success in public policy implementation. policy implementation cannot run well without inter-organizational cooperation. Therefore, a relationship or interaction between organizations is needed to produce an optimal program or policy in accordance with the objectives of the policy.

One of policy that has always been a global issue is the food security policy. Not only in Indonesia, the issue of food security is also a problem in almost every country. The obligation of each country to meet the food needs of its people requires the government to formulate a policy capable of solving public problems and meeting food needs. Food security policy is the focus of this research, because starting from formulating food security policies to implementing food security policies is very complex.

The main problem in realizing food security in Indonesia for now is related to the level of food demand that is greater than the amount of available supply. The rapidly increasing demand is effect of increasing population, economic growth, increasing people's purchasing power and changing tastes in society. Meanwhile, national food production capacity growth is slow even stagnant due to competition in the use of land and water resources, land use change and stagnant growth in land productivity and agricultural labor. The imbalance between level of demand and level of national production capacity results in a tendency to increase the supply of national food from abroad (import policy). The existence of this imported food policy is related to efforts to create national food supply stability.

Based on Global Food Security Index / GFSI data that explains that Indonesia's food security has increased from year to year, Indonesia's food security scores are still inferior compared to countries in Southeast Asia such as Singapore, Thailand, and Malaysia Even national food security is below Vietnamese. Indonesia ranks fifth out of nine countries in the Southeast Asian region. Based on the affordability aspect, Indonesia's food security score of 55.2 and ranked 5th in the Southeast Asia region. Then the score from the aspect of availability is 58.2 (ranked 3rd). Then from the aspect of quality and safety, Indonesia only received a score of 34.5 (8th rank) while from the aspect of resilience and natural resources it received a score of 43.9 (9th rank). https://databoks.katadata.co.id/datapublish/2018/11/02/di-asean

High or low national food security is strongly influenced by the condition of food security in a region. Bone Regency as one of the rice barns in South Sulawesi, from the results of the 2018 Food Security Index calculation by looking at aspects of food availability, food affordability, and food utilization aspects based on 9 indicators for the district area. Bone Regency ranks 166 with a score of 77.17 from 412 districts in Indonesia.

The complexity that occurs in the Food Security Council as a network organization is a sure thing to happen. The complexity that arises from the interaction between each actor in the network organization. So that what is possible to overcome complexity is the Network model. The network model in question is a network organization that involves all stakeholders in the expression of opinions and views. In the network model also needs to accommodate all the interests of stakeholders involved in the food security council. So that, the food security council as a network organization is able to produce a program later which is a joint agreement program to be carried out by relevant stakeholders such as the food security service, the agriculture service, the health service and the elucidation team and other stakeholders.

Methods

This research was conducted in Bone Regency, Bone Regency is one of the potential food storage areas in South Sulawesi. This research design uses a qualitative approach with an explanative type case study research strategy. The design and research strategy used aims to obtain in-depth information about the complexities in the network for implementing food security policies in Bone Regency. Determination of informants using purposive sampling techniques. The informants in this study are primary data sources that provide information about conditions and reality and are directly involved in policy implementation. The informants in this study are as follows: a) Chairman of the Farmer Group; b) Chair of Gapoktan; c) sub-district extension team; d) District extension team; e) Head of the Food Security Service; f) Head of the Agriculture Service.

This study uses data collection techniques such as observation, interviews, and documentation. All informants mentioned were interviewed in depth and various documents such as regulations, activity reports related to program implementation were collected to support this research data. This study uses data analysis proposed by Miles and Huberman (1992), covering data reduction, data presentation and drawing conclusions / verification.

Result and Discussion

Bone Regency is one of the most important food storage areas in South Sulawesi. The area of paddy fields in Bone Regency both using irrigation and non-irrigation is 110,760 ha. Those who use irrigation cover an area of 43,508 ha and non-irrigation area of 67,252 ha. The widest paddy field is in Libureng District with an area of 10,016 ha, then Bengo District with a total area of 7. 148 ha, followed by Dua Boccoe District with a total area of 6,491 ha. The harvested area of rice in Bone District at the end of 2017 was 208,710 hectares while the production was recorded at 1,207,187 tons of dry milled unhusked rice or an average production of 5.78 tons / hectare. The corn harvest area is 76,431 Ha and production reaches 424,445 tons or an average of 5.55 tons / ha, while the soybean harvest area is 6,741 Ha and production is 12,958 tons. Following are the production and productivity of several key food crop commodities in Bone Regency.

Table 1.
Production and Productivity of Main Plant Food Commodities in Bone Regency, 2018.

No.	Commodity type	Harvested Area (Ha)	Production (Ton)	Productivity (Kw / Ha)
1	paddy	208 710	1207187	57 859
2	Corn	76 431	424 445	56 120
3	Soy	6,741	12 958	19 222

Source: Bone Regency in Figures, 2018.

Bone Regency Food Security Department implements the Community Diversity and Food Security Improvement Program, covering 4 (four) main activities, namely: (1) Development of Food Availability and Handling of Food Insecurity; (2) Development of Distribution and Food Price Stability Systems; (3) Development of Diversification of Food Consumption and Improvement of Fresh Food Safety; (4) Management and Other Technical Support at BKP. The four main activities are basically to continue the previous activities, by perfecting and consolidating in an integrated and coordinated manner, namely: (1) Development of a food independent village in a poor and food insecure area; (2) Management of transient and chronic food insecurity; (3) Community Food Business Development (PUPM) through the Indonesian Farmers Store (TTI); (4) Empowerment of community food reserves and government food reserves; (5) Food Diversification; (6) Stability of staple food prices at producer and consumer levels through the Indonesian Farmers Shop.

Number of farmer groups from all sub-sectors in Bone Regency until 2018 was 5,530 groups, while the number of farmer groups (combined groups of farmers) was 369 groups. The farmer groups are not yet functioning optimally, because so far the growth is still through a program approach. In accordance with Regulation of the Minister of Agriculture No. 82 / Permentan / OT.140 / 8/2013 in 2016 the growth of farmer groups is directed in a participatory manner by paying attention to the aspirations of farmers themselves so that a sense of ownership, leadership attitude, management ability and entrepreneurship is high among their members. Thus the existence of farmer groups can be maintained and developed towards independent agribusiness-oriented economic organizations / institutions. The number of extension workers in Bone District is 308, consisting of 79 civil servants, 139 self-help instructors and 90 THL-TBPP instructors.

Elucidation revitalization policy does not only rely on quantity but also the quality of instructors needed in accordance with demands of the development of Agriculture, Food Crops, Horticulture and Plantation. The capacity of instructors needed is not only related to technical aspects of cultivation (on-farm) but also non-cultivation (off-farm)) in support of 4 successful agricultural development. Improving the quality of extension workers is also done through education, training in both functional and professional training and agribusiness entrepreneurship training.

Table 2.
Coordination Forum for Food Security Council

Cross-Sector Coordination Forum for Food Security Council		Role
Sector Working Group EXPERTS	1. academics 2. Experts	**1.** Help DKP in collecting, processing, and presenting materials and agenda for policy formulation in the field of food security **2.** Checked roomy for formulating food security policy **3.** Menyususn help draft food security policy formulation **4.** Helping to prepare materials in implementing evaluation and control of food security pamantapan **5.** Become assistants to empower the secretariat DKP **6.** Being experts or resource persons for training at the district level **7.** Being energy advocate for institutional strengthening of food
Sector Working Group for Community Empowerment	1. NGO 2. practitioners	1. Formulate policies in order to encourage community participation in the implementation of food security 2. Develop common guidelines Alliance / Scrape Society Movement Food Insecurity 3. Doing socialization in the village government and community leaders 4. Building Partnerships state / private companies large to scrape food insecurity
		1. DKP assist in collecting,

Technical Area Working Group	Office and Related Institutions	processing, and presenting materials and agenda for policy formulation in the field of food security 2. Checked roomy for formulating food security policy 3. Helping formulating food security policy corresponding to sectors 4. DKP implement policies formulated in the development of food security activities in accordance with the sector 5. Helping to prepare materials in implementing evaluation and control of food security pamantapan sesusia by sector

Establishment of a food security council to oversee institutions related to food security policies. One of the goals of the establishment of a food security council as a forum for coordination is by institutions involved in the organization's network. The food security council as a network organization is chaired by regional head in this case the regent as the regional head of Bone regency. Also involved the head of the agriculture department, the head of the food security department, the head of the health department, and other agencies that were related to food security policies. Apart from the government it also involves the non-government sector, namely the Farmers Store, and NGOs and other interest groups.

Based on the research results, it shows that the food security council is not effective yet. This can be seen from the network organization formed not be able to function properly. There is no good partnership process between stakeholders involved in the program. Each agency focuses on their respective programs and is not a program of agreement results within the Food Security Council organization. Meetings by each actors in the Food Security Council organization are also rarely conducted so it is difficult to make a program which is the result of a joint agreement in the Food Security Council Organization.

The non-maximum performance of the food resilience council as a network organization has an impact on the ineffectiveness of food security policies in Bone regency, several programs implemented in the context of improving the quality of meeting food needs are also not running effectively. From the 2018 Food Security Index data by looking at aspects of food availability, food affordability, and aspects of food utilization based on 9 indicators for the regency area. Bone Regency ranks 116th with a score of 77.17 out of 412 districts in Indonesia. For South Sulawesi, Bone Regency ranks 10th out of 24 regency. Food security index scores in South Sulawesi are highest in regency Sidenreng Rappang, Barru and Gowa.

The complexity in food security council can be overcome by having a network model while the food security council as a network organization must be able to accommodate all the interests of the stakeholders involved. Network Model in this case the food security council is not bureaucratic, because the food security council structure is not in the government structure. Furthermore, the network model also requires an understanding of the views and objectives of each actor involved in the food security council so that later the food security council will produce programs to achieve food security. The result of program joint agreement produced by the food security council is carried out by the Office as the leading sector in its implementation.

Conclusion

The large number of actors involved in organizational networks creates complexity in the network, including in the network implementation of food security policies. Network Model is very important in network policy implementation. The need for collaboration among stakeholders greatly influences success in the public policy implementation network. The network of policy implementation cannot run well without collaboration between stakeholders.

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Institutional Collaboration on the Lake of Bakuok in Sustainable Management

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Abstract

Lake Bakuok is a conservation area and traditional indigenous Lake or prohibition hole that has culture-based fishing activities, we can see this with the tradition of fishing together using nets that have become tourist destinations in Kampar Regency, Riau Province, in regional languages locally called "Ma'awuo". All activities carried out in this Bakuok lake is controlled by traditional authorities Kenegrian Tambang which has the same vision in the conservation and protection of the lake region. On the other side ecologically Bakuok lake is very alarming, with palm trees and rubber were planted alongside the lake, and the fish cages. Based on the rules regarding the ban on Lake Bakuok, not all of these rules are implemented and implemented properly, even though there are already those who supervise, there are still violations that occur. The number of institutions involved in the development of Lake Bakuok so far is still temporal or temporary, and runs each and has not formed a systematic collaboration. This study aims to see how institutional collaboration in Lake Bakuok sustainable management. The study uses qualitative research methods that aim to obtain a holistic picture of a phenomenon in the Bakuok Lake. The results showed several important items related to Lake Bakuok institutional collaboration, namely the type of network structured (network structure) that is still unclear and does not have a unified conceptual description of Lake management. The absence of Commitment to a common purpose. Trust among stakeholders is still lacking. The unavailability of standard provisions for clear procedures and responsibilities in the relevant institutions. Access to information of stakeholders who are not members as long as they can be accepted by all parties is still difficult.

Keywords:

collaboration; institutional; sustainable development

Introduction

Riau Province, exactly in Kampar Regency, Tambang District in Aur Sati Village, there is a lake called Lake Bakuok. Lake Bakuok is a conservation area (Conservat area) and Lake Adat or lubuk ban which has a culture-based fishing activity, this can be seen by the activity of catching fish in the local language called "mauwo" which has become a public party event that held once a year which was once allowed to catch fish only once every 2 months. All activities carried out in Lake Bakuok are controlled by the Kenegrian Tambang traditional stakeholders who share the same vision in the conservation and protection of the lake area.

The Ma'awuo event carried out has the potential to damage the Bakuok lake conservation area, because the activities carried out are contrary to the aim of making Bakuok Lake a conservation area and the depth of the larrangan that should be able to protect the fish in the Lake. Seen from the fishing gear used can capture habitat that is in the lake. In addition, ecologically there has been a physical change from flowing ecosystems (in the form of rivers) to inundated ecosystems (in the form of lakes). Even physically between the river and the lake has lost the ecological relationship, but the ecological relationship between the two can occur in the rainy season where river water overflows (flood).

The position of customary head and village head is equal and cooperates with each other in guarding Lake Bakuok. In this case, the adat head and ninik mamak have a role in making rules and prohibitions about the lake around Bakuok, while the village head has the role to coordinate any matters related to the interests of the Bakuok lake. Then the customary head and village head together with ninik mamak and the apparatus other villages hold meetings and form a group whose task is to manage and supervise the lake called the lubuk ban group, which consists of dubalang from 10 people per tribe. And finally the community also has a role in managing the lake in Bakuok, namely by together keep the lake so that the lake is maintained and protected from unscrupulous elements who catch fish carelessly.

The management of the Bakuok lake with a customary pattern, supported by the many institutions involved in managing the Bakuok lake. Ongoing collaboration certainly becomes systematic which will be collaborated, coupled with being made a conservation area allows for good collaboration with all stakeholders. The development of a managing organization that was initially simple can then develop. According to DeSeve quoted in the journal Ratna Trisuma Dewi (2012) there are several important items that can be used as a measure of the success of a network or collaboration in governance, including :

a. Network structured type. Explain the conceptual description of a link between one element and other elements that come together that reflects the physical elements of the network being handled.
b. Commitment to a common purpose (commitment to the goal). Refers to the reason why a network must exist.
c. Trust among the participants (trust among stakeholders). The existence of mutual trust between the actors / participants arranged in the network is based on professional or social relations.
d. Governance. This includes mutual trust between the actors, there are limits on who can be involved and who should not be involved, and there are clear rules that are mutually agreed upon, and freedom to determine how collaboration is carried out.
e. Access to authority (access to power). Access to power, namely the availability of clear standards of procedure provisions which are widely accepted.
f. Distributive accountability / responsibility (division of accountability / responsibility). Share governance (governance, management, management together with other stakeholders) and share a number of decision-making with all network members; thus sharing responsibility for achieving the desired results.
g. Information sharing (access to information of stakeholders), namely ease of access for non-members as long as it is acceptable to all parties
h. Access to Resource (available resources). Availability of financial, technical, human and other resources needed to achieve network objectives.

Collaboration that is raised in the management of the raw lake, with a sustainable pattern of hope that the sustainability of the lake that touches on economic, environmental and social aspects. Seeing the importance of Lake Bakuok for the community in terms of the fisheries, economic, cultural and other sectors and to preserve fish resources, institutional measures are needed to support fish diversity and lake conservation areas. Based on the phenomenon described above, the researcher is interested in conducting a scientific study entitled "Institutional Collaboration on the Lake of Bakuok in Sustainable Management".

Research Methods

This type of research model of the development of sustainable rawok lake in Kampar Regency is a qualitative research method, which is focused in Bakuok Lake, Aur Sati Village, Tambang District, Kampar Regency. Research informants in the research are: Customary Apparatus (ninik mamak), Village Head, Head of the Office of the Environment and Forestry Agency (DLHK) and several village communities. By collecting primary and secondary data through Interview, Observation and Literature Study Techniques. All data results are collected and studied so that it becomes a unified whole. Then for the validity of the results of this study, researchers used data triangulation techniques so that the activities of checking, re-checking and crosschecking the material or data with this observation were crosschecked through research perception. Activities in qualitative data analysis are carried out interactively and continue continuously until completion.

Results and Discussion

The management of Lake Bakuok aims to preserve the existing local wisdom and make this lake as a tourist destination. In the management of Lake Bakuok involves ninik mamak, village government and community. In this case Ninik mamak has a significant role in the management of Bakuok lake , all the rules are made by Ninik Mamak. In bakuok lake development, while institution whose role can be seen in Table 1 Institutional exist in managing the lake bakuok, consisting of many stakeholders, which has a function and contributions of each in managing the lake bakuok.

Table 1.
Institutional Contributions in the development of Lake Bakuok

No	Institutional	Contributions
1	Ministry of Fisheries and Maritime Affairs of the Republic of Indonesia	➢ 1000 fish seeds (catfish, gourami, lomac fish, motan fish (2015) ➢ 30,000 Nilem Fish Seedlings (2018) ➢ 70,000 Lomak fish seedlings (2018)
2	Riau Province Fisheries Service	➢ 1000 fish seeds (2016)
3	Riau Province Tourism Service	➢ Construction of Traditional Houses around Lake Bakuok ➢ Promotion through the Web ➢ Clothing assistance and billboard event mauwuo ➢ Help dancers to open the Ma'awuo event

		➢ Banner
4	District Fisheries Service Kampar	➢ 50 tons of fish seeds (2017) ➢ 5 placards (2017) ➢ 1000 fish seeds (2018) ➢ 6 canoes (2015)
5	District Tourism Service Kampar	➢ Promotion through the Web and Social Media
6	LAM Riau	
7	Aur Sati Village	➢ Territory ➢ Planning and facilitating activities
8	Ninik Mamak	➢ Customary rules and laws ➢ Facilitating Deliberation
9	PTP N V	➢ Loan assistance for lawn mowers every month ➢ Help clean lake water once a year
10	PT. Hervania	

Sumber : Processed Researchers, 2019

The table shows the institutional contribution to the development of Lake Bakuok, but this institutional contribution is still temporal or temporary and institutionally not well documented. On the other hand, ecologically Lake Bakuok is very alarming, with the presence of Palm and Rubber Trees planted alongside the lake, as well as the existence of fish cages. Based on the rules on the ban on Lake Bakuok, not all of the rules are implemented and implemented well, although there are already monitoring the lake there are also violations that occur. The number of institutions involved in the development of the raw lake so far, each runs and has not formed a systematic collaboration.

Lake Bakuok is set based on customary law, which rules about the surrounding Lake Bakuok are made directly by the customary chief or local ninik mamak which is a form of policy from the customary leader and ninik mamak in the village. In the results of the Ninik Mamak Kenegerian Mine-Terantang discussion, a decision and regulation was made regarding the ban on Lake Bakuok. The rules are as follows:

1. Ninik Mamak and his nephew are not allowed to plant oil palm across the shores of Lake Bakuok.
2. Ninik Mamak and his nephew are not allowed to make cages along the waters of Lake Bakuok, for those who have already made cages, they are only given one harvest permission.
3. Ninik Mamak or his nephew is strictly prohibited from poisoning and electrifying fish along the waters of Lake Bakuok.

From the interview results, it can be seen that in the case of management of Lake Bakuok entirely delegated to the village and ninik mamak, the role of the Tourism Office of Kampar Regency is only as a bridge and promote every activity in Lake Bakuok such as the Maawuo event, because the lake is only managed when there is needs and interests just like at the Maawuo event.

In addition, based on observers' observations in the field there are no definite and strong rules regarding violations and sanctions given to the community if they violate existing rules, because there are still people who catch fish carelessly, on the banks of the lake there are still many palm trees and fish cages. the people in the lake, besides the surface of the lake are also overgrown with bushes such as untreated.

Conclusion

Based on research and discussion conducted by researchers in Aur Sati Village, Tambang Subdistrict, Kampar Regency, it can be concluded that Ninik Mamak has a significant role in the management of Lake Bakuok in Aur Sati Village, all decisions or rules are made based on the mamak ninik agreement in Tambang District**.**

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Development of Community Potentials in Management of Sustainable Peatlands

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Abstract

Tanjung Leban Village, Bukit Batu District, Bengkalis Regency, Riau Province is a village included in the Rokan-Siak Kecil River Peat Hydrology Unit. The existence of this village is very strategic in maintaining the peat swamp ecosystem because its area is included in the Giam Siak Kecil-Bukit Batu Biosphere Reserve area (GSK-BB). But his condition today is quite alarming because it is included in an area prone to repeated land and forest fires. Departing from the above problems, the author wants to raise the focus of the research problem on efforts to develop community potential in peatland management. This study aims to analyze the development of community potential in peatland management in Tanjung Leban Village. This research is a qualitative descriptive study with a sampling technique used is snowball sampling. Research informants are all stakeholders involved and responsible for peatland management. Data collection is done by interviewing, observing, and studying documentation. After the data is collected then it is analyzed using qualitative descriptive analysis. The results showed that the fundamental problem related to environmental management at the study site was the threat of land and forest degradation due to the use of peatland ecosystems that had not been integrated. Therefore it is important to have an empowerment effort with the main goal of improving the quality of life of the community, this is because community empowerment is believed to be able to motivate to change for the better so as to improve the socioeconomic of the family, foster a work culture, and foster a passion for cooperation in development. The programs that are needed by people who live around peatlands are environmental education, the application of environmentally friendly technologies, and the socialization of regulations relating to the protection of ecosystems.

Keywords:
community development, ecosystem utilization, peatlands

Introduction

Communities living in the area of living peatlands are actually in fragile ecosystems (Najiyati, 2005). Called fragile because of the marginal conditions of peatlands which causes most people to experience poverty. That is why their existence is between poverty and a damaged ecosystem, like two sides of a coin that cannot be separated. On one hand they have a very large dependence on these ecosystems, on the other hand their knowledge is minimal for the utilization of environmentally friendly ecosystems (Agus, et al, 2011). Add to this the fact that not many people pay attention to their helplessness today.

Data states that the use of ecosystems in some peatland areas in Riau is indeed of concern because it is often exploited and destructive (Noor, 2016). No exception to protected areas such as the Giam Siak Kecil-Bukit Batu Biosphere Reserve (GSK-BB) which is located in three regions, namely Bengkalis, Siak, and Dumai Regencies. Many activities carried out in this area are the conversion of land into agricultural land, plantations, and forestry, as well as settlement. During the 2010-2014 period around biosphere reserves, the area of monoculture plantations (oil palm and rubber) increased from 667.76 Ha to 1,198.73 Ha and mixed gardens also increased from 3,674.48 Ha to 6,580.02 Ha (Rushayati, et al , 2014).

This exploitative use of peatlands in the biosphere reserve continues to this day. Even this condition was allegedly triggered a large forest and land fires in Riau, especially in 2014-2017. According to NASA Active Fire Point data on the Global Forest Watch Fires platform (2017), half of hot spot warnings in Riau Province occur in protected areas, including the GSK-BB Biosphere Reserve. And around 38 percent of fire alerts in Riau Province are located on peatland locations that are rich in carbon stocks and can release greenhouse gases into the atmosphere which are increasingly triggering global climate change (Sutikno, et al, 2018).

In terms of trends, peatland fires from year to year in this landscape occur in the same area or around previous events. The dominant factor causing peatland fires is the damage to the hydrological conditions of the area (Sutikno, et al, 2018). These fires are not only on the company's land area, but also on community plantations. During 2011-2015 the number of detected hotspots amounted to 9,215 in the GSK-BB Biosphere Reserve consisting of 4,714 transition zones, 3,504 buffer zones, and 999 core zones (Terra-Aqua Modis BMKG Satellite, 2016). What is ironic from the data above is that the hotspots do not only appear in the transition and buffer zones which are intended as cultivation areas, but also occur in the core zone which is a protected area.

Tanjung Leban Village Bandar Laksamana District Bengkalis Regency is a village within the buffer zone zone of the GSK-BB Biosphere Reserve. Qomar (2017) states, Tanjung Leban Village is the location that has experienced the most frequent land fires in the last 12 years. This allegedly happened because this area has high accessibility, a lot of new land clearing for community oil palm plantations, and peatlands have been drained. If the drained peatlands experience a fire, it is very difficult to extinguish because the fuel is abundant and the fire occurs below the surface of the land (Darmawan, 2012).

Learning from experience in the Maya Biosphere Reserve in Guatemala, management of concession areas within a biosphere reserve must be an ongoing adaptive process, taking into account internal dynamics and external factors, and must bridge the social, ecological, and economic domains (Radachowsky, et al, 2012). Exploitative use will cause the ecosystem to experience degradation in quantity and quality which will reduce its ecological and economic functions.

Coupled with the many interests of various parties who use ecosystems often lead to conflict and lead to management with narrow considerations. This condition is exacerbated by the lack of real attention and activities on ecosystem management carried out by the government and NGOs, which makes the use of these ecosystems is very dangerous to the sustainability of the lives of the surrounding communities in the future (Zulkarnaini, 2018).
If the management of the peatland ecosystem is not done wisely, it will cause damage to the ecosystem itself and the resources contained therein as well as to reduce the welfare of the people who depend on the ecosystem (Gunarso, et al, 2013). So the need for efforts to develop the potential of the community with the main goal is to improve the quality of life of the community itself. This is due to the fact that community empowerment is believed to be able to motivate to change for the better so as to improve the socioeconomic family, foster a work culture, and foster a spirit of cooperation in development (Rohmah, 2014).

The pattern of community development on peatlands needed in the future is to uphold the aspirations and potential of the community to carry out self-help activities (Permatasari, 2014). The form is a bottom-up intervention that respects and recognizes that the lower classes have the potential to meet their needs, solve problems, and be able to do productive business with the principles of self-help and togetherness (Sulistiyani, 2004). From this thought it can be stated, the good and bad of the ecosystem can not be separated from the people who live in the area, meaning that the community has an important role for the preservation of the peatland ecosystem.

Method

This research uses qualitative methods to describe (descriptive) and explain (explanatory) about the development of community potential in peatland management in Tanjung Leban Village, Bukit Batu District, Bengkalis Regency. The reason for choosing a qualitative method is the direct desire of the writer to recognize the problem and obtain justification for the situation and practices that are taking place in the field. The goal is to be able to verify and then get results for making plans in the future so that the results are even better (Sugiyono, 2006). The village of Tanjung Leban was chosen as the research location because this village is located within the buffer zone zone of the GSK-BB Biosphere Reserve which has deep peatlands. For the GSK-BB Biosphere Reserve area, this village is the location that has experienced the most frequent land fires in the last 12 years. Even the fires occurred repeatedly in the same place and time. This is thought to have happened because the village has high accessibility, a lot of new land clearing for community and company oil palm plantations, and the peatlands have been irregularly drained.

Results and Discussion

Existing Condition of Peatland Utilization

Tanjung Leban Village is one village that has a wide enough area, namely 2016 KM2. This relatively new village is located on the border of the Bengkalis Regency Government and the Dumai City Government, therefore the level of accessibility is quite high. Population growth is progressing at a moderate level of intensity, where by 2018 the population was 2,039 out of 530 households consisting of 1029 men and 980 women. The village area consists of three hamlets, namely Bakti Hamlet, Air Raja Hamlet, and Bukit Lengkung Hamlet, and is equipped with 5 RWs and 11 RTs that function to maintain the stability of social life in the community.

Tanjung Leban Village is a village that is developing quite quickly in Bandar Laksamana District. Village income from the Village Budget (APBD) in 2018 reaches Rp 2.9 billion. The income of the population includes the results of oil palm plantations, rubber, fishermen and independent businesses. The ethnic groups who live are predominantly Malay and the daily language of the population interacts using coastal Malay. There are also other tribes, namely Javanese, Chinese, and Bataks. The religion of the population including, Islam as a majority, Christianity, and Buddhism. Although the life of the community is quite heterogeneous, the social life of the community has been quite well maintained. Where among the people who have tribal differences while maintaining harmony and peace.

Besides being surrounded by a plantation area, part of the village is located on the edge of the sea. Therefore, besides having potential in the plantation sector, Tanjung Leban Village also has the potential to be developed as a tourist destination area. Where the maritime tourism area of this village has a very beautiful coastline, long with white sand along the coast. This condition is coupled with the presence of mangrove ecotourism in some coastal areas. In the marine tourism area, concrete roads, rock piles, cleaners, gazebos, electricity networks and clean water facilities have been built. The development of marine tourism facilities carried out aims to develop the tourism potential contained. In addition, the use of marine tourism areas is carried out to develop fisheries production that is around the sea and as an attraction for people who visit.

Clearing of peatlands in Tanjung Leban by the community began in 1992 with the main commodity planted in rubber (Arifudin, 2018). The history of land clearing was begun by the Industrial Plantation Forest Company (HTI). After being opened access by the HTI Company, the community then demanded their rights. Thanks to their demands, part of the land was given to the community to process and control it. But after they owned the land, the land that was acquired was eventually sold to other people who generally did not live there.

Initially, community rubber plantations developed well and became the main economic source in meeting the needs of life. But the existence of rubber plantations began to erode after the price of rubber fluctuated. The price of rubber continues to plummet, so people must find other ways to survive in meeting their daily needs. This phenomenon then became one of the causes of the community converting rubber plantations into oil palm plantations.

Oil palm is slowly becoming the belle of interest by people who are talkative to plant oil palm. The problem is that the land planted with oil palm is deep enough peat so that new problems emerge and become a scourge for the community. Peatlands that have been planted with oil palm experience drought and are highly flammable. After the fire, some residents no longer worked their land and are still left as idle lands until now. This sleeping land is then often burned in the dry season.

Development of Community Potential in Peatland Management

People who live and live in the peatland area of Tanjung Leban Village in general have limited economic standards. For example, having a relatively small savings, both in the form of production, goods, or money. Their education is low, because they are far from school or lack of financial support to continue their education at school. In such conditions, they need additional knowledge and skills through ongoing training that can be done while working.

No less the efforts of the government and other parties to reduce the long-term adverse effects of development on peatlands, including those related to environmental change issues (Noor, 2007). But at the same time, there is also no less government policy accompanied by the powerlessness of law enforcement and community ignorance which then spur damage in the long run. It is not always easy to divide the attention between economic interests and environmental interests, especially when Indonesia is in a condition of dire need of investment and a driver of development, although at the same time Indonesia has stated to adopt the concept of sustainable development.

The most pressing issue for the poor and underdeveloped is the unavailability of economic opportunities and sustainable livelihoods. Therefore, community empowerment on peatlands must be able to increase the community's ability to optimize the utilization of economic potential and natural resources without damaging the environment.

The limited economic carrying capacity of peatlands in terms of agriculture, must be a challenge in finding other potential so that people have the choice of a decent and environmentally friendly livelihood source. Thus, increasing economic capacity must also be accompanied by increased awareness of environmental sustainability. Without that, improving economic conditions can actually turn into a destructive factor because it can be a capital for some people who are not aware to do more damage to the environment.

Community development on peatlands must be able to improve the community's ability to optimize the use of economic potential and natural resources without damaging the environment (Zulkarnaini, 2018). The limited economic carrying capacity of peatlands in terms of agriculture, must be a challenge in finding solutions so that the community has a decent and environmentally friendly livelihood choice. Thus, increasing economic capacity must also be accompanied by increased awareness of environmental sustainability. Without that, improving economic conditions can actually turn into a destructive factor because it can be a capital for some people who are not aware to do more damage to the environment. The main livelihood support provided is in the form of facilitation in identifying alternative livelihoods for the community, as well as providing technical and financial support to realize these alternatives. Technical support includes providing information on land suitability for certain activities, silvicultural techniques, hydrological information and marketing community products.

Related to providing support, the main mechanism applied is in the form of a biorights mechanism, which is the integration of financial support for community economic activities combined with the raising of awareness of recipient communities to participate in efforts to preserve and maintain the natural processes of the surrounding environment. And if needed, they participate in the process of restoration of damaged peatlands and forests. The whole process is done by placing local partners as the main players in exploring and running the process in the community.

One of the main problems faced by the executors of the empowerment activities is the sustainability of the activities after they had stopped. Very many good initiatives that are carried by an activity then can not be realized fully because of these limitations. On the one hand, the success of the activities of a community-based program tends to require more time because of the demands to carry out the stages of the preparation process and approaches that require a lot of time.

Working with community groups whose members have different abilities to absorb the ideas promoted by the program requires the ability to prepare for equality among group members, and again, this requires adequate time. Meanwhile, on the other side of the program mechanism also has limited time to implement support, so it is necessary to prepare a mechanism that allows continuity of support after the program ends.

Conclusion

Existing resources in peatlands are challenges and opportunities that can encourage the development of community potential in the village of Tanjung Leban. This potential can be developed while still based on local knowledge that considers the carrying capacity of the environment. This is done by paying attention to the slices between the conditions of the existing ecosystem, how to involve community participation, and direct it to develop as part of improving the people's economy. The carrying capacity of the peat ecosystem environment is realized as a potential that can become an investment, then by involving community participation a process is carried out to find a meeting point in order to develop the economy of the village community. Therefore, all parties must pay close attention to the people who have taken care of the peatland ecosystem through empowerment activities. Community empowerment on peatlands must be funded by everyone who enjoys direct or indirect benefits of peatland sustainability.

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Regional Development Policy Through Housing Programs for Poor Communities in Pekanbaru City

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Abstract

Pekanbaru City as one of the cities in Indonesia that is experiencing rapid development and growth in the development of various fields. This reality shows that the City of Pekanbaru must be ready to face all forms of population problems that will arise, one of which is the housing needs of the urban poor. The purpose of this study is to comprehensively analyze regional development policies through housing programs for the community in Pekanbaru City. This type of research is qualitative research with a case study approach that uses key informants and supplementary informants as a source of information. Data collection is done through observation and interviews, then after the data collected will be used triangulation methods with data sources and then analyzed and interpreted by providing conclusions. The results of the study found that the form of housing policy for the people in Pekanbaru City consisted of the livable housing program (RLH), the city program and the house renovation program. Furthermore, the implementation of housing policy for the people in Pekanbaru City has run quite well. This means that every urban poor community is indeed a priority for the Pekanbaru City Government as a target group that must accept programs in the housing sector. However, the constraints of housing quota intended for the poor have not been able to fully meet the existing needs, so the Pekanbaru City Government has to make a turn system so that all urban poor communities can receive housing programs provided.

Keywords:

policies; housing programs; urban poor communities

Introduction

The city can be interpreted as a place with a denser population concentration than the surrounding area because of the concentration of functional activities related to the activities or activities of its population (Pontoh and Kustiwan, 2009). This understanding gives an understanding that the city will develop by the function of the area that has been determined to include urban settlements, centralization and distribution of government services, social services and economic activities. The development of the city must of course be done in a planned manner in an effort to improve and improve the standard of living of urban communities. So that in the future a prosperous, safe and peaceful urban community will be realized. But the development of the city will certainly have a positive impact and negative impact on the community. This happened, because of the development of the city already planned not under expected expectations. Therefore the problems that generally arise in the development and development of cities, including the problems of urbanization, urban poverty and the low quality of the environment.

Pekanbaru City as one of the cities in Indonesia that is experiencing rapid development and growth in the development of various fields, makes this city must be prepared to face all forms of risks that will arise. Because the city of Pekanbaru is also the capital of Riau Province which has a strategic location as a land transportation route for the island of Sumatra and also the city area which has a strategic position with neighboring countries, such as Malaysia and Singapore. The rapid development and growth of Pekanbaru City unwittingly had an impact on the high rate of urbanization. Pekenbaru City must be ready to face all forms of population problems that will arise, one of which is urban poverty. All forms of problems that arise in the city of Pekanbaru, must be responded to with the high commitment of the Pekanbaru City Government to overcome them. This commitment is shown by the strong vision and mission of the Pekanbaru City Government in overcoming all forms of problems that will arise.

One of the important mandates of the Pekanbaru City development mission is contained in the fourth mission which is to realize effective spatial planning and land use, and environmental preservation in realizing sustainable development. This means that the Pekanbaru City Government must be able to compile appropriate policies and programs to improve the realization of spatial planning and effective land use, and environmental preservation in realizing sustainable development, one of which is housing. Because the housing problem for poor people in Pekanbaru City is a complex problem. Because the housing assistance program for the poor that was implemented was still not on target. As a result there are still many urban poor who have not enjoyed the housing program for the poor that has been set by the government, both the Central Government and the Regional Government.

The success of a policy will largely depend on the implementation of the policy itself. Where, implementation involves the action of how far the programmed direction is really satisfying. Finally, at the highest level of abstraction implementation as a result there are some measurable changes in the major problems that the program targets. Ripley (1985) says implementation is a stage between policy making and the consequences of policy. Where he puts the implementation at the third stage in the policy process. The first stage of preparing the agenda, the second stage of policy formulation, the third stage of policy implementation and the fourth stage of the impact of the policy. He further asserted that successful implementation does not have only two perspectives: success is measured through the level of lower level bureaucratic adherence to top level bureaucracy and the success of implementation is sought by smooth routines and the absence of problems. While there are other perspectives that say that successful implementation leads to the desired performance of a program and the impact of the program.

Ripley and Franklin argue that implementation is what happens after laws are enacted that provide program authority, policy, benefits, or a real type of output. Ripley and Franklin emphasized that successful implementation does not have only two perspectives. First, success is measured through the level of bureaucratic compliance at the lower level of the upper-level bureaucracy. Second, successful implementation is characterized by smooth routines and the absence of problems. The success of a program can be seen if the program runs according to predetermined models. (Sujianto, 2008) Van Meter and Van Horn in Wahab (2012) formulate this implementation as actions taken either by individuals, officials or government or private groups aimed at achieving the objectives outlined in the policy decision. Van Meter and Van Horn's view that implementation is an act by an individual, official, group of government or private bodies directed at achieving the objectives outlined in a particular decision. Mazmanian and Sabatier in Leo Agustino (2008) explained that implementation is the implementation of basic policy decisions, usually in the form of laws, but can also take the form of important executive orders or decisions or judicial body decisions.

Typically, the decision identifies the problem to be addressed, states explicitly the goals / objectives to be achieved and various ways to structure / regulate the implementation process. This process takes place after going through a number of stages, usually beginning with the legalization stage, then outputs the policy in the form of implementing decisions by the implementing agency (agency), willingness to implement these decisions by the target groups, the real impact; whether desired or not from the output, the impact of the decision as perceived by the bodies that make the decision and finally important improvements (or efforts to make improvements) to the relevant law / regulation. Ripley (1985) says implementation is a stage between policymaking and the consequences of the policy. Where he puts the implementation at the third stage in the policy process. The first stage of preparing the agenda, the second stage of policy formulation, the third stage of policy implementation and the fourth stage of the impact of the policy. He further asserted that successful implementation does not have only two perspectives: success is measured through the level of lower level bureaucratic adherence to top-level bureaucracy and the success of implementation is sought by smooth routines and the absence of problems. While other perspectives say that successful implementation leads to the desired performance of a program and the impact of the program.

In different cases according to Erwan and Dyah Ratih (2012) implementation of policies can be a bridge, because it is through a delivery mechanism stage where when various policy outputs that are converted from policy input are conveyed to the target group as a concrete effort to achieve policy objectives. While according to Subarsono (2012) the policy that has been recommended to be chosen by policymakers is not a guarantee that the policy will certainly succeed in its implementation. Many variables that influence the successful implementation of policies, both individual and group or institutional. The implementation of a program involves the efforts of policymakers to influence the behavior of implementing bureaucrats to be willing to provide services and manage the behavior of the target group.

Policy implementation is the most severe, because here problems that are not found in the concept, arise in the field. Also Besides, the main threat is consistency in implementation. Approaches in the implementation of public policy by Peter deLeon and Linda deLeon in Riant Nugroho (2006) are grouped into three generations, namely:

a. The first generation, namely in the 1970s who understood the implementation of policies as problems that occurred between the policy and its execution. In this generation the implementation of policies coincides with the study of decision making in the public sector. This approach was used among others by Graham T. Allison with the Cuban missile case study (1971, 1979).

b. The second generation, namely in the 1980s, is a generation that develops a policy implementation approach that is "from the top down" (top-downer perspective). This perspective focuses more on the task of the bureaucracy to carry out policies that have been decided politically. The social scientists who developed this approach were Daniel Mazmanian and Paul Sabatier (1983), and Paul Berman (1980). At the same time, a bottom-upper approach emerged, developed by Michael Lipsky (1971, 1980), and Benny Hjern (1982, 1983).
c. The third generation, namely in the 1990s, was developed by social scientist Malcolm L. Goggin (1990) who introduced the idea that the behavioral variables of the actors implementing policy implementation determine the success of policy implementation. At the same time, contingency or situational approaches to policy implementation emerge which suggest that policy implementation is largely supported by the adaptability of the implementation of the policy. The scientists who developed this approach include Richard Matland (1995), Helen Ingram (1990), and Denise Scheberle (1997).

Ripley and Franklin argue that implementation is what happens after laws are enacted that provide program authority, policy, benefits, or a real type of output. Ripley and Franklin emphasized that successful implementation does not have only two perspectives. First, success is measured through the level of bureaucratic compliance at the lower level of the upper-level bureaucracy. Second, successful implementation is characterized by smooth routines and the absence of problems. The success of a program can be seen if the program runs according to predetermined models. (Sujianto, 2008)

Then from some explanations it is concluded that the implementation of policy as a process of implementing policy decisions isusually in the form of laws, government regulations, regional regulations, and government programs. Where in this activity type of statement about the objectives to be achieved which are designed through concrete administrative activities, such as funding, planning, and organizing.

Method

This research uses qualitative research with a descriptive case study approach. To collect data and information, this research determines informants using a purposive sampling motive. Informants in this study: First, the key informants are people who know the research problem in depth. The key informants in this study are the regional development policy implementers in the housing sector, namely the Department of Public Housing and the City of Pekanbaru. Second, supplementary informants are people who are considered to know the research problem, even though the individual is not directly involved in the research problem. The complementary informants in this study are the people who accept the housing policy.

The data collection in this study was carried out by: (a) interviewing, which is the technique of extracting data and information in more depth, in an effort to comprehensively comprehend by means of direct question and answer addressed verbally to the respondent, which contains a number of main questions that have been prepared , with the aim to facilitate researchers in conducting interviews, because the questions have been structured so that they get results that are as expected. (b) observation is a technique to get data from the place of the observed research activity, but the researcher is not involved in the activity.

After the data collected from each research information, then the triangulation method will be used with a check and cross-check on the results of the response provided by research informants. One of the most important and easiest ways to test the validity of the research results is to triangulate. The triangulation technique used is triangulation with data sources. This method is done by comparing and checking both the degree of trust of information obtained through time and different ways. This type of qualitative research is descriptive, namely the problem-solving procedure that is investigated using describing data obtained from library observations and field observations, then analyzed and interpreted by giving conclusions. Qualitative research is a cyclical research process, which means simultaneous direct data collection and data analysis activities. For this reason, theoretical sensitivity is needed in the process of collecting data and analyzing data in the field, because it is the researcher himself who acts as the main instrument. By using a case study approach in qualitative research, researchers are expected to be able to present a picture or analysis result that is not only in the form of numbers, but a more in-depth description by the predetermined research focus.

Results and Discussion

Urban development policy in the field of housing in Pekanbaru City is derived from Law Number 1 of 2011 concerning Housing and Settlement Areas as outlined in the Minister of Public Works and Public Housing Regulation Number 02 of 2016 concerning Quality Improvement of Slums and Slums and Regulations Minister of Public Works and Public Housing Number 07 of 2018 concerning Self-Help Housing Stimulant Assistance. These two forms of regulation serve as guidelines and guidelines for the Pekanbaru City Government in implementing urban development policy in the field of housing, especially for low economic communities. Because low-income people are people who have limited purchasing power, they need government support to get a decent home.

The process of implementing urban development policy in the housing sector in Pekanbaru City has been running from 2016 - 2018, both with the name of a habitable housing program or a self-help housing stimulant assistance program. The reality is that there are low-income people who have enjoyed urban development policy in the housing sector in Pekanbaru City, for more details, it can be seen in the table below:

Table 1.
The Frequency of Recipients of Urban Development Policy in the Field of Housing through the Livable Housing Program (RLH) or the Self-Help Housing Stimulant Assistance Program (BSPS) in Pekanbaru City

No.	Program	Source of funds	Planned Year			Year of Realization		
			2016 (RLH)	2017 (RLH)	2018 (BSPS)	2016 (RLH)	2017 (RLH)	2018 (BSPS)
1.	Improving the quality of the house	DAK	-	222	108	-	64	108
2.	Improving the quality of the house	APBN	125	160	306	122	158	203

Source: Department of Public Housing and Resettlement Area of Pekanbaru City, 2019

The table above explains that the urban development policy in the field of housing in the city of Pekanbaru through the program of livable houses (RLH) and the self-help housing stimulant program (BSPS) has been implemented from 2016 2018. Activities of urban area development policy in the field of housing are carried out by assisting in Improving the quality of houses owned by low-income people by applicable terms and criteria. Funding in urban development policy in the housing sector is supported through DAK and APBN funds. This fact explains the existence of a sharing budget in the context of implementing urban development policy in the field of housing in the city of Pekanbaru to meet the needs of housing for low-income people. This is despite the implementation that is still not fully targeted to reach low-income people. But the Pekanbaru City Government's commitment to implementing the policythe development of urban areas in the field of housing continues to run to meet the needs of shelter for its citizens.

Therefore, in an effort to evaluate the implementation of urban area development policies in the housing sector in Pekanbaru City, seen from the level of compliance and the smoothness of routine activities as follows:

1. Level of compliance

The level of compliance (compliance) is the compliance of the implementor in implementing the rules set by the organization. Compliance with the implementor rules and regulations that have been set in implementing the policy becomes important. Because with a high level of compliance, it is expected that the policies implemented will be successful. But on the contrary, if the level of compliance of policy implementers is low in implementing policies, then the failure will be obtained. Implementation of urban development policies in the field of housing in the city of Pekanbaru, seen from the suitability of the targets for the terms and criteria set.

Implementation of urban development policies in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and self-help housing stimulant program (BSPS), has the following criteria and conditions:

a. ***Livable home program (RLH)***

Provision of assistance for the construction / repair of uninhabitable homes is provided to poor people who occupy / have uninhabitable homes with the aim of improving the quality of life / health status of the poor. The targets of this program are: 1). Poor people who live in houses that are not livable from the data collection of Pekanbaru City. 2). Uninhabitable houses that have not been registered in the results of the data collection determined by the Head of the local Kelurahan after obtaining consideration and the Implementation Committee for the Construction / Repair of Non-Livable Houses at the

Kelurahan Level. Requirements for applying for assistance for the construction / repair of habitable houses (RLH), namely:

a) Request for assistance is submitted collectively by the Head of the Kelurahan.
b) Candidates for beneficiaries are prioritized in groups of houses / houses close together.
c) Requirements that must be fulfilled by prospective beneficiaries: ◎
   - Residents in the local area as evidenced by a photocopy of KK and KTP Pekanbaru City.
   - Submit a photocopy of the Proof of Land Ownership that has been validated by the Head of the local Kelurahan and or submit a Permit house construction / restoration if the land occupied is not their own.
d) Beneficiary criteria: ◎
   - Recipient Assistance for Rehabilitation of Livable Houses (RLH) must meet 3 (three) criteria, namely:
   1. Home conditions The condition of the house is declared unfit for habitation, if it meets at least 2 (two) criteria in points (1), (2), and (3) and the following conditions:
      a. Roof material in the form of leaves / thatch or roof tile that has been weathered / roof frame is weathered or zinc condition that has been damaged.
      b. Floor material in the form of soil or stucco / tiles that have been damaged.
      c. Wall materials in the form of poor quality bamboo / wood chambers or brittle / cracked brick walls, or permanent walls that have not been plastered.
      d. Adequate solar lighting in the living room is less and 50% and in the bedroom less and 10%.
      e. Do not have bathroom and toilet facilities either inside or outside the house (communal) and do not have their own electricity connection.
   2. Location and status of the house
      a. The Prospective recipient's home is not included in the hostel owned by an agency.

b. The house of the prospective recipient is not included as a house still in the period of bank credit.

c. House does not stand in the area of government bans, for example: river banks / embankments, reservoirs, village treasury land, cemeteries, sidewalks, road spaces.

d. Owned homes, not rented, not in dispute (eg land that has not been divided), do not stand on land owned by others (government foundations, companies, etc.). Owning land is evidenced by a photocopy of a land certificate or certificate of ownership of the land and the village / lurah head.

3. The owner of the house

a. Permanent domicile (resident) at the location of the activity and the house occupied by themselves; (Attachment Photocopy of KTP and KK (Family Card).

b. Willing to utilize social assistance that is done by self-help and work together.

c. Never received house renovation assistance in a row.

e) In fulfilling the reference criteria for prospective RLH recipients are: ◎

- House conditions meet at least 2 (two) criteria at point 1 (roof), 2 (floor), and 3 (wall).
- Status and Location of Houses must meet all criteria.
- The house owner must meet all the criteria.

b. <u>Self-help housing stimulant assistance program (BSPS)</u>

Self-help Housing Stimulant Assistance, hereinafter abbreviated as BSPS, is Government assistance for low-income people to encourage and increase self-sufficiency in improving the quality of homes and the construction of new homes along with public infrastructure, facilities and utilities. The types of BSPS activities consist of:

1. PKRS (Improving the Quality of Self-Help Homes) is the activity of repairing uninhabitable houses into livable ones held on the initiative and efforts of the

community, individually or in groups. PKRS activities to improve non-livable homes become habitable by fulfilling the following requirements:

a. Safety of buildings includes meeting reliability standards building structure components and improving the quality of building roofing, flooring and wall materials.
b. Occupant's health includes compliance with adequate standards lighting and ventilation facilities as well as the availability of building utilities including bathing, washing and toilet facilities.
c. Sufficient minimum building area includes fulfillment minimum space per person for building comfort.

2. PBRS (New Development of Self-Help Homes) is an activity for the construction of new, livable homes that is carried out above community initiatives and efforts, individually or in groups. PBRS activities are carried out by BSPS Recipients with the following requirements: a). the construction of new houses to replace completely damaged homes. b) construction of a new House on mature land plots.

BSPS recipients are low income people who meet the following requirements:

a) Indonesian citizens who are married.
b) Own or control the land based on legal rights.
c) Not owning a house, or owning and occupying the only house with unsuitable living conditions.
d) Have never obtained BSPS or government assistance for housing programs.
e) Earning the most as much as the provincial minimum wage.
f) Willing to be self-supporting and form a group of aid recipients (CDE) with joint responsibility statements

Implementation of urban development policy in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and self-help housing stimulant assistance program (BSPS), requires a level of compliance from the implementors. The level of compliance shown by the implementors is the key to success in the implementation process. Compliance that needs to be done by the implementor is to set policy targets by predetermined criteria and conditions. So that later low-income people will be able to truly benefit from the implementation of urban development policy in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and self-help housing stimulant assistance program (BSPS).

This research has conducted interviews with predetermined informants, one of them is the Head of Housing in the Department of Public Housing and Settlement Areas of Pekanbaru City regarding the level of compliance. The results of the interview are:

"We have implemented the housing policy program in compliance. Where we have given the program to low-income people here by predetermined criteria and conditions. Because this program helps the community in meeting their housing needs. " (Interview with the implementor 12 April 2019)

The same statement was also made by a different informant, namely the Head of the Data Collection and Planning Section of the House of Housing and the Housing Area of the City of Pekanbaru concerning the level of compliance. The results of the interview are:

"We have done the housing sector program according to the applicable regulations. Because if the community does not meet the established criteria and conditions, they will not accept the available programs. Because we are consistent with the rules that apply in implementing this housing sector program ". (Interview with the implementor 12 April 2019)

The results of this interview explained that the implementor was very compliant in implementing urban development policies in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and the self-help housing stimulant assistance program (BSPS). This level of compliance is shown by the consistency of the implementor with the criteria and requirements for each community as the target group. This means that people who do not meet the criteria and requirements set by the regulations, the implementor will not provide housing assistance programs to the community. This form of consistency is done so that the recipients of housing program assistance are truly low-income people in the city of Pekanbaru. So that this program does provide essential benefits to low-income people, especially in meeting the needs of their homes.

The compliance of the implementor in the implementation process is carried out so that the quality of life of low-income people through housing and settlements that are healthy, safe, harmonious and orderly can be realized. Because the housing sector program has implemented activities to improve the quality of self-help homes and the construction of new self-help homes. Improving the quality of self-help homes is an activity to improve uninhabitable houses into livable ones which are carried out on the initiative and efforts of the community, individually or in groups. Where the improvement of the quality of self-help homes has building safety requirements, occupant health and minimum building area adequacy. While the new self-help housing construction activities are activities for the construction of new houses that are habitable for the community carried out on the initiative and efforts of the community, individually or in groups.

However, this study also crosses the response of the response from the community recipients of urban development policy programs in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and self-help housing stimulant assistance program (BSPS). The results of the interview are as follows:

"We as a community only accept this program, how do the government select it, we also do not know. Yes ... we are so given this program we are thankful ... but there are still some people here who are the same as us, not yet receiving the same assistance. So that sometimes there is an insinuation from some people about us ". (Interview with the recipient of the program 15 April 2019)

The same statement was also conveyed by the recipient community of other programs in the implementation of urban area development policies in the field of housing in the city of Pekanbaru through the program of livable houses (RLH) and self-help housing stimulant assistance programs (BSPS), as follows:

"We as a community only accept this program and do not have the authority to be involved in determining who has the right to receive it. As a result there are still the same communities as we have not received the program to date. Yes ... maybe it's because of the government's limited budget for this program. Sometimes there are still people who are better than us who also accept this program. We also do not understand why this is so ". (Interview with the recipient of the program April 16, 2019)

The results of this interview explained that the level of compliance of the implementor in implementing urban development policy in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and the self-help housing stimulant assistance program (BSPS), is still not good. Because there are still people who are not included in the low-income category but accept this program. So that this reality raises jealousy from the people in the environment. Whereas in determining the prospective program recipients, the implementor has clear guidelines through the criteria and requirements of the target group. But in its implementation, there are still low-income people who have not yet received urban development policy in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and the self-help housing stimulant assistance program (BSPS). This fact could have been caused by government budget limitations in the implementation of urban development policy in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and the self-help housing stimulant assistance program (BSPS). Therefore, the implementor must be truly selective going forward in the process of implementing the program. So that in the future the implementation of this program will indeed be felt by the target groups that are by the established criteria and requirements.

Based on the results of interviews conducted about the level of compliance of the implementor in the implementation of urban development policy in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and the self-help housing stimulant assistance program (BSPS) concluded quite good. This means that in the implementation process, there were still program recipients who were following the established criteria and requirements, but there were also program recipients who did not comply with the applicable criteria and requirements. This reality must certainly be addressed by the implementor so that the program implementation can be carried out on target. Therefore, the level of compliance of the implementor becomes something important in the implementation process so that the program implemented has a high level of beneficiaries for low-income people in the city of Pekanbaru.

2. Smoothness of Routine Activities

The smoothness of routine procedures is the ability of the implementor to follow the rules set by the organization as a routine activity. Every public organization will certainly have the main tasks and functions carried out on daily and is a routine workload. Work assignments in the field of service to the public which would normally become routine work for employees daily. Because this work requires immediate handling and completion. Because if employees are not responsive in providing routine services to the public, it will cause dissatisfaction with public services and failure to implement routine tasks. Therefore, in expediting any routine tasks required employees who have the responsiveness and high responsiveness to public needs for routine services provided by the public institution. The responsiveness and responsiveness of employees must also be supported by their knowledge, expertise, and experience in serving the public.

The implementation of regional development policies in the housing sector in Pekanbaru City is fully carried out by the Department of Public Housing and Settlement Areas. The implementation of this policy is carried out through two programs, namely the livable housing (RLH) program and the self-help housing stimulant assistance program (BSPS). Therefore, in the implementation process there is a routine process or activity carried out by the Department of Public Housing and the City of Pekanbaru through the two programs, namely:

a. <u>Property housing program (RLH)</u>

Routine activities or processes carried out in the program of livable houses (RLH) by the Department of Public Housing and Settlement Areas have the following stages:

1. The organizing team submits data on the house to be rehabilitated to the Mayor by enclosing:
    a. Photo the target house before repairing,
    b. Fulfill the requirements in accordance with implementing instructions,
    c. Make a statement about the readiness of the recipient community.
2. Verify the proposal for the data given by the Lurah to the Organizing Team.
3. The Organizing Team, accompanied by the Kelurahan, RW and RT, conduct explorations in the field to get a picture of the condition of the feasibility of the house so that the housing rehabilitation assistance program is on target.
4. The organizing team after verifying recommends to the Mayor to be determined by the Mayor's decision on the location and names of recipients of rehabilitation assistance for livable homes.

5. Efforts to introduce or disseminate information about rehabilitation assistance for livable homes to the community as a target recipient of the program through a socialization program that targets are:
   a. The target recipient community,
   b. The Village consists of and RT / RW,
   c. Community leaders.
6. The Material of socialization includes:
   a. Patterns of work on housing rehabilitation assistance and environmental facilities
   b. Rehab budget plan (RAB)
   c. A Mechanism for proposing, disbursing and using rehab materials and implementing accountability
   d. When Work Implementation
   e. Report system

Decentralized Housing Development Program (RLH) in meeting the need for housing for poor or poor people. RLH development efforts are expected to be able to reduce poverty in the housing sector or where poor families live.

b. ***Self-help housing stimulant assistance program (BSPS)***

Routine activities or processes carried out in the self-help housing stimulant assistance program (BSPS) by the Department of Public Housing and Settlement Areas, have the following stages:

1. Proposed BSPS location

   The proposed BSPS location is addressed to the Minister c.q. Director General conducted by: a). regents / mayors with a copy of the governor; or b). Governor of the Special Capital Province of Jakarta. The proposed BSPS location includes the name of the village / kelurahan which is equipped with data on the number of uninhabitable houses and the number of self-supporting housing shortages. The proposed BSPS location carried out by the regent / mayor is verified by the provincial government. Provincial government in conducting verification based on:

   - Poverty level in district / city area.

- Proportion of the number of houses unfit for habitation to the number of houses in the district / city.
- Proportion of the number of House shortages to the number of households in the district / city area.
- Local government care in the housing sector.
- Central government priority programs

2. Determination of location

Based on the results of verification, the BSPS location is determined. BSPS locations for regency / city areas are determined by the Minister. The BSPS location for the village / kelurahan is determined by the Director General based on the BSPS location determined by the Minister.

3. Community preparation

Community preparation is carried out at the BSPS location. Community preparation is carried out through mentoring by field facilitators (TFL) to empower prospective recipient BSPS communities. TFL assits at stages, including:

a. The planning stage

The planning phase includes activities:

a) Socialization and / or counseling
b) Verification of prospective BSPS Recipients
c) Agreement on prospective BSPS Recipients
d) Identification of needs and preparation of proposals

The agreement of the BSPS Recipient candidates is carried out through the consultation of citizens to:

a) Determine the BSPS Recipient candidates
b) Form a group of aid recipients (CDE) and agree to joint responsibilities in implementing BSPS activities
c) Determine building material shops / providers

b. Stage of implementation

The implementation phase includes the activities of technical guidance in examining the number of building materials, building construction techniques, and building quality.

c. Stage of supervision

The supervision phase includes monitoring the implementation of construction carried out among fellow members of the beneficiary group (CDE).

d. The reporting stage

The reporting phase includes technical guidance in compiling accountability report on BSPS activities.

e. Stage of independent development after the activity

The post-activity independent development phase includes technical guidance and supervision in the use, maintenance, and development of the results of BSPS activities.

4. Determination of BSPS Recipient candidates

Commitment-making officials (PPK) conduct examination of proposals submitted by prospective BSPS recipients. The results of the examination of the BSPS Recipient's proposals are determined by the PPK and approved by the KPA / Head of the Satker as the BSPS Recipient.

5. Disbursement, distribution and utilization of BSPS in the form of money

Disbursement of BSPS in the form of money is done through a channeling Bank/Post in accordance with statutory provisions. The distribution of BSPS in the form of money is carried out by the distributor Bank / Post to the BSPS Beneficiary account in 1 (one) stage. Utilization of BSPS in the form of money is carried out by the BSPS Recipient by way of transfer / transfer of money from the BSPS Recipient's account to the account store / building material provider for the purchase of building materials and cash withdrawals for payment of work wages.

6. Procurement and delivery of BSPS in the form of goods

Procurement of BSPS in the form of goods is carried out in accordance with the provisions of the legislation concerning procurement of government goods / services. Submission of BSPS form of goods carried out in accordance with statutory provisions.

7. Reporting

BSPS recipients are accompanied by TFL in preparing and submitting accountability reports on the use of BSPS to PPK. The channeling Bank / Post submits accountability report on BSPS distribution to PPK. TFL submits reports to PPK through facilitator coordinator copy to the Office. The facilitator coordinator reports to the PPK carbon copy to the Dinas. PPK submits a report on the implementation of BSPS activities to KPA / Head of the Satker. KPA / Head of Satker submit BSPS activity reports to the Director General through the Director of Self-Help Homes.

This research has conducted interviews with predetermined informants, one of them is the Head of Housing in the Department of Public Housing and Settlement Areas of Pekanbaru City regarding the level of compliance. The results of the interview are:

"Recipients of livable housing (RLH) programs and self-help housing stimulant assistance programs (BSPS) that are intended for low-economic communities have basically coordinated with teams that have been determined to survey housing programs for communities that receive assistance. This effort is carried out so that the implementation of the program follows the laws and regulations that have been set ". (Interview with the implementor 14 April 2019)

The same statement was also conveyed by other implementors, namely the Head of the Data Collection and Planning Section of the House of Housing and Housing Areas in Pekanbaru City, as follows:

"The housing sector program in Pekanbaru City that we have implemented has followed the applicable rules, in accordance with the provisions contained in the regulations. We do not dare to carry out programs outside of applicable regulations, fearing the authorities and authorities will examine us ". (Interview with the implementor 14 April 2019)

This opinion is the same as that expressed by the recipients of the bantun program, namely low-income people in Pekanbaru City as follows:

"I see the provision of assistance in the field of housing programs through the program of habitable housing (RLH) and self-help housing stimulant assistance program (BSPS) conducted by the Department of Housing and Settlement Areas of the City of Pekanbaru is optimal. The government has tried its best to provide programs to the target groups who are

truly entitled to receive them. Even if there is a recipient's error, it is very few percentages. Because the rules of the game in providing housing assistance programs are clearly regulated ". (Interview with program recipients on April 16, 2019).

The results of the interview above explain that the implementation of housing policy in the city of Pekanbaru that follows routine procedures in accordance with applicable regulations has been implemented by the implementor. The ability of an implementor to implement a program is inseparable from the level of the implementor's understanding of the program being run. The understanding possessed by the implementor is of course obtained by learning the technical instructions and implementation instructions from the program of livable houses (RLH) and the self-help housing stimulant assistance program (BSPS). The learning outcomes carried out turned out to provide understanding to the implementor to carry out housing programs in accordance with established routine procedures. Moreover, in the implementor there has been a fear of making mistakes or fraud in the process of implementing the housing sector policy. The fear possessed motivates the implementor to minimize errors and fraud in the implementation process.

The level of understanding possessed by the implementor provides a stimulus to be able to communicate the program of livable homes (RLH) and self-help housing stimulant assistance programs (BSPS) well to low-income people. The communication is carried out by the implementor to be able to provide socialization to low-income community parties to participate and participate in the housing sector program that is being carried out. Through the communication process carried out, the implementor will know and select low-income people who are eligible to receive housing assistance programs. The selection process for prospective recipients of the program must follow the routine procedures that apply. This is done so that the housing sector program that is carried out can be right on target and help low-income people in meeting their housing needs.

Based on the results of interviews conducted about the smoothness of routine procedures carried out by the implementor in the implementation of urban development policy in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and the self-help housing stimulant assistance program (BSPS), it was concluded to be good. This means that in the implementation process carried out by the implementor has followed the routine procedures set out by the legislation. This reality is inseparable from the level of understanding and communication skills possessed by the implementor in implementing housing programs to low income people. The ability to communicate and the level of understanding possessed by the implementor gives impetus to be able to carry out housing programs in the city of Pekanbaru in accordance with applicable rules and regulations. So that the recipients of housing policy programs are truly those who need and fulfill the requirements set by the legislation.

Conclusion

Urban development policy in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and the self-help housing stimulant assistance program (BSPS) has been running quite well. This means that the implementor has had a level of compliance in implementing a housing policy program for low-income people in the city of Pekanbaru. The level of compliance is indicated by the consistency of the implementor of the criteria and policy requirements set for the target group. In addition, the implementor is able to follow routine procedures set by the rules in the implementation process. The ability to follow routine procedures is demonstrated by understanding communication skills in the process of implementing housing policies in Pekanbaru City. To further maximize the implementation of urban development policy in the field of housing in the city of Pekanbaru through the program of livable housing (RLH) and self-help housing stimulant assistance program (BSPS), it needs a large and appropriate budget allocation. Because the number of low-income people in each region is different. So that this program will indeed be able to touch the entire target community in an effort to meet the need for shelter.

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Collaboration in Implementation of Kota Tanpa Kumuh (KOTAKU) Program in Palangka Raya City

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Abstract

The goal number 11 of the 2030 global Sustainable Development Goals (SDG's) agreement is to make the settlement of an inclusive, safe, resilient and sustainable city. The Public Works and Housing Ministry has held a program to improve the quality of urban services and community-based infrastructure, namely the Kota Tanpa Kumuh (KOTAKU). This program has become one of the priorities of the Palangka Raya City since 2016. The purpose of this study was (1) to analyze the implementation performance of the KOTAKU strategic program in Palangka Raya City; (2) to carry out an analysis of the collaborative process between actors in the KOTAKU program. This research is descriptive qualitative research, where data is obtained through observation, interviews and documentation. The study results show that the performance implementatiton of KOTAKU in Palangka Raya was successful. This can be seen from the total slum area which has been reduced significantly. The dynamics of collaboration show that the interactive cycle between principle engagement, shared motivation and capacity for joint action is going well. The CGR performance is supported by two factors, i.e: political dynamic or power relation and initiating leadership.

Keywords:
KOTAKU; collaborative governance; Palangka Raya City

Introduction

Urban slums become one of the main issues in the framework of sustainable urban development. The goal number 11 of the 2030 global Sustainable Development Goals (SDG's) agreement is to make the settlement of an inclusive, safe, resilient and sustainable city. UN *Habitat for Humanity* reportes more than 1,6 miliar billion people in the world live without adequate shelter. 1 in every 4 people will live in a slum by 2030, according to current estimates.

Slums are often defined by unsafe homes; Overcrowded homes; Limited or no access to basic services: water, toilets, electricity, transportation. The study in Dhaka (Bangladesh) found that most of the people are living in a temporary habitat in vulnerable condition due to low income, lack of support and insecure tenure system (Sinthia, 2013).

In line with Corburn & Sverdlik (2017), his research about slum upgrading evaluations from cities across Asia, Afrika and Latin America and found that few captured the multiple health benefits of upgrading. There is also a study of slums in Indonesia. According to Alzamil (2018), his research founds that upgrading these settlements in urban slum must be in accordance with a comprehensive plan that includes priority improvements.

In the era of regional autonomy the performance of city government is important to highlight. Now the mayors have a great responsibility to overcome global problems, including urban slums. There are two underlying reasons: (a) More than half the world's people now live in cities and will be an social, economic and cultural engine; (b) the mayor has no burden with the issue of national border sovereignty so that it is easy for them to collaborate with other mayors (Barber, 2013).

Barber's argument is relevant to the achievement of goals contained in SDGs 2030, that is sustainable urban development. Now, the City Government with all its limitations is demanded to collaborate with other stakeholders in accelerating development. There have been many studies from various scientific backgrounds and they draw the conclusion that the concept of collaboration is very relevant to the achievement of SDGs 2030 (Florini & Pauli, 2018; Mah & Hills, 2012; Zhou, 2014).

In 2016 there were still 35,291 hectares of urban slums located in almost all parts of Indonesia. The condition is expected to expand if there is no form of treatment that is innovative, comprehensive, and right on target.

As one of the steps to realize these targets The Public Works and Housing Ministry initiated a collaborative platform development program through the City without Slums Program (*Kota Tanpa Kumuh*/KOTAKU).

In general, this program is an effort to improve the quality of urban services and community-based infrastructure. This program is a national collaborative platform financed by multiple sources, including central and local governments, the private sector, communities, as well as multi-lateral donors with popular tagline "Program 100-0-100", i.e

100 percent access to potable water, 0 slums, and 100 percent access to sanitation. KOTAKU aims to establish an integrated and collaborative system for slum upgrading interventions.

There have been many studies about KOTAKU. Implementation the KOTAKU program in Kendari was influenced by four factors which included Communication, Disposition, Resources, and Bureaucratic Structure. (Bathari, Solo Limba, & Mustafa, 2018). Meanwhile the research also takes the topic of KOTAKU, which is analyzed from the perspective of policy communication. The key to the success of this program is the Collaboration process in the form of communication intensity between actors (Yusnadi, Lubis, & Nuraflah, 2019).

Palangka Raya City is one city that is committed to the success of the KOTAKU program. This program is a priority of Palangka Raya, which has been programmed from 2016 and still running. Slum treatment is based on priority locations covering 105.20 hectares based on the Mayor Decree of Palangka Raya Number 188.45/130/2016 February 1, 2016. Settlements that are categorized as slums can be seen in further detail in the following table.

Tabel 1.
Location of the KOTAKU Program in the City of Palangka Raya

No.	Lokasi		Luas Wilayah Kumuh (Ha)
	Kelurahan	Kecamatan	
1.	Pahandut	Pahandut	39,48
2.	Palangka	Jekan Raya	9,74
3.	Langkai	Pahandut	8,97
4.	Pahandut Seberang	Pahandut	16,46
5.	Kereng Bangkirai	Sebangau	10,62
6.	Tangkiling	Bukit Batu	5,94
7.	Tumbang Rungan	Pahandut	4,66
8.	Menteng	Jekan Raya	9,33
TOTAL LUAS			105,2

Sumber: Mayor Decree of Palangka Raya Number 188.45/130/2016

Based on the table above, there are eight urban village in the city of Palangka Raya which are categorized as slums. This data is based on the results of the identification and assessment of locations for slum conditions according to 7 + 1 indicator criteria, i.e: building; road environment; provision of drinking water; environmental drainage; waste water management; solid waste management; fire protection; and green open space (RTH).

The implementation of the KOTAKU program in Palangka Raya City focuses on accelerating slum management through improving the quality, management and prevention of new slums. Technically this program is realized by activities in the City and Urban Village area entities that are the target of the program. This research focuses on the typical platform of the KOTAKU program, that is collaboration. The experts agree that the City Government in the context of development has limitations so that it requires collaboration with other actors and sectors outside the government such as private actors, NGOs and the community. Therefore, this research is important and relevant to be analyzed with the concept of collaborative governance.

There have been many recent studies that have raised collaborative governance but in a varied spectrum of cases. A few examples are studies of collaborative governance with variance in the social and political field (Sabaruddin & Said, 2018), the field of food policy (Koski, Siddiki, Sadiq, & Carboni, 2018), administrative culture (Lahat & Sher-Hadar, 2019), and pubic sector reform (Noh & Yashaiya, 2018).

Based on the explanantions in the above, the objective of this research is to describe how the implementation performance of KOTAKU and the dynamics of actor collaboration in the implementation of the KOTAKU program in Palangkaraya City.

The Concept of Collaboration

In a simple way collaboration is interpreted as working with others. It means implies actors, such as individuals, groups, community or organisations work together to solve problems. The word 'collaboration' originally came into use in the nineteenth century as industrialisation developed, more complex organisations emerged and the division of labour and tasks increased (O'Flynn & Wanna, 2008).

Collaboration is a concept that describes the process of facilitating and operating in multi-organizational arrangements to solve problems that cannot be solved or easily solved by single organizations (O'Leary & Vij, 2012). Meanwhile, collaborative also means to co-labor, to achieve common goals, often working across boundaries and in multi-sector and multi-actor relationships. Collaboration is based on the value of reciprocity and can include the public (Agranoff & McGuire, 2003).

Collaboration is described as the process by which actors with autonomous authority interact through formal and informal negotiations. Actors also jointly create rules and structures that govern relationships and ways of acting. In fact, it goes a long way towards giving decisions on issues that bring them into the necessity of mutual benefit (Thomson & Perry, 2006).

Collaboration define as "an approach to solving complex problems in which a diverse group of autonomous stakeholders deliberates to build consensus and develop networks for translating consensus to results" (Margerum, 2011). He focused on building consensus, in line with Ansell & Gash (2007) the goal of collaboration is typically to achieve some degree of consensus among stakeholders. We use the term consensus oriented because collaborative forums often do not succeed in reaching consensus.

Based on the explanation above, the researcher concludes that the collaboration trend is growing along with the paradigm shift towards governance, where the main actors of the government must cooperate with other actors outside in responding to public problems. Collaboration is a collaborative activity between actors and sectors in solving a public problem. The collaboration is based on shared vision, mission and goals with a foundation of commitment, mutual consensus and the principle of mutual benefit.

Recently, the concept of collaboration became a popular concept used by experts in dissecting the dynamics of public administration. Experts in several of their publications agreed to call the concept of collaboration as Collaborative Governance (Ansell & Gash, 2007; Donahue, Zeckhauser, & Breyer, 2011; K. Emerson, Nabatchi, & Balogh, 2012; Thomson & Perry, 2006). These experts also developed the concept of collaborative governance into a conceptual framework model that was used as a tool for analysis on various scientific topics.

The Collaborative Governance Model

Governance is an increasingly popular pillar in the development of contemporary public administration paradigms. The increasingly complex dynamics of development become a challenge for the government as the main actor of development. The Governance paradigm arises in line with the awareness that government capabilities are increasingly limited and thus require the delegation of development tasks to non-governmental actors (private, NGOs, communities).

This concept emphasizes the management of the government involved in having a synergistic and collaborative relationship between the actors (government, private and community). Governance is the paradigm of contemporary public administration adopted by most countries in the world, such as Good Governance (Keping, 2018), Dynamic Governance (Neo & Chen, 2007), and Collaborative Governance (Ansell & Gash, 2007; K. Emerson et al., 2012; Thomson & Perry, 2006) .

According Ansell & Gash (2007) Collaborative governance is a governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets.

Collaborative governance is thus an umbrella term that encompasses various interweaving strands of public administration scholarship including intergovernmental and interagency collaboration, regionalism, cross-sector partnerships, public service networks (or simply network studies), consensus building, and public engagement (Morse & Stephens, 2012).

Meanwhile Emerson, Nabatchi, & Balogh (2012) stated that the definition of "collaborative governance is the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished."

In collaborative governance, cross-sector of stakeholders from the public, private, and nonprofit sectors are convened for one or more public purposes, including policy making, policy implementation, or coordinating public service delivery tasks (K. Emerson et al., 2012).

Researchers place emphasis on a comprehensive understanding of collaborative governance developed by Kirk Emerson & Nabatchi (2015). There are five key approaches in understanding the concept of collaborative governance: (1) Collaborative as Institutional Arrangements. From this point of view the experts agree that for multiple organizations to collaborate across boundaries, they must establish, enforce new rules of engagement, develop informal norms and build trust, and create joint strategies for action.

(2) Collaborative Governance as Structural Relations. In this relation perspective, the collaborative process emphasizes interaction patterns. The collaboration process is seen as an interrelated process between actors and organizations both formally and informally.

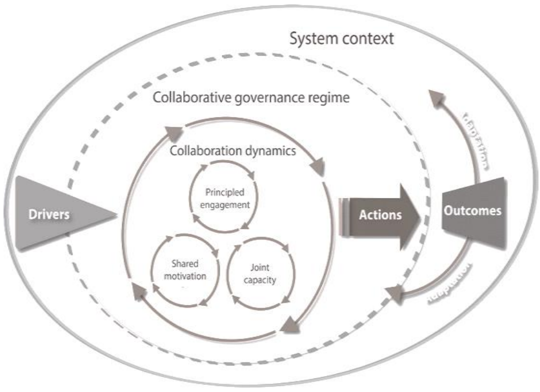
(3) Collaborative governance as an Advocacy Coalition. This perspective explains that in the dynamics of policy implementation there are often conflicting subsystems.

(4) Collaborative Governance as an Developmental Process. The essence of this approach is a process whereby parties move from competitive zero-sum bargaining to more cooperative negotiations that optimize mutual gains and minimize aggregate losses.

(5) Collaborative Governance as a Functional Performance Sequence. In this perspective, experts get inspiration from collaborative governance which they consider to be a tool to improve the functional performance of an organization. They also enumerate several preferred outcomes, such as goal achievement, social capital formation, leveraging of new resources, and a capacity for self-governance.

Kirk Emerson & Nabatchi (2015) developed an integrative framework of collaborative governance in the form of three tiers of interlocking circles, represent System Context, Drivers, The CGR, Collaboration dynamics and actions, outcomes and adoption. This developed model is seen as a concept that explains collaborative governance comprehensively. The model collaborative governance by Kirk Emerson & Nabatchi (2015) in Figure 1 below:

Figure 1.
Integrative Framework for Collaborative Governance



Source: Kirk Emerson and Nabatchi, 2015

Kirk Emerson & Nabatchi (2015) uses the phrase 'regime' in the model he developed to provide a holistic picture of governance, in other words the phrase 'regime' can be interpreted as a large scope that is an umbrella of all components of the dynamics of collaboration. Based on figure 1 above this integrative model consists of several dimensions that form a cycle:

The System Context and Drivers

Collaborative governance is not in a vacuum, but is within the scope of a large system such as political, legal, social, economic and environmental. The context of this system resides in a three-dimensional space and is external and can have an influence on the course of collaborative dynamics; These drivers help to start the CGR, including perceived uncertainty, interdependence, consequential incentives and initiating leadership. Uncertainty refers to situations of doubt, ambiguity, limited information, and instability related to current and future conditions, events, resource availability, or decisions by other actors (Kirk Emerson & Nabatchi, 2015).

The Collaboration Dynamics

The collaboration dynamics is a collaborative process consisting of three key components, i.e: principal engagement, shared motivation and capacity for joint action. These are interactive and form an iterative cycle in achieving collaboration goals. More specifically, it can be explained as follows. (1) *Principled engagement*, or the basic process component of collaboration dynamics, encompasses the interaction of discovery, definition, deliberation, and determinations. During principled engagement, the participants in a CGR develop a shared theory of change, which is, in essence, a strategy for accomplishing the collective purpose and target goals of the CGR.

(2) *Shared motivation*, or the relational component of collaboration dynamics, consists of trust, mutual understanding, internal legitimacy, and shared commitment. (3) *Capacity for joint action*, or the functional component of collaboration dynamics, consists of procedural and institutional arrangements, leadership, knowledge, and resources. The elements within each component work together to generate that component, and the components themselves work interactively and iteratively to reinforce one another and propel collaborative actions (Kirk Emerson & Nabatchi, 2015).

Collaborative Actions, Outcomes and Adaptation

These are the products of the process of collaboration dynamics. The effectiveness of collaborative actions will be achieved if the objectives of the collaboration are formulated explicitly. These actions vary in general such as improving people's economy, infrastructure development, improving the quality of public services, community empowerment, etc. Outcomes define as intermediate changes that associated with collaborative actions. It can be varied, whether intended outcomes or unintended outcomes. Intended means 'small-goals' that is positive result, bu the other side unintended means obstacle of collaboration process. From this outcomes arise feedback adapted by collaboration. The ideal adaptation is positive feedback, where all collaboration actors remain in the corridor of collaboration. This means that the importance of collaboration is still a priority scale among actors (Kirk Emerson & Nabatchi, 2015).

Methods

This study used the descriptive qualitative approach with the location of study in Palangka Raya City, Central Kalimantan Province. The urgency of location selection is because this city is one of the implementation targets of the KOTAKU program. This study is focused on two urban villages in Palangka Raya City, namely Menteng and Pahandut. This is assumed to be representative to be the object of study.

The selection of key informants in this study uses purposive sampling technique that is, informants who are assumed to know and are directly involved in the implementation of the program. The key informants in this study is the Public Housing and Settlements Office (*Dinas Perumahan Rakyat dan Kawasan Permukiman*/DISPERKIM), Perbankan (BANK BTN), Regional Management Consultant (*Konsultan Manajemen Wilayah*/KMW), Working Group on Water and Sanitation Settlement Housing (*Kelompok Kerja Perumahan Permukiman Air Minum dan Sanitasi* /POKJA PPAS), Community Self-help Organization (*Badan Keswadayaan Masyarakat*/BKM), City Coordinator Team, Urban Village Facilitator Team.

This study gathered two types of data, which are primary and secondary data. Data collected includes the performance implementation of KOTAKU and the collaborative governance regime of KOTAKU dynamic process. The data collection techniques used were deep interview, observation, and documentation. The collected data were analyzed with interactive qualitative analysis consisting of data reduction, data display, and drawing conclusions. Data were validated by using triangulation technique.

Result and Discussion

The Implementation Performance of KOTAKU in Palangka Raya

Implementation performance in this study was measured by focusing on aspects of the outcome, consists of five indicator: (1) Decreasing area of slums. Based on Mayor Decree of Palangka Raya No. 188.45/130/2016 slum area in the City of Palangka Raya is 105.2 hectares spread over eight urban villages. Throughout the implementation of the KOTAKU the slum area has decreased significantly, leaving 9.48 hectares. The rest of the slum area is focused on Pahandut urban village, while seven other urban villages have reached the target of zero slum areas.

(2) Establishment of a working group on Water and Sanitation Settlement Housing (POKJA PPAS). It is Mayor Decree of Palangka Raya No. 1888.45/84/2019. It is a bridge between relevant stakeholders. PPAS working group members consist of 30 members from various elements who have the main duties related to slum handling.

(3) Integrating plan for reducing slums at Palangka Raya city. The Mayor's Vision is the realization of a 'Advanced, Peaceful and Prosperous City for all'. The slum treatment plan is integrated with one of the Mayor's missions, that realizing the progress of the smart city based environment including infrastructure development, information technology, water and land management, waste management and spatial planning.

(4) Implementation of joint rules as an effort to change the behavior of clean and healthy living through institutional beneficiary and maintainer groups (*Kelompok Pemanfaat & Pemelihara*/KPP). This group has operational rules in the form of maintaining infrastructure from voluntary community retribution.

(5) In Palangka Raya City, amounts thirty Community Self-help Organizations (BKM) were formed. Based on the BKM performance assessment in 2019, out of thirty BKM numbers, around 63% were included in the Mandiri category and around 37% were in the Mandiri Madani category.

Collaboration Dynamic in implementation of KOTAKU Program

KOTAKU has been running for 4 years in Palangka Raya City. This program is a mainstreaming collaboration platform in slum management that integrates various resources and funding sources. The dynamics of collaboration in this program require multi-actor involvement. This actor is an important factor that determines the success of a collaborative program. Researcher limited this study to two collaborative-based activities namely environmental road and drainage improvement activities in Menteng urban village; environmental and sanitation based activities in Pahandut urban village. The actors in this study are limited to actors who are directly involved in the activity.

The Government Actor

The government of Palangka Raya City has an important role as '*Captain*' in the implementatiom of the KOTAKU. It's a key actor to mobilize other actors in the success of program. The government, which is represented by the Public Housing and Settlements Office (DISPERKIM) Palangka Raya; Working Group on Housing, Settlement, Water and Sanitation (POKJA PPAS); City Coordinator and Urban Village Facilitator.

The Private Actor

The private sector has a role as a partner in efforts to attract investment, in order to obtain additional sources of funds and resources. The private institutions, which is represented by PT Bank Tabungan Negara (BTN) Branch of Palangka Raya City. The Bank is the main driver to expand the scope of collaboration by encouraging customers, especially housing developers to participate in issuing CSR.

The Public Actor

The public actors playing a direct role in the KOTAKU program. The Public actor, which is represented by Community Self-help Organization (BKM), Community Self-Help Group (KSM) and Community Self-Help Institution (LKM). This community institution functions as an agent of change that moves other communities to participate in the success of this program.

The Regional Management Consultant (KMW)

This actor plays a role in controlling, monitoring, evaluating and quality control throughout KOTAKU program activities. the agency is led by a Team Leader, supported by team members with expertise in urban planning, capacity building, social and environmental impact management.

Collaborative governance requires a common principle so that all actors involved can understand each other's roles. This role is manifested in a shared motivation between actors to achieve program goals. The actors involved must also have a great responsibility to participate in collaborative activities. This is relevant to what is illustrated that the key factors of the collaboration process can be portrayed through the collaboration dynamics, such as principle engagement, shared motivation and capacity for joint action (Kirk Emerson & Nabatchi, 2015).

Principle Engagement

Principle engagement can be interpreted as an intensive process that grows over time. This process grows through dialogue, face-to-face activities, general meetings, relationships between organizations and settings for formal and informal interactions (Kirk Emerson & Nabatchi, 2015). Furthermore, this process provides broad opportunities between actors with substantive, relational and identity differences to collaborate across actors and sectors.

Entire of KOTAKU actors in Palangka Raya City are intensively involved in this principle engagement process. This principle equalization activity between actors was established during the workshop held by the provincial and city government. This activity invited whole actors involved in the program. Each actor has an equal portion in expressing opinions.

The Government actors conveyed the targets and achievements of slum reduction, supported by data, facts and studies from Regional Management Consultant (KMW). Community actors represented by the Community Self-help Organization (BKM) were also given the opportunity to explain the best practices for handling slums implemented by each urban village.

The workshop pattern was carried out using the Focus Group Discussion (FGD) model so that the atmosphere was run fluid, dynamic and egalitarian. Each actor discussed mutually expressing issues and collaboration strategies. During the FGD, questions were exchanged, the exchange of information and each actor identified differences and similarities in desires. This process is explained by (Kirk Emerson & Nabatchi, 2015) as discovery. The process of discovery enables participants to reveal and explain their interests, concerns, and values, along with relevant information and its implications.

Workshop activities are also parallel with the dissemination of information through the media (newspaper, television, radio, poster, leaflet etc). The aim is to provide information, then from that information grows a common understanding of the KOTAKU program. This is explained by (Kirk Emerson & Nabatchi, 2015) as definition, where the community gives the same definition that slums are complex so they need collaboration in overcoming them.

During the preparation phase of the program in urban villages regularly hold community meetings (*rembuk warga*). The actors involved are the city coordinator, urban village facilitator and Community Self-help Organization (BKM). This forum formed a deliberation (*musyawarah*). Through this forum the actors involved discuss what kind of slum treatment program will be implemented. Communities through Community Self-help Organization (BKM) become key actors because they have a description of the scale of development priorities in their respective regions.

After all actors have the same understanding, a process called determination is developed. Detemination is a set of actions that determine the purpose of collaboration. The strategic agreement that resulted was that all actors realized that slums must be solved together. At this stage the Government of Palangkaraya City made further strategic agendas such as the preparation of procedural activities and the routine agenda of the whole actor's meeting in future.

Based on the explanation above it can be seen that in the City of Palangka Raya the climate of principle engagement has been created through a workshop or multi-stakeholder meeting. At the urban villages level, it is also routinely carried out in a community meeting in order to work together to solve the problem of slums. This is also strengthened by the interactive process between actors through discovery, definition, deliberation and determination in an effort to create a value that is the prevention and improvement of the quality of slums through collaboration.

Shared Motivation

Shared motivation is strengthening the cycle of actor interaction based on the principle of social capital, consisting of elements of trust, mutual understanding, internal legitimacy and commitment. The process of mutual trust between collaborating actors is built through the process of mobilizing shared principles. Interaction between actors during the process of program preparation, planning and implementation builds the reality of formal and informal interactions. Formal interactions are formed during workshop and discussion with communities (*rembuk warga/musyawarah*), while informal interactons are built up from *Whatsapp* coordination group that involve all actors and facilitated by the city coordinator of KOTAKU.

This trust is a mechanism that bridging communication between actors, then also the trust that is built forms a bonding among the actors involved. From this trust process, mutual understanding will grow and to provide internal legitimacy and mutual commitment. Mutual understanding is a sense of mutual understanding that makes fellow actors respect each other and the interests of other actors while compilation of differences of opinion occur. Non-formal interaction through *whatsapp* coordination group is recognized by the actors as the main media that forms a shared understanding group. All differences of opinion can immediately melt with interaction while sharing interesting content in *whatsapp* coordination group.

Based on the observations of researchers there is a shared motivation building activity is a 'reflection of slums' activity session that was inserted during a cross-stakeholder workshop. This activity aims to build mutual understanding in dealing with slums that must be driven by a strong vision, not just a pragmatic movement to solve problems. Commitment is a strong effort to implement collaboration of the actors so as to be able to remove obstacles that often appear due to differences in the characteristics and interests of the actors. The government of Palangka Raya city is committed to succeeding this KOTAKU Program. Because according to the Mayor of the KOTAKU program intertwined with the vision and mission of the City, namely the realization of the City of Palangka Raya that is 'Advanced, Peaceful and Prosperous City for all'. He told also this program is very supportive of his mission to transform the city of Palangka Raya into Smart City.

Capacity for Joint Action

The main purpose of collaboration is to produce the benefits that are shared together. Collaboration engages in joint activities to improve the quality of capacity in achieving shared goals. The capacity for joint action is the third aspect of collaborative dynamics that results from principled engagement and shared motivation. Its consist of elements, such as procedural and institutional arrangements, leadership, knowledge, and resources.

Capacity in the form of rules, procedures and technical guidelines is very important as a formal legal basis for implementing the KOTAKU program. At the national level there is Law Number (No). 1 of 2011 concerning the implementation of slums must be carried out by the central, regional government and everyone., and also Circular Letter Directorate General of Human Settlements (No). 40 /SE/DC/2016 concerning General Guidelines for KOTAKU.

While at the city level two strategic decisions have been issued which form the basis of KOTAKU, i.e : Mayor Decree of Palangka Raya No. 188.45/130/2016 on; and Mayor Decree of Palangka Raya No. 1888.45/84/2019 concerning the formation of a Working Group on Housing, Settlements, Water Supply and Sanitation (POKJA PPAS).

The leader's capacity in the KOTAKU collaboration program is the City Government of Palangka Raya as the leading sector led directly by the Mayor. Private sector represented by Head of Branch Bank BTN Palangka Raya City. Then the Team Leader from Regional Management Consultant (KMW). There are city level program facilitators led by the city coordinator, and the last one leader of Community Self-help Organization (BKM) in each of urban villages Palangka Raya city.

Knowledge in this context is the clarity of information understood by the actor. Information for the actors has been mostly well distributed through a series of activities to mobilize shared principles in the form of workshops, community consultation and discussion, and informally through W*hatsapp* coordination groups. The activity becomes an arena for the actors to share the results of their respective activities.

Resources can be interpreted as; financial funding, time and role distribution, technical and administrative support for the implementation of activities, intensity of assistance, etc. For funding this program through World Bank, Islamic Development Bank (IDB), Asian Infrastructure Investment Bank (AIIB), State budget (APBN), Local government budget (APBD), Special Allocation Fund (DAK), CSR and self-help.

While resources in the form of technical support for quality control and program implementation in the field by the Regional Management Consultant (KMW), Expert team, city coordinator and urban village facilitator.

Collaborative Action, Outcomes and Adoption of KOTAKU

Action is a core of the whole collaboration process. Researchers took samples of two locations in the Menteng Village that have implemented a progressive collaborative program through improved drainage and road improvement of residential neighborhoods and improvement in settlement quality. spending a budget to make vertical garden, plants and pots and road coloring with 3D motifs.

Private actor through Bank BTN collaborated with the assistance of six units of garbage carts and six units of vertical garden. Bank BTN also cooperates with various partners from housing developers in Palangka Raya to channel their CSR. The community voluntarily donated money to buy paint.

At the second place, Through investment aid (BDI) the government becomes a leading actor in collaboration with other actors to improve and improve the quality of environmental drainage. At this location the level of community participation was high, even after the physical construction was completed the community took the initiative to carry out household-based vegetable cultivation. Cultivation is done with high creativity using the front yard of the house. The community has also turned slums into fish ponds. These vegetable and fish products are used for the daily needs of the community, so they can reduce household expenses. This activity is fully supported by the City Government through the provision of fish and vegetable seeds.

Pahandut urban village, Palangka Raya City has the largest slum area, which is 39.48 hectares. Now, after intervention from the KOTAKU program, the remaining slum area has become 9.48 hectares. This is a challenge for the government to achieve zero slum in this urban village.

Collaborative action in Pahandut urban village took the object of study in the Murjani area. Based on the settlement plan in this area the slum management approach is through a program that focuses on improving the environment and sanitation. Buildings along the Murjani area on average still use semi-permanent buildings and stage construction. That is due to the condition of the land which is mostly located on the edge of the main river in the City, namely the Kahayan River. So the characteristics of the area are slums with poor sanitation.

The actor involved in the Murjani area is the government by carrying out environmental road improvement. The government also collaborated with non-governmental groups to build public hydrants and communal septic tanks. While private actors, BANK BTN contributed to the procurement of garbage carts. Because of community habits that still throw garbage into the river.

Based on the overview of the collaborative actions above, the results are variant. Collaborative action through road improvement, environmental drainage in the Menteng urban village gives a positive effect on the community so that it makes it easy for them to improve the quality of settlements. While in Pahandut urban village, collaborative actions also benefit. However, the challenge of handling slums in the urban village of Pahandut has its own dynamics. The socioeconomic and cultural characteristics of the people are important factors.

Some of the impacts generated by the collaborative action received feedback from the community. community adaptation to the benefits of collaborative action in menteng is considered good. This can be seen from each of the actors involved who remain at a high level of trust. At the community level, there is also a strong commitment to care for and utilize development. While in the village of Pahandut community adaptation to the impact of collaboration is still low. This is evidenced by the habit of the community to throw garbage in any place is still high. The results of collaborative actions in the form of procurement of carts and landfills have not been used optimally by the community.

Influencing Factors in the collaboration of KOTAKU

Political Dynamics and Power Relation

The dynamics of national politics related to Palangka Raya as one of the main candidates for the new capital candidate. This greatly influences the implementation of the KOTAKU program.

The dynamics of the collaborative process between actors becomes very impressive. The publication of environmental improvement activities is more intense. There is a collective effort for stakeholders in Palangkaraya to present the best side of the city which aims to show the central government that Palangkaraya is worthy of being the new capital.

There is an interesting right from the point of view of power relations that the pattern of informal relations outside the power structure between the Governor and the Mayor provides a '*strong will*' for the success of the program. Their relationship formed a collaborative energy that strengthened their role as '*Captain*' in the success of the KOTAKU.

Initiating Leadership

The Mayor of Palangka Raya as the '*Captain*' in the KOTAKU program. He became the initiator in every program related activity. This program is a priority because it is very supportive for the achievement of his political promises, that is realizing Palangka Raya City into a Triple Smart: Smart Environment, Smart society and Smart Economy. He also interacts actively on social media which not only publicizes activities, but also encourages all actors to get involved in the KOTAKU program.

Socioeconomic and Culture Characteristic

Socio-economic and cultural characteristics influence CGR performance in Palangka Raya City. Collaborative action cross-actors in the Menteng urban village is relatively good because the population structure here tends to be at the middle and upper income levels. Whereas in the Pahandut Village even though collaboration has been going on, the aspects of community outcome and adoption are still low. This is caused by high levels of poverty and low levels of public health so that access to maintenance and utilization of collaboration results is low.

Conclusion

Based on key indicators of program achievements, the performance implementation of KOTAKU in Palangka Raya City was successful. This can be seen from the total slum area which has been reduced significantly.

The dynamics of collaboration show that the interactive cycle between principle engagement, shared motivation and capacity for joint action is going well. Principle engagement is formally established through workshops and deliberations. Then informally principled engagement is also formed through interactions in the *whatsapp* coordination group.

On the dynamics of shared motivation All actors involved show egalitarian attitudes. Although each actor has a different purpose of interest, but the trust and understanding between one actor with another is well established. This factor is driving a strong commitment to jointly succeed the KOTAKU program. Each actor has a strong capacity to carry out collaborative actions. Government actors compile procedural legal basis through decree.

Leadership of all actors involved plays an important role so that knowledge in the form of information thanks to collaborative action is well distributed. This is supported by well-managed human and financial resources.

The intervention of the KOTAKU program in Menteng urban village shows the phenomenon of collaborative action in the form of active participation of government, private and community actors in improving the quality of environmental roads by creating vertical garden and beautifying roads with three dimensions (3D) painting. Collaborative action also changes the dirty drainage as a fish pond. In addition, the community also cultivates vegetable plants using their own frontyard. These fish and vegetable farming activities open access to enhancing community economic capacity.

Collaboration in Pahandut urban village is less than optimal because it is influenced by the social, economic and cultural characteristics of the community so that community adoption of collaborative actions and results is have not optimal. This can be seen in the community's habit of still throwing garbage into the river, even though the collaboration between the actors has provided a cart and a garbage dump.

From the CGR perspective, there are two factors that have a positive influence on the implementation of the KOTAKU program, i.e : political dynamic or power relation and initiating leadership. While social, economic and cultural characteristic tend to hamper program implementation. The recommendation in the future is that collaborative action must be expanded again by collaborating with CSR forums as a source of funding and universities as a source of knowledge.

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Evaluation of Poverty Reduction Programs in Batam City

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Abstract

Poverty is still a severe problem in Indonesia. Statistics show that until the end of 2017, the number of poor people in Indonesia is 26.58 million people or 10.12 percent of the total population. Uniquely, when the poverty rate has decreased in various regions in Indonesia, the poverty rate in Batam has increased. At present, the number of poor people in Batam City is 28,674 families. Although there is a reasonably high interest in poverty, the amount of research in Batam is still limited. The purpose of this study is to describe and analyze poverty reduction programs in Batam City. This research was conducted using qualitative descriptive research. The research proves that the poverty reduction program in Batam City has five impacts on public problems: first, the poverty reduction program has not been able to reduce poverty; second, the target group feels that their lives are better after receiving a poverty reduction program; third, the target group continues to live in poverty; fourth, the target group feels that the state is present in their lives; fifth, the target group has resigned to living in poverty. Besides, poverty reduction programs have two effects on the spillover effect; first, the emergence of social jealousy in the community; second, increase incumbent electability. In closing, this study recommends that poverty reduction programs still need to be continued but need to be revised. The improvement is to provide education and stimulation to recipients of poverty reduction programs so that they can escape poverty.

Keywords:

poverty reduction; program evaluation; public policy evaluation; poverty in Indonesia

Introduction

The problem of poverty is still severe in Indonesia. Since the old order, the new order, the reform era, and the post-reform era, the problem of poverty has remained one of the main focuses of the government under the command of President Joko Widodo. Seeing the portrait of poverty in Indonesia is very easy because we still encounter many low-income families both in urban and rural areas. Statistics show that until the end of 2017, the number of poor people in Indonesia is 26.58 million or 10.12 percent of the national population. Even though there was a decrease of 1.19 people from March 2017, it turns out that the number of poor people in Indonesia is still more than the population of Australia (Satyagraha, 2018). The number of poor people in the Riau Islands and Batam Provinces is the antithesis of the overall number of poor people in Indonesia, which has decreased. The number of poor people in Riau Islands Province in September 2017 reached 128,462 people or 6.13 percent of the total population, an increase compared to March 2017, which amounted to 125,370 people or 6.06 percent of the total population (Rusdianto, 2018). Based on integrated databases in seven districts/cities in Riau Islands in 2017, it is known that the highest poverty rate in Riau Islands is Batam City, with a total of 28,674 poor households (JPG, 2018).

Indonesia has declared itself a welfare state stating that poverty is a severe public problem and a common enemy that must be appropriately resolved. The central and regional governments have made various efforts to reduce poverty through poverty reduction programs. These poverty reduction programs need a comprehensive evaluation to see how they are affected. Has the poverty reduction program reached its stated goals? What are the costs, and what are the benefits of poverty reduction programs? Who benefits from the poverty reduction programs that have been implemented? These are questions that need to be answered by the government is considering a poverty reduction program, whether the poverty reduction program needs to be continued, revised, or stopped.

Many studies discuss the problem of poverty. These studies can be divided into three main trends. First, research that analyzes the efforts of disadvantaged families in fighting poverty, such as research (Pitoyo & Alfana, 2015), (Arif Nursaid, 2016), (Fajarwati, Sari, & Soewarno, 2017) and (Surahmiyati, Yoga, & Hasanbasri, 2017). Second, research that discusses poverty conditions in Indonesia, especially in eastern Indonesia such as research (Dedi Dhosa, 2017), (Ermasari, Sukamdi, & Tukiran, 2010), and (Leslie & Hardyastuti, 2011). Third, research that discusses factors that influence poverty, such as research (Permana, 2016), (Zuhdiyaty & Kaluge, 2017), (Roso Wulandari, 2016), and (Prastyo, 2010).

There is a high level of interest in the problem of poverty, as explained above. However, unfortunately, only a few researchers or scientists are interested in examining the problem of poverty from a public policy perspective, especially looking at the impact of poverty reduction programs in Batam City. The researchers in question are (Mahaeni et al., 2011), (Romus, 2014), (Murdiansyah, 2014), (Kurniawan, Wijaya, & Domai, 2014), and

(Saptono et al., 2013). Poverty reduction programs that have been and are being implemented will require evaluation so that the impact of poverty reduction programs can be understood.

The lack of policy research accurately evaluating poverty reduction programs is certainly sad because poverty rates in Indonesia are still high, especially in Batam City, which has increased. The government needs the results of research related to the evaluation of poverty reduction programs as the policy actor responsible for solving the problem, researchers, lecturers, and students who are interested in policy studies, especially evaluation of public policy.

Based on the background of the problems outlined above, the main problem to be examined in this study is how the impact of poverty reduction programs in Batam City. However, the poverty reduction program in question is limited to the Family Hope Program, the Rehabilitation Program for Non-Habitable Homes, the Healthy Indonesia Card, the Smart Indonesia Card, and the Cheap Food Aid Program.

This research seeks to contribute knowledge by presenting descriptions and explanations about the impact of poverty reduction programs in Batam City. The results of this study can be used as a consideration to determine the policy direction of poverty reduction programs in Indonesia, especially in the city of Batam in the future, including in providing recommendations on whether poverty reduction programs that have been implemented need to be continued, revised or stopped.

Literature Review

Easton defines public policy as the authoritative allocation of values for the whole society. Laswell and Kaplan define public policy as a projected program of goals, values, and practices. Pressman and Widavsky define public policy as a hypothesis containing initial conditions and predictable consequences (Taufiqurokhman, 2014).

James Anderson defines public policy as the direction of action taken by an actor or some actors to solve a problem or problem. Thomas R. Dye defines public policy as whatever the government chooses to do or not do. Riant Nugroho defines public policy as a decision made by the state, especially the government, as a strategy to realize the country's goals. Based on several definitions of the public policy above, it can be concluded that public policy is the government's decision in realizing the goals of the country through development strategies in the short, medium and long term in the fields of ideology, politics, economy, social culture, defense, and security.

If public policy is seen as a sequential pattern of activities, policy evaluation is the final stage in public policy, although not all policy experts agree with the statement. In general, policy evaluation aims to assess the effectiveness and impact of public policy. Effectiveness is related to the level of achievement of a policy goal and impact related to changes in behavior or conditions of the target group of the policy after intervention by the policy. The final result of a policy evaluation will produce a conclusion that is whether the policy needs to be continued, corrected, or terminated. Thus, policy evaluation is an activity to assess a policy product both in terms of formulation (content), implementation, and impact of the policy.

According to Lester and Stewart (Winarno, 2016), policy evaluation can be divided into two different tasks. The first task is to determine the consequences of a policy by describing its impact, while the second task is to assess the success or failure of a policy based on predetermined standards or criteria. Thus policy evaluation is a matter of fact in the form of measurement and assessment both of the stages of the implementation of the policy and the outcome (outcome) or the impact (impact) of the operation of a particular policy or program, thus determining the steps that can be taken in the future.

James Anderson in (Winarno, 2016) divides policy evaluation into three types, each type of evaluation that is introduced is based on the evaluators' understanding of the evaluation, as follows:

a) The first type

   Policy evaluation is understood as functional activity. If policy evaluation is understood as a functional activity, policy evaluation is seen as an activity that is as important as the policy itself.

b) The second type

   It is a type of evaluation that focuses on the operation of particular policies or programs. This type of evaluation talks more about honesty or efficiency in implementing programs.

c) The third type

The type of systematic policy evaluation, this type of policy evaluation looks objectively at the policy programs implemented to measure their impact on society and see the extent to which the stated objectives have been achieved.

Evaluating the impact of a program or public policy requires the existence of criteria so that the results of measuring the success of the program or public policy are credible and can be accounted for. To conduct a proper policy evaluation with a minimum margin of error, some experts make steps in policy evaluation. One such expert is Edward A. Suchman. Suchman stated the six steps of policy evaluation, namely (1) identifying the objectives of the program to be evaluated; (2) analysis of the problem; (3) description and standardization of activities; (4) measurement of the level of change that occurs; (5) determine whether the observed change is a result of the activity or due to other causes; (6) several indicators to determine the existence of an impact.

In this research, the author simplifies and perfects the steps of policy evaluation according to Suchman and replaces some terms that are not quite right. This was done because the steps that Suchman had put forward were inaccurate, ambiguous, ambiguous, inaccurate, and had explanations that were not operational so that they had explanations that could not be understood technically and could be confusing for policy evaluators in evaluating policies in the field. The following is an explanation of the steps for policy evaluation, according to Schuman, whose researchers are inaccurate, confusing, ambiguous, inaccurate, and have non-operational explanations. *First*, Schuman said that the first step in evaluating the first policy was to identify the objectives of the programs to be studied. In this step, Schuman uses the term that is not appropriate, which is the program, but what Schuman discusses is policy, so the term program becomes irrelevant because, in reality, programs and policies have differences even though the program is a derivative of policies. One difference is the scope. Policies have a broader scope because one policy can consist of several programs or projects. *Second*, analysis of the problem. This second step is also considered confusing because when identifying the objectives of the policy or program, it will indirectly discuss the issue of the policy. So making the identification of policy or program objectives separate from the analysis of the problem is a mistake and confuses policy evaluators, especially novice evaluators. *Third*, the description and standardization of activities are ambiguous and unclear. Sentence The description and standardization of this activity need to be replaced with sentences or terms that are easier to understand. *Fourth*, separating the measurement step against the level of change that occurs and the step determining whether the observed change is a result of the activity or because other causes are inaccurate and is a mistake because the substance of the two are interrelated so that it can be simplified. In other words, when measuring the level of change that occurs, the evaluator can directly determine whether the change occurred as a result of policy intervention or not. The separation will only make the evaluator confused. Fifth, the final step is that several indicators to determine the existence of an impact have an explanation that is not operational enough to potentially confuse the policy evaluator. Based on the rationalization above, the researchers made changes and refined the policy evaluation steps according to Schuman into three steps, namely:

1. Identify the policy or program objectives to be evaluated. At this stage, the evaluator identifies the policy or program objectives to be evaluated. The clearer the objectives of the policy or program to be evaluated, the better and easier for evaluators to do the next steps. The purpose of this policy or program is usually stated in the consideration and content of the policy or program product to be evaluated. Besides, evaluators can find out the purpose of the policy or program by conducting a literature study and conducting interviews with formulators, implementors, and stakeholders related to the policy or program to be evaluated. In this study, the objectives of the poverty reduction program are twofold: alleviating the burden on low-income families in the economic field, maintaining the purchasing power of the poor, reducing the quantity and quality of low-income families.
2. Establish evaluation criteria and indicators. At this stage, the evaluator must establish criteria and indicators. To see the effectiveness of the policy, the evaluator needs to set valid policy criteria along with the indicators. Likewise, if the evaluator wants to see the impact of the policy, then the evaluator needs to set the impact criteria and their indicators. In this study, the criterion for the impact of poverty reduction programs is the change desired by the target group, and the indicators are the amount of poverty, the quality of poverty, and the potential to escape from the predicate of low-income families.

3. Conduct an evaluation of the policy using evaluation criteria or evaluations. At this time, evaluators conduct policy assessments that are evaluated on policy criteria through their indicators.

These policy evaluation steps were carried out by researchers in evaluating poverty reduction programs in Batam City.

Poverty Reduction Programs

The word program in the Big Indonesian Dictionary is interpreted as a draft of the principles and the business to be carried out. The program is a plan that involves various units that contain policies and a series of activities that must be carried out within a specified period. According to Arikunto (Yendriwalis, 2015), there are two definitions of the term program, namely specific and general understanding. In general terms, the program can be interpreted as a plan. A program is not just a single activity that can be completed in a short time but is continuous because it implements a policy (Yendriwalis, 2015).

Poverty comes from the original word "poor." The word "poor" in the Big Indonesian Dictionary is interpreted as not having wealth; completely lacking (meager income). Poverty is then interpreted as a thing, condition, or situation that is not valuable; completely lacking (meager income). The United Nations Development Program (UNDP) defines poverty as hunger, lack of shelter, inability to go to the doctor if sick, do not have access to school and are illiterate, do not have a job, fear of the future, live on a daily basis, inability to get clean water, powerlessness and lack of representation and freedom. Meanwhile according to Government Regulation No. 42 of 1981, the poor are people who have no source of livelihood and cannot meet basic needs that are appropriate for humanity or people who have a livelihood but cannot meet basic needs that are worthy of humanity (Murdiansyah, 2014)

People who are categorized as poor are those who earn income below the poverty line. The poverty line that is generally set by the government has a dynamic nature, meaning that it always develops or increases, which can be caused by inflation or other factors such as the increase in standards used (Mahaeni et al., 2011). Currently, the government uses a poverty line of Rp. 387,160 per capita per month. Based on the poverty line, Indonesia's poverty rate as of September 2017 reached 26.58 million people. However, if calculated according to World Bank standards, the number of poor people in Indonesia could double the number released by BPS because the World Bank poverty line is USD 1.9 per day or the equivalent of Rp775,200 per month (exchange rate of 13,600).

Poverty reduction programs in this study are poverty reduction programs implemented in Batam City, both programs initiated and financed by the central government and those initiated and financed by the Batam City Government. The following is a brief explanation of the poverty reduction programs discussed in this study.

Family Hope Program (FHP)

The Family of Hope Program, after this referred to as FHP, is a program of providing qualified social assistance to Poor Families, which is designated as a family of FHP beneficiaries. As an effort to accelerate poverty reduction, since 2007, the Government of Indonesia has implemented FHP. The Social Protection Program, also known internationally as the Conditional Cash Transfers (CCT), has proven to be quite successful in overcoming poverty faced in these countries, especially the problem of chronic poverty.

As a conditional social assistance program, FHP opens access to needy families, especially pregnant women and children, to utilize various health service facilities and educational service facilities available around them. The benefits of FHP have also begun to be encouraged to include people with disabilities and older adults by maintaining their level of social welfare following the mandate of the constitution and the President's Nawacita. Through FHP, FHP beneficiaries are encouraged to have access to and utilize essential social services in health, education, food and nutrition, care, and assistance, including access to various other social protection programs, which are complementary sustainably. FHP is directed to become an epicenter and center of excellence for poverty reduction that synergizes various national social protection and empowerment programs. FHP's big mission to reduce poverty is increasingly prominent, considering that the number of poor people in Indonesia until March 2016 was still 10.86% of the total population of 28.01 million people. The government has set a poverty reduction target of 7-8% by 2019, as stated in the 2015-2019 national medium-term development plan. FHP is expected to contribute significantly to reducing the number of poor people, reducing the gap (Gini ratio) while increasing the Human Development Index (HDI). The results of other studies show that FHP has an impact on changes in household consumption, as in some other CCT implementing countries. FHP has succeeded in increasing the consumption of beneficiary households in Indonesia by 4.8%.

FHP beneficiary families must be registered and present at the nearest health and education facility. Obligations of FHP beneficiaries in the health sector include the examination of the womb for pregnant women, provision of nutritional intake and immunization as well as weighing the body of children under five and preschool children. In contrast, FHP beneficiaries in the field of education must register and insure the presence of family members of FHP recipients to the education unit according to elementary and secondary school levels. Then, for social welfare components, for persons with disabilities and elderly who are at least 60 years old.

FHP social assistance in 2019 is divided into two types, namely Permanent Assistance and Component Assistance provided with the provisions in the following table:

Permanent Assistance for Every Family	
Reguler	IDR. 550.000,- / Family / year
FHP Access	IDR.1.000.000,- / Family / year
Assistance component for everybody in a beneficiary family	
Pregnant Women	IDR. 2.400.000,-
Play Group	IDR. 2.400.000,-
Elementary School	IDR. 900.000,-
Junior High School	IDR. 1.500.000,-
Senior High School	IDR. 2.000.000
Permanent Disability	IDR. 2.400.000,-
Elderly People	IDR. 2.400.000,-

* Component assistance is given a maximum of 4 people in one family

Indonesia Healthy Card (IHC)

Based on data from the Indonesia Health Insurance Agency (BPJS Kesehatan), the number of participants registered in the National Health Insurance Program - Indonesia Healthy Card (IHC) has reached 216,152,549 people or covering 82% of Indonesia's total population as of January 10, 2019. The program National Health Insurance - Health BPJS now holds a healthy Indonesia Card (IHC).

IHC is a program initiated by President Joko Widodo and Vice President Jusuf Kalla to provide health protection to the community and reduce their burden in bearing health costs. IHC functions to provide health insurance to the public to get free health services. IHC can be used in every first and advanced health facility. The presence of IHC aims to expand the benefits of the Health BPJS Health program launched by the government of Susilo Bambang Yudhoyono (SBY) on March 1, 2014.

Even though the two regions are health facility programs, in reality, IHC and BPJS Health have differences. The main difference is seen in the target or recipient. If BPJS Health is a program whose members have to register and pay contributions, then IHC members are drawn from disadvantaged communities, and the government determines the card. The government also bears payment of IHC contributions. Besides, IHC can be used anywhere, whether in clinics, health centers, or hospitals in Indonesia. The use of BPJS Health only applies to clinics, health centers, or hospitals that have been registered. Another benefit that distinguishes IHC from Health BPJS is that IHC is used not only for treatment but can also be used for prevention. Meanwhile, BPJS health can only be used if a participant's health condition is ill or must be treated.

Indonesia Smart Card (ISC)

Indonesia Smart Card (ISC) is the provision of education cash assistance to school-age children (aged 6-21 years) who come from poor, vulnerable poor families: the owner of the Prosperous Family Card, participants of the Family Hope Program (FHP), orphans, people with disabilities, and victims of natural disasters / calamities. ISC is part of improving the Poor Student Assistance program. ISC Target Groups are ISC holder learners; Students from poor/vulnerable poor families with special consideration; Vocational students who study group expertise in the fields of Agriculture, Fisheries, Animal Husbandry, Forestry, Shipping, and Maritime.

The Smart Indonesia Card Organizer is a collaboration of three ministries, namely the Ministry of Education and Culture (Kemendikbud), the Ministry of Social Affairs (Ministry of Social Affairs), and the Ministry of Religion (Kemenag) which aims to help school-age children from poor/vulnerable poor / priority families still get services education to graduate from secondary education, either through formal education channels (from elementary / MI to high school / vocational / MA) and non-formal education (Package A to Package C and standardized courses).

Through this program, the government seeks to prevent students from dropping out of school and is expected to be able to attract dropouts to return to continue their education. PIP is also expected to ease the personal costs of education of students, both direct and indirect costs. ISC is given as a marker/identity for PIP education aid recipients. This card gives guarantees and certainty that school-age children are registered as recipients of educational assistance. Each child receiving Indonesia Smart Program education assistance is only entitled to 1 (one) ISC. The amount of the ISC benefit fund is as follows:

1. Elementary school students get IDR 450,000 / year
2. Junior school students get IDR 750,000 / year
3. Senior high school students get IDR 1,000,000 / year

The obligations of ISC fund recipient students are as follows:

1. Keep and maintain ISC properly;
2. The benefit fund must be used for relevant purposes;
3. Continue to study and attend school (not dropping out of school) with diligence, discipline, and perseverance.

ISC funds can be used to help students' costs, such as buying school supplies/courses, pocket money, and transportation costs, additional practice fees, and competency test fees.

Inadequate House Renovation Program (IHRP)

This program is a poverty reduction program that is budgeted in the Batam City Budget. This program has been started since 2011, and no less than 6 thousand houses have been renovated. In 2015 this program was later adopted by the central government as the Self-Help Housing Stimulant Assistance (SHHSA) program. If the SHHSA program is a national program whose budget is allocated from the APBN and organized by the Ministry of Public Works and Public Housing as the responsible person, then this uninhabitable housing renovation program is a localization poverty reduction program whose budget is allocated from the Regional Revenue Budget (APBD) of Batam city. However, the substance of this program is the same, namely providing renovation assistance to low-income families whose houses are considered unfit for habitation. The amount of funds for housing renovation is not suitable for habitation, around 15-22 million per house.

Cheap Basic Food Assistance Program in Batam City

This low-cost food assistance program is a poverty reduction program budgeted from the Batam city budget. Batam City Government consistently provides cheap food assistance programs twice per year, namely at the beginning of the year and at the end of the year. In 2019, the Batam city government will prepare 128 thousand packages of nine basic staples (basic needs) that are distributed to disadvantaged people.

The distribution of cheap food is carried out every before Ramadhan and the end of the year to ease the burden on the community in celebrating Eid, Christmas, and the turn of the year. In a cheap food package, there are 5 kg of rice and 2 liters of cooking oil. The package worth Rp.89,250 can be owned by the community by paying Rp.50,000; the difference is subsidized by the Batam City Government. The food packages were distributed in turns throughout the villages in the city of Batam. Basic food packages of Sagulung Subdistrict are 2,235 packages for residents of Tembesi Village, 2,220 packages for residents of Sei Langkai Village, 1,613 packages for residents of Sei Pelunggut Village, 1,500 packages for Sei Lekop residents, 1,501 packages for Sei Binti residents and 2,020 packages for Sagulung City residents.

Methods

This research is descriptive qualitative research that uses independent variables as an answer to the problem formulation by interpreting the data from the field findings. This study will evaluate poverty reduction programs in Batam City with a focus on the impact of the Family Hope Program (FHP), the Healthy Indonesia Card (IHC), the Smart Indonesia Card (ISC), the Inadequate Housing Renovation Program (IHRP) and The Cheap Basic Food Assistance Program.

Primary data obtained by researchers by plunging directly into the research field. Research in the field was conducted to obtain empirical data and facts. In this field, research researchers become good listeners, good observers, and good writers. As a good listener, the researcher listens to all the information that the informant conveys to the researcher using the help of interview guidelines. As a good observation, researchers make observations or observations in the field with the help of a camera or recording device. As a good writer, researchers write what researchers hear and see in the field as objectively as possible using the help of field notes. Secondary data is research supporting data. This data was obtained from research reports and documents relating to the evaluation of poverty reduction programs implemented in Batam City.

Informant Selection Techniques

In this study using purposive sampling technique. According to (Sugiyono, 2016) Purposive sampling is a sampling technique with specific considerations. The selection of purposive samples is the choice of who is in the best position to provide the information needed. Therefore, determining the chosen subject or people must be following the particular characteristics of the sample. They were chosen because they are believed to represent specific populations. Before determining who becomes the informant in this study, researchers first determine the criteria. The following are the criteria of the informants in this study:

1. Understand and understand research problems, namely the problem of poverty and poverty reduction programs in Batam
2. Directly involved in poverty reduction programs in Batam City, either as recipients of assistance/programs or as party distributors/implementers of programs or policies.
3. Willing to take the time to be interviewed
4. It can be trusted and able to provide data or information objectively.

Based on these criteria, the informant is determined. The following are informants in this study:

1. Head of Poor Handling Division of the Social Service and Community Empowerment of Batam City
2. Head of Batam City Social Service and Community Empowerment Program Sub-Division Head.
3. Batam City Social Service staff who handle BDT (Integrated Database) data
4. Beneficiaries/poverty reduction programs in Batam in various districts and villages in Batam City.

Data analysis

In this study, qualitative data analysis is used and follows the concept of Miles and Huberman (Sugiyono, 2016), known as interactive models. Data analysis is carried out either through procedures or through several stages, namely Data Reduction, Data Presentation, and Conclusion / Verification Drawing.

Description of Research Locations

Batam City is the largest city in Riau Islands Province, Indonesia, with a land area of 715 km², and an overall area of 1,575 km². Batam City Region consists of Batam Island, Rempang Island, and Galang Island and other small islands in the Singapore Strait and Malacca Strait regions. The Barelang Bridge connects Batam Island, Rempang, and Galang. According to the Batam City, Population and Civil Registry Service as of 2015, the population of Batam reached 1,037,187 inhabitants. Batam is part of the Batam-Bintan-Karimun (BBK) free trade area.

Batam is a city with a very strategic location. Besides being on an international shipping lane, this city has a very close distance and is directly bordered by Singapore and Malaysia. As a planned city, Batam is one of the fastest-growing cities in Indonesia. When it was built in the 1970s by the Batam Authority (currently called BP Batam), the city was inhabited by only around 6,000 residents. Within 40 years, the population of Batam grew to 158 times. Batam city in the north is bordered by the Singapore and Singapore strait, in the south, it borders Lingga Regency, in the west, Karimun Regency borders it. In the east, it is bordered by the islands of Bintan and Tanjung Pinang.

Batam City Community is a heterogeneous society consisting of various tribes and groups. Dominant tribes include Malay, Javanese, Batak, Minangkabau, and Chinese. With an umbrella in Malay culture and upholding Bhinneka Tunggal Ika, Batam has become conducive to driving economic, socio-political, and cultural activities in society. As of April 2012, Batam had a population of 1,153,860 people and had a very high population growth rate. Between 2001 and April 2012, the population growth rate averaged more than 8 percent per year.

Results and Discussion

The impact of poverty reduction programs in this study will be explained in two dimensions, namely the impact of policies/programs on public problems and on the target group and the impact of policies/programs on circumstances or groups outside the target group or commonly referred to as abundant impacts (externalities or overflow effect). The following is a description and explanation of the impact of poverty reduction programs in Batam City.

Impact of Policies/Programs on Public Issues and Target Groups

Based on interviews, observations, and documentation, it is known that the target groups in this poverty reduction program are poor people or low-income families. These Target Groups are selected and determined based on the Integrated Database Data (IDD). The integrated database is regularly monitored, updated, or updated. The integrated database can be updated based on the results of monitoring by field officers if there are differences between the data in the system and the data in the field. Besides, the integrated database can be updated if there are reports from the community or extension agents for poverty reduction that there are poor people who have not been included in IDD, or there are people who are not eligible or no longer eligible to enter IDD.

Furthermore, based on the results of interviews, observations, and documentation, researchers found social facts that show that the impact of poverty reduction programs in Batam City on public issues or target groups are as follows:

Poverty Reduction Program Interventions Have Not Been Able to Reduce Poverty in Batam.

Although various poverty reduction programs have been implemented in Batam, unfortunately, this poverty reduction program has not shown satisfactory results. The results showed that the poverty level in Batam increased. In the last three years, the number of poor people in Batam has increased significantly. In 2016 there were 57,290 people, then in 2017, it rose to 61,161 people. Then in 2018, there were 67,413 people or an increase of 6,252 people from the previous year. Various factors influence the increasing number of poor people. However, aside from intervention in poverty reduction programs that are considered not able to reduce poverty in Batam, the trend of increasing poverty in Batam City is also influenced by urbanization flows, slowing economic growth in Batam, and many foreign companies going bankrupt or moving from Batam.

So, based on the facts found that poverty reduction programs, namely the Family Hope Program (FHP), the Healthy Indonesia Card (IHC), the Smart Indonesia Card (ISC), the Inadequate Housing Renovation Program (IHRP) and Cheap Basic Food Assistance Program in Batam City has not been able to reduce the number of poor families in Batam. One of the factors that caused it was that in the implementation phase, it was still found that the target groups that actually did not meet the requirements to get or receive poverty reduction programs actually accepted, while poor families who were very worthy of receiving or getting the poverty program actually did not receive or get it.

The Target Group Feels Their Life is Better After Receiving a Poverty Reduction Program.

Poverty reduction programs, namely the Family Hope Program (FHP), the Indonesia Healthy Card (IHC), the Smart Indonesia Card (ISC), the Uninhabitable Home Renovation Program (UHRP) and the Cheap Food Assistance Program, have proven to be quite useful in easing the economic burden of low-income families. The researcher found social facts in the field that the target group (low-income families) who received poverty reduction programs were quite helped by the poverty reduction program they received. Even though the amount of assistance in the form of money, goods, or services they received has not been able to meet all their daily needs, but they claim to be happy because they feel their lives are better after receiving a poverty reduction program.

Facts on the field show that the target group (low-income families) still have difficulty meeting their daily needs even though they have become beneficiaries of poverty eradication programs. However, it will be even more complicated when the money or goods they should receive come too late from the specified schedule. Not a few of them are indebted to relatives, neighbors, and friends to meet their daily needs. See this reality, and the researcher concludes that the benefits received by the target groups for poverty reduction programs need to be increased because the amount currently received is not sufficient to meet all the needs of the low-income family's life, let alone stimulate, so those poor families become productively. The government should increase the benefits of poverty reduction programs because it has become its responsibility, as stated in the constitution. Besides, poverty reduction programs should be able to solve problems substantially not only as political imagery as if the state is present, but their presence does not contribute maximally in reducing poverty.

The Target Group Continues to Live in Poverty

Although the target groups (low-income families) feel helped by poverty reduction programs in meeting their daily needs, they have not been able to escape from the poverty line. Facts on the ground show that not one single poor family in Batam City has managed to get out of the poverty trap after receive or get poverty reduction programs such as the Family Hope Program, the Smart Indonesia Card, the Healthy Indonesia Card, the Basic

Staple Assistance Program, and the Uninhabitable Home Rehabilitation Program. One of the FHP recipients in the Sagulung District of Batam City claimed to have received the FHP for years. However, during that time, he also lived in poverty. Likewise, the recipients of other poverty reduction programs also remain poor and fail to get out of the vicious cycle of poverty.

The researcher asses that the poverty reduction programs mentioned above do not exclude the target group from the poverty line because of two main things. First, the poverty reduction programs substantially do not educate and stimulate the target groups or poor families to move out of poverty. These programs only have a short-term goal of alleviating the burden on the lives of low-income families so that the target group does not receive an adequate education. This is evidenced by the majority of the target group that regards the problem of poverty as a destiny that cannot be changed. Besides, poverty reduction programs are not able to stimulate the target group to be more productive. As a result of the lack of education and stimulation in poverty reduction, the majority of target groups are resigned to poverty and have no hope of escaping poverty. Their only hope is that their children will be able to escape poverty. Second, the implementation of poverty reduction programs that are still not good enough. The implementation of the program is crucial for the success of a program to achieve the desired impact. In this study, researchers found that there were still incorrect target groups.

Inaccurate because it does not meet the criteria established as program recipients. Still found there are recipients of poverty reduction programs that are quite capable economically but still get. In Batam's Nongsa sub-district, there is one recipient of a family hope program that has a pretty good house and has a car. In another sub-district, it was found that there were impoverished families who did not get even one poverty reduction program. She is a widow as well as the backbone of the family, does not have a home, does not have a car, and lives in deprivation. This is a portrait of how the implementation of poverty reduction programs is not good enough. Therefore, poverty reduction programs will not be effective in reducing the number of poor people if there are still many target groups that do not receive the poverty reduction program.

The Target Group Feels That the State Is Present in Their Lives

The target group or recipients of poverty reduction programs in Batam are happy because they have obtained the program even though the amount of benefits provided in the form of money, goods, or services is not able to meet all their daily needs. They feel happy because they feel the state has been present in their lives, even though the actual presence of the state is a necessity because the constitution has mandated it. The constitution states that orphans, the poor, are cared for by the state, so what the government has done in reducing poverty is a necessity and a necessity. However, all informants interviewed by researchers felt grateful that the state had paid attention to their lives as poor people and did not question whether the presence of the state in their lives was a necessity or not.

Politically this poverty reduction program is beneficial for incumbents, both the president, governors, and regents/mayors because this program gets good appreciation from the community, especially the target group. This good appreciation automatically increases the electability of incumbents both at the regional level (governors and regents/mayors) and at the center, namely the president among the target group. Researchers found social facts that the majority of the target group did not know the origins of poverty reduction programs, including the sources of funding for poverty reduction programs, so that they considered all incumbents to be able to receive their gratitude. One form of reciprocation is to give their political rights to incumbents both at the level and in the ballot box at the time of the general election.

The Target Group Has Resigned Themselves to Living in Poverty

Based on the results of interviews and observations in the field, researchers found interesting social facts. Researchers found that most of the target groups or low-income families that received poverty reduction programs had resigned themselves to poverty and considered poverty to be a destiny that could not be changed. There are even recipients of poverty reduction programs that are not only resigned to their "poor status" but are already "enjoying poverty." This is evidenced by a middle-aged woman recipient of a poverty program in Batam living with two children and a husband. Although physically, she and her husband are still able to work, and their ages are still productive, they are reluctant to work like other families in general. They rely on money or goods from poverty reduction programs to meet the costs of their daily lives. The house is still dirt-floored and living in deprivation does not make them eager to get out of the inferior zone. They assume that poverty is destiny and not for them to reject. They only hope that one day, their children will get out of the poverty line.

The above conditions show that the poverty reduction programs referred to in this study do not provide education and stimulation to the target group so those poor families can get themselves out of poverty. Therefore, these poverty reduction programs cannot be expected to reduce poverty effectively and massively in the future. These programs only help low-income families in alleviating the burden of living for needy families, so that low-income families do not get more miserable. In the long run, poverty reduction programs like this can give birth, influence, or increase the amount of cultural poverty. If this happens, the problem of poverty in Indonesia will be increasingly difficult to overcome because poverty is no longer caused by economic factors but is caused by poor behavior, lifestyle, and mentality.

The emergence of Social Jealousy in the Community

The first externality effect is the emergence of social jealousy in the community. Social facts on the ground show that many underprivileged families who do not receive poverty reduction programs feel jealous. This is not unreasonable, because, in the field, it is found that many poor families whose homes are close to the recipients of poverty reduction programs do not get any poverty reduction programs. In fact, some families are poorer than the families that receive poverty reduction programs but do not get any reduction programs. They assume that the government is impartial in providing poverty reduction programs.

This condition strengthens the thesis that the poverty reduction program in Batam has not been appropriately implemented. This is proof that there are still recipients of poverty reduction programs that do not meet the criteria set by the government. Unwittingly the implementation of this poverty reduction program gave birth to acts of discrimination. Discrimination in question is the difference in treatment between low-income families who become permanent residents and low-income families who are not permanent residents. Poor people who are not permanent residents tend not to be the main priority to receive or get poverty reduction programs. Even though the non-permanent poor are usually non-permanent residents because they do not yet have their own house or they still rent a house as a place to live, so it is still possible to move around. Economically, the temporary sparse population is far more miserable than the permanent poor population.

Facts on the ground show that there are still a lot of poor people who are not permanent is more feasible to get poverty reduction programs but do not get it. As a result, social jealousy occurs amid society, especially among poor residents who are permanent or poor residents who are not permanent.

Incumbent Electability Increases

As stated in the previous section, politically, this poverty reduction program is indeed beneficial for incumbents, both the president, governors, and regents/mayors because this program receives good appreciation from the community, especially the target group and can increase the incumbent's electoral effect. This appreciation automatically increases incumbent electability both at the regional level (governors and regents/mayors) and at the center, namely the president. The researcher found social facts that the majority of the target group did not know the origins of poverty reduction programs, including the sources of funding for poverty reduction programs so that they considered all incumbents worthy to receive their gratitude. One form of reciprocation is to give their political rights to incumbents both at the level and in the ballot box when the general election takes place.

The increasing popularity and electability of incumbents not only in poverty reduction program target groups, but also increases in families, colleagues, or the general public who assess incumbents to have policies/programs that favor the community. Social facts on the ground show that the target group, family, relatives, friends, neighbors, and the general public who are concerned about the issue of poverty stated their political choice to elect incumbents during the presidential and regional elections.

Conclusion

Based on the results of the research and discussion above, it can be concluded that the poverty reduction programs referred to in this study have five impacts on public problems. First, poverty reduction program interventions have not been able to reduce poverty in Batam. This is proven by the last three years the number of poor people in Batam has increased significantly. Secondly, the target group feels their life is better after receiving poverty reduction programs. Third, the target group continues to live in poverty. This is proven by the absence of poverty reduction program recipients who are meant to be able to get themselves out of poverty. One of the causes is that these poverty reduction programs do not provide education and stimulation so that those low-income families can get out of the poverty line. Fourth, the target group has resigned themselves to living in poverty. Although the amount of money, goods, or services they received has not been able to fulfill all their daily lives, they are very grateful for the program. Fifth, some of the target groups (low-income families) surrender to poverty because they think poverty is a destiny that cannot be changed. One reason is that the target group did not receive education and stimulation so that they could get out of poverty. Furthermore, in situations or groups outside the target group or commonly referred to as abundant impacts (externalities or spillover effects), the poverty reduction program in Batam City has two impacts. First, the emergence of social jealousy amid society. This jealousy is triggered by a large number of poor people, especially the poor who are not permanent residents who do not get or receive the poverty reduction programs in question. Besides, it was still found in the field that there were recipients of poverty reduction programs that were considered unfit because they were economically capable. Second, incumbent electability is increased. Whether we realize it or not, like it or not, the poverty reduction program has an electoral effect on incumbents both in the area and in the center.

Based on the above conclusions, the researchers provide some recommendations as follows:

1. The poverty reduction program referred to in this study needs to be continued, but the program requires revision of the substance of the policy or program. One improvement in the revision point is to add elements of education and stimulation to the target group or low-income families, so that poor families have a sense of optimism and are eager to escape from the cycle of poverty. Stimulation in question can be in the form of material such as additional nominal money or goods received that can increase their productivity and in the form of immaterial such as motivation so that they have optimism and more enthusiasm in looking at the future.
2. The central and regional governments are expected to be more massive in involving academics and policy analysts in formulating poverty reduction programs so that the program can more effectively solve the problem of poverty.
3. The government, especially the Batam city government, through social services and other related agencies, is expected to carry out regular supervision of the

implementation of poverty reduction programs and to regularly update the Integrated Database Data (BDT) in order to minimize the recipient of programs that are not on target.

4. Researchers who have an interest in the problem of poverty can continue this research by examining poverty reduction programs one by one and using different models and theories to get a broader perspective on the problem of poverty reduction.

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The Biosafety Regulatory Approach and Governance Mechanism of GM Crops in the Philippines

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Abstract

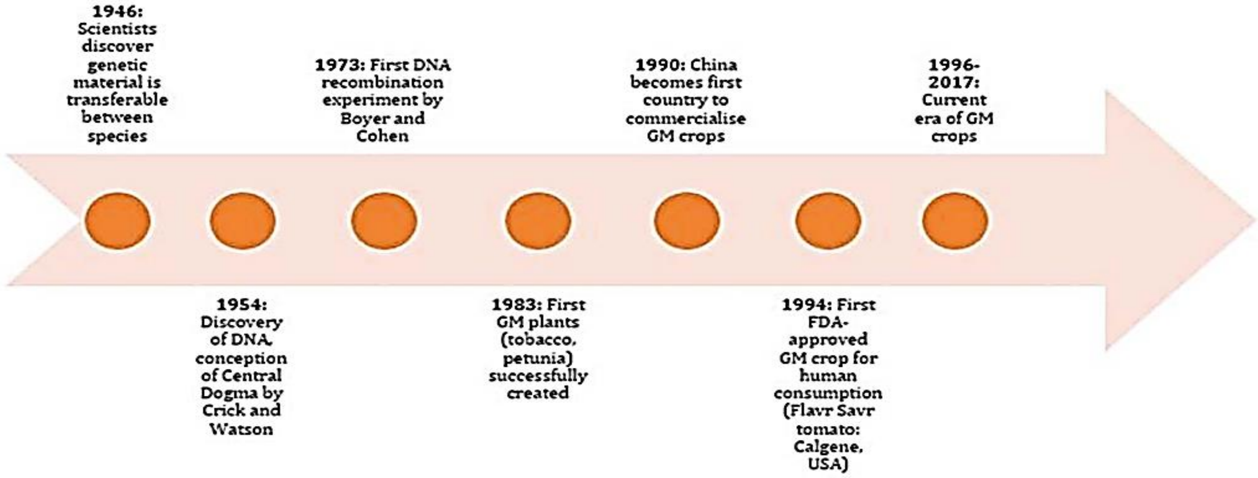
This paper analyzes the government biosafety regulatory approach to genetically modified (GM) crops in the Philippines focusing on the interplay and politics of the different government agencies (DOST-DOH-DENR-DA-DILG) that comprises the National Biosafety Committee of the Philippines (NBCP) in terms of entry permit applications of multinational companies, field trials, environmental assessment, health impact assessment, local supervision and regulation, commercial release and market test, nutritional study, and GMO product labelling. The study examines the regulatory policies of the Philippine government including local ordinances which aimed to support or discourage agricultural biotechnology innovations in the Philippines. Further, the paper investigates how the NCBP regulates the stakeholders' debate on the risks and benefits of GMOs to the environment, human and animal health, and its impact on the food security program of the country. The study argues that the Philippine government is gradually losing its grip on the implementation of biosafety regulations and that invoking the precautionary principle, there is a need to resolve disputes in favor of the constitutional right to a balanced and healthful ecology of the people. The lack of dialogue and participatory public consultation to prevent clashing of interests on the conduct of field trials resulted in endless GMO war and debate. Thus, the study further noted that at present there is a looming deadlock on the debate of GMO between stakeholders which eventually is creating snail-pace agricultural biotechnology innovations and consequently stalling the food security program of the country.

Keywords:
biosafety regulations; genetically modified organism; GMO War;
precautionary principle; agricultural biotechnology

Introduction

As defined by Mendoza et al (2009), Genetically Modified Organisms (GMO) refers to any living organism that possesses a novel combination of genetic material obtained through the use of modern biotechnology or as defined by the Cartagena Protocol on Biosafety. Genetic modification started in 1946 when scientist discovered that genetic materials is transferable between species. Since then, the first GM plants (tobacco and petunia) were created until China becomes the first country to commercialized GM crops. In 1994, the approval of the United States for the first GM crops (Flavr Savr tomato) fit for human consumption, many genetic modification follows such as Bt Talong, Bt Papaya, Bt Corn, Golden Rice and many other, making this period the current era for GM crops (Figure 1).

Figure 1
Brief history of the development of GM crops.



Source: Ruchir Raman (2017) DOI: 10.1080/21645698.2017.1413522

Among Asian countries, the Philippines ranked as the top grower of genetically modified (GM) crops in Southeast Asia and worldwide, the country ranked in 2016 as the 12th biggest GM crops producer globally (Perez, 2017). Since December 2002, there have been 70 approved GMO events, among which 62 GMOs were approved for food feed and processing (FFP) and 8 GMOs were approved for propagation (Arueloi, 2017).

Growing GM crops in the Philippines have faced many challenges. In 2001, anti-GMO groups destroyed an ongoing field trial on Bt corn in South Cotabato and in 2003, a petition was submitted to the provincial health officer of South Cotabato to investigate alleged health issues of some farmers prompting a Norwegian scientist to conduct research on the blood samples of the residents. The result was reported in various newspaper, which later turned out to be inconclusive (Peczon, 2009). Thereafter, bills were filed at Congress to ban the entry of GMO in the Philippines soil. Local Government Units (LGUs) likewise passed local ordinances to prevent entry of GMO in their locality. Like in any other countries, the biosafety regulations of GM technologies represents a challenge as this technology has been controversial which precipitated to opposing views and polarizing community into warring groups.

Methodology

This study utilizes meta-analysis of reviewed documents and published research paper related to GMO. Key government officials from UP-Los Baños, Department of Science and Technology (DOST), and Department of Agriculture (DA). The interviews helped identify experiences and challenges in the implementation of biosafety regulation. To validate the empirical data gathered and exhaust all possible suggestions and information relative the genetically modified crops, it conducted a focus group discussions (FGD) composed of academicians from selected universities, agriculturists, representatives from farmer sector, Public Administration students, researchers, consumers, and LGU representatives. After collecting all the data, appropriate statistical treatments were used such. A meta-analysis of related researchers were also conducted.

Results and Discussion

The Biosafety Regulatory Agencies

The National Committee on Biosafety of the Philippines (NCBP)

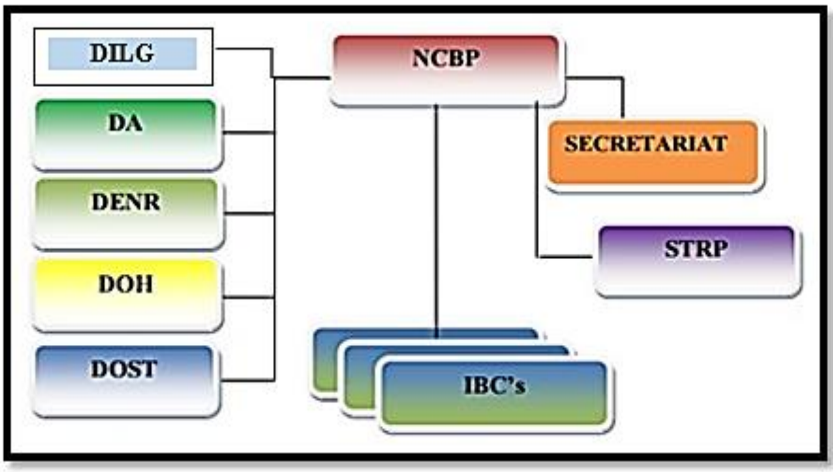
The NCBP is the lead body tasked to coordinate and harmonize inter-agency and multi-sectoral efforts to develop biosafety policies and set scientific, technical and procedural standards on actions by agencies and other sectors to, among others, promote biosafety in the Philippines. It is chaired by DOST Undersecretary for R & D with the following members: 1 biological scientist, 1 environmental scientist, 1 physical scientist, 1 social scientist, 2 respected members of the community, and 1 representative each from the DA, DENR, DOH and DILG to be designated by the respective Heads Offices.

National Biosafety Regulatory Agencies

Under Section 4 of the Joint Department Circular No. 1, series of 2016, the national biosafety regulatory agencies are ***the Department of Agriculture (DA), the Department of Science and Technology (DOST), the Department of Environment and Natural***

Resources (DENR), the Department of Health (DOH), and the Department of the Interior and Local Government (DILG). The DA shall take the lead in addressing biosafety issues related to the country's agricultural productivity and food security. It shall also take the lead in evaluating and monitoring of regulated articles. The DOST shall take the lead in ensuring that the best available science is utilized and applied in adopting biosafety policies. It shall also take the lead in evaluating and monitoring regulated articles intended for contained use. The DENR shall ensure that environmental assessments are done and impacts identified in biosafety decisions. It shall also take the lead in evaluating and monitoring regulated articles intended for bioremediation, the improvement of forest genetic resources and wildlife genetic resources. The DOH shall formulate guidelines in assessing the health impacts. It shall also take the lead in evaluating and monitoring processed food derived from or containing GMOs. The DILG shall coordinate with the DA, DOST, DENR and DOH in overseeing the implementation of activities that are to be implemented in specific LGUs, particularly in relation to the conduct of public consultations, biosafety decisions, national application of quarantine functions, including biosafety assessments and evaluations.

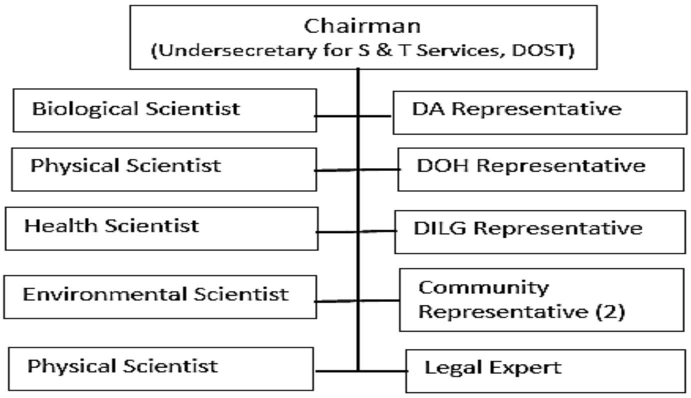
Figure 2.
Organizational Structure of NCBP



Source: *Joint Department Circular No. 1, series of 2016.*

On March 17, 2006, the Office of the President promulgated Executive Order No. 514 establishing the National Biosafety Framework (NBF), which is a combination of policy, legal, administrative and technical instruments developed to attain the objective of the Cartagena Protocol on Biosafety. The NBF can be considered as an expansion of the present National Committee on Biosafety of the Philippines (NCBP).

Figure 3.
The Composition of the DOST-IBC



The Institutional Biosafety Committee (IBC)

All institutions engaged in genetic engineering or potentially hazardous biological and genetic engineering work are required to have an Institutional Biosafety Committee (IBC) which will evaluate and monitor the biosafety aspects of their biological research. It is composed of five (5) members with expertise in genetic engineering or pests, or who have the capability to assess the safety of research. At least two (2) members shall not be affiliated with the institution (apart from their membership with the IBC) and shall represent the interest of the surrounding community with respect to health and protection of the environment. Figure 3 shows hierarchy of members of the DOST-Biosafety Committee.

Scientific and Technical Review Panel (STRP).

The Scientific and Technical Review Panel is a panel created by the DA composed of a pool of non-DA scientists with expertise in the evaluation of the potential risks of regulated articles to the environment and human health.

Table 1.
Biosafety Committees of National Agencies and their Evaluation Functions

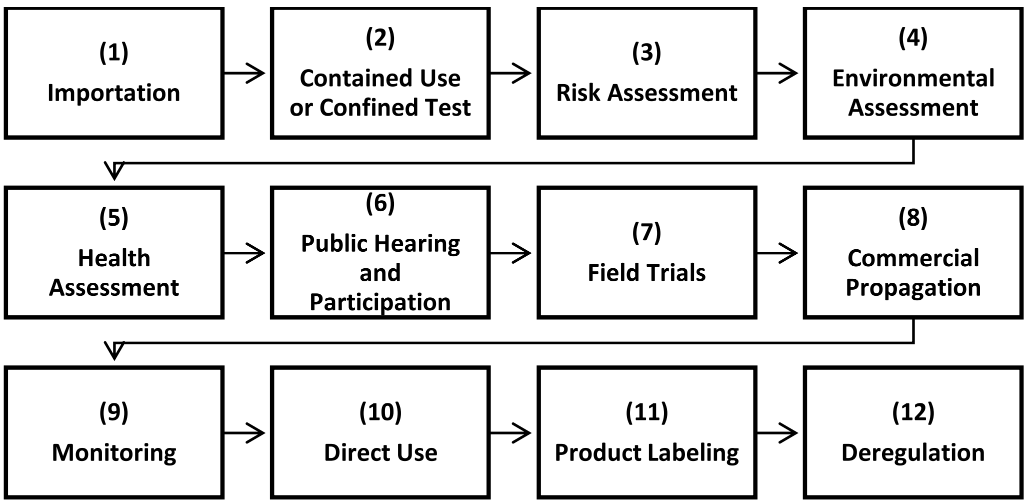
Biosafety Committee	Evaluation Function
DOST-BC	Contained use and confined test of regulated articles.
DA-BC	Field trial, commercial propagation, transboundary movement of regulated articles.
DENR-BC	Environmental risks and impacts of regulated articles for field trial, commercial propagation, and direct use of living modified organisms.
DOH-BC	Health impacts of regulated articles for field trial, commercial propagation, and direct use of living modified organisms.

Source: Section 5 of the Joint Department Circular No. 1, series of 2016.

The Biosafety Regulatory Framework and Governance Mechanism

Regulatory frameworks refers to the series of steps to ascertain if a regulated material will cause harm, injury and damage to humans, environment and to animals.

Figure 4
The GMO Governance Mechanism

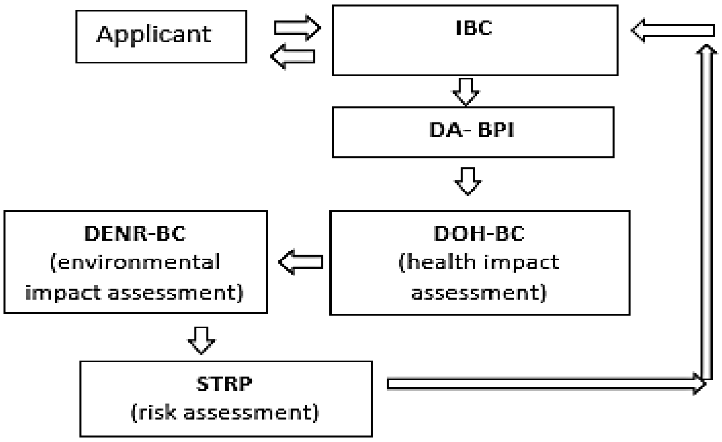


Source: Joint Circular No. 1 series of 2016

1. **Importation**. This is the bringing of GMO goods into the country for the purpose of contained use, confined test, field trial, commercial propagation, or direct use for food and feed or for processing. Importations requires a Sanitary and Phytosanitary Import Clearance (SPSIC) issued by the BPI and a documentation accompanying the regulated article indicating that it may contain GMO. Any applicant who desires to import a regulated article shall

submit to the BPI Director three (3) copies of the Application Form for Importation for Contained Use or Confined Test plus a DOST-BC Letter of Endorsement (Figure 5).

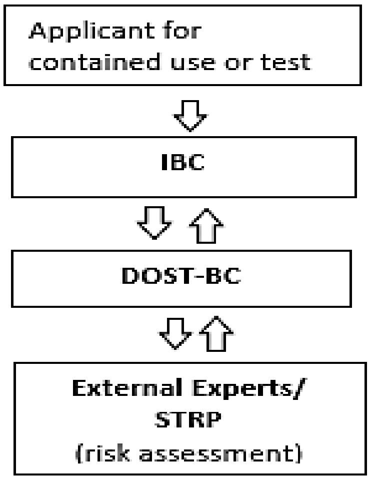
Figure 5.
Biosafety Entry of GM crops



Within fifteen (15) days from acceptance of the application, the BPI Director shall approve the application if the importation of the regulated article does not pose greater risks to biodiversity and human health than its conventional counterpart; otherwise, the application shall be denied. Upon approval of the application, an SPSIC shall be issued in duplicate copies.

2. **Contained Use and Confined Test.** The contained use, including experiments inside laboratory, screen house, greenhouse, and glasshouse, and confined test of regulated articles shall be governed by the DOST-BC. The applicant shall submit application to IBC where it originates for evaluation. If approved, it will endorse the application to DOST-BC and refer it to individual expert(s) or to Scientific and Technical Review Panel (STRP) to evaluate potential adverse effects to human health and environment (Figure 6).

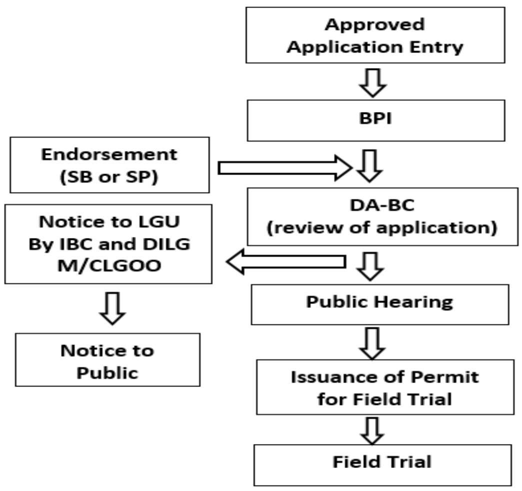
Figure 6
Biosafety Regulation of GM crops for Contained Use or Test



3. **Risk Assessment**. This refers to the evaluation conducted by IBC to determine if contained use, confined test or field trial of the regulated article does not pose greater risks to biodiversity, human and animal health. The STRP shall review the risk assessment conducted by the IBC and make its report and recommendation to the BPI.
4. **Environmental Assessment.** This refers to Environmental Impact Assessment (EIA) and Environmental Risk Assessment (ERA). The EIA is a process that involves predicting and evaluating the likely impacts of a project on the environment during construction, commissioning, operation and abandonment while the ERA refers the conduct of identifying and evaluating the potential adverse effects of regulated articles on the conservation and sustainable use of biological diversity in the likely potential receiving environment. The IBC conducts risk assessment while the DENR-BC assess the environmental impact of the project and make its recommendations to the BPI.
5. **Health assessment**. This covers health impact assessment (HIA) and the health risk assessments (HRA). The HIA is an assessment of the potential health effects on a population while the HRA is an estimate of the risk to a given target population following exposure to a particular agent. The DOH-BC conducts HIA and HRA and make recommendations to the BPI.

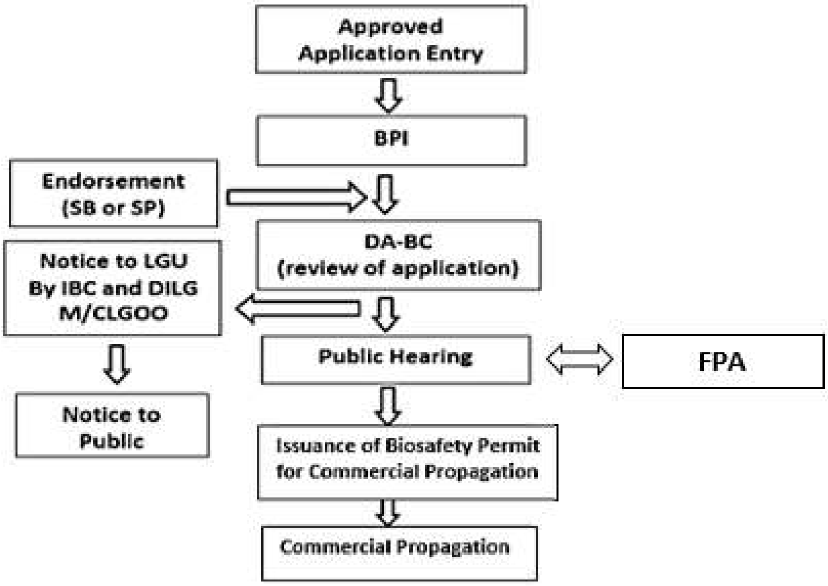
6. **Public Hearing and Participation**. Public hearing refers to the face-to-face meeting with stakeholders for information and comments while public participation refers to the promotion and conduct of public awareness and accountable participation to all stages of the biosafety decision making process.
7. **Field trials**. This is the intentional introduction into the environment of a regulated article that passed the contained use and confined test, for purposes of research and development. Field trials need a Biosafety Permit for Field and applicants are required to invite the public to give comments on the proposed activity. In this regard, the Public Information Sheet (PIS) must be posted for at least three (3) weeks in three (3) conspicuous places where the test site is to be conducted, and must also be published in a newspaper of general circulation where the test site is located. All comments shall be collated NCBP, forwarded to the concerned IBC, and relayed to the applicant for appropriate response. After the field trial, the applicant is required to submit a Completion Report (CR) to the IBC ninety within (90) days after its completion (Figure 7).

Figure 7.
Biosafety Regulation for Field Trial of Approved Applications



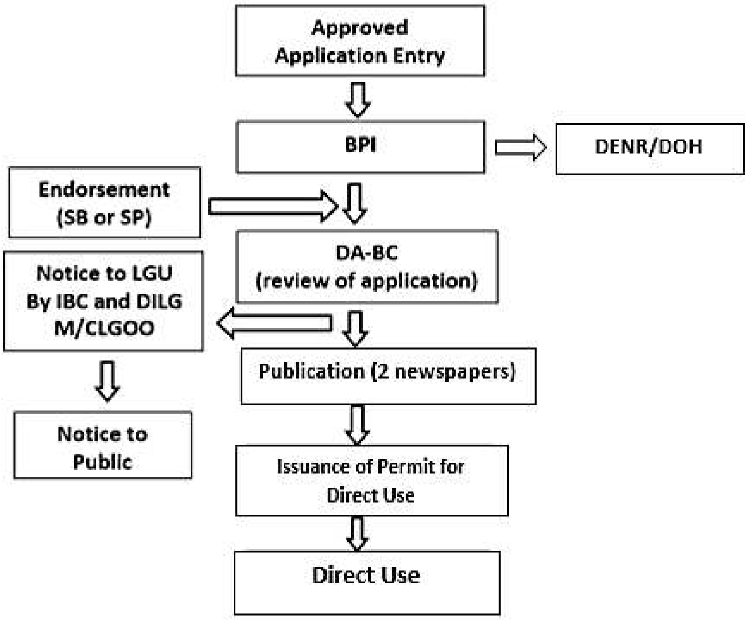
8. **Commercial Propagation**. This refers to the introduction into the market of a regulated article for consumption by humans or animals. This requires a Biosafety Permit for Commercial Propagation. Biosafety Permit for Commercial Propagation shall be valid for a period of not more than five (5) years, unless sooner revoked (Figure 8).

Figure 8.
Biosafety Regulation for Commercial Propagation



9. **Monitoring.** The field trial and commercial propagation of the regulated article shall be monitored by the BPI, DENR, DOH and reports should be submitted to the DA-BC for posting in the NCBP and BPI website. The DILG shall coordinate with the DA, DOST, DENR and DOH in overseeing the implementation of activities in specific LGUs, such as public consultations, biosafety decisions, quarantine, biosafety assessments and evaluations.
10. **Direct Use.** This refers to use of regulated article, whether imported or developed domestically as food and feed, or for processing. This requires a Biosafety Permit for Direct Use to be issued by the BPI (Figure 9).

Figure 9.
Biosafety Regulation for Direct Use



11. **Product labelling.** This is an act of listing or describing the ingredients, quality, and nutritional value of a GM products for food safety and nutrition. Labelling of GM foods helps consumers make an informed choice about the food they buy.
12. **Deregulation.** This is the removal of the regulated article from the coverage of NCBP biosafety regulation when as assessed by the BPI, it will not pose greater risks to human and animal health, and to the biodiversity. This can be done even before the expiration of Biosafety Permits.

National Biosafety Policies and Local Ordinances

Many national guidelines or rules have come in place to regulate the GMO crops and these are:

Executive Order No. 514. This Order established the National Biosafety Framework (NBSF) which formally identified the national competent authorities in charge of biosafety regulation of modern biotech activities for the purposes of complying with the provision of the Cartagena Protocol on Biosafety. Under this Order, each concerned department will have its own biosafety committee. This Order specifically identified the DOST to be responsible agency for regulating GMO experiments and the DA Bureau Plant Industry for regulating field testing and commercialization of biotech crops.

DOST-DA-DENR-DOH-DILG Joint Department Circular No. 1, series of 2016. This Joint Circular sets out the Rules and Regulations for the Research and Development, Handling and Use, Transboundary Movement, Release into the Environment, and Management of Genetically-Modified Plant and Plant Products Derived from the Use of Modern Biotechnology

Until today, there is no specific laws enacted to regulate the biosafety of GMOs. However, there are many pending bills filed at the House of Representatives and Senate of the Philippines. The highest number of bills are those that requires labelling of GM food (HB 04192, HB 04352, HB 03810, HB 03686, and HB 02780). There are also bills which intends to ban of importation of GMO (HB 03057), and those that prohibits the use of products containing GMO (HB 05699, and HB 02719). All of these bill are either referred to a particular committee or deliberated and abandoned after (Table 1).

Table 1
Pending GMO Bills at the House of Representatives

Short Title	House Bill (Year filed)	Number of Bills	Status
Mandatory Labeling of Food Containing GMO	HB 02780 (2019), HB 03686 (2016) HB 03810 (2016), HB 04352 (2014) HB 04192 (2014)	5	Pending
GMO-free Agricultural Act	HB 02709 (2016), HB 05699 (2015)	2	Pending
GMO Ban Act	HB 03057 (2010)	1	Pending

Source: http://www.congress.gov.ph/legisdocs/?v=billsresults#18

At the Senate of the Philippines, most of the pending biosafety bills pertains to mandatory labeling of food containing GMO (SB 2338, SB 546, SB 2079, SB 1473, SB 797, SB 2073, SB 768, SB 546, SB 1763, SB1702, SB 604, SB 120), followed by GMO Restriction Act which prohibits the release or introduction of genetically-modified organisms into the environment SB 1680 (2013), 644, SB 374, and SB 1775), and the GMO Registry which aims to establish a registry (SB 1209, SB 1676, and SB 2615). There is one bill on GMO Liability Act which intends to provide protections for farmers harmed economically by this biotechnology (SB 3231) and GMO Ban Act which prohibits the importation of GMO crops and products (SB 28). All of these bills are pending at present. Since then, no Senate Bill on GMO has been filed during the 16th Congress (July 2013 - 2016) and during the 17th Congress (July 2016 - 2019).

Table 2
Pending GMO Bills Filed at the Senate of the Philippines

Short Title	Senate Bill (Year Filed)	Number of Bills	Status
GM Food Labeling Act	SB 2338 (2014), SB 546 (2013), SB 2079 (2010), SB 1473 (2010), SB 797 (2010), SB 2073 (2008), SB 768 (2007), SB 546 (2007), SB 1763 (2004), SB1702 (2004), SB 604 (2004), SB 120 (2004), and SB 52 (2004)	13	Pending
GMO Restriction Act	SB 1680 (2013), 644 (2010), SB 374 (2007), and SB 1775 (2004)	4	Pending
GMO Registry	SB 1209 (2013), SB 1676 (2010), and SB 2615 (2008)	3	Pending
GMO Liability Act	SB 3231 (2009)	1	Pending
GMO Ban Act	SB 28 (2007)	1	Pending

Source: https://www.senate.gov.ph/lis/leg_sys.aspx?congress=13&type=bill&p=1

Local Ordinances on GM Crops Biosafety

There are local government units (LGUs) which enacted ordinances to ban the entry of GM crops in their locality. For example, City of Bohol enacted Resolution 2003-235 which was passed by the Sanggunian Panglungsod (SP) declaring the province free of GMO. Later, Sanggunian Panlalawigan passed Provincial Ordinance 2003-010 which enumerates the conditions against the entry GMO into the province. With this ordinance, the province of Bohol becomes the first GMO Free Island in the Philippines.

In 2009, the City Government pushed for the total ban of GMO by passing Organic Agriculture Ordinance to ban GMO in the city. In 2010, then Mayor Sara Duterte-Carpio ordered the uprooting of Bt eggplant being field-tested at the UP Mindanao as the proponents allegedly failed to conduct consultations with the city and other concerned sectors. The City later, in 2011, passed a Resolution to ban field testing of Bt Eggplant (Carillo and Padillo, 2015).

As part of the Organic Haven Islands of Mindoro, Marinduque, Romblon and Palawan (MIMAROPA), the both provinces of Mindoro Oriental and Marinduque have a Provincial Environmental Code and Administrative Order also banning the entry of GMOs in their areas. (Espina, 2006)

In 2005, Negros Occidental and Negros Oriental signed a memorandum of agreement (MOA) to become the Organic Island of the Philippines (Espina, 2006). Realizing the MOA, the Negros Occidental Provincial Board passed Provincial Ordinance No. 007 Series of 2007 declaring a ban of GMOs from entering the province. On the other hand, the Negros Oriental Provincial Board passed Provincial Ordinance No. 7 Series of 2010, declaring a ban on GMOs to make the island of Negros the Organic Food Bowl of Asia and maintaining Negros as the training center for farmers from all around the Philippines. This ordinance was tested when a shipment of GMO corn worth P18 million was rejected at Bacolod City port (Novenario, 2018).

North Cotabato, currently the biggest exporter of brown and red organic rice in the country has also banned GM Rice to protect the welfare of the farmers, as well as the health of their constituents. It passed the SP Ordinance 2015-14-005 which bans all GM varieties of rice in its market. This makes North Cotabato as second province in the country to ban the GMO next to Misamis Oriental (Philippine News Agency, 2015).

There are also other provinces and municipalities in the country which have GMO Ban Ordinances such as the Municipalities of Teresa, Cabangcalan, Dumingag, and Sto. Niño. Other provinces and municipalities, although having no ordinance on the direct ban on GMO have enacted Organic Agriculture Ordinance instead, such as the provinces of Mindoro Oriental, Quezon, Negros Occidental, Negros Oriental, Bukidnon, Davao del Norte, North Cotabato, South Cotabato, the municipalities of Dumingag, Sto. Niño, Teresa, Cabangcalan, and the cities of Bais and Bayawan (Arueloi, 2017).

Regulating the GMO War

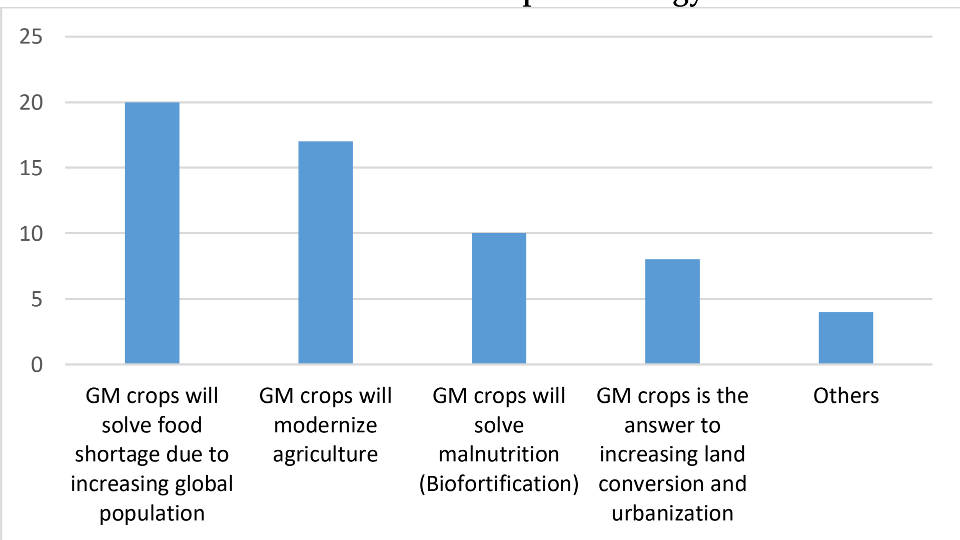
The debates over GM foods focus mostly on uncertainties concerning the potential adverse effects of GM foods on human health and environment. The debates on the GMO can be attributed to the the difficulty of the scientific community in explaining clearly to the public how genetic modification is done, improper dissemination on the GM foods, and inadequacy of evaluation studies of the GM foods (Baulcombe et al, 2014). These contributed to GMO endless debates and GMO war.

On May 2012, the Court of Appeals blocked the field testing of *Bt eggplant* conducted by pro-GMO groups of DA, DENR, UP Los Baños and UP Mindanao because there was no final scientific findings yet as to its health effects, it endanger the health of the people and may destroy the environment and. It upholds the precautionary principle which states that "*when human activities may lead to threats of serious and irreversible damage to the environment that is scientifically plausible but uncertain, actions shall be taken to avoid or diminish the threat*." The petition was filed by Greenpeace and a certain farmers' group called MASIPAG.

In 2015, three years after the CA blocked the field testing of Bt talong , the Supreme Court issued a *Writ of Kalikasan* favoring the Greenpeace Southeast Asia. A *Writ of Kalikasan* is a legal remedy under Philippine law that provides protection against environmental damage of such magnitude that it threatens life, health, or property of inhabitants. This *Writ* was hailed as one of the major victories of Filipino farmers. The SC based its decision on the premise that many countries in Europe are rejecting GE crops and that the country may also do the same until a new regulatory order is issued by the government.

Calling the decision unacceptable, pro-GMO groups such as Crop Life Philippines, Inc (CLPI), Environmental Management Bureau (EMB), International Service for the Acquisition of Agri-Biotech Applications Inc (ISAAAI) and UP Los Baños, filed a motion for reconsideration (MR) together with a new regulatory order as advised. Then, in what is called as the first in Asia, the Supreme Court reversed its 2015 decision and finally allows field testing of GM crops.

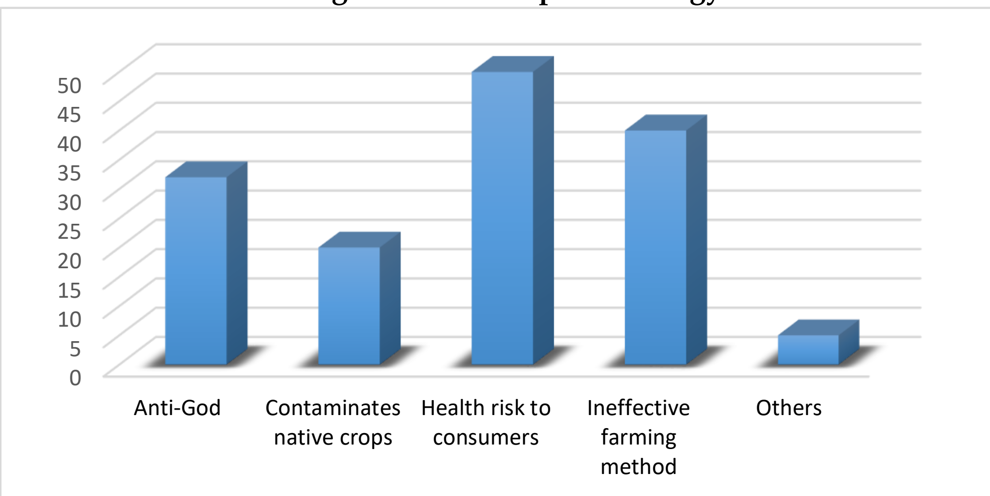
Figure 10.
Benefits of GM Crop Technology



An interview was conducted to key government officials, academicians and other stakeholders on the benefits of GM technology. Accordingly, the government is promoting GM crops because it will solve food shortage due to increasing global population which is projected by the United Nations (2015) to reach from 7.7 billion at present to 9.7 billion by 2050. Likewise arable land for food production per person is estimated to decrease from the current 0.242 ha to 0.18 ha by 2050 due to massive urbanization (Alexandratos, 2012). Another reason is that GM technology is an important tool for modernization and global competitiveness of agriculture in the Philippines to provide farmers with higher yields. Moreover, this technology is perceived to cure malnutrition and vitamin deficiency citing the biofortification of Golden Rice. There are also those who claimed that GM crops will improve socio-economic profile of farmers and will pave way for modern farming method. Figure 10 shows frequency distribution of key informant's response to the reasons why government is promoting GM technology.

On the other hand, anti-GMO groups have countered that the government efforts in promoting GM crops is not the real solution to eradicate food insecurity. Responses from a survey conducted to anti-GMO groups, academicians and consumers pointed revealed that many respondents identifies GM technology as a danger to the health of the consumers because there is no scientific consensus yet on how safe GM crops to humans creating uncontained fear and uncertainty. The study of Bawa et al (2013) and Zhang et al (2016) identified three (3) major health risks associated with GM foods as toxicity, allergenicity and genetic hazards possibly due to expressed proteins of inserted gene, possible disruption of natural genes and activation for toxin production. Further, some respondents said that GM technology is an anti-God, an act of "playing God" with living things. Some respondents also countered that farming using GM seeds is ineffective method because requires special and controlled environment unlike the organic method. Lastly, few respondents claimed that GM crops will contaminate native crops and may cause genetic pollution to native gene pool and disrupt food web. They opined that GM if crops are exposed to nature and cause harm, the government does not have specific mechanism to recall mitigate its unforeseen impact to the ecosystem.

Figure 11.
Risks and Dangers of GM Crop Technology



Aside from these, few respondent stated that promoting food security does not depend on GM crops alone but in the innovative farming system, provision for modern farming infrastructure, and proper agrarian reform to address landlessness (Figure 11).

Institutional Experiences and Program Consequences

In 1990, after the Master Science Plan was drawn by DOST, then President Corazon Aquino created the National Committee on Biosafety of the Philippines (NCBP) through an EO 430 to implement and oversee biosafety compliance. Seven years after, President Fidel Ramos approved the Five-Year Crop Biotechnology Program involving coconut, corn, mango, banana, and papaya. This was followed by the enactment of the Agriculture and Fisheries Modernization Act (AFMA) which stipulates that biotechnology should be part of the agricultural R&D budget. Following the approval of the Five-Year Crop Biotechnology Program, the NCBP conducted the first field tests of Bt corn to test its efficacy against the Asiatic Corn Borer (ACB). This was conducted from December 1999 to March 2000 in Ilocos Norte, Pangasinan, Isabela, Bicol Region, Bukidnon, Misamis Oriental, South Cotabato, Sultan Kudarat and other provinces in Mindanao. The field test exposed NCBP members to engage debate with anti-GMO, attend Congress Session to explain GM technology, and be implicated as respondents in a suit at the Supreme Court. (Mendoza et al, 2009).

In year 2000, Philippines has adopted the Cartagena Protocol on Biosafety which mandates GM crop importers to declare GM goods which before the adoption was based purely on voluntary disclosure (Mendoza et al, 2009). Two years after, the DA issued AO No. 8 which designate functions to evaluate field tests and commercial propagation of GM crops to Bureau of Plant Industry (BPI), and redefined NCBP function to focus on research and development (Mendoza et al, 2009). In 2006, EO No. 514 established the National Biosafety Framework (NBF) which formally identified national competent authorities in charge of biosafety regulation, mandates the constitution of biosafety committee per agency, mandates DOST to regulate contained use experiments while DA BPI to regulate field testing and commercialization (Mendoza et al, 2009). It also stipulated standards for decision making such as the Precaution Principle, Principle of Risk Assessment, Principle of Monitoring and Enforcement, and the Principle of Public Awareness, Education and Public Participation.

In 2001, then President Gloria Macapagal-Arroyo articulated in a policy statement regarding the safe and responsible use of modern biotechnology as one of the means to achieve and sustain food security (Panopio and Navarro, 2011). Thus, having strong political support by the government, the Philippines in 2002 approved the commercialization Bt corn MON 810 making the country as the first and only Asian country to grow a major biotech crop. These events however have elicited controversy where anti-GMO urged the public not to patronize GMOs. This led to hunger strikes, stakeholder protests, use of visual tactics showing a devil holding GM products, and the use of catchphrases for GMO in media as demon seeds, super weeds, tinkering with nature. While scientists were promoting GMO adoption, anti-biotech used print, radio, and television to sow threat to the public that the technology causes baldness, infertility, and homosexuality. The religious sector also conducted a rally raising issues that genetic engineering is unethical and anti-God and GM foods are therefore abnormal or mutant food. This was conducted amidst a controversy that GM corn caused an adverse effect on the health of B'laan tribe of the province. This also prompted local government units (LGUs) to enact ordinances to ban field trials (Panopio and Navarro, 2011).

In May 2003, members of the Southeast Asian Regional Institute for Community Education (SEARICE), Philippine Greens, and Greenpeace protested against the commercial release of Bt corn by holding a month long hunger strike in front of the DA office. On the same year, 200 farmers from Kilusan Magbubukid sa Pilipinas, MASIPAG, Bagong Alyansang Makabayan in Mindanao protested at the Central Mindanao University against the Bt corn field testing. They conducted massive information drive on the ill effects of GMOs. In Isabela province, about 300 church leaders staged a lightning rally in front of Monsanto Marketing Office in Cauayan City, conducted a noise barrage to oppose ongoing Bt corn field tests, and burned a giant paper mâché bug representing Monsanto. A few years later, 150 farmers and priests attended the Peasants-Clergy Conference in Jaro, Iloilo to oppose all GMO programs.

In August 2003, a petition was submitted to the provincial health officer of South Cotobato and to the media regarding health concerns of some members of B'laan tribe of Barangay Landan, Polomolok. Blood samples of 38 farmers were obtained by Dr. Terje Traavik, scientific director of the Norwegian Institute of Gene Ecology and presented his findings in February 2004 at the 7th meeting of the Conference of Parties of the Convention on Biological Diversity in Bangkok, Thailand. To validate these allegations, medical experts from the UP Manila conducted series of dialogue with city council and provincial health officers on the technical soundness of Dr. Traavik's study. With no full report presented, South Cotabato health officials later clarified that the respiratory infection of the farmers was not the effect of GM foods (Peczon, 2009). After this incident, several bills were filed in Congress seeking to limit the introduction of GM crops and investigate alleged corporate influence over the government approval process for Bt corn (PANNA, 2003). Anti-GMO groups also lobbied to persuade local officials to enact ordinances banning GM crops. With this, in August 2005, the Governors of Negros Occidental and Negros Oriental signed a Memorandum of Agreement on the establishment of the "Negros Organic Island." In effect, the Negros Occidental Provincial Board passed Ordinance No. 007 Series of 2007 declaring a ban on living GMOs from entering the province. Anti-GMO advocates such as Greenpeace dressed as chickens circulated a petition urging the Sangguniang Panlalawigan to implement rules and regulations towards an Organic Negros Island. The petition was signed by farmers, students, business owners, workers, consumers, and other citizens of Negros. (Panopio and Navarro, 2011).

After the incident, from 2005 to 2011, there were many events that transpired. In 2005, commercial planting of corn tolerant to herbicide Glyphosate was approved by DA. The Senate also ratified the Cartagena Protocol on Biosafety (CPB) and the National Biotechnology Week (NBW) was launched through Presidential Proclamation No. 1414. It also established the National Biosafety Clearinghouse known as the BCH Pilipinas. The field trial of Bt Cotton was conducted by Philippine Fiber Development Administration (PFIDA) and the field trials of Bt talong and Biotech Papaya was conducted by Institute of Plant Breeding of the University of the Philippines at Los Baños (IPB-UPLB) (Peczon, 2009; ISAAA brief, 2016). The Philippine government likewise established the Biotechnology for Life Media and Advocacy Resource Center (BMARC) to provide an extensive public information campaign on biotechnology. A bi-monthly *Biolife Magazine* was also created to feature recent developments in Philippine biotechnology as well as answers to issues (Panopio and Lapitan, 2009). They government, spearheaded by J. Burgos Media Services , also conducted promotion activities by offering course development and capability building programs to educate the local chief executives and concerned agricultural officers of the vast potential and benefits of modern biotechnology (Fernandez et al., 2007).

In October 5, 2006, the Cartagena Biosafety Protocol was ratified by Senate and came into force on January 3, 2007. The Protocol aims to ensure adequate level of protection in the safe transfer, handling, and use of living modified organisms (LMOs) through Prior Informed Consent (PIC) and the precautionary approach (PA). Under PIC, the exporting State is mandated to inform importing State regarding the its hazards, while under PA, the importing States may decline GMOs on grounds of scientific uncertainty .

In 2012, the Institute of Plant Breeding of the University of the Philippines at Los Baños (IPB-UPLB) conducted Field trials of Bt Talong and Biotech Papaya (ISAAA brief, 2016). Prior to this, studies were conducted on the potential costs and benefits of Bt eggplant commercialization after field trials in the province of Pangasinan and Camarines Sur. This was initiated because eggplant farmers suffer significant yield losses annually due to the Eggplant Fruit and Shoot Borer (FSB) (ISAAA, 2014). When anti-GMO advocates found out that field trials was being conducted without their knowledge, a lawsuit was filed in 2012 to stop its commercialization (ISAAA Brief, 2016). The following year, the Court of Appeals (CA) issued a ruling saying that the introduction of Bt talong into the Philippines poses a grave and present danger to the constitutional right to a balanced ecology and therefore destroys the balance of biodiversity (CA Decision, 2013; Dubock, 2014). The CA also uphold the precautionary principle which states that "when human activities may lead to threats of serious and irreversible damage to the environment that is scientifically plausible but uncertain, actions shall be taken to avoid or diminish the threat." It also noted that scientists have no consensus on the safety of Bt talong and that these divergent views reflect the continuing international debate on GMOs.

In 2013, PhilRice and IRRI discreetly carried out confined field test on Golden Rice. When anti-GMO learned this, 400 protesters trooped to the office of the Department of Agriculture's Regional Office in Pili, Camarines Sur and destroyed an 800 square meter field trial plot of Golden Rice (Berlekamp, 2013). According to the farmers, the direct action was to prevent contamination of their precious traditional and farmer-bred varieties (GRAIN et al., 2018).

On December 2015, the Supreme Court of the Philippines issued a *Writ of Kalikasan* to permanently ban field trials of Bt talong as filed by Greenpeace Southeast Asia et al. It also invalidates DA AO No. 8 series of 2002 due to lack of meaningful public participation, the non-implementation of the Environmental Impact Statement and the absence of standards for risk assessment. It noted that the Order did not provide enough safety guarantee for the environment and the health of people. With this SC decision, the government has cited serious implications. First, stopping the Bt eggplant field trials basically infringes on the academic freedom of the UP Los Baños researchers. Second, on-going field trials for drought tolerant corn will be discontinued even if it was intended for drought due to climate change. Third, permits for GM corn currently planted by more than 400,000 farmers will not be renewed. Fourth, the livestock industry which import million metric tons of soybean and GM corn for animal feeds will be stopped. Fifth, importation of GM soybean, GM canola and GM corn will stop and importers have no choice but to buy non-GMO goods leading to increases in food prices of food products using GM ingredients such as hotdogs, baby food, taho, soy sauce and many more. Sixth, the health sector will suffer because it will stop importing GMO health product such as Hepatitis B vaccine (Crismundo, 2015).

In 2016, complying with the declaration of the SC that contained use, field testing, propagation and commercialization, and importation of genetically modified organisms is temporarily enjoined *until a new administrative order is promulgated*, the government created a Technical Working Group that drafted the new rules and regulations of modern biotechnology to replace invalidated DA EO 8. After extensive consultation, it issued the DOST-DA-DENR-DOH-DILG Joint Department Circular No. 1, series of 2016. The new Circular seeks to address the findings of the Supreme Court for lack of meaningful participation. In this regard, the NCBP decided to expand membership of STRP, to require community representation in Institutional Biosafety Committee (IBC), to post in the Website and in Offices of all applications and their status, to require public hearing and LGU endorsement for field trial and commercial propagation. Likewise, any stakeholders and not just the applicant may appeal adverse decision of the NCBP and to address the absence of standards for risk assessment, NCBP decided to adopt the standard set by the Supreme which is reasonable certainty of no harm. (NCBP, 2016).

With Joint Department Circular No 1 in hand, a Motion for Reconsideration (MR) was filed by GMO advocates. The SC then reversed its 2015 decision because the invalidated DAO 08-2002 was already superseded by new Circular. Thus, the temporary injunction against the field testing of GMOs especially Bt talong or eggplant no longer has basis (Maglungsod, 2016).

Figure 12

Institutional Experiences Versus Program Consequences

Institutional Experiences	Year	Program Consequences
Pres. Corazon Aquino issued EO 430 creating NCBP (Peczon, 2009)	1990	
Pres. Fidel Ramos approved the Five-Year Crop Biotechnology Program and enact Agriculture and Fisheries Modernization Act (AFMA)	1997	
Adoption the Cartagena Protocol on Biosafety	2000	
Pres. Gloria Arroyo issued National Statement on Modern Biotechnology (Peczon , 2009)	2001	Protesters destroyed an going field trial on Bt Corn in South Cotabato (Peczon, 2009)
DA issued EO 8 to regulate importation and release of GMO (Peczon, 2009) Commercial planting of Bt corn was approved by DA (Peczon, 2009)	2002	
	2003	A petition was submitted to provincial health officer of South Cotabato on extraordinary experiences of residents regarding their health which was publicized by media (Peczon, 2009) A Norwegian researcher conducted blood sampling of 38 farmers in South Cotabato (Peczon, 2009)
	2004	Norwegian researcher presented his findings during the 7th Convention on Biological Diversity held in Bangkok (Peczon, 2009)
Commercial planting of corn with tolerance to herbicide glyphosate was approved by DA (Peczon, 2009)	2005	
Ratification of the Cartagena Protocol on Biosafety (CPB) by Senate of the Philippines	2006	
Philippine National Biotechnology Week (NBW) was created by Presidential Proclamation No. 1414	2007	
Philippines launched its National Biosafety Clearinghouse, BCH Pilipinas, (Peczon, 2009)	2008	
Field Trial of Bt Cotton by Philippine Fiber Development Administration (PFIDA) (ISAAA Brief, 2016)	2010	Mayor Sara Duterte-Carpio ordered the uprooting of Bt eggplant being field-tested at the UP Mindanao (Carillo and Padillo, 2015).

Field trials of Bt Talong and Biotech Papaya by Institute of Plant Breeding of the University of the Philippines at Los Baños (IPB-UPLB) (ISAAA brief, 2016)	2012	A lawsuit was filed to halt the commercialization of Bt eggplant. (ISAAA Brief, 2016)
	2013	400 protesters destroyed an 800 square meter field trial plot of Golden Rice in Pili, Camarines Sur (Berlekamp, 2013)
Confined Field Testing of Golden Rice by IRRI (ISAAA Brief, 2016)	2015	SC permanently stopped field testing of Bt eggplant and declared DA-AO 8 null and void.
Joint Department Circular (JDC) No. 1 was issued by DOST-DA-DENR-DOH-DILG (ISAAA Brief, 2016)	2016	SC reversed its 2015 decision which effectively halted the field testing, propagation, commercialization, and importation of GE products in the country. (ISAAA Brief, 2016)
The Fertilizer and Pesticide Authority (FPA) issued Memorandum Circular No. 10 (MC 10) or "Guidelines for the Registration of Plant-Incorporated Protectants (PIPs) in Pest-Protected Plants (PPP) and other Agricultural Pesticidal Substances Derived from Modern Biotechnology	2017	

With this SC decision, the government is allowed to resume the process of deregulating Bt talong eggplant and other GMOs (Conrow, 2016). Likewise, the Circular empowered the Fertilizer and Pesticide Authority (FPA) to regulate transformation event that has agricultural pesticide action which serves as Plant-Incorporated Protectant (PIP) in Pest-Protected Plant (PPP) produced through modern biotechnology. Figure 12 summarizes the institutional experiences and consequences of the programs promoting GM crops.

Challenges of Biosafety Regulation

In the process of implementing the biosafety regulation of the GM crops, there are challenges and consequences. Key informant interviews of different stakeholders revealed the following:

1. **Costs of Greenhouse Testing**. The current policy is that a GM crop has to undergo greenhouse trial before it is allowed to be field tested. This required greenhouse testing will have a large impact on costs especially to the applicants.
2. **Difficult and Long Application Process**. This is the cause of delay for the approval of applications, experiments, field trials and eventually commercialization of GM products. The NCBP biosafety application form contains questions which requires references from scientific literature.

3. **Difficulty of Collaboration between NCBP Members.** The members of the NCBP have primary positions in government and private institutions and serves in part-time capacity. This nature of their appointments limits the frequency of their meetings to evaluate biosafety proposals due to difficulty of finding a common time among the members. In the United States, Australia and New Zealand, members are serving in full-time capacity (Mendoza et al, 2009).
4. **Lack of IBCs Capacity on Decision Making.** It has been observed that some of the IBCs cannot decided upon at their level and have to endorse every issues to the NCBP. There have been reports on the lack of commitment or knowledge on their responsibilities of some IBC members which had caused attendant delay on the approval of biosafety proposals (Mendoza et al, 2009).
5. **Clashes with anti-GMO groups.** Bringing GMO products to the market is difficult because of stringent biosafety regulations plus the fact that some NGOs are campaigning against GM crops. This leads to several hindrances such as numerous dialogues and confrontations with government regulators, scientists and technology developers, LGUs, and NGOs before the GMO products finally reached the market.
6. **Post Harvest Requirement**. It is required that immediately after harvest, plant materials should be heat killed, plowed under or buried in pits in the site which is difficult to farmers if they have a wide area of plantation (Mendoza et al, 2009).
7. **Problem of Public Dissemination**. This is mandatory requirement for field release trials composed of three layers of dissemination scheme which are Public Consultation in areas where the field trials will be conducted, posting of Public Information Sheets (PIS) in the community where the field trial will be conducted, and publishing of PIS for 2 consecutive weeks in a daily newspaper of national circulation. This requirement is time consuming especially if the public is not cooperative, or if the public is already indoctrinated by the anti-GMO groups.
8. **Security Problems in Maintaining Field Sites**. One requirement for the field trials is that the site should be secured against stray animals and unauthorized entry. But even with fences and guards, there were cases when plants were still uprooted and destroyed. Thus, maintaining security is very costly to the farmers.

9. **Strong Anti-GMO Campaign**. This is one of the main problems members of the NCBP is facing at present. The simultaneous conduct by the anti-GMO advocates for a strong campaign against GMO was the reasons of the delay of field testing of Bt eggplant in the past. Their campaign usually resulted to summons to attend congressional investigations.

Conclusions

The Philippine experience in approving GM crops for commercialization took almost 16 years, that is from 2001 when field trials were done in South Cotabato, up to 2016 when the SC finally allowed GMO introduction in the country. One can say that the experience was a turbulent one, where every move of government was matched with violent reactions such as destruction of property, uprooting of GM crops, media black propaganda, lightning rally, a noise barrage, burning of a giant paper mâché bug, a religious crusade and hunger strike, among others. When all these have precipitated, anti-GMO groups hatched a long legal battle in court, lobbied or circulate petition for LGUs to enact ordinances banning entry of GMO, or persuade Congressmen to file a ban for GMO importation.

On the other hand, the government responds by launching a multi-media and multi-sectoral approach to public information campaign on biotechnology, or publication of magazines to feature recent developments in Philippine biotechnology to answers issues related to the technology. Aside from these, government offered course development and capability building to educate local officials. Members of NCBP also participate in Congressional hearings when summoned to explain the benefits of GMOs or go out in public to participate in a heated debate with anti-GMO groups.

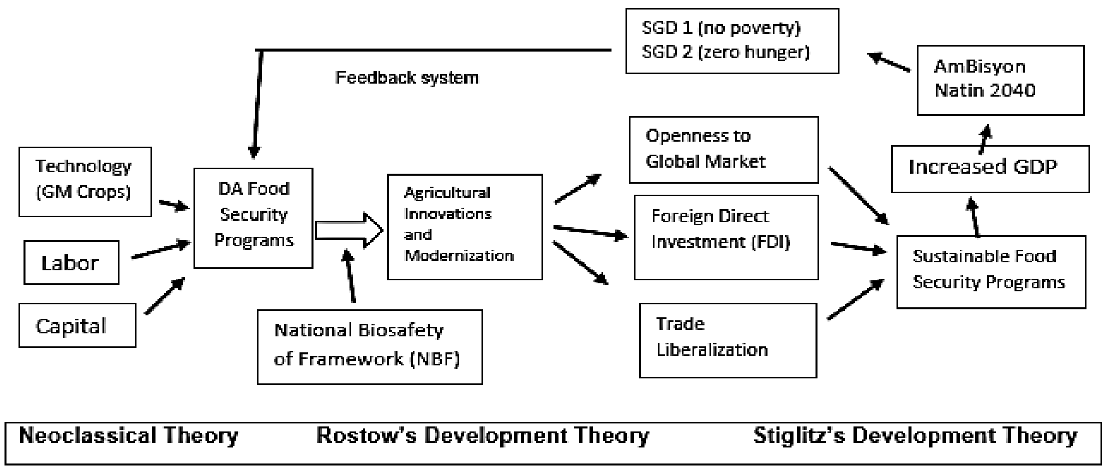
Though lacking with biosafety rules, the Philippines attempted to start the field testing of Golden Rice in 1998 but it did not push since one of the necessary condition attached to the agreement with Golden Rice licensees is that no field releases may take place in the absence of a national regulatory framework. These events are bold steps in the middle of an era where other Asian countries are still groping in the dark on how to govern GMO debate, when other countries are likewise reconstructing biosafety regulatory mechanisms, or conducting researches, or tightly dealing with black propaganda of media outfits that focused more on uncertainties rather than the benefits the technology offers.

From these experiences, regulators should learn that acceptance of this technology requires smooth and transparent communication process. The turbulent consequences was a result of insufficient public awareness and lack of understanding of what biotechnology is all about. Such brought uncontained fear which if proper intervention was initiated, violent resistance may have been neutralized. A well-informed media, and a dynamic collaboration among public and private sectors will prevent such scenario. In fact, this meaningful public participation, dialogue or public discourse was pointed out by the SC when it invalidates DAO 08-2002. The discreet act of the government in conducting field trials or commercial propagation of GM crops (e.g Bt corn and Golden Rice), before making the project public provoked violent public resistance and long legal battle. Aside from mere posting and publication of notices and information sheets, a wider public participation means an agreement or consensus should be reached between two clashing of interests. The long legal battle as in the case of Bt talong, is due to the lack of clear understanding on the benefit and risk of biotechnology.

The Philippine experience suggest that a successful biosafety regulations have the following components: the regulatory policies should be science-based, presence of a flexible and transparent guidelines, a just procedures that cater to all stakeholder, a consistent biosafety review processes for regular monitoring of risk, an effective feedback mechanisms for monitoring, a smooth communication and awareness, a strong political support and a vigilant scientific community. Truly, GMO has an enormous impact to the food security program of the country because it addresses the many problems of a failed agriculture and has a high potential to fight poverty, hunger, and malnutrition vis-a-vis economic benefit to farmers due to increased yield.

While there are laws such as the Food, Drug, and Cosmetic Act (RA 3720) and the Customer Act which protects the public from hazardous food, drug, cosmetics and other commodities, there is still no Philippines law that touched biosafety regulations of GMOs. Thus, Congress should immediately enact a law this is becoming a worldwide governance concern. There are many pending bills in Congress which are not acted upon because the legislators either do not know the importance of the bill or are not interested in modernizing agriculture practices. And it is worth mentioning that these bills are in conflict with the biotechnology program of the national government to promote GM crops as they either ban entry, or penalize importation and introduction of GM crops. Likewise, there seems to be contradicting claims between the Philippine Food and Drug Administration (FDA) when it issued a statement attesting to the safety of GE and GE derived foods, while on the other hand pending bills are requesting mandatory labeling of GM foods.

The government should likewise provide the public with a national road map for the adoption of modern biotechnology to enlighten the public on the perceived outcome of this technology. Below is an example of a roadmap which will give the public a bird's eye view on the government's ultimate goal to promote this technology.



The national roadmap is anchored on the neoclassical theory which states that the drivers of the economic development are the right amount of capital, labor and technology, which in this case is the GM crop technology. With the proper biosafety measures of the NCBP, modern biotechnology will transform the country's food security program into innovations and modernization of the agricultural sector which will allow the Philippines to take off into a higher stage of development according to Rostow's Development Theory. Thus, removing protective laws (tariff, quota and other importation taxes) on GM seeds and goods will allow free flow of GM goods to the country and promote exchange of information. This is accordance with the Development Paradigm of Joseph Stiglitz (1998), openness to global market will give the country a comparative advantage because building relations highly developed countries will always result in learning, lessons which can be applied to the Philippine domestic market. Eventually, this will lead us to a sustainable food security program, an increase of Gross Domestic Product (GDP) and consequently realize AmBisyon Natin 2040 and Sustainable Development on the eradication of poverty and hunger.

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Transmigration Policy in the Context of Autonomy Era in East Kalimantan

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Abstract

Transmigration in Indonesia is perceived as an important approach to improve welfare; however, this policy has also been a subject of criticism. Along with the enactment of the Regional Autonomy Law, the transmigration policy changed from centralized to decentralize. That is, the regional government has a large role in making decisions on the implementation of transmigration. The national transmigration program was rejected in several transmigration destinations in Indonesia. Nevertheless, transmigration is still recognized as one of the programs that can improve people's living standards and one of the ways to develop the region. This paper discusses the role of transmigration in the development process in East Kalimantan Province and various issues related to interactions between local communities and transmigration communities as migrants. The sources of data and information in this paper are reviews of various research reports, journal articles, books, and other supporting documents.

Keywords:

East Kalimantan; the autonomy era; the early Otonomy era; decentra Sociology Department, Faculty of Humanities and Social Sciences, Khon Kaen University, Thailand lization; centralization.

Introduction

In the context of regional development in Indonesia, the implementation of transmigration as government policy plays an important role. The impact of population displacement held by the government directly affects the economy. Through the transmigration of economic mechanisms took place because the displacement of the population between regions was assumed by the interaction between supply and demand of residents. In this case, the population is a human.

Formally, the province of East Kalimantan is a region with a small population (SUPAS, 2015). Therefore, the Government of Indonesia made this province as the destination location for transmigration. East Kalimantan Province officially became the destination area of Transmigration since 1954. The first number of Transmigration families stationed in the province of East Kalimantan was 1.508 family heads. The placement of trans-migrants in the province of East Kalimantan took place in two phases: (1) from 1954 to 2010 and (2) again starting in 2018. That is, in East Kalimantan province, from 2011 to 2017, there are no trans-migrants placement originating from other provinces or islands from Indonesia. Total population transfer in East Kalimantan province 71.367 head of the family (Disnakertrans, 2019).

Transmigration in the era of its regional autonomy can be divided into two parts. First, the implementation of transmigration in the early era of regional autonomy is still characterized by a centralized because it is still under law No. 15 of 1997 on Transmigration. Second, the implementation of transmigration after the enactment of law No. 29 of 2009 about the amendment of law No. 15 of 1997 on Transmigration. The implementation of transmigration in the second part is the implementation of decentralization. A decentralized is a source for the renewal of the transmigration program. In the sense of decentralization leads to shifting authority on transmigration. In the era of the regional government, autonomy has a major role in the implementation of transmigration, so it is with indigenous peoples as landowners of Ulayat (customary land). Both groups had a relationship in the decision making of transmigration.

This paper will discuss the role of transmigration in the development of the province of East Kalimantan and examine issues related to the interaction between local communities and the transmigrant community as migrants.

The study of transmigration in the era of regional autonomy was provided by Junaidi, Rustiadi, Sutomo, and Juanda (2012). They argue that the study of transmigration of the regional autonomy era still has not much focus on the knowledge after the coaching period (between 5 to 6 years) and after being the definitive village. Previous transmigration studies tend to illustrate the development performance of transmigration during the construction period, i.e. after placement of up to 5 or 6 years. This condition results in difficulties in obtaining information about what is happening after the construction process. Likewise, there is difficulty to assess the sustainability of success or the failure of transmigration development.

According to Yuminarti (2017), the difference in the definition of transmigration based on regulations before and after the regional autonomy Era is related to the point of view of interest used to make definitions. The definition of transmigration before the regional autonomy Era, the perspective used tends to follow the interests of government governments. Meanwhile, the definition of transmigration after the regional autonomy Era tends to follow the interests of transmigrants. Precisely, the definition of transmigration before the Era of regional autonomy is the removals of the population from one area to settle into another area for the development interests of the country or the reasons deemed necessary by the Government. The definition of transmigration after the regional autonomy Era is more defined on the voluntary displacement of residents to improve welfare and settle in the Transmigration site held by the government.

Methods

This research was conducted in East Kalimantan province. As the location of the transmigration placement, the province has had a long journey (since 1954). The long journey of Transmigration in East Kalimantan Province is a part of the long journey of transmigration in Indonesia. Chronologically, the transmigration journey in Indonesia is associated with the Government profile (Setiawan, 2010; Dahlan, 2014; Pratiwi, 2016).

This paper uses a descriptive analysis method to describe the facts and conditions as well as the nature of various relationship phenomena in the field. The sources of data and information in this paper are the results of the literature study of various research reports, articles, books and supporting documents, as well as the author's experience when conducting research related to the topic of transmigration.

The method used to support this paper is a descriptive method with the comparative analysis used to compare the implementation of Transmigration program in the early era of regional autonomy and the implementation of the Transmigration program after enactment Law No. 29/2009 in the era of regional autonomy and conditions of socio-economic of transmigration locations in East Kalimantan.

Results and Discussion

East Kalimantan Province was established under Law No. 25/year 1956 as an autonomous Region, and based on BPS data (2017) consists of 7 regencies and 3 municipalities; 103 subdistricts; 834 Village; and 198 Urban Village. The total land area of East Kalimantan Province is 127, 346.92 km2. The boundary of East Kalimantan Province in North Kalimantan in the north, Makasar Strait (Makassar Strait) and the Sulawesi Sea (Sulawesi Sea) in the east, South Kalimantan in the south, and West Kalimantan, Central Kalimantan, and Sarawak in West (BPS, 2018).

In 2018, inhabitants in East Kalimantan province was 3,648,835 inhabitants (BPS, 2019). The island of Kalimantan has sparsely inhabitants (Abdul, 1987; Bappenas, BPS, and UNPF, 2013). It is reflected by the average population density of about 24 peoples per square kilometer (BPS, 2019).

Nevertheless, East Kalimantan Province has relatively many resources, such as land, forest, sea, and river. The provincial position of East Kalimantan is located on the International Sea transportation route as it borders the Strait of Makasar and the Sulawesi Sea is very strategic for international trade. While the topographical condition of East Kalimantan province is dominated by hilly land (73.14 percent of the total region) so the potential for annual crop cultivation activities and conservation areas. While the land is flat up to ramps 26.86 percent of the total region. Land like this is suitable for the cultivation of food crops. The soil type in East Kalimantan region majority of podzolic land suitable for the agricultural business, garden with mixed plant type, vegetable crop, and forest. East Kalimantan Province has 157 rivers large and small, as well as 18 lakes. Season in East Kalimantan there are two namely droughts and rain. The flagship sector of East Kalimantan Province is mining, plantation, and forestry.

Based on the explanation of government regulation No. 56/year 1958 on the fundamentals of the implementation of transmigration is indirectly informed that East Kalimantan province is one of the areas of transmigration destination. Thus, the transmigration program in the East Kalimantan region after the period of Indonesian independence has begun before the enactment of the regulation, namely the year 1954 (Disnakertran, 2013).

The implementation of Transmigration in East Kalimantan province after the period of independence of Indonesia has lasted from 1954 and last in 2018 (Disnakertrans, 2019). Nevertheless, based on the meeting of the Directorate General of the District and Development settlement of Transmigration (2018), there is a description that East Kalimantan province is one of the provinces that convey the development proposal and Remigration placement in 2019 in the region

As an illustration of the transmigration placement of the old order Era until the regional autonomy Era is shown through table 1.

Table 1.
Placement of transmigration from the old order Era to the regional autonomy Era in East Kalimantan province

No	Era	transmigration settlement units	Amount of households
1	Old Order (1950-1968)	17	4,733
2	New Order (1969 -1996)	172	277,246
3	Area Autonomy (1997- 2018):	41	8,738
	The early area autonomy (1997-1999)	7	5,733
	The area autonomy (2000 – 2018)	3	3,005

Source: Regional Office of Manpower and Transmigration Department, 2019.

The Transmigration Program, which was conducted after Indonesia's independence in East Kalimantan province, passed the old order Era, New order, and regional autonomy. In the implementation of the transmigration in the old order Era the Committee was formed in 1948, but the first departure of Transmigration was held in 1950. The organizers of the transmigration program are the transmigration offices under the auspices of the Ministry of Labour and Social. In the old order Era, the purpose of transmigration was aligned with political objectives. It was because the old order government was busy defending the independence and improving the economy. The legal basis for the transmigration of the old order Era is Government Regulation (PP) No. 56/year 1958, then confirmed with the government regulation of the Substitute Law (PERPU) No. 29/year 1960 on the fundamentals of the implementation of transmigration Which mentions that the purpose of transmigration in the era of the old order is to improve the security, prosperity, and welfare of the people, as well as to strengthen the sense of unity and unity of the nation by opening natural resources and cultivated the land; Reduce population density by populating population in sparsely populated areas. The statement suggests that

Transmigration has political objectives in addition to demographic objectives. Although the purpose of transmigration refers to the prosperity and welfare of the people associated with economic objectives, the goal is not yet fully implemented. The important change in the transmigration policy of the old order era is the Government of the Republic of Indonesia, in this case, the government of President Sukarno, explicitly relocated the population to meet the political objectives. The transmigration policy becomes a part of the country's strategic policy to reduce potential social and political tensions. On the other hand, transmigration is regarded as a tool to diffuse the population of different ethnic groups to form a homogeneous cultural identity and enhance national integration. The categories of old-order era transmigration formally consist of General transmigration, Special transmigration, regional transmigration, and spontaneous transmigration.

General transmigration is the transmigration of the dense I-level areas to Another level I areas hosted by the government. Special transmigration is the transmigration of one area of level I to another level I region with the organizer of the relevant autonomous region. The regional transmigration is transmigration within the area of one level I area organized by the area. Spontaneous transmigration is transmigration that takes place on its own business than it is concerned.

In the era of the old order, East Kalimantan Province provides a location of transmigration in the area of Balikpapan, Samarinda, Penajam Paser Utara, Kutai Kartanegara, and West Kutai. This type of transmigration in the majority of this era is spontaneous transmigration stationed in West Kutai Regency. The second type of transmigration is General transmigration with the location of the placement in t Samarinda, Balikpapan, Kutai Kartanegara, and Penajam Paser Utara. The third type of transmigration is special transmigration i.e. transmigration of SOB (Staat van Oorlog en Belig) prisoners. They were stationed in Samarinda and Kutai Kartanegara. These transmigrants were transferred to become farmers who manage their land.

Transmigration in the New Order Era is organized by the Department of Transmigration and Cooperatives with the orientation of demographic transmigration development. The legal basis for the implementation of such transmigration is Law No. 3/year 1972 concerning the basic provisions of transmigration and Government Regulation (PP) No. 42/year 1973 on the implementation of transmigration. In line with a change of view of the orientation of transmigration development, there have been changes in the transmigration organizers. When the orientation of the development of transmigration is not only the distribution of population but has been programmed towards linkage with regional development programs and other sector development then the Institute of Transmigration organizers is the Department of Labor, Transmigration, and cooperatives. At this stage, there is the development of transmigration "Bedol Deso" which is the displaced population because it is exposed to development projects. Besides, the implementation of transmigration began to be well-organized because of coordination between related agencies. When the orientation of transmigration development shifts from social to the economic aspect, the transmigration is handled by the Ministry of Manpower and Transmigration. The transmigration organizers further changed in 1983 because it became its department of the Transmigration department. During its department, the orientation of transmigration development is directed to the improvement of the quality of the transmigration settlements and develop other business patterns besides food crops such as industrial plants, PIR plantation, industrial services, Fisheries, livestock, and the abrogation of cooperation with the private sector. Another change that occurs is related to the project funding policy which once occurred three years of budget to be a valid one year budget. When the orientation of transmigration development continues to continue agriculture and further improve the pattern of the plantation, fisheries, and industrial plantation, the transmigration implementation is the responsibility of the Department of Transmigration Development. The orientation of transmigration development is again changing towards supporting regional development, expanding the spread of population and labor, improving the welfare of the transmigrants and society in general, and strengthening unity and unity of the nation. At this stage, there is a type of transmigration called Swakarsa Mandiri transmigration (TSM).

Transmigration in the New Order Era is regarded as an important policy because it can be a tool to accelerate the process of national integration. Therefore, the transmigration policy has an important role in the provision of human resources and placement in areas that are sparsely populated so as to support defense and security in the region of Indonesia. The transmigration program in the New Order Era is one of the government's mainstays programs.

The purpose of transmigration is not solely for the transfer of the population but also focuses on food self-sufficiency. It has consequences of opening the transmigration area then expanded; Reached the peak of success and gained support from the government of Indonesia, the World Bank, the Asian Development Bank, and Western countries..

In the era of the new order are known two categories of transmigration, namely General transmigration and spontaneous transmigration. General transmigration is the displacement of the population that all the costs borne by the Government and given facilities in the form of two hectares, houses, and agricultural equipment and the cost of the first 12 months for the region, the first 8 months in Paddy fields. The allowance for transmigrants is borne by the Government. While spontaneous transmigration is a displacement of population organized from the originating region to the destination by the government, the fare is borne by the transmigration participants.

The location of transmigration resettlement of the new Order Era in East Kalimantan province is scattered in the area of Samarinda, Penajam Paser Utara, Paser, East Kutai, Kutai Kartanegara, West Kutai, Berau, and Balikpapan. While the type of transmigration in East Kalimantan Province in the New Order Era is General transmigration, the Trans Forest crop industry, spontaneous transmigration, and PIR-Trans.

The implementation of transmigration in the era of regional autonomy was laid as components of regional development and regional development. Therefore, the Transmigration program is not only demographics but also has a purpose for regional development. The methods applied are no longer centralized and top-down from the central government, but rather based on inter-regional cooperation. Also, the locals were given a great opportunity to become transmigrants with a portion of up to 50 percent, which could even be more than 50 percent.

The enforcement of law No. 22/year 1999 which was then refined by law No. 32/year 2004; and law No. 25/year 1999; and regulation of the government of INDONESIA No. 25/year 2000 marked the change of authority between central and local governments. This condition also changes the paradigm in conducting transmigration.

Paradigm Change at the transmigration policy level affects the implementation of transmigration in the area, including in the province of East Kalimantan. The placement of transmigration in the province of East Kalimantan in the regional autonomy Era used a comparative pattern of 50 percent of the indigenous or immigrant population and 50 percent of the local population or local population. Also, the Province of East Kalimantan adopted a comparison of 60 to 70 percent of the indigenous population and 30 to 40 percent of local population. In the Era of regional autonomy, the provincial government of East Kalimantan placed Transmigrants in Berau Regency, West Kutai Regency, Kutai Kartanegara Regency, East Kutai Regency, Paser regency. The transmigrants are working on a pattern of wetland food crops (TPLB), dry land food crops (TPLK), and plantations.

Related to the method of cooperation between regions that is applied to the implementation of the transmigration of the regional autonomy Era, the provincial government of East Kalimantan established a cooperation agreement with the province of East Java, West Java, Banten, Bali, Nusa Tenggara Timur, Nusa Tenggara Barat, Jogyakarta, Central Java, and Lampung.

The implementation of the regional autonomy Era transmigration in East Kalimantan province is based on law No 15/year 1997, Act No. 29/year 2009, and government regulation No. 3/year 2014. According to law No. 15/year 1997 it contains information that the Transmigration program is positioned as an integral part of national development. Therefore, the law mentions that the main purpose of the Transmigration program is to improve the welfare of the transmigrants and surrounding communities, to improve and detail regional development, and to strengthen unity and Unity of the Indonesian nation. In other words, the information suggests that the transmigration program is not merely a population transfer but also an effort to develop the region. Thus the law No. 15/year 1997 has not positioned the Transmigration program as part of the regional development. After 12 years later, the law No. 15/year 1997 changed with the enactment of law No. 29/year 2009. The law No. 29/year 2009 informs that in governance there has been a change in the centralized approach to desentralistik by adhered to the autonomy of the Azas. The Desentralistik approach provides greater authority to local governments to carry out governance and development functions, including the responsibility of local governments in the implementation of transmigration. Further implementation of the transmigration of the Era of regional autonomy is confirmed by the enforcement of government regulation No. 3/year 2014.

Noting the explanation above, the author needs to draw firmly the era boundaries for the study. So far there is a legal basis confusion implemented to assess the implementation of transmigration and further livelihood in the regional autonomy Era. As if the early regional autonomy Era has used a decentralized approach. The rules used are still centralistic. That is, at the beginning of the regional autonomy Era transmigration is still determined by the central government. However, it needs legitimacy from local governments and indigenous peoples and religious figures to reduce potential policy conflicts. The condition will affect the data collected for the sustainability study of the transmigration development conditions.

Conclusion

Transmigration regulation is made to respond to previous regulations and adjusted to the development of the local situation. Because in general, transmigration programs help governments, both central and regional, in regional development. To achieve these objectives, the integrated system and planning are required to ensure the improvement of the living standards of trans-migrants and surrounding communities.

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Analysis of Local Economic Potential and Economic Competitiveness in Surabaya City

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Abstract

Law Number 23 of 2014 concerning Regional Government clause 29 verse 5 explains that "The strategy for accelerating regional development as referred to in clause (4) covers the priority of development and management of natural resources in the sea, acceleration of economic development, socio-cultural development, humans development resource, development of customary law related to sea management, and community participation in development. Economic growth is one indicator of economic success in Indonesia, but in the course of economic growth there are several economic problems. The main economic problems according to Adisasmita (2005: 201) are (i) consumption; (ii) production; (iii) distribution; and (iv) growth. Economic growth of Indonesia depends on the production of goods and services in the real sectors produced. Surabaya is the second largest city after Jakarta in Indonesia, it is important to explore local economic potential and regional economic competitiveness to encourage the acceleration of the regional economy. The potential of local economic may not be competitive with all districts in the East Java Economic Province. Location Quotient and Shift Share analysis can be a basic calculation method for determining the acceleration of economic development in a region. Based on the Location Quotient analysis, it can be seen that the three main potentials of the local economy are the company's service sector (LQ = 3.056); and the sector of providing accommodation and food drink (LQ = 2,818); financial and insurance sector (LQ = 1,937). While the three main sectors that are competitive are large and retail trade (SS = 11,172.2); car and motorcycle repair sector (SS = 8,113,6); and the sector of providing accommodation and food drink and processing industries (SS = 7,616,7). It can be concluded that the leading sectors and competitive sectors can be used as the basis for accelerating the economic development of Surabaya City.

Keywords:

local economy; economy potential; competitiveness

Introduction

The national development planning system in Indonesia as stipulated in Law number 25 of 2004 concerns about the national development planning system divides the scope of planning in a systematic and integrated manner. Integrated meaning can be interpreted as alignment of development planning between spaces (time) and between levels of government. According to Tjokroamidjojo, planning is considered as a way to achieve goals well, one of the benefits of planning is "by planning an estimate (forecasting) is carried out on things during the implementation period to be passed. Estimates are carried out regarding the potential and development prospects, also recognize the risks that may be faced. Planning organized so that uncertainty can be limited as little as possible "(Sudriamunawar, 2012: 67). The development of the implementation of development today, the target of planning is not only planning to overcome economic problems but more associated with a healthy overall economic process. The state's development process is not only in the planned economic field but also in the social sector and must be planned in a comprehensive and balanced manner.

Economic growth is a very important indicator to know and evaluate the results of development carried out by a country, especially in the economic field. Economic development in Indonesia has been pursued and has been going on since independence with various economic development strategies, policies and programs to realize prosperity for the entire community. During the more than seven decades of Indonesian independence, prosperity was only felt by a small proportion of the population, while poverty, backwardness and helplessness were still felt by most of the population who should have the right to prosperity and be treated fairly. In accordance with the contents of the 1945 Constitution clause 33 verse 4 states that "The national economy is organized based on economic democracy with the principle of togetherness, efficiency, justice, sustainability, environmental insight, independence and by maintaining a balance of progress and unity of the national economy".

Indonesia's economic recovery occurred in 2000-2004 with an average growth of 4.6% per year. The acceleration of excellent economic growth is ahead of 2011 due to increased household consumption (amid strong per capita GDP and consumer purchasing power) and the explosion in commodity prices. But in 2011-2015, an economic slowdown emerged that caused concern. The World Bank stated that the growth of Indonesia's economic growth was due to still having consumer power that drove the economy and significantly triggered the growth of domestic and foreign investment. At the end of 2017, the World Bank said that 52 million Indonesians are into the middle class category which has a large potential to contribute to the growth of the economy. Indonesia's statistic, growth of Gross Domestic Product (GDP) in 2007-2018 can be seen in table 1.

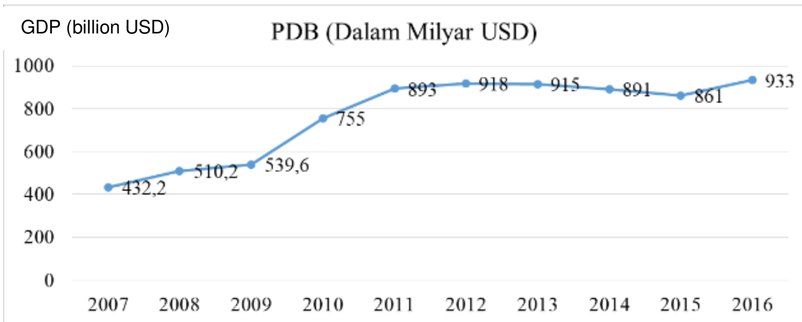
Table 1.
Growth of Gross Domestic Product (GDP) in 2007-2018

No	Information	2010	2011	2012	2013	2014	2015	2016	2017	2018
1	GDP (In Billion USD)	755,0	893,0	918,0	915,0	891,0	861,0	933,0		
2	GDP (% annual change)	6,2	6,2	6,0	5,6	5,0	4,9	5,0	5,1	5,17
	GDP Per Capita (In USD)	3,167	3,688	3,741	3,528	3,442	3,329	3,603		

Source: World Bank

GDP is basically the amount of added value produced by all business units in a particular country, or is the amount of added value produced by all business units in a particular country, or is the amount of the value of goods and final services produced by all economic units. One indicator of economic growth is Gross Domestic Product (GDP) both on the basis of validity and constant prices. The following is an overview of GDP from 2007-2016 in billion USD.

Figure 1.
Gross Domestic Product in 2007-2016



Source: World bank

The economic growth of a region can be seen through various impacts from several indicators that support economic activity. Some indicators of economic development are the Human Development Index (HDI), the percentage of poor families, the open unemployment rate and the inflation rate. Reflect on the vision of the East Java Long Term Development Plan (RPJPD) 2005-2025, namely the realization of East Java as the "Leading Agribusiness Center, Global Competitiveness, and Sustainability", through five stages of periodization. The 2014-2019 period is the third phase of mid-term development based on the implementation, achievement, and sustainability in the first and second stages of development aimed at emphasizing on the achievement of competitiveness in economic competitive based on the superiority of quality natural resources and human resources, as well as scientific and technological capabilities which continues to increase. Attractive economic dynamics in the previous stage was strengthened by expanding the reach of the working network of economic activities that were not national scale but also international.

During the last five years, Surabaya's economy has been able to grow stably in the range of 6% up to 7%. The economic growth rate is higher compared to the average economic growth of East Java and national. Although Surabaya's economic growth experienced a slowdown since 2014-2015 which in around 6% due to the factor of global economic instability. The following is the problem of the quality of economic growth according to the Surabaya City Medium Term Development Plan (RPJMD) in 2016-2021:

1. Economic growth has not been followed by an increase in employment, indicated by high unemployment;
2. Economic growth has not stimulated the occurrence of equal distribution of income between regions as indicated by the index of regional inequality which is still high;
3. The highest economic growth in Surabaya City is supported by the category of business fields, non-tradables (sectors that do not absorb a lot of labors) and the elasticity of economic growth in absorbing workers is getting lower;
4. The economic growth of Surabaya City still has not been able to contribute to poverty alleviation problems.

By referring to Surabaya City, Gross Regional Domestic Product (GRDP) in 2013-2017, it can be seen the superior sectors and non-superior sectors and also the highly competitive sector and the low competitive sector. In accordance with Ratnasari's opinion in her journal, "with a combination of economic base sector approach and empirical experience, it is hoped that integration between the base sector and the non-base sector can be realized as an important element in driving economic growth in the future" (Ratnasari, 2014: 21). The basis of economic development planning can be used as a basis for the model of economic development plan in Surabaya city.

Methods

The data analysis technique in this research in a quantitative approach uses analysis of data location quotient (LQ) and shift share (SS). The first thing the researchers did was analyze the potential of the local economy by using LQ analysis techniques. After the LQ results are known, then the shift share (SS) analysis is carried out to find out in detail the economic growth of Surabaya Regency. After LQ and SS analysis are done, the conclusions can be drawn.

Location quotient (LQ) is intended to find an overview of the capabilities of the development sectors in a region in supporting the development process in the region. According to Hafizrianda and Daryanto, "LQ is a simple indicator that can show the strength or size of the role of a sector in an area compared to the other or the reference area" (Hafizrianda and Daryanto, 2010: 20). "In LQ techniques various variables (factors) can be used as indicators of regional growth, for example employment (labor) and gross regional domestic product (GRDP) of an area" (Adisasmita, 2008: 21). The following is a formula for calculating the location quotient (LQ):

$$\textbf{Formula} \rightarrow \textbf{LQ} = \frac{x_{ir}/x_r}{x_{in}/x_n}$$

Formula description:

LQ = Location Quotient

Xir = "i" sector GRDP value at the lower regional level

Xr = Total GRDP at the lower regional level

Xin = "i" sector GRDP value at the upper regional level

Xn = Total GRDP at the upper level

Shift share analysis describes the performance and productivity of the sectors in the economy of a region by comparing it with the performance of sectors in one region above (provincial / national). This analysis compares the rate of growth of regional economic sectors with higher levels of economic growth. Using shift share analysis can be seen changing in economic structure during certain observation periods. To get the shift share results, it is necessary to calculate first, the three components of shift share, namely national share (NS), Industry-Mix and Competitive Position. The following is the formula for calculating the shift share and its components:

Formula → Dij = Nij + Mij + Cij

To calculate shift share analysis, components are needed to calculate into one shift share unit. The calculation formula for shift share analysis components is as follows:

Nij = Eij * (Rn-1)

Mij = Eij * (Rin-Rn)

Cij = Eij * (Rij-Rin)

Formula description:

Dij = economic shift from sector i region j in a period of time (one year)

Nij = level of national development sector i area j (National Share)

Mij = mixed industry sector i region j (Industrial Mix)

Cij = superiority competitive sector i region j (Competitive Position)

Eij = value of sector i region j in the initial year of analysis

Rn = total higher speed of regional development

Rin = the level of development of the sector i in the higher level region

Rij = level of development of sector i in region j

After the results of the LQ and SS analysis are known, a method is needed to draw analysis conclusions. The researcher used the overlay analysis method to draw conclusions. The overlay analysis method is the method used to determine the leading sector by combining the results of the shift share analysis method and location quotient (LQ). The purpose of this overlay analysis is to see a description of potential economic activities based on contribution criteria (analysis of location quotient) and growth criteria (shift share analysis). In this overlay analysis there will be four possibilities:

1. If growth (+) and contribution (+), then the sector is quite dominant so it must get priority in development;
2. If growth (+) and contribution (-), then the sector is undergoing development so that it needs attention to increase its contribution in determining GRDP;
3. If growth (-) and contribution (+), then the sector is experiencing a decline so it needs to be spurred on growth;
4. If growth (-) and contribution (-), then the sector is not potential so it is not feasible to be developed (Arsyad, 2010: 393).

Result and Discussion

The basic problems for central and regional governments in Indonesia are poverty, inequality, unemployment, infrastructure and low quality of human resources. Many problems that occur can be overcome by encouraging economic growth as a move spirit with uses in exist economic potential. The economic potential that can be maximally utilized can improve other sectors so that it can have an impact on regional competitiveness. Mrs Hicks argues that "the problem of underdeveloped countries involves the development of sources that have not or have not been used, the use of this problem is well known, while the problems of developed countries are related to growth, because most of their sources are known and developed to a certain extent" (Mrs. Hicks in Jhingan, 2014: 4). Factors that can increase economic growth are natural resources, capital accumulation, government organizations, technological progress, division of labor and scale of production, social, cultural and political organizations.

The instrument that has the most impact on people's welfare is the development of the local economy as a move spirit of accelerated regional development. According to Blakely and Bradshaw (2002), "local economic development is the process by which local governments and community organizations are involved to encourage, stimulate, maintain business activities so as to create jobs". In line with Blakely and Bradshaw's opinion, the World Bank believes that "the goal of local economic development is to build regional economic capacity, improve the economic future and quality of life for all people" (Merauje, 2017: 44). The government, business / non-government sector and the society can work together to collaborate to create better conditions for creating employment and increasing competitiveness to promote sustainable economic growth.

One of the important objectives of planning in underdeveloped countries is to increase the pace of economic development (Jhingan, 2014: 519). While economic development planning means directing or regulating economic activities by increasing the rate of capital formation, increasing income, savings and investment, exports and imports as well as fiscal and monetary policies.

Practically, the planning approach can be done by means of a sectoral approach and regional approach. According to Taringan (2012: 33), "a sectoral approach with focuses on the sectors of activity in the region. This approach classifies economic activities based on the same sectors or considered similarity.

Development planning with a sectoral approach which all economic activities in the planning area are grouped into sectors that can be analyzed one by one of each sub-sector. Sector is a collection of activities or programs that have similarities in characteristics and objectives to make easy for calculations in achieving macro objectives. According to Taringan, "Every sector sees from its potential and opportunities, determines what can be improved and the location from the activities" (Taringan, 2012: 36). Each sector is analyzed again (break down) so that there are homogeneous groups. Each sub-sector can be broken down on the basis of commodities, for example for the food sub-sector can be specified on the commodities of rice, vegetables, fruits and so on. These sectors have different characteristics and have different driving forces depend on the potential of the region.

Gross Regional Domestic Product (GRDP) is the total amount of added value from goods and services made by various production units in a region in a particular period (annual). Added value is the output subtracted result between input (Widodo, 2006:78). With production approach, the national product or the gross domestic product is obtained by adding the market value of all goods and services that are made by various sectors in economy. GRDP is the all of the end demand components consist of: 1) household and non governmental organizations consumption expense, 2) government consumption, 3) gross domestic constant capital formation, 4) stock changes, and 5) net export, (export subtracted by import) (Widodo, 2006:79). Expenditure approach is the approach of national income or Gross Regional Domestic Product obtained by adding the market value of all the end demand based on the output produced in an economy, measured by the valid market price. Calculating added value of economy group by added value allocating into each economic activity group in regional level as an allocator is used mostly depending on or closely related to the productivity of the aforementioned economic activities through GRDP according to the current price and constant price. GRDP presentation is done in two ways, which are the followings:

1. GRDP Based on Constant Price

   GRDP Based on Constant Price is obtained based on constant price, the comparator is constant and the nominal is smaller than the current price.

2. GRDP Based on Current Price

GRDP Based on Current Price is obtained based on the current price in the analysis year and it is not affected by inflationary or price.

Sectors in GRDP are 1) agriculture, forestry and fisheries; 2) mining and excavation; 3) processing industry; 4) procurement of electricity and gas; 5) water supply, waste and recycling management; 6) construction; 7) large trade and retail, car and motorcycle repair; 8) transportation and warehousing; 9) provision of accommodation and food drinks; 10) information and communication; 11) financial and communication; 12) real estate; 13) company services; 14) government administration, defence and compulsory social security; 15) education services; 16) health services and social security; and 17) other services.

The basis of the data for data analysis is the component of Gross Regional Domestic Product (GRDP) based on current prices, both at the East Java Province and Surabaya City levels in 2013-2017. Data GRDP ADHB in East Java Province in 2013-2017 can be seen on the second table.

Table 2.
GRDP on the Basis of Current Prices for East Java Province in 2013-2017

NO	GRDP AT CURRENT PRICES IN EAST JAVA PROVINCE					
	SECTOR	2013	2014	2015	2016	2017
1	Agriculture, forestry and fisheries	186038,31	208613,63	232282,81	246981,64	258428,10
2	Mining and excavation	73777,25	78535,12	66526,21	69900,27	80846,20
3	Processing industry	397997,72	445279,76	495699,68	536473,93	586258,60
4	Procurement of electricity and gas	5168,15	5612,27	5948,48	6201,43	6675,20
5	Water supply, waste and recycling management	1367,52	1434,53	1573,39	1735,84	1853,10
6	Construction	127498,90	145884,63	160496,35	179816,56	197699,00
7	Large trade and retail, car and motorcycle repair	244743,87	266734,05	297586,56	333996,36	367185,20
8	Transportation and warehousing	42435,22	50000,71	56741,54	63290,24	69176,40
9	Provision of accommodation and food drinks	67904,45	79946,81	91476,26	104983,22	116058,30
10	Information and communication	66085,76	69883,10	77087,45	85149,76	92928,70
11	Financial and insurance services	36441,10	41204,81	46447,11	51655,34	55033,10
12	Real estate	22540,31	24123,31	27560,77	29907,42	32080,20
13	Company services	10904,70	12177,87	13538,46	14894,07	16255,90

14	Government administration, defense and compulsory social Security	34694,83	35658,50	39137,39	43157,18	45740,70
15	Education services	37680,74	41970,80	46006,23	49544,93	52974,10
16	Health services and social activities	8431,37	9682,65	10654,13	11527,46	12611,70
17	Other services	18791,28	21205,10	24140,19	25827,05	27395,10
GRDP		1382501,50	1537947,63	1692903,00	1855042,70	2019199,70

Source: Central Bureau of Statistics In East Java Province 2013-2017

It can be seen that GRDP ADHB in East Java Province from 2013 up to 2017 increased with the sector that contributed the most, namely the manufacturing industry sector, while the sectors that contributed the least were the water supply, waste management, waste and recycling sectors. As a comparison, GRDP ADHB in East Java Province 2013 can be seen on the third table.

Table 3.
Surabaya City ADHB GRDP 2013-2017

NO	**GRDP AT CURRENT PRICES SURABAYA**					
	SECTOR	**2013**	**2014**	**2015**	**2016**	**2017**
1	Agriculture, forestry and fisheries	607,88	671,44	746,57	808,81	883,18
2	Mining and excavation	21,40	24,34	26,94	29,15	30,64
3	Processing industry	62295,29	70956,47	78134,47	85214,74	92762,07
4	Procurement of electricity and gas	1951,12	2001,21	2093,85	2144,72	2263,68
5	Water supply, waste and recycling management	543,49	572,05	626,53	678,59	740,17
6	Construction	33623,37	37876,19	40626,35	45103,25	49603,61
7	Large trade and retail, car and motorcycle repair	92633,74	99966,84	111677,56	124579,58	137322,73
8	Transportation and warehousing	16243,53	19016,38	21370,86	23617,51	26215,30
9	Provision of accommodation and food drinks	46517,65	54062,91	61613,86	70854,86	78971,93
10	Information and communication	19038,48	20137,83	22165,99	24457,11	26571,78
11	Financial and insurance services	16897,67	19275,91	21640,84	24105,84	25631,47
12	Real estate	8747,17	9372,18	10706,03	11539,14	12495,06
13	Company services	8072,65	8889,03	9852,48	10926,17	12098,85
14	Government administration, defense and compulsory social security	4966,81	5071,61	5602,25	6221,29	6768,29
15	Education services	8329,24	9259,95	10156,32	11036,18	11958,10
16	Health services and social activities	2472,71	2814,32	3089,80	3389,78	3730,51

17	Other services	4839,85	5382,30	6092,80	6676,54	6995,94
GRDP		327802,05	365350,96	406223,50	451383,26	495043,31

Source: Surabaya City Statistics Agency 2013-2017

Surabaya City ADHB GRDP has increased from 2013 to 2017. The sectors that have the largest contribution are the large and retail trade sectors; car and motorcycle repairing, while the least contribution is mining. Analysis calculation of local economic potential and economic competitiveness in Surabaya city uses a comparison of the GRDP data of the ADHB with a comparison of the same year. In the fourth table is a result calculation of the economic potential of Surabaya City in 2013-2017 using Location Quotient analysis.

Table 4.
Results of Surabaya Local Economic Potential Calculation 2013-2017

NO	LOCATION QUOTIENT SURABAYA						AVERAGE	RANK
	SECTOR	2013	2014	2015	2016	2017		
1	Agriculture, forestry and fisheries	0,014	0,014	0,013	0,013	0,014	0,014	16
2	Mining and excavation	0,001	0,001	0,002	0,002	0,002	0,001	17
3	Processing industry	0,660	0,671	0,657	0,653	0,645	0,657	14
4	Procurement of electricity and gas	1,592	1,501	1,467	1,421	1,383	1,473	8
5	Water supply, waste and recycling management	1,676	1,679	1,659	1,607	1,629	1,650	4
6	Construction	1,112	1,093	1,055	1,031	1,023	1,063	11
7	Large trade and retail, car and motorcycle repair	1,596	1,578	1,564	1,533	1,525	1,559	7
8	Transportation and warehousing	1,614	1,601	1,570	1,534	1,546	1,573	6
9	Provision of accommodation and food drinks	2,889	2,847	2,807	2,774	2,775	2,818	2
10	Information and communication	1,215	1,213	1,198	1,180	1,166	1,195	10
11	Financial and insurance services	1,956	1,969	1,942	1,918	1,900	1,937	3
12	Real estate	1,637	1,635	1,619	1,586	1,589	1,613	5
13	Company services	3,122	3,073	3,033	3,015	3,036	3,056	1
14	Government administration, defense and compulsory social security	0,604	0,599	0,597	0,592	0,604	0,599	15
15	Education services	0,932	0,929	0,920	0,915	0,921	0,923	13
16	Health services and social	1,237	1,224	1,209	1,208	1,207	1,217	9

	activities							
17	Other services	1,086	1,068	1,052	1,062	1,042	1,062	12

Source: processed author

On the fourth table, it can be seen that every year from 2013 up to 2017, the economic sector has the same potential every year. Sectors that are potentially in accordance with the order of potential from the most potential to the least potential are as follows: a) company services sector; b) provision of accommodation and food drinks sectors; c) financial and insurance services sector; d) water supply, waste and recycling management sector; e) real estate sector; f) transportation and warehousing sector; g) large trade and retail, car and motorcycle repair sectors; h) procurement of electricity and gas; i) health services and social activities sector; j) information and communication sector; k) construction sector; l) other services sector; m) education services sector; n) processing industry sector; o) government administration, defense and compulsory social security sector; p) agriculture, forestry and fisheries sectors; and q) mining and excavation sector.

The average results of the analysis of the local economic potential of Surabaya City in 2013-2017 and the average for 5 years along with the order of the most potential sectors up to the least potential sector. The average results of economic potential during 2013-2017 from the greatest potential to the small potential are as follows:

a. Company services sector = 3.056

b. Provision of accommodation and eating drinks sector = 2.818

c. Financial and insurance services sector = 1,937

d. Water supply, waste and recycling management sector = 1,650

e. Real estate sector = 1,613

f. Transportation and warehousing sector = 1,573

g. Large trade and retail, car and motorcycle repair sector = 1,559

h. Procurement of electricity and gas sector = 1,473

i. Health services and social activities sector = 1,217

j. Information and communication sector = 1,195

k. Construction sector = 1,063

l. Other services sector = 1.062

The average results of the sector that are not potential during 2013-2017 from the largest to the small are as follows:

a. Education sector = 0.923

b. Processing industry sector = 0.657

c. Government administration, defense and compulsory social security sector = 0.599

d. Agriculture, forestry and fishery sector = 0.014

e. Mining and excavation sector = 0.001

Potential sectors that have been mapped with this method can be used by the Surabaya city government as a basis for policy making. The policy making will be more focused on developing potential sectors which ultimately will act as a sector capable of acting as a trigger for development. The development planning process that will be made is also necessary to consider the existing conditions of the city of Surabaya. These conditions are related to demographics, mapping of existing areas, potential stakeholders, and consideration of other important conditions. Development that has been focused on potential sectors and taking into account the condition of the city of Surabaya, will be able to encourage potential sectors which will eventually become a sector lever for the another sectors.

Non-superior sectors also needs to get attention in development. This concern is not in the focus of the policy that will be made, but the policies made will not deviate far into the development of the non-superior sector. An example that can be used is the city government of Surabaya which does not need to focus on development in the mining and quarrying sector, this is because in addition the sector is not too developed in Surabaya, also the need for land is quite extensive in implementing this sector. In addition, if the Surabaya city government wants to develop the mining and quarrying sector, it will face increasingly severe environmental problems, because the city of Surabaya itself is currently preoccupied with environmental issues as one of the metropolitan cities in Indonesia.

Table 5.

Results of Calculation of Surabaya's Local Economic Competitiveness in 2013-2017

NO	SECTOR	SHIFT SHARE			SHIFT SHARE	RANK
		NATIONAL SHARE	INDUSTRIAL MIX	COMPETITIVE POSITION		
1	Agriculture, forestry and fisheries	12478,15746	-12419,48908	10,1566241	68,83	15
2	Mining and excavation	448,2224173	-447,3251036	1,412686347	2,31	17
3	Processing industry	1305528,567	-1298086,031	174,1586225	7616,69	3
4	Procurement of electricity and gas	36075,19007	-35940,07999	-56,97007583	78,14	14
5	Water supply, waste	10657,4568	-10609,3234	1,036600767	49,17	16

	and recycling management					
6	Construction	692107,7197	-687603,1692	-509,4905501	3995,06	4
7	Large trade and retail, car and motorcycle repair	1887741,044	-1876258,753	-310,0439747	11172,25	1
8	Transportation and warehousing	353164,1719	-350633,5222	-37,70720214	2492,94	5
9	Provision of accommodation and food drinks	1025488,719	-1017334,078	-41,0703797	8113,57	2
10	Information and communication	377719,8182	-375789,1753	-47,31794554	1883,33	7
11	Financial and insurance services	360539,4934	-358373,4335	17,39007256	2183,45	6
12	Real estate	177683,7457	-176758,8245	12,0512845	936,97	9
13	Company services	166122,8604	-165142,5566	26,24623793	1006,55	8
14	Government administration, defense and compulsory social security	96250,64723	-95855,50226	55,22502587	450,37	12
15	Education services	170717,294	-169871,3711	61,29217373	907,22	10
16	Health services and social activities	51792,04902	-51486,68834	9,089320764	314,45	13
17	Other services	101196,4792	-100647,0308	-10,42586168	539,02	11

Source: processed by researchers

National economic growth (national growth effect) or can be called a national share is used to see how the influence of national economic growth on the region. Proportional shift is used to measure the relative (up / down) changes in a regional sector to the same sector at the national level, this component is also called the industry mix effect. Differential shift is used to find out how competitive a particular sector of a region is compared to the national, this component is also called the influence of competitive advantage. Shift share as an analysis consisting of the sum of the components of the national share, industrial mix and competitive position. It can be seen from the fifth table that the most competitive economic sectors are large trade and retail, car and motorcycle repair; provision of accommodation and eating drinks; processing industry; and Construction. But on the other hand, a sector that lacks competitiveness is not a sector that is not feasible to develop, but needs to be encouraged with the right policies by the government as a party that is obliged to plan and carry out development. Examples of the Health services and social activities sector, although occupying a position that is not competitive, also need to be developed and received more attention, because the city of Surabaya is a city that has a function as a health service center at the provincial level.

The results of LQ and SS calculations will not provide an up-to-date description of the position of the development sector. Comparison between calculations to determine regional potential and regional competitiveness have at least spawned several sectors that are potential and feasible to be developed and compared to other regions.

The Provision of accommodation and food drinks sector is a potential sector or a superior sector that has high competitiveness compared to other regions. This sector is the most promising sector, because from each calculation result it takes in the second place. Policies to develop this sector can be focused by providing facilitation for stakeholders, because looking at the conditions in this sector already has a good environment. In addition, there are 2 other sectors that are also feasible to serve as a leading sector with good competitiveness, namely the transportation and warehousing sector; and Financial and insurance services. Both of them illustrate that Surabaya city is a city that deserves to be the center of mobility in the eastern part of Indonesia by developing a variety of more advanced and futuristic modes of transportation. Surabaya also needs to be a center for financial and insurance services, because this sector is a fairly superior sector with various service companies which moved in financial services in various sectors.

The position of the comparison results show that there is a sector that is superior or regional potential but does not have competitiveness. The sector of Water supply, waste and recycling management becomes the first sector in this position, the government's role in this sector is still too prominent, because the conditions in Surabaya shows that the role of the private sector and the public are still minimal. An example is the processing of waste which is still the responsibility of the government, while water treatment is also occupied by BUMD which also indirectly is the government too. So that in this sector indirectly needs to be decentralization of affairs to the public or the private sector. The Real estate sector is also superior and can be considered low competitiveness, because this is related to housing and office supply. So that it can be considered quite difficult to be competitive. The leading sector with the last low competitiveness is Company services. This sector has a vital role in development in Surabaya, because it proved to be the first rank as a leading sector, but after shiftshare has done, this sector has low competitiveness. Further reasons need to be known in an effort to determine the direction of policy that will encourage the role of this sector to become a competitive sector.

In the last sector category is a sector that is not potential or superior regions, but this is sector has high competitiveness positions. Processing industry sector is become a sector with high competitiveness, even though this sector is not a regional potential and also not superior which is owned by the city of Surabaya. Looking at the conditions in Surabaya city, this sector is only concentrated in a number of small areas in the suburbs. The role of this region is labor intensive, so that if the city government will develop this sector, it is necessary to make policies that will definitely relate to the capacity of the Surabaya city itself. The Large trade and retail sector, car and motorcycle repair are other sectors that lack potential, but this sector has the highest competitiveness. The reason for this condition is the role of the Surabaya city as an economic center in eastern Indonesia which indirectly will be able to encourage the development process of Surabaya city. The low level of superior development potential in the sector needs to be studied more by the city of Surabaya, so that in the future the government that wants to make this sector as the main sector in regional development can create policies that will encourage this sector to become the main sector in regional development.

The last sector category is a sector that is not a leading sector and a sector that has low competitiveness. The sectors included in this category are Agriculture, forestry and fisheries; and Mining and excavation. Both sectors have a role that has a significant development low. However, with this analysis, it is indirectly provides firmness to the Surabaya city government not to give more attention to the sector. The government only needs to carry out supervision in this sector so that it does not have an adverse impact on the community.

Conclusion

The Provision of accommodation and food drinks sector is a potential sector or a superior sector that has high competitiveness compared to other regions. This sector is the most promising sector, because from each calculation result it takes in the second place. Policies to develop this sector can be focused by providing facilitation for stakeholders, because looking at the conditions in this sector already has a good environment. In addition, there are 2 other sectors that are also feasible to serve as a leading sector with good competitiveness, namely the transportation and warehousing sector; and Financial and insurance services. Both of them illustrate that Surabaya city is a city that deserves to be the center of mobility in the eastern part of Indonesia by developing a variety of more advanced and futuristic modes of transportation.

In the end, the Surabaya city government wants to do development quickly, only needs to focus on the first category sectors that have high potential and competitiveness. Treatment in this sector is not too difficult, because the Surabaya city government only needs to oversee the implementation of policies relating to this sector only and stakeholders in this sector will automatically work effectively.

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The Enhancement of Work Motivation in Agrarian Affair Office of Makassar City, South Sulawesi, Indonesia

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Abstract

The employees' motivation is considered low because employees do not comply with applicable regulations. Even though in terms of income and benefits provided considered quite adequate, the low level of motivation of course will affect the work results of employees. The purpose of this study is to provide an overview of increased work motivation at the Agrarian Affair Office of Makassar city. This research is quantitative research with explanatory objectives, namely to explain the causal relationship (influence) of variables increasing work motivation at the Agrarian Affair Office of Makassar city. To measure the variables in this study, questionnaires are used. The results showed that work motivation at the Agrarian Affair Office of Makassar city was in a fairly good category. The implications of this research are to increase work motivation at the Agrarian Affair Office of Makassar city.

Keywords:

enhancement of motivation; achievement; appreciation; challenge; responsibility

Introduction

Work motivation is a form of stimulation for employees to trigger enthusiasm to work optimally. To arouse the motivation of work of employees, of course, it is much related to the output that is in the entrepreneur himself as a form of character in work. For everyone, work motivation will tend to be different, in different times and places. One of the ways in which public service motivation has been played into research by economists is the specification of altruism, the willingness of individuals to reciprocate without themselves (Perry 2015). This means that work motivation for each person is largely determined by the factors that influence it. Likewise, a person's work motivation can be observed from the work effectiveness and work results that show high performance so that work motivation is always work-oriented. Motivated employees are the cornerstones of all organizations, as work motivation is one crucial determinant of individual and organizational performance (Anderfuhren-biget, Varone, and Giauque n.d.).

(Siswanto 2005) proposes indicators of work motivation can be seen from several aspects, namely:

(1) Achievement

A person who has the desire to excel as a necessity will certainly encourage themselves to the maximum level to achieve the goals or desires. The desire to achieve one will make various efforts with all the risks that must be faced.

(2) Awards

With the appreciation of the leadership or co-workers for an achievement achieved is a strong motivator. Measurement of an achievement will provide higher inner satisfaction than appreciation of material forms or gifts. Awards or recognition could be in the form of a certificate of appreciation or in the form of goods or bonuses awarding.

(3) Challenges

A target that is not challenging or can easily be achieved is usually activity is not able to become a motivator, and even tends to make routine activities. The challenge for ordinary challenges will lead to activity will be able to produce excitement activities to overcome them.

(4) Responsibility

A sense of belonging will lead to motivation to feel responsible. The sense of responsibility is based on the awareness of the tasks that are charged to be carried out to the maximum in accordance with their abilities and with the support of high awareness in carrying out their tasks, of course, they will be able to produce maximum results.

(5) Development

The development of one's abilities both from work experience or opportunities to progress can be a powerful motivator for employees to work harder and more passionately. Moreover, the development of organizations is always associated with achievements or work activities achieved by employees.

(6) Engagement

Feeling involved in the decision-making process can make employees feel valued so that they always want to do the best for the organization where they work. Feeling involved will foster a sense of belonging, responsibility is a challenge that must be maintained through achievement of participation in developing business and self-development.

(7) Opportunities.

Opportunities to advance in the form of an open career path hierarchy under the top management hierarchy will be sufficient motivators for employees to achieve progress or improve their fate. In other words, with the ability will give enthusiasm for employees to work optimally in accordance with their abilities.

(Wahjosumidjo 1987) divides motivation theory into two types of genre, namely:

1) Satisfaction Theory (Content Theory)

Basically this theory emphasizes the importance of knowledge of the factors in the subordinates that cause them to behave. This theory also answers the question:

- What needs are needed by subordinates to achieve satisfaction.
- What encouragement that causes the subordinate to behave.

2) Process-Based Theory

In this theory the emphasis is on providing answers to questions:

- How can the subordinates be motivated?
- With what goals the subordinates can be motivated?.

In addition to these two theories there are also people who distinguish motivation theory into other motivational theories, namely:

1) Instrumental Theory, which includes exchange theory (Exchange Theory) and expectation theory (Expectancy Theory).
2) Needs Theory, based on observations of the results of these experts, there are quite a number of motivational theories that are interesting to put forward such theories such as:

- Hedonism Theory

  It is a point of view that says that humans are essentially beings who are concerned with life full of joy and luxury. If humans are faced with alternatives, they will tend to choose the direction of action that will increase pleasure and avoid the direction of unpleasant actions that can lead to illness, suffering, or death. The implication of this theory is that there are assumptions that many employees do not want to work well, who are lazy to work, like to avoid difficult jobs, and enjoy getting high wages.
- Instinct theory

  Instinct theory connects human behavior with various instincts. Basically, humans have three basic instincts, namely instinct to defend themselves, instinct to develop themselves, and instinct to develop types. Human habits, actions and behavior are driven by these three instincts. Therefore, to motivate people to pay attention to which instincts are the focus of attention.
- Reaction Theory Studied (Culture)

  Another theory states that human behavior is not based on instincts, but rather on patterns of behavior that are learned from culture, where a person lives. People learn most from the cultural environment in which they live. On that basis if a leader will motivate his subordinates, then the leader must know the background of the life and culture of the people he leads.
- Theory of Driving Power

  The "driving force" flow is a compromise between "instinct" and the flow of "reactions learned". Driving power is a kind of instinct, but only a broad force of force towards a general direction. Therefore, if you want to motivate, you must base on two principles, namely instincts and reactions that are learned from the environment culture.
- Needs Theory

  The theory of motivation that is now widely adopted by people is the theory of needs. This theory assumes that human action in essence is to fulfill needs. Therefore, if the leader wants to motivate his subordinates, he must know what the needs of his subordinates are.

By looking at some of the descriptions above, work motivation is one of the factors that greatly affect the productivity of labor in an organization or agency. This needs to be understood because each workforce has a different personality, character, or character, so the needs of each employee can be the same but the desires of each employee are certainly not the same, this can be influenced by one's tastes, habits and environment. Therefore, someone will want to work diligently with hope, they can fulfill their needs and desires from the results of their work. According to (Hasibuan 2000) there are several goals of giving motivation are as follows:

1) Encourage employee enthusiasm and enthusiasm
2) Increasing employee morale and job satisfaction
3) Increase work productivity
4) Creating a good working atmosphere and relationship
5) Increase creativity and employee participation
6) Enhancing employees' sense of responsibility towards the work that carried out

Research Method

This research includes quantitative research with explanatory objectives. The population of this research was the all 70 employees of the Agrarian Affair Office of Makassar City. In order that this study can provide generalizations with a very small error rate, and considering the population is only 70 people, then in this study a sampling technique is used that is saturated sampling, where all members of the population are sampled. Thus the number of samples in this study were 70 people. Data collection techniques are observation, questionnaire, interview and documentation techniques. The data analysis technique used in this study is descriptive statistical analysis techniques and inferential statistical analysis techniques that aim to examine the research variables.

Result and Discussion

1) Description of Work Motivation (Y)

Qualifications of the quality of respondents' answers regarding work motivation at the Agrarian Affair Office of Makassar City are also based on the categories as done to find out disciplinary guidance. The categories intended are based on categories: namely very good,

good, good enough, and not good. For more details about the level of work motivation can be seen in Table.

The results showed that work motivation at the Agrarian Affair Office of Makassar City was in a fairly good category. This gives an indication that employees at the Agrarian Affair Office of Makassar City have a fairly good level of motivation which is certainly inseparable from the discipline guidance that has been given. Good enough work motivation can be seen from work motivation indicators namely:

a) Achievement; on aspects of achievement indicators show that employee motivation is in a fairly good category where employees have the motivation to achieve maximum work results.
b) Awards; the aspects of the award indicator are in a fairly good category where the leader rewards employees who are diligent and achievers.
c) Challenges; in the aspect of challenge indicators in the fairly good category shows that the challenges sometimes faced by employees in each of their jobs do not discourage employees at the Agrarian Affair Office of Makassar City, but the challenges or problems faced are used as an impetus to issue all their abilities in dealing with any issues that in the work environment.
d) Responsibilities; on the aspects of responsibility indicators held by employees at the Agrarian Affair Office of Makassar City are in a fairly good category where employees prioritize their responsibilities to agencies, besides that leaders also sometimes submit job responsibilities to employees who show that the leadership believes in employees in completing job responsibilities given by the leader.
e) Development; on the aspect of development indicators based on the results of the study in the fairly good category. This is inseparable from the freedom given by leaders to employees to develop their abilities, especially in matters relating to work.
f) Engagement; in the aspect of indicator involvement is in the fairly good category. This can not be separated from the involvement of leaders in decision making.
g) Opportunities; on the aspect of opportunity indicators are in the fairly good category. Where employees have the opportunity to step forward.

Frequency Distribution Table and Percentage of Work Motivation

No	Interval Score	Category	Frequency	Percentage (%)
1	51 – 62	Very good	0	00,00
2	39 – 50	Good	19	27,14
3	27 – 38	Fairly good	51	72,86
4	15 – 26	Bad	0	00,00
	Total		70	100,00

Source: Results of Data Questionnaire

The table above shows that out of 70 respondents, there were 19 respondents (27.14 percent) who stated that their motivation to work at the Agrarian Affair Office of Makassar City was good, 51 respondents (72.86 percent) stated that work motivation was quite good, and there were no respondents who stated that work motivation in the category of very good and not good. Work motivation at the Agrarian Affair Office of Makassar City belongs to a fairly good category, where the average value of 36.31 is in the range 27-38 with a standard deviation of 3.22. This illustrates that work motivation at the Agrarian Affair Office of Makassar City is quite good, in terms of several indicators that can affect work motivation.

Motivation given to employees, leaders are often faced with factors that support and inhibit the provision of motivation to employees. Likewise in giving motivation to employees at the Agrarian Affair Office of Makassar City. According to the Head of Administration Section, Mr. Sa'pang Allo, S.H, based on the results of an interview conducted on January 25, 2017 said that: "The level of motivation of employees at the Agrarian Affair Office of Makassar City still needs to be improved because some employees are less aware of the meaning and importance of discipline. Even though we have made various efforts such as coming to work early, giving verbal reprimand and written reprimand for employees who often violate office rules, and giving awards to employees who are diligent andbrilliant. "

With the existence of high work motivation the possibility of employees to achieve work performance will be even greater. The increase in employee work motivation in general has not shown satisfactory results by looking at the behavior of employees who lack discipline in the implementation of tasks assigned to them.

The result of normality assessment of research data

Variable	X^2 calculation	X^2 table	df	Information
Work Motivation	17,600	22,362	13	Normal

Source: Results of Statistical Analysis through SPSS 23 Program.

Work motivation variable is obtained by Chi Square value calculated at 17,600 with df of 13. The price is compared with Chi Square table price of 22,362, with df of 13 and significant level of 5%. Because the Chi Square price is smaller than the Chi Square table price (17,600 < 22,362), the distribution of work motivation data is normal.

The results showed that work motivation at the Agrarian Affair Office of Makassar City was in a fairly good category. This gives an indication that employees at the Agrarian Affair Office of Makassar City have a fairly good level of motivation which is certainly inseparable from the discipline guidance that has been given. The research is in line with research (Jayaweera 2015). The study shows that job performance is very much influenced by work environment and motivation of workers. The study also confirms the mediating role of motivation in working conditions and job performance relationships within regard to hotel workers. Good enough work motivation can be seen from work motivation indicators namely:

1. Achievement; on aspects of achievement indicators show that employee motivation is in a fairly good category where employees have the motivation to achieve maximum work results.
2. Awards; the aspects of the award indicator are in a fairly good category where the leader rewards employees who are diligent and achievers.
3. Challenges; in the aspect of challenge indicators in the fairly good category shows that the challenges sometimes faced by employees in each of their jobs do not discourage employees at the Makassar City Land Office but the challenges or problems faced are used as an impetus to issue all their abilities in dealing with any issues that in the work environment.
4. Responsibility; on the aspects of responsibility indicators held by employees at the Makassar City Land Office are in a fairly good category where employees prioritize their responsibilities to agencies, besides that leaders also sometimes submit job

responsibilities to employees who show that the leadership believes in employees in completing job responsibilities given by the leader.

5. Development; on the aspect of development indicators based on the results of the study in the fairly good category. This is inseparable from the freedom given by leaders to employees to develop their abilities, especially in matters relating to work.
6. Involvement; in the aspect of indicator involvement is in the fairly good category. This cannot be separated from the involvement of leaders in decision making.
7. Opportunities; on the aspect of opportunity indicators are in the fairly good category, where the employees have the opportunity to go further.

Work motivation is strongly correlated that is influenced by the good work motivation of employees in carrying out their duties at the Agrarian Affair Office of Makassar City. This was supported by previous research which stated that the results showed that labor motivation was in the high category. The fact that the lab is eager is completing the main task. Leadership ability to encourage workers in achievement appears on the reward for the achievers (Zainal 2017).

Conclusion

The work motivation at the Agrarian Affair Office of Makassar City is in a fairly good category in terms of aspects of achievement, appreciation, challenge, responsibility, development, and involvement. It is recommended that work motivation at the Agrarian Affair Office of Makassar City should be improved.

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Policy Network: Smart Village Program in Banyuwangi Regency

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Abstract

Smart Kampung is a concept of community development in a community to do something smart / wise in overcoming various problems with the ability of resources that are available efficiently in an area. Smart village aims to encourage the development of rural areas by integrating development of productive economic activities, creative and socio-cultural activities, improving public services, improving the quality of education, improving the quality of health services and alleviating poverty by utilizing the use of information and communication technology. Constraints that occur in smart village program from the network with limited quota and lack of human resources for service operators. This study aims to examine and analyze related policy networks in the implementation of the Smart Village program in Banyuwangi Regency. The theory used in this research is the Policy Network theory from Frans Van Waarden. The method used is a qualitative research method. The results of the study show that the actors involved in the implementation of the Smart Kampung program consisted of government and community elements. Research recommendations on the need for other actors involved in implementing smart village programs such as the social community, the private sector and academics.

Keywords:

policy; network; smart village; Banyuwangi

Introduction

Banyuwangi Regency is the largest regency in East Java Province. The land area of Banyuwangi Regency reaches 5,782.50 km2 and has a coastline of around 175.8 km and 10 islands, which are divided into 24 sub-districts, 189 villages and 28 villages. The furthest village distance from the Banyuwangi Regency capital is approximately 200 km and takes about 3 hours. This shows how wide the area of Banyuwangi Regency. On the other hand, the population density of Banyuwangi Regency is increasing every year. In 2013, the population density reached 272 people / km2, with the highest density being in Banyuwangi District which was 3,561 people / km2 (BPS, 2016). And in 2018, the population density of

Banyuwangi Regency will increase to 278 inhabitants / km2, with the highest density being found in Banyuwangi District which is 3,661 inhabitants / km2 (BPS, 2019). Long distance and uneven population density become one of the obstacles for the Banyuwangi Regency Government to provide basic services and public services to its people optimally.

Seeing these conditions, the Banyuwangi Regency Government will certainly face various problems and challenges. Banyuwangi Regency's RPJMD in 2016-2021 states there are 15 strategic development issues in Banyuwangi Regency, namely (1). Lack of community access to basic quality needs; (2) Not yet optimal strengthening of social capital and PMKS handling; (3) MSME bargaining position is not yet strong and entrepreneurial resources; (4) Economic growth that has not focused on the superior sector; (5) Income and infrastructure disparities that still need to be resolved; (6) Not optimal tourism contribution to GRDP; (7) Inadequate provision of public facilities and supporting infrastructure for the economy; (8) Low access of the people to clean water and a healthy and quality environment; (9) Not yet developed the disaster management system; (10) Good quality spatial planning but not yet accompanied by proportional public green space rates; (11) Low human resource capacity in rural areas; (12) Increased affirmation of the protection of women and children and gender equality; (13) Not optimal efforts to prevent environmental pollution and natural resources; (14) Government administration is not yet optimal; and (1%) Effective, efficient and information technology based public services are not yet in operation.

The above problems arise as a result of suboptimal performance of government services. The low access of the public to access to basic services and public services is a result of the lack of government services to the community. With such a large district area and limited APBD capability, it certainly becomes an obstacle in the development of basic service infrastructure and public services. To that end, the Banyuwangi Regency Government must strive to find the right solution so that basic infrastructure and public service needs can be met without burdening the APBD. The provision of an effective and efficient public service infrastructure based on Information Technology is a policy choice implemented by the Banyuwangi Regency Government. The development and utilization of Information Technology has become one of the Strategic Programs for Infrastructure Development in Banyuwangi Regency, besides the development of other infrastructure such as road networks, bridges, irrigation, and others. The program will mainly be built in 189 villages and 28 villages which are the spearhead of government services.

However, the implementation of the Information Technology development and utilization program also faces obstacles. Stakeholder involvement becomes very important. The implementation of the Smart Village Program involves Local Government, Private and Community, this is in line with the theory from Etzkowitz that in networking involves 1) Business, 2) Government, 3) Community, 4) Academic, 5) Media. When looking at the problems found in the Policy Network, the Government is too dominant while the role of the public is less visible. So the problem of the implementation of the Smart Village Program arises due to ineffective Policy Networks, even though Policy Networking plays an important role.

The use of Frans Van Waarden's theory (in Hidayat & Susanti, 2015) as the basis, direction, and guidance in research on the Policy Network in the Management of Smart Village, as a media in compiling research, harmonizing and harmonizing and also explaining the values and objectives to be achieved in research.

Contextually, Frans Van Waarden's theory (in Hidayat & Susanti, 2015) relates to what is being studied, in accordance with its context, with regard to the Policy Network in the implementation of the Smart Village Program in Banyuwangi Regency in terms of aspects: 1) Actors (actors)), 2) Function (function), 3) Structure, 4) Institutionalization (institutionalization), 5) Rules of conduct, 6) Power relations, 7) Actor strategies .

Based on the description above, the research discusses the Policy Network in the implementation of the Smart Village Program in Banyuwangi Regency, so the research question can be raised as follows "How is the Policy Network in the implementation of the Smart Village Program in Banyuwangi Regency?"

Methods

This research is intended to find out "How is the Policy Network in the implementation of the Smart Village Program in Banyuwangi Regency?". Therefore, the research method used is a qualitative method. The qualitative research method was chosen by the researcher with the consideration that: first, the belief that truth can be more achieved by using qualitative methods, this is in line with the opinion of Bogdan and Taylor (1992: 18-

22) that : "... Through qualitative methods we can get to know people (subjects) personally and see them develop their own definition of this world, we can feel what they are experiencing in their daily struggles, can study groups and experiences that we may not know at all. And finally, qualitative methods allow us to investigate concepts that in other research approaches, the essence will be lost.

Results and Discussion

Banyuwangi Regency is located at the east end of Java Island with coordinates of 7 ° 43 '-8 ° 46' LS and 113 ° 53 '-114 ° 38' BT. The land area consists of highlands in the form of mountains which are producing regions of agricultural products, and lowlands with a variety of potential agricultural products as well as areas around the coastline along the 175.8 km stretching from north to south which are producing various marine biota. Banyuwangi Regency has an area of 5,782.50 km2 which is a forest area. The area of this forest area reaches 183,396.34 ha or about 31.72%, rice fields around 66,152 ha or 11.44%, plantations with an area of about 82,143.63 ha or 14.21%, settlements with an area of about 127,454.22 ha or 22 , 04%, and the rest is used for roads, fields and others. Banyuwangi Regency also has 10 islands.

Banyuwangi Regency consists of 25 sub-districts, 28 sub-districts and 189 villages, 87 neighborhoods and 751 hamlets, 2,839 neighborhood units (RW) and 10,569 neighborhood units (RT). In 2018 the population of Banyuwangi Regency was 1,735,845, consisting of 864,124 women and 871,721 men, with a sex ratio of 100.9%. The population is spread over 25 Subdistricts, namely Pesanggaran, Bangorejo, Purwoharjo, Tegaldlimo, Muncar, Cluring, Gambiran, Srono, Genteng, Glenmore, Kalibaru, Singojuruh, Rogojampi, Kabat, Glagah, Banyuwangi, Giri, Wongsorjo, Songgon, Genteng, Glenmore, Kalibaru, Singojuruh, Rogojampi, Kabat, Glagah, Banyuwangi, Giri, Wongsorjo, Songgon, Sempu, Kalipuro, Silipurai, Silipuroro, Silipuroro , Tegalsari, Licin and Baru District, Blimbingsari District.

Banyuwangi Regency is classified as an area that is not yet densely populated. Population density in Banyuwangi Regency in 2018 is 300.19 people / km^2. In other words, an average of every km2 in Banyuwangi Regency is inhabited by 300 people in 2018.

Policy Network in the implementation of the Smart Village Program in Banyuwangi Regency, according to Frans Van Waarden, the policy network model consists of several dimensions, namely: 1) Actors, 2) Function, 3) Structure, 4) Institutionalization (institutionalization)), 5) Rules of conduct, 6) Power relations, 7) Actor strategies.

Actors

In formulating policies, actors relate to the number of people involved (participants). This factor then determines the size of the network to be built. Furthermore, the characteristics of the policy network will be influenced by different types of actors from the background. Actors in the policy network are individuals but can also be an organization as the actors involved can also be representations of certain groups / parties.

In order to ensure the continued implementation of the Smart Village Program in villages, the actors are related to the implementation of the Smart Village Program in Banyuwangi Regency, namely: First, the Indramayu Regency Government consists of Regional Apparatuses, Sub-districts / Kelurahan, and Village Governments; Second, the Village Community; Third, PT Telkom.

Function & Structure

Network is a communication media that manifests in several functions. Its functions depend on the needs, intentions, resources, and strategies of the actors involved. The concept of "function" then forms the connecting perspective between the structure and the actors in the network. The main function of network policy is as a tool used to increase the intensity of relationships between parties concerned with a public policy both at the formulation and implementation stages. The structure of the policy network refers to the pattern of relationships between the actors involved.

In order to ensure the continued implementation of the Smart Village Program in villages, the Banyuwangi Regency Government has mapped the roles and functions of each stakeholder, namely: First, the Indramayu Regency Government: a) Regional Apparatus. The Regional Apparatus involved in the Smart Village Program must draw up a plan and allocate its activity budget to support the Smart Village Program in accordance with the tasks and principal of each regional apparatus. Each program that is compiled must synergize with other regional government programs, so that it will increase the efficiency and effectiveness of program performance; b) District / Kelurahan. The Kecamatan /

Kelurahan work program must also support the programs and activities of the regional apparatus that are summarized in the Smart Village Program. The Camat must begin to increase the capacity and competence of its devices to be able to work together in the Smart Village Program. In addition, the Camat must also be able to provide guidance to the Lurahs and Villages to be able to optimally utilize the Smart Village Program to improve the quality of services and economic growth in his village. Village government; c) Village Government. In Banyuwangi Regent Regulation Number 18 Year 2016 it is explained that in order to increase synergy between the district government and the village government, funding for the implementation of the Smart Kampung program can be charged to the Banyuwangi Regency Regional Budget and Expenditure (APBD), and / or the Village Budget APBDes). The Minister of Villages, Disadvantaged Regions and Transmigration has arranged that one of the budget items that can be spent from the Village Fund is infrastructure spending. Information Technology is one of the infrastructure that is needed by villages in Banyuwangi Regency to improve the quality of its services. Therefore, the Banyuwangi Regent ordered the Village Head to allocate in his Village APB for internet bandwidth purchases in his village, attend Information Technology training, provide salaries for operators, and others. On the other hand, with the criteria that must be met by the village in order to get financial assistance from the District APBD through the Smart Village Program, the village government must be able to provide adequate halls or rooms, furniture (tables, chairs, cabinets, etc.)), sound system, LCD projector, notice / information board, play and learning facilities for children, electricity; clean water and sanitation, clean toilets, rubbish bins, print media (newspapers, magazines, etc.), greening and village libraries. This infrastructure is needed to support the synergy between regional government programs and village programs.

Second, the Village Community. As explained earlier, the Smart Kampung Program is a concept of community development in a community to do something smart / smart / wise in overcoming various problems with the ability of available resources while paying attention to the order of life and local customs and the norms that apply therein. This means that the success of this program can be measured by the independence of the village community in overcoming the problems in their villages and using all the infrastructure that has been provided by the government to meet the needs for basic services and public services and to develop the economy in their villages according to the potential of their villages. For example, Tamansari Village encourages residents of their villages who have houses large enough, healthy and neat to be used as homestays for tourists. The concept of the homestay must be under the supervision of the Village Head, starting from the determination of the homestay criteria that must be met by the owner, management must be done professionally, and the village government will facilitate its marketing through the digital market of banyuwangi-mall.com or its village web site.

Third, PT Telkom. PT Telkom has a role in providing towers to maintain telecommunications network connections in the villages.

Institutionalization.

The degree of institutionalization refers to the formal characteristics of the network and its stability. This will depend on the shape / characteristics of the network structure and the higher the level of institutionalization of a network, the more effective the policy network will be.

To further optimize the performance of the Smart Village Program, the Banyuwangi District Government and the village government can work together with other parties. For example, to increase the use of Appropriate Technology in the processing of natural resources in the village, the village community can be assisted by academics. With the existence of Information Technology the community can self-taught themselves learn an Appropriate Technology. However, if accompanied by academics / technology researchers, the quality of technology produced by rural communities will be better. Another example, for marketing village products, villagers can be accompanied by academics from the field of design and marketing so that their products have high selling points. Industry can be involved among others through channeling CSR funds, and others.

Rules of conduct & Power relations.

The network is then formed by habits or rules (rules of the game) in the interactions that govern the exchange (exchange) in a network. This is sourced from the role perception, attitudes, interests, and social and intellectual-educational background of the actors involved.

One of the main characteristics of a policy network is power relations which can be understood through observing the distribution of power. This process is in the form of a function of the distribution of resources (resources) and needs (needs) between actors and between organizational structures when involved is the organization.

To ensure the continued implementation of the Smart Kampung program in Banyuwangi District, the Banyuwangi District Head issued Banyuwangi District Regulations Number 18 of 2016 concerning the Integration of Village / Village-Based Work Programs Through Smart Kampung. In the regulation explained that what is meant by Smart Village is the concept of community development in a community to do something smart / smart / wise in overcoming various problems with the ability of available resources while paying attention to the order of life and local customs and norms that are applies therein.

Banyuwangi Regent Regulation Number 18 Year 2016 is an effort to improve the synergy and integration of programs implemented by various regional agencies, where the work locus is village or kelurahan, so that it can be carried out effectively, efficiently, and on target, and increase the participation of village and community officials villages in the implementation of the government program. This is explained in article 2 which explains that this regulation was established with the aim of: As a guideline for integrating the preparation of an integrated district government work plan; Synergize the work program of each SKPD so that it can be implemented effectively, efficiently and on target; Improving the function of village government in supporting the implementation of district government work programs; Improving the function of services to the community so that it can be directly enjoyed by the lowest strata of society; Increasing community participation and participation in the implementation of district government work programs; Make it easy for the community to get integrated services.

The scope of the district government's work program is prioritized on: public services, economic empowerment, health, poverty, legal information, education, arts and culture, and human resource capacity building.

However, the scope can be adjusted to the needs and developments so as not to limit the implementation of the work program of the district government through Smart Village. The village / kelurahan government can make a program of activities according to the socio-cultural conditions of the community, for example in the Field of Sports, customs, religion and other activities. To increase the synergy between the district and village governments, funding for the implementation of the Smart Kampung program can be charged to the Banyuwangi Regency Regional Budget and Expenditure Budget and / or the Village Budget and Revenue (APBDes) (Banyuwangi Regent Regulation Number 18 Year 2016).

Actor strategies.

In policy networks, actors use networks as strategies to manage their interdependence. They create and / or use networks to obtain their needs, interests and goals.

The parties involved in the Smart Kampung Program are limited to the district government, village government, village communities and PT Telkom. While other parties have not been involved in the program. ITB's Smart City & Community Innovation Center (2018) in its research explained that villages in Indonesia have their own unique characteristics and different problems. Economic problems are still an obstacle for the achievement of Smart Village. To overcome this problem, village development must be done smartly. The smart solution in question is to implement a smart village, which is an ecosystem that allows the government, industry, academia and community elements to be involved to make the village better. In the smart village concept, the concept is better measured by looking at the performance of resource management so that it becomes more efficient, sustainable and involves various elements of the community. The Smart Village concept is needed so that the villages are able to find out the problems in it (sensing), understand the condition of the problem (understanding), and be able to control various existing resources to be used effectively and efficiently with the aim of maximizing services to its citizens.

Conclusion

Based on the analysis, there are seven factors that determine the Policy Network in the implementation of the Smart Village Program in Banyuwangi Regency, namely: 1) Actors, 2) Function, 3) Structure, 4) Institutionalization (institutionalization) , 5) Rules of conduct, 6) Power relations, 7) Actor strategies.

Recommendations from the results of the research analysis are as follows: 1) Cooperation with the private sector in the implementation of the Smart Village Program in Banyuwangi Regency to encourage the implementation of the Smart Village Program in Banyuwangi Regency can be more effective; 2) Adding education provided to the community in an effort to implement the Smart Village Program in Banyuwangi Regency is more effective; 3) Strengthening more intense socialization in the implementation of the Smart Village Program in Banyuwangi Regency.

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Competence Based Learning Implementation for Public Administration Student Programs to Improve Competency in Facing Industrial Era 4.0

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Abstract

In line with the development of the industrial era 4.0, learning should be able to produce students who are not only capable of material content, but must also have soft skills to support skills or competencies for students. Today the need for the world of work can not only rely on muscle, but the ability of the brain to be something that is a fundamental need. Competencies applied to learning are in accordance with 21st century competencies, namely the ability to communicate, collaborate, think critically and problem solving, and have creativity and innovation. The method used is descriptive qualitative research sources are primary and secondary. Data processing techniques are carried out through four stages namely data reduction, data presentation, comparative analysis, and drawing conclusions. Data collection methods used are observation, interviews, and documentation. The results showed that the application of competency-based learning with communication competencies was inadequate, collaborative competencies were adequate, critical thinking and problem solving were inadequate, and creative and innovative competencies were inadequate. The implication of this research is that students must further improve their communication skills both through oral and written, increase critical power and always think solutively in solving problems, and always try to innovate to explore creativity in each individual.

Keywords:
competency based learning; competence in industrial era 4.0

Introduction

Changes in the world in various aspects of human life have a very significant change in impact on the needs of human life. If in the past to get a job, humans just rely on muscle strength alone is able to get a decent job. However, today not only rely on strength alone, but also dominates the use of the mind or brain to get work. Therefore it is necessary to improve human capabilities both in terms of soft skills and hard skills. One of the improvements in student competency through competency-based learning is an effort to improve human resources to be ready to adapt to the environment and be able to compete with the global world in order to survive. Entering 2000, four approaches to education were applied in Indonesia, namely: (1) life skills oriented education; (2) competency-based curriculum and learning; (3) production based learning; and (4) broadbased education (Masitoh, Dewi, Alinawati, Permasih, .2009).

Schunk (2008: 2) defines "*Learning is enduring change in behavior, or in the capacity to behave in given fashion, which results from practice or other forms of experience*". Learning is an effort to increase competence and have a visionary perspective and have behavioral changes that are sustainable based on the learning experience they have. Widiyanto (2011) concluded that the competency needs include knowledge (*knowledge*), ability skills (*skills*), behavior (*attitude*), and others (*others*) such as experience. agreed upon definition of competency-based learning was found in state and district policies or in interviews with administrators; however, researchers identified four common elements of the reform: 1. Students must demonstrate mastery of all required competencies to earn credit or graduate. 2. Students advance once they have demonstrated mastery, and students receive more time, and possibly personalized instruction, to demonstrate mastery if needed. 3. Students are assessed using multiple measures to determine mastery, usually requiring that students apply their knowledge, not just repeat facts. 4. Students can earn credit toward graduation in ways other than seat time, including apprenticeships, blended learning, dual enrollment, career and technical education programs, and other learning opportunities outside the traditional classroom setting (Torres, Brett, & Cox, 2015).

Competency-based learning approach is done through student-centered learning or Student Centered Learning (SCL). Students are placed as learning subjects. A competency-based approach must pay attention to the map of competency achievement in a field or program of expertise. Does a competency unit require pre-requisites or as pre-requisites for subsequent competencies (Febriana, Rina 2017). Furthermore Munthe (2009: 30) states that in designing learning must be contextualized with competency indicators, understanding the syntax of learning and assessment refers to the achievement of three aspects of cognitive, affective and psychomotor. The learning and learning process carried out in general is carried out in four stages of activities, namely (1) the planning phase of learning objectives; (2) early introduction of students' abilities and readiness; (3) learning process; and (4) learning evaluation. These four stages are carried out usually by emphasizing the final evaluation as the level of achievement of learning objectives as the end of a series of learning activities that include cognitive, affective and psychomotor aspects (Suryadi and Yusa. 2009). In theform of competency-based assessment, assessment is designed in the form of a scoring rubric which includes assignments, skills, attitudes, and appreciation that students must have in carrying out learning tasks in accordance with a particular job. (Baharuddin, 2017).

In general, the competency requirements needed by the workforce are divided into two large groups, namely *technical skills* and *employability skills*. *Technical skills* is the ability in the field of work which includes knowledge and skills, while employability skills are the ability to manage work attitude and behavior skills, which cover attitude and knowledge of the nature of work (Febriana, Rina 2017). The Secretary's Commission on Achieving Necessary Skills (SCANS) conducts studies to identify and describe the skills needed in the workplace (Kane, 1990). At first SCANS found seven functional skills, which are important skills for a worker, namely *resource management, information management, social interaction, systems behavior and performance, human and technology interaction, and effective skills* (Febriana, Rina 2017) .

The concept of learning design proposed by Suparman (2001: 25) "actually refers to the concept that states that the design and development of learning is a form of application of the implementation of learning activities". In the process, the learning design applies a systems approach, namely through systematic, logical and analytical steps. The system approach refers to an order that involves the input, process, output. In the context of learning design, the principle adopted is that learning outcomes as output, will greatly depend on how raw-input characteristics are, and how the quality of the processes carried out during learning takes place (Suherman, Amay.2012.).

Achievement of competency mastery refers to the National Education Standards (SNP) as a basis for assessment, which can be measured from the achievement of higher skills. Assessment in the competency-based learning model developed emphasizes more on the achievement of students 'competencies in cognitive (K), affective (A) and psychomotor (P) aspects, which are designed as a reference in scoring students' abilities on the material learned (Riana T Mangesa and Dyah D. Andayani, 2015). Through this competency-based learning, it is expected that the quality of graduates is more meaningful and has certain competencies according to environmental needs. In addition to the demands of basic skills and skills in the occupied field, the world of work requires employability skills of prospective workers. Employability skills are the ability to manage work attitude and behavior skills as expected by the industry / work world (Leish, 2002).

Methods

This study uses research and development methods by adopting the Borg and Gall (2005) model. The research subjects were undergraduate students in the Public Administration study program. Next the initial step of this research is a needs analysis starting with competency analysis based on the Indonesian National Qualification Framework (KKNI) curriculum, interviews with S1 Public Administration Study Program students to obtain competency information needed, problems related to competencies, as well as needs and prospects career in the future. In addition, a survey on the Public Management S1 study program was previously conducted to obtain data on the current Public Administration S1 curriculum as material and preliminary data for developing learning concepts in curriculum development. The conceptual model that has been designed is then presented and discussed in a Focus Group Discussion (FGD) involving practitioners (4 people), professional associations (1 person), and academics (3 people). The purpose of the FGD is to get agreement on the proposed model. The results of the FGD were validated using the Delphi technique which involved four curriculum experts with the aim of obtaining input related to the hypothetical model that had been formulated. Validation with the Delphi technique has the aim to get comments and ratings about the product to be tested with 4 criteria: (1) can be applied; (2) can be applied with minor revisions; (3) can be applied with major revisions; and (4) not yet implemented (Skulmoski, 2007). In addition to validating this hypothetical model, these experts were given five types of instruments, namely: (1) development guide assessment sheet, (2) model guide validation sheet, (3) competency achievement rubric sheet, (4) model feasibility assessment sheet, (5)) and learning model effectiveness assessment sheets.

Results and Discussion

Initial Product Design Development At this stage the instrument was validated through expert judgment. Instrument validation has the objective to find out whether the instruments developed in this study are suitable for use. In instrument validation, the validator provides an assessment and evaluates and provides suggestions for improving the instrument. The following is a summary of the results of the validator's assessment of the instrument in Table 4.1.

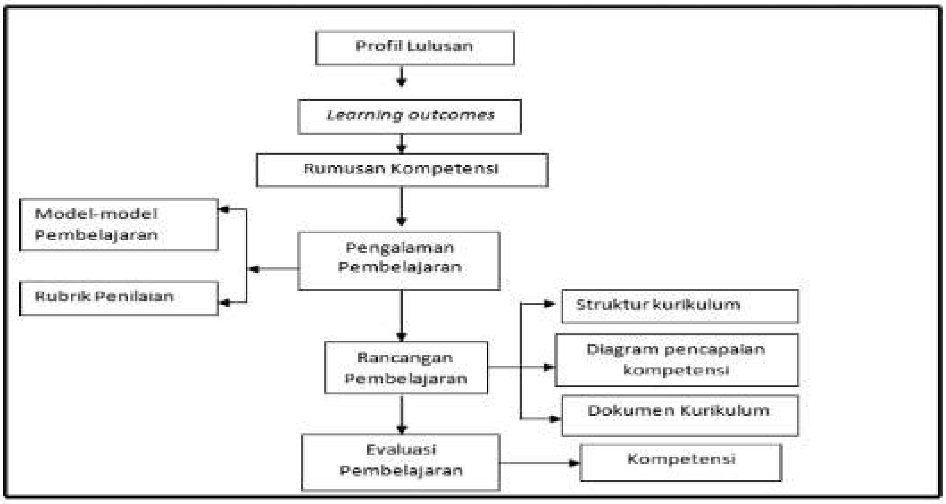
Table 4.1
Competencies of the World of Work Needs

Profesi	Kompetensi *Technical skills*	*Employability Skill*
Teknisi BogaProfesional (*Cook, Captain waiter, Captain F&B, Captain/Chief Baker, Assistent Chief Steward, Assistant Chef De Partie, Assisten Pastry Chef, Bartender*)	Mengetahui bidang perkerjaan	Komunikasi
	Merencanakan variasi menu	Kerja tim
	Menghitung kebutuhan bahan makanan & minuman	Pemecahan masalah
	Mengolah makanan dan minuman	Manajemen diri
	Menata dan menyajikan makanan & minuman	Inisiatif
	Memilih metode/alat pengolahan	Disiplin
	Melaksanakan Standar Operasional Prosedur (SOP)	Jujur
	Melaksanakan prinsip-prinsip manajeman (*POAC*)	Bertanggungjawab
	Mengawasi dan mengevaluasi pekerjaan	
	Merawat/*maintenance* alat pengolahan	
Supervisor di industry jasaboga	Menggunakan ICT dalam bidang kebogaan	
	Melaksanakan K3 (keamanan, keselamatan, dan ketertiban)	

Table 4.2
Instrument Valuation Data by Valifdator

Aspek yang Dinilai	**Rata-Rata Penilaian oleh Validator**					
	Inst. A	Inst. B	Inst. C	Inst. D	Inst. E	Inst. F
Petunjuk pengisian lembar validasi dinyatakan dengan jelas	1	1	0,75	1	1	0,75
Kriteria penilaian dinyatakan dengan jelas.	0,75	1	0,75	0,75	0,75	1
Tujuan penggunaan lembar validasi dirumuskan dengan jelas dan terukur.	1	0,75	1	1	1	1
Aspek yang diukur dengan lembar validasi sudah mencakup teori pendukung dan komponen-komponen model.	0,75	0,75	0,75	1	0,75	1
Butir-butir yang dinyatakan untuk setiap aspek penilaian pada lembar validasi sesuai dengan tujuan pengukuran.	1	1	0,75	1	1	0,75
Rumusan butir-butir aspek penilaian pada lembar validasi menggunakan kata pernyataan/perintah yang menuntut pemberian nilai.	1	0,75	0,75	1	0,75	1
Rumusan aspek dan butir-butir aspek penilaian pada lembar validasi menggunakan bahasa Indonesia yang benar, sederhana, komunikatif, dan mudah dipahami.	1	0,75	0,75	0,75	1	0,75
Rumusan aspek dan butir-butir aspek penilaian pada lembar validasi tidak menggunakan kata-kata atau kalimat yang menimbulkan penafsiran ganda.	1	0,75	0,50	1	0,75	0,75

Figure 4.1
Hypothetic Model

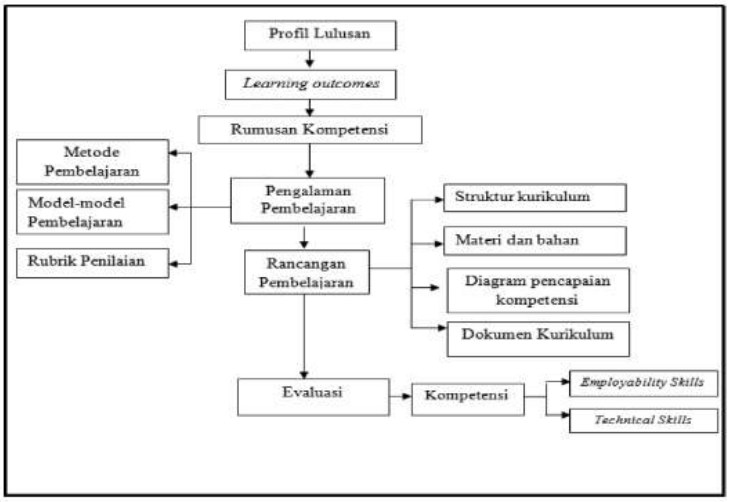


Based on Table 4 above, in general it can be seen that the results of the assessment by the validator are in good criteria. The assessment sheet criteria are said to be reliable if their reliability value (R) ≥ 0.60 (Sugiyono: 2017).

Model Evaluation and Validation in FGD

Conceptual models that have been validated through FGD activities produce hypothetical models. Figure 4.1 is a hypothetical model resulting from FGD validation. The Hypothetical Model developed in this study has previously been consulted and discussed with several experts representing the field of curriculum and learning in the field of Public Administration. Evaluation of this model has the aim to provide improvements to the stages of learning in the model developed so that the development goals of this model are achieved and can run effectively.

Figure 4. PKBK Empirical Model



Based on the data described above, the results of the FGD and evaluation by experts obtained the PKBK empirical model with some important notes of the evaluation results are: (1) the need for a curriculum grouping in the curriculum structure; (2) managing competency achievement (learning outcomes) at each semester level; (3) lists various approaches, strategies and also learning models that are suitable for PKBK; (4) in the framework of the evaluation process it is necessary to describe what competency components will be evaluated. The PKBK empirical model shown in Figure 4.1 was proposed by Herminanto (2011) that learning must be presented in a contextual and authentic way, the content of learning must be designed to be relevant to student characteristics, the use of media and learning resources must be relevant to the development of the times needed so that student participation in learning is maximized .

Conclusion

Based on the results of research and development carried out, it can be concluded that the competency-based learning model with the work world approach (PKBK) produced has a graduate profile component, learning outcomes,formulation competency, learning experience, learning design, and competency evaluation. Second, the formulation of competencies for graduates of Public Administration S1 students based on industry needs is divided into 2 groups, namely technical skills and employability skills. Next learning design on the PKBK model consists of: curriculum structure, learning materials and materials, competency achievement diagrams and curriculum documents. Furthermore, the assessment rubric on the PKBK model contains an assessment of the employability skills and technical skills competencies.

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Educational Curriculum Scenario Planning in Facing Revolution 4.0

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Abstract

Education in Indonesia is still referring to the 2013 curriculum system, where the system wants more interaction between students where students are demanded to be more active in the classroom teaching system, while the teachers only act as companions in the class. However, with the 2013 curriculum system, many students were unable to adjust the curriculum, especially the teachers also had too many teaching hours. Learning hours that are too long cause students and teachers to be more tired in the teaching and learning process. The implication is that too many study hours are charged to students so they cannot participate in activities outside of their school environment. The research in this paper will use the Systematic Literature Review research method and use a database that has been set. The results of this study will be used by researchers as a planning scenario in preparing an ideal educational curriculum and can face revolution 4.0 so that later the quality of Indonesia's next generation can be better in terms of quality education.

Keywords:

school; teaching; learning; technology

Introduction

The curriculum is a set of subjects and educational programs provided by educational institutions that contain lesson plans that will be given to participants in one period of education. The preparation of the subject matter is adapted to the conditions and abilities of each level of education in the field of providing education as well as employment needs. The length of time in a curriculum is adjusted to the aims and objectives of the implemented education system. This curriculum supports to direct education towards the direction and objectives needed in full learning activities. For this reason, the government has always agreed to adjust the curriculum to provide an educational curriculum that is in line with the revolutionary struggle 4.0. Currently the latest law that the government has set is Minister of Education and Culture Regulation Number 24 of 2016 concerning Core Competencies and Basic Competencies for Learning about the 2013 Curriculum in Basic

Education and Secondary Education regarding a number of reports that have been amended as follows: Between Article 2 and Article 3 is inserted 1 (one). Article 2A (1) Information on Content in Elementary Schools / Madrasah Ibtidaiyah (SD / MI) can be used as a learning tool and/or learned through extracurricular and/or local loading. (2) Informatics subjects in Junior High Schools / Madrasah Tsanawiyah (SMP / MTs) and Senior High Schools / Madrasah Aliyah (SMA / MA) are included in the Basic Competencies used as learning facilities. 2. Core Competencies and Basic Competencies Lessons on the 2013 Curriculum on Basic Education and Secondary Education were approved in Minister of Education and Culture Regulation No. 24 of 2016 concerning Core Competencies and Basic Competencies for Learning in the 2013 Curriculum in Basic Education and Secondary Education with the help of Core Competencies and Competencies Elementary Informatics Basic SMP / MTs in sequence number 60 and Core Competence and Basic Competency in Information SMA / MA in sequence number 61 so that they are in accordance with those designated by the District which is an inseparable part of this Ministerial Regulation. The latest curriculum objectives currently emphasize more on competencies, namely (1) spiritual attitude competencies, (2) social attitudes, (3) knowledge, and (4) skills. This competency is learned through extracurricular, co-curricular and/or extracurricular learning processes.

The formulation of Competency in Spiritual Attitude is "Appreciating and living the teachings of the religion it adheres to". The formulation of Social Attitude Competency is "Showing honest behavior, discipline, responsibility, caring (tolerance, cooperation), polite, and confident, in interacting effectively with the social and natural environment within the reach of relationships and their existence". Both of these competencies are achieved through indirect teaching (indirect teaching), which is an example, habituation, and school culture by taking into account the characteristics of the subjects and the needs and conditions of students. Growth and development of attitude competencies are carried out throughout the learning process and can be used as teacher considerations in developing the character of learners further. Knowledge Competencies and Skills Competencies are formulated as follows. Core Competencies 3 (Knowledge) Core Competencies 4 (Skills) 3. Understanding knowledge (factual, conceptual, and procedural) based on curiosity about science, technology, art, culture related to phenomena and events seen in the eye. 4. Trying, processing, and presenting in the realm of concrete (using, unraveling, composing, modifying, and making) and abstract domains (writing, reading, calculating, drawing, and composing) following what is learned in school and other similar sources in point of view/theory. Then some competencies lead to computer engineering policy, mastering technology in the sense of being very important in supporting the quality of education in Indonesia. The details regarding the mastery of computer engineering include 1. Get to know the functioning of the hardware and operating system, and applications. 2. Observing when a device (for example a cellphone, tablet) is turned on until it is ready to use. 3. Shut down the computer properly. 4. Explain the types of interactions with the standard interfaces of various devices. As for core competencies and basic competencies for senior secondary education in Indonesia, including four competencies, namely (1) spiritual attitude competency, (2) social attitude, (3) knowledge, and (4) skills. The competency is achieved through extracurricular, curricular and/or extracurricular learning processes.

From the little picture above about the competency standards that the government has determined, the government also wants to provide the basics of knowledge related to information technology. The standard of competency achievement is optimal if the facilities owned by the school are sufficient. Behind the fact that schools and teachers are well-positioned to act as a resource that can be a potential in providing school-based psychosocial support (Morrison and Allen, 2007) lack of resources, too heavy curriculum, time constraints and various demands the complexity that teachers get means that such responsibilities will be difficult to fulfill by the teacher (Bhana, 2006).

The government itself has adopted several policies to support the implementation of a good education, including making arrangements regarding decentralization in the education system. The decentralization of education is urgently needed by Indonesia today to improve the progress of education in Indonesia. Education in Indonesia should be able to synergize with the potential of their respective regions where this is the realm of Regional Government. The Central Government should be able to give authority to the Regional Government to provide decentralization in education for the achievement of quality education in the face of the 4.0 revolution which is the biggest challenge for the world of education today.

Education that emphasizes the approach of local wisdom and regional potential is considered more appropriate by some parties because later this will increase local potential in managing regional wealth and be able to absorb the workforce for school graduates. So those students who are already in high school will no longer experience difficulties at this time. Moreover, the current 4.0 revolution can be a threat to all regions and all walks of life. It did not rule out there will be some new challenges that could become obstacles to the progress of the region such as unemployment, injustice and several other cases. So that education decentralization is needed to be able to support the quality of education in Indonesia in the face of the 4.0 revolution.

The understanding of the decentralization of education according to (Hurst, 2000), "the decentralization process implies the transfer of certain functions from small groups of policy-makers to a small group of authorities at the local level" in other words decentralization is the process of handing over functions from a small group of policymakers to a small group of power holders at the local level. The Hurst definition clearly illustrates the process of handing over government functions which are then given to local governments. While the definition of decentralization according to (Chau, 2000), decentralization on the concept of delegation of power to local governments, to increase efficiency in the use of resources.

While decentralization in the Big Indonesian Dictionary (KBBI) suggests that the government system gives more power to local governments. Furthermore, according to the definition of decentralization (Hoogerwerf, 2010), decentralization is as recognition or transfer of authority by lower public bodies to independently and based on their interests take decisions on governance arrangements, as well as the structure of authority resulting from that. "Decentralization" means the transfer of the authority of the Central Government administration to autonomous regional governments to regulate and manage government affairs in the Unitary State of the Republic of Indonesia (Law Number 32/2004, Article 1 number 7 Decentralization). The transfer of authority is manifested in the form of 1) Deconcentration, constituting the delegation of governmental authority by the Central Government to the Governor as the representative of the government and/or to vertical agencies in certain regions (Law No.32 / 2004 Article 1 number 8) and 2) Duties assistance, is the assignment of the Central Government to the regions and/or villages from the provincial government to the district/city and / or village as well as from the district/city government to the village to carry out certain tasks. (Law No.32 / 2004 Article 1 number 9). Educational decentralization carried out in various countries is part of the overall education reform process and is not just part of the process of regional autonomy and financial decentralization (Burki, 1999). Furthermore, the decentralization of education is a process of giving broader authority in the field of education policy and funding aspects from the Central Government to local governments and at the same time, greater authority is also given to schools in the form of School-Based Management (SBM).

Logical consequences in the implementation of decentralization have an impact on various sectors, including the education sector which incidentally concerns the national education system. Therefore, the Government feels the need to make adjustments to UUSPN Number 2/1989 to UUSPN Number 20/2003. Some fairly basic changes to the law include 1) aspects of democratization and decentralization of education; 2) community participation, and 3) global challenges. Changes in the management of education autonomously due to this decentralization, at least it is assumed to have an impact on a) expansion and equitable access to education; b) improving the quality and relevance of education; c) financial efficiency, and d) administrative efficiency. Therefore, the decentralization of education requires a strong democratic foundation in the form of legal regulations, transparency, and efficiency, as well as involving stakeholders. Conceptually, there are two types of education decentralization, namely: 1) decentralization of authority in the field of education in terms of education policy and funding aspects from the Central Government to local governments (provincial, district/city) and 2) decentralization of education with a focus on giving more authority big at the school level. The first concept of decentralization of education is mainly related to regional autonomy and decentralization of government administration from the Center to the regions, while the concept of decentralization of education that focuses on giving greater authority at the school level is carried out with motivation to improve the quality of educational outcomes (Burki, 1999).

A good education system has been implemented in several countries, especially in this field of education, in Singapore which has become one of the best education systems in the world demanding that students be able to master the field of science. Singapore has a regulation where compulsory education is from 6 years to 12 years which must be implemented within 6 years. Then proceed to the second stage of education which is 12 years to 18 years which is traveled at the same time that is 6 years (Erkan, 2013).

The definition of revolution 4.0 is still very diverse and is still in the research and development stage. Revolution 4.0 is a comprehensive transformation of all aspects of the industrial process by combining digital technology and the internet with conventional industries (Merkel, 2014). Revolution 4.0 emphasizes the definition of the speed element of information availability, namely in an industrial environment where all entities are always connected and able to share information (Schlechtendahl, 2015). A deeper and more technical understanding of revolution 4.0 is an integration of Cyber-Physical System (CPS) and the Internet of Things and Services (IoT and IoS) into an industrial process that includes manufacturing and logistics and other processes (Kagreman, 2015). Cyber-Physical System (CPS) is a technology to combine between the real world and the virtual world. Using this integration can be generated through integration between physical and computational processes (embedded computers and network technology) in a closed-loop (Lee, 2008).

Revolution 4.0 has now gone through a fairly long phase since it was first rolled out in the first British country to have invented a steam engine, then continued to other findings as a result of the Development of Rev 4.0 4.0. While in this decade the world has been confronted with the 4.0 revolution that all countries will share in its impact and implications. The world of education is the main base of this existence because students will be forged and will get an education that must be able to answer this 4.0 revolution.

Until the presence of decentralization in the world of education can be one of the accesses or processes in improving the quality of education to face the 4.0 revolution. Decentralization in the world of education will be able to develop potentials in each region where each regional potential, especially in Indonesia, is very diverse because Indonesia is a country of origin and has diverse cultures and regional potentials. However, with the decentralization of education still refers to the standards set by the central government, the regional government only has the authority to develop the potential of the region but can not be separated from the standards that have been set. Regional governments, in this case, have the opportunity to develop the potential of their regions, by developing their regional potential, students will have special expertise not possessed by students from other regions. Not only by developing regional potential, but decentralization of education can also make local governments develop students' interest in learning with technological advances. This technological progress can be based on information technology (internet) or by using other modern technologies. As for the focus in this research, the researcher wants to further study the education system that took place in Indonesia in the 4.0 revolution from the perspective of the field of public administration science. This study aims to provide an in-depth analysis of scenario planning in the face of the 4.0 revolution in education. So that later can be input to the government to be able to improve education in Indonesia.

Method

This research was conducted using literature study studies from accredited international journals and accredited national journals especially journals that discuss the education system that takes place in Singapore as a basis for comparing the education system that takes place in Indonesia. Data obtained through studies that have been examined as the results of previous research reports, journal articles, and other supporting data will be the basis of theory in writing this research. The data is then analyzed using the theory of human resource management and decentralization. So that it will produce new data in accordance with the research subject that will be analyzed again to design an appropriate curriculum to deal with the times, namely the 4.0 revolution, especially in the field of education so that the next generation is ready to face the challenges of the 4.0 revolution.

Through this literature study, it will later be re-elected in accordance with the theories and concepts needed to produce scenarios in developing the curriculum of the world of education in Indonesia, so that the Indonesian government can prepare the next generation of the nation that is able to compete with global competition. The capacity that cannot be increased in the world of education in Indonesia is inseparable from the human resources they have and the education system that is taking place in Indonesia. The existence of decentralization in the field of education will be able to influence the quality of education in Indonesia which in turn can produce a generation of nations that can compete to face the global competition of revolution 4.0. Educational decentralization will be able to develop innovations held by education organizers in Indonesia in improving the quality of their students in the face of global competition 4.0 revolution. Local governments can innovate in conducting education with the decentralization of education, but this decentralization of education also does not reduce aspects of the standard of education that have been determined by the central government. So that the quality standards of education that have been set have the same standards throughout Indonesia.

Result and Discussion

Related to decentralization and regional autonomy, it can be compared to two sides of a coin that cannot be separated from one another. The area of autonomy is a consequence of the principle of decentralization in the administration of government in an area. In essence, every state, whether it is democratic or socialist, there will be no state that only uses the principle of centralization in the administration of its government. Likewise, on the contrary, it is impossible for a country in the administration of government to be based only on the principle of decentralization. In practice, the administration of the two principles of government complements each other to be able to achieve a goal of implementing the governance of his country. Then, if it is related to decentralization in the world of education, that is, giving the authority of the Regional Government by the Central Government in organizing education in accordance with the capabilities of its local potential, this will provide opportunities for local communities to develop the potential of their respective regions.

While conceptually speaking, there are two types of education decentralization, namely: 1) decentralization of authority in the field of education in terms of education policy and funding aspects from the Central Government to local governments (provincial, district/city) and 2) decentralization of education with a focus on providing authority bigger at the school level. The first concept of decentralization of education is mainly related to regional autonomy and decentralization of government administration from the Center to the regions, while the concept of decentralization of education that focuses on giving greater authority at the school level is carried out with motivation to improve the quality of educational outcomes (Burki, 1999).

The goals and orientation of the decentralization of education vary greatly based on the experience of decentralization of education carried out in several countries such as Latin America, the United States, and Europe. When decentralization is the aim of granting greater authority in the field of education to local governments, then the focus of decentralization of education undertaken is on delegation of greater authority to local governments or to the education council and/or school committee. Implicit in the education decentralization strategy such as this is a target to achieve efficiency in empowering resources (energy, materials and education funds come from the Government and the community). Furthermore, when the goal of education decentralization is to improve the quality of the teaching-learning process and the quality of the results of the teaching-learning process, the decentralization of education is more focused on reforming the teaching-learning process. In this case, the participation of parents in the teaching-learning process is considered one of the determining factors.

From the experience of developed countries of the Organization for Economic Cooperation and Development (OECD) and several Latin American countries that have decentralized education, Patrinos, Harry A. and David L. Ariasingam (1997) concluded that in countries that are members of the OECD, authorities in terms of determining textbooks, learning methods, and responsibilities in implementing school development plans tend to apply at the school level and do not depend on the level of decentralization in the administration of government.

Observation of the decentralization of education in Latin American countries shows that the authority to determine the core curriculum remains with the Central Government. Likewise, the authority in carrying out national exams or midterm exams that are enforced nationally, so there will be no more cheating in organizing education. This applies generally in Latin American countries and does not depend on the level of decentralization in the administration of the respective states. The decentralization of education that took place in Latin American countries is part of the political and fiscal decentralization of governance, from a centralized education system to a system that gives greater authority to local governments that involve community participation. It is hoped that the decentralization of education will be able to increase the quantity and quality of education. One way to prepare for the decentralization of education is to identify the factors that influence the process and outcomes of teaching and learning, especially from top schools.

It can be concluded that superior schools have the following characteristics: a) strong leadership, b) teaching staff with high qualifications and commitment, c) focus on the learning process, and d) are responsible for the results achieved (public accountability). The process of decentralization in the field of education which includes giving greater authority to local governments in budget allocations and education planning in the regions, as well as giving greater authority to schools in terms of teacher management, funding, headmaster selection, management of teaching and learning processes intended to improve - Improve the quality and relevance of education (Burki, 1999).

Therefore, the implementation of education decentralization is expected to emerge effective schools referring to the principle of school-based management (SBM). In essence, SBM is a form of authority of the Central Government to the education unit (school) in managing learning activities programs in their respective schools through deliberation of all components of school residents (principals, teachers, students, parents, students, school committees and/or other stakeholders, In other words, all school activities are carried out on the basis of deliberations and consensus among school residents Furthermore, the principal figure is expected to have someone who has reliable managerial skills and is chosen transparently through the stages of the selection process from the nomination to the determination candidates become by taking a variety of special assessment (test) (talent scouting) while still considering the voice of the school community before being designated as the principal, the position of the principal is determined based on a certain period of time and can be extended as long as the person concerned has measurable and measurable achievements account transparently. In setting the agenda of activities and funding is always oriented towards an agreement on the basis of deliberation and consensus with all components of the school community.

Teacher profiles, it is expected that in addition to following the statutory provisions related to minimum educational qualifications, certification, and competence, teachers have the autonomy to plan the design of teaching programs (RPP) in accordance with existing facilities and infrastructure and develop curriculum in accordance with the level of student needs. Teachers periodically take self-evaluations and/or assessments among peers and assessments from superiors (principals). In addition, so that teachers always follow the development of science and technology are given the right to attend a variety of professional training that is renewing/strengthening as well as increasing competence. In other words, the teacher as a professional is always committed to carrying out his tasks and needs to follow the development of science and technology in accordance with their individual needs. All school activities, aside from being based on academic programs that have been jointly determined by the stakeholders, are also scheduled for various non-academic activities (extra-curricular) based on guided interests and talents. Thus, the program of activities in schools does not only emphasize the process, but also quality products. The following table shows some indicators of the characteristics of effective schools (Burki, 1999).

The education system that prevailed before regional autonomy was centralistic, starting from the introduction of a national curriculum to the very dominant central role in teacher management (specifically for state schools). The center is very dominant and determines in every decision about the process of recruitment, appointment, placement, coaching, and transfer of teachers, as well as from the financial aspect. Public school teacher salaries are determined and paid by the Government even though salaries for elementary school teachers are managed by the province, while salaries for junior and senior secondary teachers are directly paid by the Central Government through the KPKN.

In terms of funds outside the salary allocated by the Government to each school, it is provided by allocating funds from the center to the regions (regencies/cities) based on the number of schools in the area. The fund allocation mechanism is done by calculating the same amount of funds for each school based on the level of education, regardless of the number of students, the location or the level of the economic prosperity of the area. This method contains many weaknesses because it does not pay attention to the aspect of equity (equity) and the need to allocate funds to each school (general and vocational). In terms of salary, it must also be able to meet the needs of each teacher because it concerns welfare and even a sense of justice. So it is necessary to be careful in setting salaries for teachers today.

Through the decentralization process implemented by the Government through Law Number 32/2004 on Regional Government and Law Number 33/2004 on Central-Regional Fiscal Balance it can be assumed that new principles and directions in the management of the education sector refer to the division of authority between the Central Government, provinces, and regencies/cities, and the Central-regional financial balance.

There are eight main objectives of decentralization according to (Hadiyanto, 2004), namely:

1. Accelerate economic growth (accelerated economic development),
2. Increasing management efficiency (increased management efficiency),
3. Distribution of financial responsibility (redistribution of financial responsibility),

4. Increasing democratization through the distribution of power (increased democratization through the distribution of power),
5. Local control becomes greater through deregulation (greater local control trough deregulation),
6. Market-based education (market-based education),
7. Neutralize the centers of power (neutralizing competing centers of power),
8. Improving the quality of education (improving the quality of education),

According to Hadiyanto (2004), conceptually, there are two types of education decentralization, namely:

1. Decentralization of authority in the education sector in terms of education policy and funding aspects from the central government to regional governments (provincial and district).
2. Decentralized education with a focus on granting greater authority at the school level.

The first concept of decentralization of education relates mainly to regional autonomy and decentralization of governance from the center to the regions, while the concept of decentralization of education that focuses on giving greater authority at the school level is carried out with motivation to improve the quality of education. The goals and orientation of the decentralization of education vary greatly based on the experience of decentralization of education carried out in several Latin American countries, in the United States and Europe. If the objective is the granting of greater authority in the education sector to local governments, then the focus of the decentralization of education undertaken will be on delegating more authority to the local government or the School Board. Implicit in the education decentralization strategy such as this is a target to achieve efficiency in the use of resources (school resources, education funds originating from the government and society).

On the other hand, if the goal of education decentralization is to improve the quality of the teaching and learning process and the quality of the results of the teaching and learning process, then the decentralization of education is more focused on reforming the teaching and learning process. The participation of parents in the teaching and learning process is considered to be one of the most determining factors.

Educational decentralization is an opportunity for improving the quality of teaching and learning activities in schools. In other words, it is an opportunity for improving the quality of education in each region. This is because of concerns about improving the quality of teachers, improving the quality of management of school principals, improving educational facilities and infrastructure, education funding will be better if it is managed by education officials in the regions. In the end, decentralized education aims to equalize the quality of this improved education.

Decentralization of education is one of the models of education management that makes schools a decision-making process and is an effort to improve the quality of education and human resources, including teacher professionalism, which is currently troubled by various parties both regionally and internationally. Models in the management of quality education will certainly be able to have a very good impact on the education system in Indonesia.

The education system that has been managed in a bureaucratic and centralized climate is considered as one of the causes that have led to a deterioration in the quality and excellence of education in our country. This is reasonable because the bureaucratic system always puts "power" as the most determining factor in the decision-making process. Schools have now been confined by bureaucratic power from central to regional levels, and even seem to be getting worse in the current reform era. Ironically, principals and teachers as those who best understand the reality of education are in a place that is "controlled". They should be the ones who have the most role as decision-makers in overcoming various daily problems that are facing efforts to improve the quality of education. However, they are in a helpless position and are pressured by various standardizations in the form of operational guidelines and technical guidelines that are "certain" not following the objective reality in each school.

Besides that, the power of the bureaucracy is also a factor in the decline in the spirit of community participation in the administration of education in schools. In the past, schools were wholly owned by the community, and it was they who built and maintained schools, provided educational facilities, as well as contributions to provide school operational costs. If they have built a school, the community only asks the government teachers to be appointed to their school.

At that time, we achieved sustainable education development, because schools are wholly owned by the community who are always responsible for the maintenance and operation of daily education. At that time, the Government was functioning as a counterweight, through the provision of subsidies for assistance to schools to the truly disadvantaged communities.

According to Nugroho (2000), there are at least four advantages to the decentralization of education:

1. Improving quality, namely with the authority of the school, the school is freer to manage and empower the potential of its resources.
2. Financial Efficiency can be achieved by utilizing local tax sources and reducing operational costs.
3. Administrative Efficiency, by cutting long bureaucratic chains by eliminating stratified procedures.
4. Expansion and equity, opening up opportunities for education in remote areas so that there are an expansion and equitable distribution of education.

The weaknesses that may arise in the implementation of education decentralization policies, namely:

1. Lack of human resources in remote areas
2. Unequal regional original income, especially in poor regions
3. Lack of attention from the government and regional government to involve the community more in the management of education
4. The leading authority, in this case, the Regent, Mayor as the sole ruler in the region pays little attention to the condition of education in his area so that the education budget is not yet a top priority
5. Conditions and each region do not have the same power in the administration of education due to differences in facilities, infrastructure and funds owned.

Other opinions expressed by (Kinalova, 2012), the advantages of this decentralization policy have the following advantages:

1. Decentralization is applied in political education efforts
2. To exercise political leadership
3. To maintain political stability

4. To prevent the concentration of power at the center
5. To strengthen public accountability
6. To increase elite sensitivity to community needs through a public service approach

According to Smith, the above six things can be achieved if the government administration is well organized. In the context of organizing regional government, regional government administration is needed that responds to the aspirations and needs of the community. Therefore, by understanding such an administrative system at the regional level, the interrelated relationships between all components contained in regional government administration as a whole to achieve the goals that have been set more quickly achieved. It is very much needed for a partnership of all blood components.

In addition to strengths, of course, decentralization also has weaknesses, according to (Kinalova, 2012), the lack of decentralization, namely:

1. Because the number of government organs has increased in line with the authority of the region, the structure of government has become more complex, making coordination difficult.
2. The relationship between balance and harmony between various kinds of regional interests is easily disturbed.
3. Territorial decentralization can encourage "regional sentiment" (ethnocentric).
4. Decision making requires a long time due to complicated negotiations.
5. The implementation of decentralization requires more costs and is difficult to implement simply and uniformly.

Facing the era of information technology advancement and the 4.0 revolution, the Indonesian government must further innovate in terms of curriculum, systems, and infrastructure to support the readiness of the next generation to face the 4.0 revolution. Thus education and training and development in human resources and the completeness of facilities and infrastructure to support the development of this era. Based on research conducted by researchers some time ago in Central Java, researchers found some schools are innovating in teaching and learning activities. The innovation that the school did was to provide access to teaching and learning through digital media in the form of videos, in which the video contained material that the teacher represented in the classroom. This video can be accessed by students when the student is unable to attend school due to illness or permission. The purpose of the school to do this is to minimize students lag behind the subject matter. Researchers also found another policy, namely in the area of East Java, precisely in Batu city, where the government, in this case, the regional education office developed the potential of the region by including the tourism curriculum. The inclusion of this curriculum is considered important by the local government so that students can develop the potential of their regions, but also do not reduce the standards that the central government provides.

In addition, according to Marihot Manulang, there are at least 4 positive aspects to support the policy of education decentralization, namely: 1) Quality improvement, namely with the authority possessed by schools, schools are freer to manage and empower the potential of their resources; 2) Financial efficiency can be achieved by utilizing local tax sources and reducing operational costs; 3) Administrative efficiency, by cutting long bureaucratic links by eliminating stratified procedures; 4) Expansion and equity, opening up opportunities for education in remote areas so that there are an expansion and equitable distribution of education. So that decentralization can be said as scenario planning in dealing with revolution 4.0 if it is optimized by the central government and regional governments.

The concept of educational decentralization refers to transfer - if it does not say the division of decision making authority and responsibility for carrying out tasks. Specifically, namely the process of transfer of authority (transfer of authority) in educational organizations from one higher level to another lower level. The level of authority in education itself lies at four levels: central government, provincial, district, or district/city government, and schools or education units (Welsh and McGinn, 1999).

Some principles in the decentralization of education proposed by Welsh and McGinn (1999) that in principle, decentralization applies to all important functions including the education sector, including in terms of (1) planning and monitoring implementation plans; (2) budget and financial management; (3) personnel management; (4) academic management; and (5) infrastructure provision including procurement. In detail the four things thought in seeing the decentralization of education can be explained in an ideal theoretical concept as follows:

(1) Planning, implementation, and monitoring: in all countries, the Central Government retains the function of national policy regulation and in most countries for national planning, including long-term and medium-term planning. In some countries, the strategic planning function is also the responsibility of regional or provincial entities. For educational levels considered strategic, such as secondary education in many countries, school mapping remains a centralized function while responsibilities have been left to lower levels of government for basic education. As a result of decentralization, monitoring is increasingly hungry for information and evaluation systems are growing in the education sector throughout the world.

(2) Budget and financial management: budget preparation and allocation, expenditure management and monitoring are joint responsibilities between the Center and regional governments. There are countries where the Ministry of Education is not involved in the budget allocation process. In many countries, an education budget of around 80% is implemented through local government budgets. This shows that in essence, education funding has been far more decentralized.

(3) Personnel management: in many countries the decision power is in the personnel management function, as a key, especially in the distribution of personnel and, remains the central government tool that most determines the implementation of national planning to direct and influence regional planning decisions.

(4) Academic management: in most countries, governments maintain central control over learning content and standards through the curriculum. Decentralized academic management functions are limited to extra-curricular activities with local content, flexibility with schedules to implement the specified core curriculum, authorization to select reading material. In countries with a tradition of decentralization in academic matters, there is a tendency towards re-centralization in terms of curriculum, related to concerns about academic standards and the level of qualification under conditions of economic competition pressure. Learning performance appraisal policies, including the national examination system and standard entry requirements for higher levels of education, act as a strong element of centralization even in systems with high levels of school autonomy.

(5) Provision of infrastructure: in many countries' functions related to infrastructure planning, financing, maintenance have been decentralized to lower levels of government and local communities. They concern spending, especially capital. The organizational context, including the concrete ways in which certain key functions are being implemented and monitored (for example through a system of vertical relations and horizontal relations, the structure and operation of the Ministry of Education) forms the process of education policy formulation, planning, including financial planning, and allocation of resources and methods course resources that have been used. This relates to the budget planning policy process in the context of decentralization. It focuses on education planning and implementation monitoring. The term decentralization is used primarily concerning education reform in the community education sector, namely educational activities financed from the public budget.

Conclusion

This paper concludes that decentralization in the field of education can be made as scenario planning in the face of the 4.0 revolution. As the researchers found both in the literature study and field study of the decentralization of education that took place in Indonesia has led to the 4.0 revolution. But there are still some deficiencies in the resources owned by the government and also from the advice and infrastructure to support the ongoing quality education.

In practice, the decentralization of education has led to the readiness to face the 4.0 revolution, but there are still shortcomings including readiness from the teaching staff and other supporting suggestions. The decentralization of education can be used as a model by the government to deal with the times in the digital revolution 4.0. With proper management and further innovation in the system, the education concentration can be made as a way to achieve the readiness of the next generation to face the 4.0 revolution. the results of this research can be used by academics in the future, especially raising the theme in this scenario planning, so that it can become a new study, especially in developing the concept of social science.

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Interferences of Bandung Creative City in Developing the Creative Economy of Bandung City

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Abstract

This present research aims to analyze the interferences of the Bandung Creative City Forum (BCCF) as a representative of creative economy communities in the development of creative economy in the City of Bandung. This research is descriptive research with post-positivist approach and used in-depth interviews as well as document studies as the data collection methods. The results show that the BCCF as an independent societal organization concerned with the development of creative economy in the City of Bandung was able to run a number of internal and external activities effectively and made physical and social contributions directly felt by citizens and the city. However, the BCCF is faced with the reality that in the meantime, they are utterly different from they were in the forgoing two periods. For this reason, the BCCF is striving to adapt with their needs in the present time while keeping on carrying out their previous positive activities, especially those directly linked with the citizens of the City of Bandung.

Keywords:
civic engagement; community participation; community empowerment; society-political governance; creative economy

Introduction

With the improvement of the community's life emerges newer, more varied governance concept meanings (Rhodes, 1997: 46). Currently, governance is experiencing a significant shift in view, in that it is more focused on the fulfillment of public goals by government and non-government actors (Chhotray and Stoker, 2009: 16). Under such conditions, the term governance has led to the shift in the government's roles in governing and managing a state (Kooiman, 2003:3; Pierre and Peters, 2005:3). Governance today is a product of self-organizing networks and interdependence between one actor and another (Rhodes, 1997: 53). This new definition of governance is a redefinition of the role of the communities, who initially only serve as passive users of government services but transform into entities playing a prominent role and demonstrating active participation, in the governance process of their affairs in accordance with their needs and problems (Lappe &

Dubois, 1994; Steen-Johnsen, *et al*, 2011:557; Bernauer and Betzold, 2012:63). In other words, this new governance meaning recognizes the community's capacity to deal with their own affairs without being fully reliant on the power of the government, who can exert their authority (Stoker, 1998: 18; Chhotray and Stoker, 2009: 20–21).

The increasingly diversified, complex and dynamic lives of the community require the engagement and participation of multiple actors from non-governmental organizations (NGOs) as part of the community (Kooiman, 2003: 162). For these multiple actors and entities to be connected, and to communicate, with each other, interaction comes out as something worth attention. To distinguish the "new" form of interaction between the government and the community separately or collectively, Kooiman (1993: 1–2) refers to it as society-political governance.

Interaction is defined in a simple term as mutual influence between two or more political and social entities (individuals, societal organization, public institution) (Kooiman, 2003: 13). Interaction assumes a central position within the societal governance for two reasons. The first reason is that the term societal governance is an expression of the assumption that "without social governance, political governance will not exist, and vice versa," rendering the interaction between social entities and political entities critical from the governance perspective. The second reason is that no single social or political actor has the knowledge and information required to solve public and private issues that are complex, dynamic and varied, thus interaction comes to be an effective way and a strong synthetic and analytical power in the face of such societal phenomena (Kooiman, 2003: 24). As such, Kooiman (1993: 38) has explained that the social-political system dynamics can in no way be understood without the knowledge on the interaction concept, whereas interaction can in no way be understood without the knowledge on interaction types that differ by context. One of interaction types is interferences.

Interferences can be regarded as a relatively inclusive, flexible and spontaneous interaction process that takes place within and around the activities of a social entity. This type of interaction is commonplace within a community group, making it frequently attached to self-governance way of interaction. Self-governance is the capacity of a social entity that has an initiative to govern itself according to its ability and to develop and maintain its identity, enabling them to display the highest level of autonomy. It is essential to note that in order to maintain and expand such an autonomous organization, it is necessary to have individual capacity and to implement the organization's values (Kooiman in Grote and Gbikpi, 2002: 83). Accordingly, to make it easy to collect and analyze data of this research, we outline the following indicators: a) the organization actors meet up and discuss a social issue on a regular basis (Kooiman, 2003: 85); b) the organization leader motivates his members (p. 68); c) the organization actors are capable of designing and organizing an activity (p. 80); and d) the organization actors make a social movement on his own initiative (p. 178).

In the present research, we focused on the development of creative economy in the City of Bandung as a public affair with community-initiated activities. Creative economy development in and of itself refers to the development of economic activities based on individual creativity, skills and talents to create the power of individual creativity that has economic values and influence on the community's welfare (Presidential Instruction Number 6 of 2009 on Creative Economy). As a derivation, it appears that the City of Bandung should autonomously establish a policy on creative economy development as a response to its considerable potential as a model creative city at the national level (The Ministry of Trade, 2009; The Ministry of Tourism and Creative Economy, 2013) and the global level in UNESCO version (http://en.unesco.org, 2017).

The success of the City of Bandung to be a model creative city nationwide and worldwide is by virtue of the efforts of all stakeholders, including the government, private entities and community. Notably, as stated by an expert from the Creative Economy Body, creative economy communities play a more significant role in comparison to other entities in paving the way for Bandung to become a creative city (Ramalis in an interview, May 12, 2018). They are equipped with high creativity, high ability to use information technology and outstanding work ethic. More importantly, rather than individually, they work and conduct activities collectively in a community. They are fully aware that the *silih asah, silih asih* and *silih asuh* (i.e. to remind each other, to be affectionate toward each other and to guide each other) values have been engraved as their life identity, in that the values of togetherness and mutual cooperation have become an integral part of the conduct of creative economy activities in the city.

According to a review, it was figured out that there were 3,200 creative economy communities in the City of Bandung spread over 16 creative economy sub-sectors (Head of Creative Economy Division of the City of Bandung in Rakyat Merdeka Online, April 8, 2017). However, out of such large number, only 122 were officially registered. One of the communities, the Bandung Creative City Forum (BCCF), serves as a creative societal organization that initiated and catalyzed the process of Bandung becoming a Creative City. The Chairman of the Committee of Creative Economy of the City of Bandung stated in an interview (March 28, 2018) as follows:

> *"...The BCCF was the initiator in the incorporation of the City of Bandung into the UNESCO World Creative City networking. The BCCF believed that if it successfully enters the network, this will become a bargaining power showing the government that if a community is able to break through the world class, it should have been much reasonable if the government shows support. Even if we were not recognized by the UNESCO, at the very least we have collected data that we are a creative city in our own way. Otherwise, we would be seen as only talk."*

The statements above can be interpreted as an acknowledgment that by far, the BCCF as a social entity has successfully demonstrated its capacity and role in the development of creative economy in the City of Bandung. This research spotted that the potential of creative economy development in the City of Bandung could have been much greater than what have been achieved. Yet, the potential has yet to be realized optimally for some reasons, one of which is the fact that the BCCF as well as other creative economy communities have yet to made contribution as expected. This is proven by the data and information that have been gathered, for example, the data on the achievement of creative city indicators of Bandung as follows:

Table 1.1
Creative City Parameters Achievement

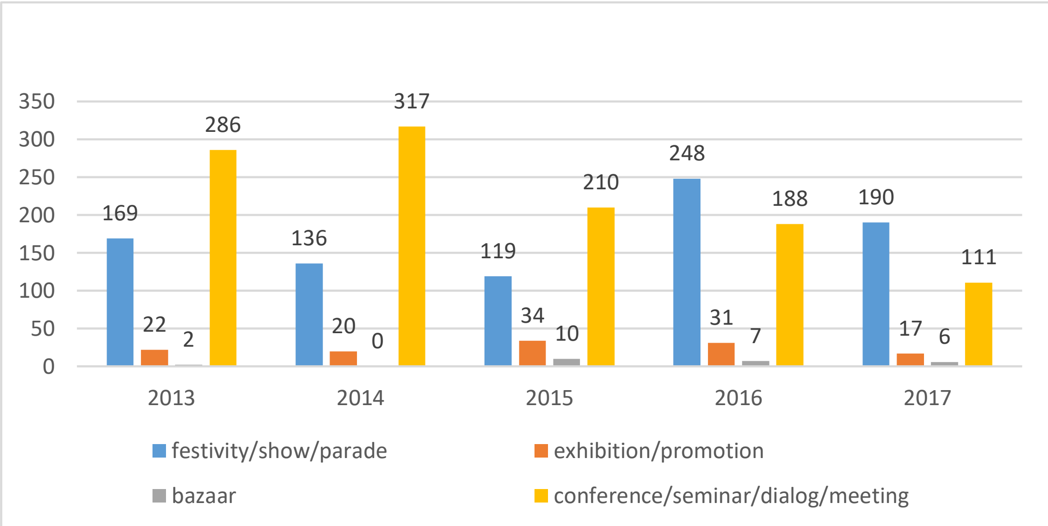
No	Indicators	Score	%	Grades
1	Recent earnings from sub-sector within the last five years	7	70.00	Advanced
2	**Events organized**	**4**	**40.00**	**Poor**
3	Related educational institutions	8	80.00	Advanced
4	Creative space available	5	50.00	Average
5	Facilities provided for conducting creative activities	5	50.00	Average
6	City programmes	7	70.00	Advanced

7	Sustaining government policy	7	70.00	Advanced
8	Promoting activities	6	60.00	Average
9	City cooperation	6	60.00	Average
10	Ongoing networking facilitation	6	60.00	Average
		10		

Source: Economic Department of the Regional Secretariat of Bandung City, 2015

The table above clearly indicates that the achievement of the indicator event organized scored 4 and fell under the "poor" grade. This can be interpreted as a factual problem as this indicator is related to the existence of creative economy communities that have yet to realize their creative economy activities optimally. This was justified by the data regarding creative activities held in the City of Bandung over the last five years as follows.

Figure 1.1
Creative Activities Held in the City of Bandung over the Period 2013–2017



Source: Capital city police of Bandung, 2018

The figure above indicates four types of creative events in the City of Bandung, namely 1) festivity/show/parade event, 2) exhibition/promotion event, 3) bazaar event and 4) seminar/meeting event. The four types of events showed a declining trend each year despite some rise in particular events in particular years. In 2014, the number of seminar/meeting events peaked but later declined constantly. The number of festivity/show/parade events increased in 2006, yet decreased in 2017. Meanwhile, the number of exhibition/promotion events rose in 2015 but dropped in the next two years. The figure above reflects the activities the BCCF has conducted. Over two periods of BCCF leadership, some decreases in the activities occurred due to a number of issues.

The factual problems revealed above implies that the interferences exercised by the BCCF in the development of creative economy in the City of Bandung have yet to be effective. Thus, this research was conducted with the aim of analyzing the interferences made by the BCCF as a representative of creative economy communities in the development of creative economy in the City of Bandung.

Methods

This research used the post-positivist approach as it employed the flow of thinking from the deductive to inductive oncoming and theories as its guidance to collect and analyze data. In the present research, theories were merely used as a guidance to give this research focus and direction, and there was no requirement to prove the theories or to obtain results matching with the theories. This research was descriptive research which provides description of some theories in order to establish an overall framework that serves as a guide throughout the research process. The society-political governance concept by Kooiman (1993, 2003) became the focus of this research, with interaction being its variable and interferences being its sub-variable.

For the purpose of collecting data for this research, in-depth interviews were conducted with several informants engaged in the creative economy development in the City of Bandung. The research exercises technique of purposive sampling since it engages identifying and selecting individuals or communities which are particularly well-informed or well-grounded with a phenomenon of interest (Cresswell and Clark, 2011). As in the table below,

Tabel 1.2
List of Informants

No	Name	Position
1	Ms. Ramalis	The Expert in Indonesia Creative Economy Board
2	Mr. Taufik Hidayat	The Secretary of Potencial and Competitiveness Department of The Economic Division the City of Bandung
3	Ms. Tris Avianti	The Head of Creative Economy Departement in Cultural and Tourism Office The City of Bandung
4	Mr. Hadi	The Secretary of Facility and Infrastructure Section of Creative Economy Departement, Cultural and Tourism Office The City of Bandung
4	Ms.Dwinita Larasati	The Head of the Bandung City Creative Economy Committee
5	Mr Harris Sugiharto	The Chairman of Indonesian Young Entrepreneurs Association The

		City of Bandung
6	Ms. Tita Larasati	The Chairman of Bandung Creative City Forum (BCCF) 2017-2021

Source: Processed by the researcher, 2018

In addition, we gathered data from some literature or certain documents based on needs. Document studies were conducted by accessing documents like dissertations, theses, research reports and other textbooks as well as official documents like statistical reports, yearly reports and other relevant official documents, particularly The Blueprint of Creative Economy: Indonesia's New Power Towards 2025 planned by Ministry of Tourism and Creative Economy (2014), Implementation Evaluation Summary of Bandung as a Creative City written The Agency of Planning, Research, and Development of Bandung City (2015), The Report on The Accountability Statement of the Bandung Mayor (2016), The Report of Fundamental Riset Progress arranged by Satari and Assad (2017), and the official website retrieved from https://o2indonesia.wordpress.com (2017).

Results and Discussion

One way to develop creative economy in the City of Bandung, principally, is by promoting citizens' highly creative initiatives in governing themselves to design creative economy activities, and the BCCF has done just that since its founding to date. The Head of Creative Economy Division of the Office of Culture and Tourism of the City of Bandung once stated in an interview (May 12, 2018),

> *"The creative economy development has been started and initiated by BCCF-accommodated communities of the City of Bandung. As we all know, the momentum of creative economy development movement was in 2007, as at that time, the City of Bandung was appointed the pilot project of creative cities in the Greater East Asia. A year later, the BCCF was established."*

The statement above obviously reveals that the BCCF has an advantage over other creative economy communities, in that the BCCF as a societal entity was the first one that developed creative economy in the City of Bandung. To this point of time, the BCCF is known as an entity that has successfully revamped and improved the City of Bandung. This has put the BCCF under the spotlight as it has time and again been requested to be a pioneer that propels creative economy activities in the City of Bandung. Given such capacity and experience, the BCCF has been asked to lend some ministries a hand with regard to the development of creative economy of some other regions at the national and regional level. Hence, it is only natural if the BCCF is showered with appreciation from the central government to regional government as well as other related parties thanks to its role and contribution in the development of creative economy.

As a non-profit organization, the BCCF serves as an organization that operates across different creative communities in the City of Bandung and functions as a hub, meaning that it helps bridge and provide facility for individuals, communities and citizens in the City of Bandung in creative activities for the purpose of creating prototypes of solution for the city's problems. As an official organization, the BCCF becomes an independent organization with vision, missions and goal. The BCCF's vision is to become a communication, coordination and business forum for companies, business entities or creative communities in Bandung. Meanwhile, the BCCF's missions are

a) to increase the driving force for the development and empowerment of creativity potentials of the citizens of Bandung and adjoining areas,
b) to introduce Bandung as a leading creative city at the regional, national and international levels,
c) to establish cooperation both on the national and international scales for the purpose of developing and building creative economy and industries in Bandung,
d) to enhance creativity as an effort to empower the economy in order to improve the quality of life of civil community, the ecosystem preservation and the acknowledgement of cultural diversity.

In the beginning, the BCCF lacked hierarchical organizational structure. However, ever since being legalized, it has a hierarchical organizational structure. Despite the hierarchy, all BCCF members have equal position and rights to express their ideas. The wide range of abilities, skills, insights and experiences of every member are valuable for building a strong synergy between members. They can complement each other, marked with members that constantly dedicate their time, labor, mind and wealth into all BCCF activities. From the onset, the BCCF has liven up the jargon "*Hidup adalah Udunan*" as a manifestation of *gotong royong* (mutual cooperation) and solidarity values among members as well as high spirit of militancy in every activity.

In conducting each of its activities, the BCCF applies the urban acupuncture and design thinking approaches. Urban acupuncture is a philosophical approach used by the BCCF in dealing with social and environmental issues in the city on a small scale, yet in a massive, continuous and effective way, so it is expected to be able to leave a positive impact on, and generate good quality for, the lives of the city and the citizens (the Head of the BCCF in an interview, May 12, 2018). Meanwhile, design thinking consists of observing and understanding, reframing, ideation, prototyping and co-design processes, focused on discussing innovation solutions for various urban issues on the basis of cooperation between stakeholders (Hendra in o2Indonesia.wordpress.com, 2013). These approaches are deemed as the most fun for, and easily understood by, every layer of the community as the community will have a greater freedom to think as creatively as possible without any restriction of any conventional matter (the Head of BCCF in an interview, May 12, 2018).

This research will further outline and analyze every indicator of the interferences made by the BCCF as an independent social entity in developing creative economy in the City of Bandung.

1.1. Regular Meeting and Discussion on Social Issues

Meeting up and communication with fellow organization actors constitute the first and fundamental indicator in this interaction. The meeting and communication conducted are not too formal and are intended as part of an effort to actualize themselves for them to obtain new information, insights and experiences. In principle, the process of mutual sharing, exchange, interpretation, learning and information collection taking place within the organization serve as the key to the success of the first indicator of interferences. It is worth noting that information constantly changes and develops in a rapid way, leading to the requirement for the response of the organization actors to understand the organization's dynamic internal conditions and uncertain external environment at all time.

It can be said that members of the BCCF network are basically creative despite zero support from the government. Their creativity flourishes as they like to *ngumpul* (gather), *nongkrong* (hang out) and *ngobrol* (chat). Through these activities, they find compatibilities between them in terms of hobby, aspirations or economic matters (the Mayor of the City of

Bandung in medcom.id, August 18, 2017). Members of BCCF network comes from diverse backgrounds, either professionally or academically, which bear relevance with creative economy sub-sectors, such as design, fine art, architecture, music, fashion, craftsmanship, culinary, among others. It is necessary for these creative communities to expand their communications with other creative communities or community members to achieve a greater goal. Through the BCCF, the communication and information exchange process can be facilitated. The existing creative fields are related to one another, thus the network established will support their creative activities.

In order to promote these communications and information exchange, the BCCF holds a discussion on a regular basis weekly or biweekly on Wednesday nights named "*Rabuan.*" *Rabuan* is a meeting between members and citizens, in which different communities and entities share ideas to align their minds. However, different options emerge, and despite being aimed for good purpose, such differences sometimes trigger debates on a particular issue. From the beginning, the actors involved in the activities are strongly committed to the improvement and development of Bandung so as to achieve betterment of the lives of the city and citizens. The Chairman of the BCCF stated in an interview (March 28, 2018),

> *"....Rabuan is an example of positive hang-out, in which different elements, such as university students, communities, activists and whatnot meet.* Rabuan *is a community gathering, thus the attendants are allowed to share, make announcements, raise particular issues, and more. This is an activity that has been held by the BCCF biweekly since long time ago, but there are some days off, for example on feast days or long holidays. Yet, when it is necessary or nearing a big event, the gathering can be held once in a week."*

In addition to *Rabuan*, the BCCF also holds Jorowok.bdg as its way to express ideas or thoughts regarding creative economy development in the City of Bandung. The themes raised include A New Bridge between Bandung and Creative Economy Body, Managing Bandung: Innovation, Decentralization, Collaboration, Bandung Design Nation: Carving Creative Spaces and City Hall the Pulse of the City of Bandung. This is in line with the statement of the Chairmen of the BCCF in an interview (March 28, 2018),

> *"We also have jorowok.bdg with speakers coming from the outside of this community. They are national and regional figures, for example, Gita Wiryawan, Mari E. Pangestu, Anindya*

Bakri, Dedi Mizwar, Dedy Iskan, Triawan Munaf, Ridwan Kamil, Pidi Baiq, Isran Noor, Imam Nahrawi and whoever have the expertise relevant with a given issue. We just have unbiased talks. But we have not held Jorowok for a long time because we fear it would be politicized."

Jorowok.bdg is basically a positive event for the BCCF as well as other creative economy communities, especially figures with influences at the national and regional levels. In this thought sharing moment, they are expected to agree with a conclusion which will be followed up with concrete actions for the development of creative economy, especially in the City of Bandung. Nevertheless, this event did not last for long as the BCCF asserted that it is a social organization that is neutral from any form of political influences and interventions. It intended to avoid any talk and opinion of creative economy communities and citizens that the BCCF is directed, compromised and politicized by such figures for temporary interests of theirs. For this reason, the BCCF ultimately decided that they would only involve academics, experts and practitioners in the field of creative economy in their meetings and discussions.

1.2. Leader Motivation on His Members

A leader in a social organization like the BCCF beyond question occupies the central position as an influential person who moves people around him. It is necessary for a leader to motivate his followers on the basis that this organization is filled by civil people who voluntarily engage in an active participation in, and contribute to, the social organization with different motifs. Such voluntary service based on diverse motifs subsequently puts responsibility on the organization leader to preserve and live up his followers' motivation.

In its tenth year of running, the BCCF as a social organization is facing a strikingly different condition compared with the condition it faced early in their establishment. The most utterly different condition is evident in its members' spirit to actively contribute to the development and promotion of creative economy of the city. In the first period after the founding of the BCCF, its members and networks had high idealism and militancy in conducting various activities. It even created a well-known jargon, namely "*Hidup adalah Udunan*", as a form of mutual cooperation spirit in helping build the organization's resources for the sake of achieving their major goals. Back then, their number one motivation was to improve the environmental conditions of the City of Bandung they deemed as having been neglected by the government. Thus, with various backgrounds, abilities and experiences it possessed, it sought to create a number of solution prototypes for the issues faced by the city.

In the second and third periods, the BCCF sought to adjust the motivation previously given as the conditions and challenge they faced were different. In the second period, the BCCF opened a way for its members and networks to show up before the public and become popular thanks to their influences. Especially with the massive support from various social media back then, they were facilitated to introduce themselves through various activities. The Chairman of the BCCF stated in an interview (March 28, 2018),

> *"The character of the BCCF is actually in the midst of experiencing a change. It was filled with activities that required militants and idealists who worked without any incentives and rewards. It is different today when it is compared to it was ten years ago, so we must increase the motivation in a different way. So, to raise their motivation, we do things like asking particular communities to raise up-to-date issues. Just think about it, youths nowadays need to have a presence and become people with influence. That is what matters."*

Unlike previous periods, in the third period, the BCCF encountered internal and external challenges that were far more complex. One of the most crucial matters was the funding for various activities, in that there was no way it would keep on relying on the fund contribution from its members and networks. This was especially the case as at this time, their members started to think realistically about their own needs, making their motivation change into fulfilling their needs while they were still active in the BCCF. At least the activities they conducted during this period did not burden their finance anymore. For this reason, the BCCF at this time is directed toward activities relating to social enterprise. It commercializes its services to support its managers and organization. In other words, the profits gained are allocated for personal and social interests. In this way, it is expected that the programs or activities to be performed will no longer be hindered, or in other words, they will be assisted in terms of finance.

1.3. Capability of Organizing and Designing Activities

One of the biggest concerns about an independent social organization is its ability to demonstrate its identity autonomously. This is related to what they can do or produce, be it producing goods, providing services or organizing activities. With such independence, there will be coherent internal interaction among its members. It will seek to manage and take care of different things in such a way, starting from the simplest extreme to the most complex one, that it achieves its fundamental goals, for example the determination of the structure, actors, performers, how to perform, relationship between one function and another, shared commitment, communication between actors, among others.

Ever since its establishment, the BCCF as an independent social organization has held more than 250 programs and activities. All of the programs and activities were based on what it calls urban acupuncture and design thinking, which constitute its effort to generate various solution prototypes for the problems faced by the City of Bandung (Larasati in the South East Asian Creative Cities Forum presentation, December 8–9 December, 2016). So far, the BCCF as a hub organization that accommodates assorted creative communities is still focused on the organization of various creative economy programs and events. This has been ongoing in two BCCF leadership periods, namely Ridwan Kamil's era (2008–2013) and Fiki Satari's era (2013–2018). Currently, the BCCF is transitioning to the third leadership period (2018–2023) under Dwinita Larasati and is still in the process of establishing a new structure and formulating missions and work programs.

In Ridwan Kamil's era, the BCCF conducted a large number of creative activities and improvements of urban infrastructure as a support for the creative economy development. The Chairman of the BCCF stated in an interview (2018),

> *"In the first period when Ridwan Kamil served as the chairman of the BCCF, we had a considerable number of activities. We provided examples, like solution prototypes for problems, whatever they were, for example, green open space, urban park, public space and public art. Whatever they were, we promoted them as prototypes on the city scale."*

As the first chairman of the BCCF (2008–2013), Ridwan Kamil introduced three programs (Ridwan Kamil in Fitriyana, 2013: 3) as a form of service for Bandung citizens in general and creative communities in particular, including the following:

1. Preserving creative culture: community organization, events, media, and education.
2. Maintaining creative business or entrepreneurs: Business incubators, networking, economic policy, taskforce or creative economy council.
3. Creating responsive city Planning or design: creative clusters, public space, district regeneration, architecture.

Meanwhile, under the leadership of Fiki Satari as the second chairman of the BCCF (2013–2018), the BCCF's role was more focused on the city's human resource reinforcement although some excellent programs from the previous period were carried on. The BCCF considered that Bandung citizens experienced a shock therapy when finding out that their city had been transformed into a creative city, showing that they actually were not ready to face the fact. This was apparent in their behaviors and habits that leaned toward vandalism involving damage of the city's built facilities and infrastructure. The Chairman of the BCCF stated in an interview (March 28, 2018),

> *"...In Fiki's era, the BCCF's role was forced to change. We were more concerned with the human resources as before the advent of the BCCF, it can be said that Bandung was neglected for a decade. The citizens were used to conditions that, in fact, were sub-standard. It was proven with them littering when beautiful parks were built. And when they were provided with sidewalks, they used them as their place for selling things. So, the human resources were not ready."*

Accordingly, the BCCF under Fiki Satari's command had four major programs, three of which were 2015 Helar Festival, Simpul Institute and Kampung Kreatif, which were organized independently by the BCCF and other creative communities, while another program, Design Action Bandung, was a collaborative program. First, the 2015 Helarfest was the continuation of the previous Helarfest program, and will be held again in the future. It can be said that this program is one of the historical footprints left during the birth of the BCCF. The 2015 Helarfest coincided with the 60th Asia-Africa Conference, and this momentum was well utilized by the BCCF to gather all creative economy communities and networks in the City of Bandung. They all were engaged as the 2015 Helarfest accommodated various events, such as exhibitions, concerts, workshops, performance arts, among others, and were facilitated to display their creative economy works and products (jabarprov.go.id, January 30 2015).

Second, Kampung Kreatif was a follow-up from 2012. At that time, the BCCF invited some regions in the City of Bandung to foster some creativity potentials by carrying out the 2012 Kampung Kreatif program. This program was based on the fact that the majority of Bandung people lived in *kampong*, so they were stakeholders that had to be engaged and whose aspirations and needs must be fulfilled. For this purpose, this Kampung Kreatif program was carried out to benefit the people's economy. The people were required to be independent in using their creativity potentials in the arts and tourism sectors. Hence, the economic activity that could be performed in this Kampung Kreatif program was creative tourism activity. If this could be realized, it could be ascertained that it would result in job opportunity expansion, equitable distribution of local people's income, improvement of added values of the products produced on the local culture basis, domestic product market expansion, among others.

The third program was Simpul Institute. Simpul Institute was designed based on the need for, and importance of, education of Bandung citizens. This program is believed to be a foundation and lighter for the creativity sustainability of the citizens and communities in the City of Bandung. The Simpul Institute program is the manifestation of the BCCF's aspiration to accommodate the wish of different creative communities of the City of Bandung to gather, interact, discuss and share knowledge with each other, to conduct activities, such as trainings, workshops, courses, and excursions, and above all, to improve the capacity and networking of creative actors in the City of Bandung.

1.4. Driving Social Movements

The power of social movement actions will always be obvious in every societal organization. This movement action is the right example of interferences, which is spontaneous, liquid, relatively free and not too formal in nature. This is later called the character of participatory interaction, which basically is founded on its responsiveness as an object governed and managed (system to be governed) to government entities that have full authorities and powers (governing system). The form of such response can be seen in demonstration actions, writing on media, audience and other activities that show a form of protest. The participation in such social movement activities is a simple example of what is referred to as rationality-based collective actions to struggle to uphold the truth, realize prosperity and fight against all negative and deviant attitudes and actions.

The BCCF, a social organization with members who have various diverse backgrounds, has its own way to take social movement actions. We observed that it takes the actions in a fairly soft way, namely intellectual way. To put it simply, this intellectual way can be understood as a way that uses academic aspects, namely using and applying theories and scientific data, as opposed to political, opportunistic or even repressive aspects.

This can be seen in every activity that applied the urban acupuncture and design thinking principles. These two principles guide the members and networks of the BCCF to express and voice out all of their aspirations and needs. They created various solution prototypes for the problems faced by their city without having to involve themselves with the government. It was not until the solution prototypes were successfully implemented that they exposed, disseminated and raised them to some media, from which the government subsequently gained awareness of, and recognized, what its citizens wanted. From where we stand, this is one of the most intellectual and elegant ways to remind and even correct the attitudes and actions of the government that are incorrect and even deviant.

Another way the BCCF criticized, and protested against, the government was having some writings posted on several media. This was done by the BCCF to let the general public know the actual conditions of the City of Bandung. Ultimately, this power of media is expected to be able to move the city government along with its networks to do something in line with their responsibilities and functions.

Finally, this research regarded that the four interferences indicators abovementioned are crucial and fundamental forms of activism for the existence of the BCCF as an independent social entity. The various activities that have long been conducted by the BCCF have enhanced the BCCF's reputation because of the positive recognition and appreciation it received from different parties. This research also pointed out a fairly fundamental change, in that the BCCF slowly changed its activities due to the shift in the motivation of its managers and community members. Currently, the BCCF's activities are directed toward social enterprise, with which it will commercialize its services to support its managers and organization. In other words, the profits that they gained will be allocated for personal and social interests. In this way, it is expected that the programs or activities to be performed will no longer be hindered, or in other words, they will be assisted in terms of finance.

Nevertheless, some worries remain exist due to the fact that the BCCF's focus is slowly shifting into private purpose. This will certainly lead to a change in the mindset and attitudes of the managers and members in conducting their activities, which will tend to prioritize business interests over social interests. This was in contrast to the BCCF's aim in its founding to merely be a social entity that is able to accommodate the creativity power of its citizens to provide solutions for the problems of theirs and the city. This should be taken into consideration by current BCCF management in governing and developing the organization to maintain, or even enhance, the already-good reputation.

Conclusions

Based on the findings from the field, the BCCF is the prime example that represents the existence of such creative economy communities. The BCCF is present as an independent societal organization that is concerned with the development of creative economy through a number of internal and external activities. To the BCCF, the activities are the real manifestation of its identity that has a considerable capacity potential. This identity upholds the urban acupuncture and design thinking principles, based on which the BCCF revamps and improves the city by creating some urban solution prototypes. As such, up until now, they are able to leave physical and social traces that can be felt by the citizens and the city. However, while the BCCF has successfully made outstanding achievements, it is faced with a reality that it has changed. Thus, into the new management, the BCCF strives to adapt to their needs at the present time while carrying on its previous positive activities, especially those directly associated with Bandung citizens.

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Innovation in Public Services Through the *Kawi Smara* Program at Klungkung Regency

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Abstract

This study aims to determine (1) the effectiveness of the *Kawi Smara* Innovation Program in improving the quality of public services at Klungkung Regency (2) factors are the inhibitors of the effectiveness of the *Kawi Smara* Innovation Program in improving the quality of public at Klungkung Regency. This study employed the qualitative descriptive methodology. The results of this study indicate that (1) the implementation of Kawi Smara's innovation program has been effective in terms of service quality, this innovation program has proven to greatly facilitate the public to obtain a marriage certificate, this innovation program has advantages in terms of the speed of the marriage certificate. the solution for the people who want to do their marriage ceremony right away is to get their marriage certificate. The *Kawi Smara* program is not maximally in quantity, the target of Kawi Smara's innovation program has not been maximally achieved, this is evidenced by the still low percentage of people who follow *Kawi Smara's* innovative program services. (2) Factors that hinder the effectiveness of the *Kawi Smara* innovation program at Klungkung Regency based on the results of the study are Lack of socialization, low public awareness and budget constraints.

Keywords:
innovation; public service; *Kawi Smara*

Introduction

In order to accelerate the development process towards a superior and prosperous Klungkung community, the government of Klungkung Regency began to announce the Political and Innovative Community Movement (*Gema Santi*). *Gema Santi* is the implementation of the Mental Revolution Movement and the *Bali Mandara* Program and it is hoped that by making these programs, each SKPD head can be more creative and innovate to get new ideas that are truly felt by the Klungkung community. The flagship program of

Gema Santi (Social and Innovative Community Movement) Office of Population and Civil Registration in Klungkung Regency Especially in the Field of Civil Registration Services is Bela Nanda or Once Born Children Get Birth Certificates, *Kawi Smara* or Giving a Marriage Certificate when Conducting Marriage Ceremony and *Pitra Bakti* Services or Services Integrated in the Issuance of Death Certificate. In this study, researchers limited the *Kawi Smara* program in the Department of Population and Civil Registration of Klungkung Regency. Based on observations of the implementation of the duties and functions of the civil registration service especially marriage registration services for 2 (two) years, it can be identified several problems faced by the Population and Civil Registry Office (*Disdukcapil*) prior to the *Kawi Smara* Innovation, among others as follows:

1. The problem of a marriage certificate is a complicated problem for the community where people are reluctant to take care of their own marriage certificate. With the innovation of *Kawi Smara* (Giving a Marriage Certificate when Implementing a Marriage Ceremony), it is hoped that it can help the community in the process of making a marriage certificate;
2. The number of ownership of marriage certificates in Klungkung Regency is still low. The 2018 marriage certificate ownership table can be seen in the following table:

Table 1.
Number of data of Marriage Certificate ownership in Klungkung Regency

Year	Number of Married Couples	Total ownership of marriage certificate	Percentage (%)
2017	55.422	35.180	63,48
2018	56.051	37.320	66,58
Source : SIAK Office of Population and Civil Registry of Klungkung Regency 2019			

3. There are still many unregistered marriages, so many marriages that are considered unlawful. The child only has a civil relationship with mother and family;

4. Marriage certificate services at the Office of Population and Civil Registry of Klungkung Regency are only limited to the office, this will make it difficult for people who live far from the office, especially in the Nusa Penida islands, this makes the service innovate to carry out mobile services in the deed service marriage is the *Kawi Smara* program.

Methods

This research employed the qualitative descriptive approach, with the location of study at Klungkung Regency, Bali Province. The technique used in selecting the informans was purposive. This study gathered two types of data, which are primary and secondary data. The data collection technique used were literature study, observation, and interviews.

Results and Discussion

Kawi Smara as an Marriage Certificate Services Innovation

Kawi Smara (Giving a Marriage Certificate When Implementing a Marriage Ceremony) is the Population and Civil Registry Office of Klungkung innovation in increasing the scope of ownership of a marriage certificate. With *Kawi Smara* the bride and groom immediately get a marriage certificate once the marriage ceremony is over. *Kawi Smara* cut the bureaucratic chain in arranging a marriage certificate. The signing of the *pemuput*/ priest will be carried out at the location of the marriage ceremony, including the signing of the village, the bride and the witnesses. *Kawi Smara* really helped the bride and groom in providing the legality of their marriage. In the midst of busy preparing for the wedding ceremony the bride or bride groom's family can submit a request to the Population and Civil Registry Office, this can avoid neglect in the management of the marriage certificate.

Public service innovation is the application of new ideas in organizing the fulfillment of the wants and needs of the community by the state organizer so that the community can meet their needs. public service quality is the totality of the ability of service providers in providing services for products (goods or services) and administrative services to customers / communities, which can meet the needs and can provide satisfaction to customers based on conformity with expectations and reality received by customers / communities ".

Budiani Opinion Kowaas A.S, et.al (2017) mentions several indicators used to measure effectiveness are as follows:

1. Accuracy of program goals, i.e. the extent to which the participants of the program are precisely predetermined.
2. Program socialization, namely the ability of program implementation in conducting program socialization so that information regarding the implementation of the program can be conveyed to the community in general and the target audience of programs in particular. According to Wilcox in Mardikonto (2013, p. 86), Providing information is the initial step taken to obtain maximum results and facilitate the continuing work, because by providing information can be used and increase knowledge for people who receive the information
3. Program objectives, i.e. the extent of compatibility between the program results and program objectives that have been previously determined.
4. Program monitoring, i.e. activities carried out after the program is implemented as a form of attention to program participants.

Measurement of effectiveness is used to see the extent to which activeness, usability, conformity in an activity of the person carrying out with the intended target. This effectiveness measurement is used to get the effectiveness of a goal by looking at various indicators of a program. The *Kawi Smara* innovation program is one of the innovations of the Klungkung Regency's Population and Civil Registry Office with the aim of making it easier for the community to obtain a marriage certificate, increase the scope of ownership of a marriage certificate and ensure the legality of each marriage carried out by the community.

The Effectiveness of the *Kawi Smara* Program as an Innovation in Marriage Certificate Services

The effectiveness of the *Kawi Smara* innovation program at the Department of Population and Civil Registration at Klungkung Regency, based on the opinion of Budiani in Kowaas A.S, et.al (2017) mentions several indicators used to measure effectiveness, namely the accuracy of program targets, program socialization, program objectives and program monitoring.

1. Accuracy of program goals Namely the extent to which the program participants precisely predetermined.

According to Makmur (2011, p. 8) accuracy of targets is more oriented to the short term and more operational, determining the right goals both individually determined and the goals set by the organization actually determine the success of organizational activities. Likewise, if the target set is not right it will hamper the implementation of the various activities themselves.

A program implemented by the government should have the right target because the accuracy of the target in every program implementation becomes one of the aspects that influences the success of a program in achieving the expected goals. The purpose of the program objectives is to see the extent to which the participants of the program have been determined in advance. Based on the results of good research conducted to service providers and service recipients as the target group of the *Kawi Smara* innovation program shows that the *Kawi Smara* innovation program on the accuracy of the quality of the program target accuracy is effective but in quantity is still not optimal, this is evidenced by the still low percentage of the community which implements marriages that participate in the *Kawi Smara* innovation program services compared to the people who carry out marriages. In 2017, only 11.98% of the people who implemented marriages participated in the *Kawi Smara* innovation program. In 2018, only 25.02% of people implementing marriages that participated in the *Kawi Smara* innovation program, this is because there are still many people who do not know about the *Kawi Smara* innovation program, the requirements have not been met and still consider the administration of convoluted marriage certificates and charged.

2. Program socialization, namely the ability to organize programs in conducting socialization program so that information about program implementation can be conveyed to the community in general and to program participants in particular. According to Wilcox in Mardikonto (2013, p. 86), Providing information is the initial step

taken to obtain maximum results and facilitate the continuing work, because by providing information can be used and increase knowledge for people who receive the information.

Indicators of program socialization, socialization is the main key to the success of a program in achieving the expected goals and objectives. Through an effective socialization process to the community, a program will easily achieve success in its implementation. Program socialization is the starting point that determines success in achieving its goals, therefore program socialization must be carried out in a planned and systematic manner so that planned objectives are achieved well, it happens because the better the program's socialization process will be better the public's understanding of the concept and the purpose of a program. In a policy, program socialization is the ability of the organizer of the *Kawi Smara* innovation program in Klungkung Regency to disseminate the program, so that information on the *Kawi Smara* innovation program can be conveyed to the public. From a number of research results, by looking at the conditions in the field related to the method used by the organizers in providing *Kawi Smara* innovation program socialization in Klungkung Regency, it can be concluded that the *Kawi Smara* innovation program on Indicators This program has not been maximally implemented, socialization has been carried out through meetings conducted by the Department of Population and Civil Registration of Klungkung Regency to villages in Klungkung Regency only in 2017 only, the socialization is not optimal because it is not carried out sustainably, the socialization also does not invite traditional *bendesa* whereas customary *bendesa* knows and validates every traditional marriages that exist in each of their customary territories, especially in Balinese Hinduism. The Office of Population and Civil Registry of Klungkung Regency as the program organizer has indeed provided information to the entire community and disseminated through television, web, social media and print media, this also needs to be carried out continuously, so that every community in Klungkung Regency is expected to know the ease given in this *Kawi Smara* program and also know the requirements.

3. The purpose of the program is the extent of conformity between the results of the program with the program objectives that have been set previously. According to Duncan

in Steers (1985, p. 53) states that the achievement of goals is the overall effort to achieve goals must be seen as a process. Therefore, in order to achieve the ultimate goal more secure, phasing is needed both in the sense of phasing the achievement of its parts and phasing in the meaning of its periodization. Achievement of goals consists of several factors, namely the time period and goals which are concrete targets.

Indicators of program objectives, the achievement of program objectives are used to see the extent of conformity between the results of the program with the program objectives that have been set previously in the *Kawi Smara* innovation program in Klungkung Regency. The *Kawi Smara* Innovation program is a service for giving a marriage certificate to a married couple during a marriage ceremony. The *Kawi Smara* innovation program is one of the innovation programs implemented by the office of population and Civil Registration of Klungkung Regency in order to provide the best service to the community. This program was determined by Decree of the Head of the Office of Population and Civil Registration of Klungkung Regency Number 18 of 2017 concerning the Program Acceleration of Increasing Coverage of Population Documents. The goals of the *Kawi Smara* Innovation Program are: 1. Facilitate the community to get a marriage certificate; 2. Increasing the scope of ownership of marriage certificate; 3. Ensure the legality of community marriages.

The results of the study can be concluded that the *Kawi Smara* innovation program on the indicators of the objectives of this program are already effective in quality but the quantity is still not maximal, of the three goals of the *Kawi Smara* innovation program in order to facilitate obtaining a marriage certificate has been achieved, the aim of ensuring the legality of marriage has been achieved while for the purpose of increasing the scope of ownership of a marriage certificate has not been reached to the maximum. For the purpose of facilitating the community to obtain a marriage certificate it has been proven by the presence of the Population Service in every invitation *Kawi Smara* wherever and whenever and without cost, this greatly facilitates the people who carry out marriage to immediately get a marriage certificate. For the purpose of increasing the scope of ownership of a marriage certificate has not been reached to the maximum, based on data obtained by researchers at the Office of Population and Civil Registry of Klungkung Regency that the number of ownership of a marriage certificate in the Regency is still low, an increase in the number of marriage certificate ownership due to the *Kawi Smara* innovation program is not too influential on increasing the number of marital deeds. In 2017, *Kawi Smara* only served 125 or 11.98% of the people who carried out the marriage, while in 2018, *Kawi Smara* only served 255 or 25.02% of the people who implemented marriage. For coverage of ownership of a marriage certificate in 2018, only 37,320 or 66.58% of the number of married couples, this proves that the results of the implementation of the *Kawi Smara* innovation program have not maximally affected the increased coverage of marriage certificate ownership.

4. Program monitoring, i.e. activities carried out after the program is implemented as a form of attention to program participants. Furthermore, according to Winardi (2010, p. 7), supervision includes the act of checking and comparing the results achieved with the standards outlined. If the results achieved deviate from applicable standards corrective action is necessary to improve it. Furthermore, according to Bohari (1992, p. 3) supervision is a form of inspection or control of the party more to his subordinates. Siagian (2014, p. 213) states that supervision is a process of observation rather than the implementation of all organizational activities to ensure that the work being carried out goes according to a predetermined plan.

The results of the study can be concluded that the *Kawi Smara* innovation program on program supervision indicators has not been maximized, the results of the study concluded that the supervision or monitoring of the *Kawi Smara* program has been carried out by the program organizers and related stakeholders involved in this *Kawi Smara* program but not yet maximally, observation or supervision what is effectively carried out by the service provider is direct observation of the service recipient or can go through the village office, so that what is an obstacle in implementing this innovation program can be found a solution.

Based on the discussion above, it can be concluded that the implementation of the *Kawi Smara* innovation program has proven to be effective in quality, helping to make it easier for the community to obtain a marriage certificate but in terms of quantity the results are not yet optimal. In the indicator of the accuracy of the target of this *Kawi Smara* innovation program the quality is effective, but in terms of the results are not yet maximal, this is evidenced by the low percentage of people who carry out marriages that participate in the *Kawi Smara* innovation program compared to those who carry out marriages. *Kawi Smara's* innovation program on Indicators This program has not been maximized in quantity, the socialization has not been maximized because it is not carried out in a sustainable manner, the socialization also does not invite customary objects, even though customary objects know and authorize every marriage in each of their customary territories, especially Balinese Hindu marriage. The *Kawi Smara* innovation program on the indicators of program objectives has not yet been achieved, in the aim of facilitating the community to obtain a marriage certificate, it has been achieved, while the goal of increasing the amount of ownership of a marriage certificate has not been maximized because this program does not significantly affect the increase in the number of marriage certificate ownership, for the purpose of ensuring the legality of community marriages has been achieved because every community that carries out a marriage ceremony and follows the *Kawi Smara* program, the marriage that is carried out is automatically registered by the Office of Population and Civil Registration of the Klungkung Regency and is legally valid. In the program monitoring indicator, *Kawi Smara* has been carried out by the program organizers and related stakeholders involved in this *Kawi Smara* program, but it has not been maximized, effective observation or supervision carried out by the service provider is direct observation to the service recipient or through the village office, so what is the supervision or monitoring of the program is an obstacle in the implementation of this innovation program can look for a solution.

Factors inhibiting the Effectiveness of the Implementation of the Kawi Smara Innovation Program in Improving the Quality of Public Services at the Office of Population and Civil Registration of Klungkung Regency

The *Kawi Smara* innovation program still has shortcomings and obstacles in its implementation. To overcome the problems that hamper the implementation of the *Kawi Smara* innovation program, solutions can be given as follows:

1. Lack of Socialization program socialization is the starting point that determines success in achieving its goals, therefore program socialization must be carried out in a planned and systematic manner so that planned objectives are achieved well, it happens because the better the program's socialization process will be better the public's understanding of the concept and the purpose of a program. The Office of Population and Civil Registry of Klungkung Regency should carry out socialization through meetings that are held on an ongoing basis by inviting all customary villages and villages in Klungkung Regency, because the success of this program is also very dependent on the existing stakeholders, with socialization to the *Perbekel* / Village head and It is hoped that the information on this program will continue and be socialized again at meetings in the village and also in the villages in *adat*/ traditional villages and *banjar adat*. Socialization through print and electronic media must also be carried out continuously so that information about the implementation of this innovation program can be conveyed to the entire community of Klungkung Regency;
2. Public awareness To increase public awareness of the importance of marriage registration and having a marriage certificate, the Office of Population and Civil Registry of Klungkung Regency can carry out socialization on an ongoing basis through meeting meetings, outreach through print and electronic media, program monitoring and evaluation directly to service recipients or through the office village;
3. Budget Limitations Budget constraints are the most urgent issue in any organizational structure, the budget is the main intake of a policy and program towards the substantive goals of the policy itself. In its implementation, the *Kawi Smara* innovation program is constrained by budget constraints, especially the budget in the socialization and evaluation monitoring. The budget for socialization and evaluation monitoring should be prioritized by the Klungkung District Government especially the Klungkung Regency Population and Civil Registry Office.

   From the discussion above it can be concluded that the inhibiting factors for the effectiveness of the *Kawi Smara* innovation program are the lack of socialization, low public awareness and budget constraints, the three inhibiting factors have caused the implementation of the *Kawi Smara* innovation program to not run optimally, the three inhibiting factors above are interrelated, things The main thing to overcome this problem is the commitment of the Office of Population and Civil Registration of Klungkung Regency to prioritize the budget for socialization, monitoring and evaluation activities, with the socialization, monitoring and evaluation expected to increase public awareness of the importance of marriage registration, so that an increase in *Kawi Smara* services and Increasing the scope of ownership of a marriage certificate in Klungkung Regency so as to improve the quality of public services, especially services in the field of civil registration.

Conclusions

Summary

Based on the results of the study it can be concluded that:

1. The implementation of the *Kawi Smara* innovation program has been effective in terms of service quality, this innovation program has proven to be very helpful in facilitating the community to obtain a marriage certificate, this innovation program has the advantage of speeding the process of receiving a marriage certificate, *Kawi Smara* is a solution for people who want to they carry out the marriage ceremony immediately get their marriage certificate. However, the achievement of the aspect of quantity has not been maximized.
2. The factors which hampered the effectiveness of the implementation of the *Kawi Smara* innovation program at the Department of Population and Civil Registration of Klungkung Regency were:
   1) Less Socialization the *Kawi Smara* innovation program is one of the innovations of the Department of Population and Civil Registration of Klungkung Regency which has only been running for two years. In the implementation of the dissemination of the innovation program has not been effective, socialization through meetings only held in 2017 and not carried out sustainably. In this socialization only invited village officials only and did not invite custom village, the customary village party should also be invited because custom village knows and validates every marriage

ceremony carried out by Balinese Hindus in general. As a result there are still many people who do not know about the *Kawi Smara* innovation program, the requirements and also the costs. This can be proven by the low percentage of people who have joined the *Kawi Smara* program,

2) Community Awareness one of the factors that also influences the implementation of government service tasks in the Klungkung Regency is the community awareness factor. Public awareness is intended to be aware of the importance of registering marriages, marriages that have not been recorded causing marriages are considered invalid. The marriage certificate problem is a complicated problem for the community where the community is reluctant to take care of the marriage certificate because of the lack of information about the importance of marriage registration and also its requirements, distance issues are also a problem for the community, especially people who live in Nusa Penida island as Subdistrict which are very costly to get to at the Office of Population and Civil Registry of Klungkung Regency.
3) Budget Limitations budget limitations in the Klungkung Regency's Population and Civil Registry Office have caused *Kawi Smara's* innovation program monitoring and evaluation activities to not be carried out in a sustainable manner. The socialization, monitoring and evaluation of the *Kawi Smara* innovation program can only be carried out in 2017, while in 2018 the socialization, monitoring and evaluation of the *Kawi Smara* innovation program cannot be carried out due to budget constraints.

Suggestions

Based on these conclusions, the following suggestions can be given:

1. The *Kawi Smara* Innovation Program is indeed helping and facilitating the people who carry out marriages to get a marriage certificate immediately. Deficiencies and obstacles in implementing this program must be immediately overcome by the Office of Population and Civil Registration of Klungkung Regency, so that what is the goal of implementing this program can be achieved so that even though marriages are conducted

according to religion and belief, in the eyes of the marital state it is considered not yet valid if it has not been recorded by the Population and Civil Registry Office.

The implementation of the *Kawi Smara* innovation program is effective and can improve the quality of public services, especially in the field of civil registration services.

2. To overcome the problems that hamper the implementation of the *Kawi Smara* innovation program, solutions can be given as follows:
   1) The Office of Population and Civil Registry of Klungkung Regency should carry out socialization in a sustainable manner either through meetings or meetings by inviting all stakeholders as well as through print and electronic media so that information about the implementation of this innovation program can be conveyed to the entire community of Klungkung Regency;
   2) To increase public awareness of the importance of marriage registration, the Office of Population and Civil Registry of Klungkung Regency can conduct socialization, monitoring and evaluation so that information about the importance of marriage registration can be conveyed and problems in its implementation can be immediately addressed;
   3) For the continuation of the implementation of the *Kawi Smara* program, the Government of Klungkung Regency in particular the Office of Population and Civil Registry of Klungkung Regency must have a commitment in providing budgets, especially budgets for socialization, monitoring and evaluation.

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Unfinished Agenda: Understanding Poverty and Determination of Targets through the Data Collection of the Poor Population (Study Program of Jalin Matra PFK in Probolinggo District, East Java)

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Abstract

Many programs have been designed and implemented to get the population out of poverty. However, the results achieved are not always satisfactory. Probolinggo District has implemented the Jalin Matra PFK as a program specifically designed for women to be free from their poverty conditions. However, this program still produces the same output, where women poor population is not much reduced. An in-depth investigation of the understanding of the concept of poverty and the data collection system that was carried out found the cause of the failure of the PFK program. The definition of poverty described in Indonesia is not always in accordance with the local concept of poverty. Besides, the definition of poor program recipients is poor population decile 1. On the other hand, the purpose of the program is empowerment. Therefore, the initial definition of this program is not quite correct. The inaccuracy of this definition has implications for incorrect data collection. It is also exacerbated by the implementation of an integrated data collection system that is distorted by several things. Defining different productive age groups between agencies is the first distortion. The difference in authority in determining the number of program recipients is the subsequent distortion. Community and local officials' perceptions of poverty based on cultural poverty also distort the data verification process. As a result, an error occurred in the database as a basis for program implementation.

Keywords:

definition of poverty; poverty data collection; integrated database; poverty alleviation;jalin Matra PFK

Introduction

Poverty is a condition undergone by the community involving five characters of helplessness that creates a deprivation trap, including (1) poverty, (2) powerlessness, (3) vulnerability to face state of emergency, (4) dependence, and (5) isolation, both geographically and sociologically (Chamber, 1983). Poverty with a multidimensional character is a manifestation of the results of human interaction involving almost all aspects of humans (Suparlan, 1984; Baharoglu & Kessides, 2001).

Although poverty alleviation programs have been implemented, it still leaves many poor people to this day. In 2017, there were 26.58 million or 10.12% of Indonesia's population recorded poor (BPS, 2018). One criticism in poverty alleviation programs is an error in the setting agenda stage (Santoso, 2017). Agenda setting is a term to explain the pattern of specific government actions, especially in the early stages of the development of public policy (Jones, 1984).

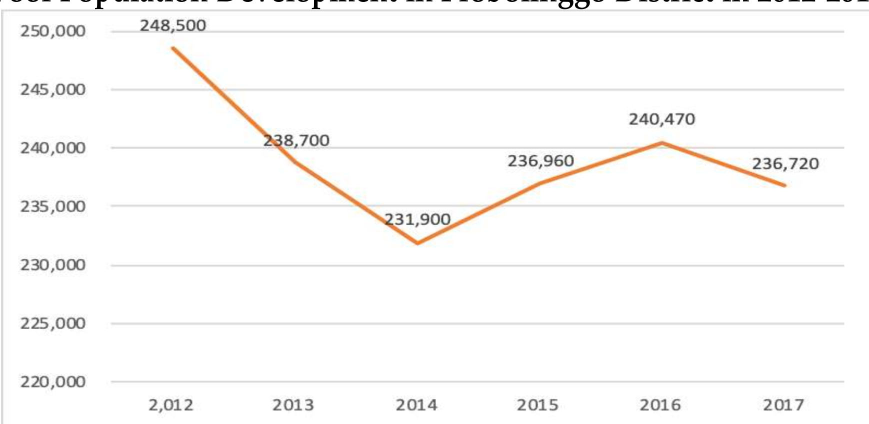
Regarding the poverty alleviation policies in the agenda setting, mistakes in defining the concept of poor is one of the problems that cause ineffective poverty alleviation programs (Raharjo, 2006). The definition of poverty which is only seen from the dimension of a person's inability to meet basic material needs is another cause of failure (Rosyadi & Tobirin, 2010; Huraerah, 2013; Mawardi and Sumartono, 2003). Another explanation for this is the occurrence of bias due to ways of measuring poverty that does not involve the poor themselves (Siahaan, 2011). It means that the definition is independent of the local context where the poor lives (Nurwati, 2008; Fatony, 2011). The ineffectiveness of poverty alleviation programs is increasing with the large number of different types of poverty data from different surveys for different purposes (Retnandari et al, 2016). Another reason for the ineffectiveness of poverty alleviation programs is a cultural factor where the community always hopes for assistance (Wicaksana, 2016).

Viewed from gender perspective, there is a tendency for the increasing number of the female poor population (Partini, 2008; Gusti, 2008; Akatiga, 2003). According to Moghadam (2005), this tendency is referred to as the feminization of poverty. Discrimination and subordination of women in the household are thought to be the main cause of this situation (CIDA, 1997). Subordination has resulted in differences in access between men and women in various aspects, including access to productive resources (e.g., land, capital, ownership, as well as education and training), control over the optimization of family labor, unequal division of work due to reproductive workload of women, differences in consumption of food, medicines, health services, and education, as well as differences in responsibilities in managing household finances. In the context of gender relations, without ignoring the progress that has been made, it must be recognized that patriarchal culture has not completely disappeared from postmodern society today (Abdullah, 2001).

The feminization of poverty has prompted the East Java provincial government to launch a poverty alleviation program that specifically addresses the female poor population through the Jalin Matra PFK (*Jalan Lain Menuju Mandiri dan Sejahtera Penanggulangan Feminisasi Kemiskinan)* Program. The Jalin Matra PFK Program is designed as a sustainable program in anticipation of poverty traps in the Head of the Women's Household (*Kepala Rumah Tangga Perempuan*/KRTP). KRTP is provided with business capital to encourage socio-economic resilience, meet basic living needs, motivate to try and manage the ability to improve welfare. Beneficiaries were determined based on the 2015 Integrated Database (*Basis Data Terpadu*/BDT) update, which was verified with the real conditions (Regulation of East Java Governor Number 14 of 2017).

Based on BDT updating data conducted in East Java, Probolinggo is the district with the highest number of KRTP. Macro data shows the poor population of Probolinggo district in 2012 to 2017 had been fluctuating (see diagram 1). This data is an early indication of the ineffectiveness of poverty alleviation programs implemented in Probolinggo. As the launch of the Jalin Matra PFK program, it is appealing to study the effectiveness of the program in reducing the number of poor women. This study focuses on the agenda setting stage on defining poverty and the data collection process undertaken.

Diagram 1.
Poor Population Development in Probolinggo District in 2012-2017



Source: Jawa Timur dalam Angka, 2018

Literature Review

Public policy is the choice of any action taken or not by the government (Dye, 2005). The choice of action is carried out by a group of political actors relating to the chosen public purpose (Jenkins, 1978). The policymaking process is a series of interrelated stages arranged according to time sequence, including the preparation of the agenda, policy formulation, policy adoption, policy implementation, and policy evaluation (Dunn, 1994).

In the decision-making process, the stage of agenda setting is essential for determining the success of the policy (Cobb & Elder, 1972; Ripley, 1985; Dye (1992). Agenda setting is a term describing the pattern of government action that is specific, especially at the beginning stage of the development of public policy (Jones, 1984). Analyzes of the process of organizing agenda concerns in the development of problems, defining problems, presenting options for problem-solving, legitimacy of selected actions, and the establishment of a policy system for addressing the issues.

The steps in the agenda setting stage are crucial in policy-making (Green-Pedersen & Wilkerson, 2006). The agenda setting is considered as the entrance to be able to understand and explain the effectiveness of poverty alleviation policies (Santoso, 2017). Defining public problems and then proposing alternative solutions is the first, most important, and most critical stage in public policy because it will give a substantial impact on the overall process and outcome of the public policy (Dye, 1992; Dunn 1994). Further, Dunn (1994) added that the last stage, the policy assessment, is connected to the first stage of the agenda setting.

The policy is considered effective when it can achieve the expected success following the objectives set at the beginning of policy-making (Suharto, 2005; Dunn, 2003). Effectiveness is thus, a way of assessing the use of available resources to achieve the expected goals (Dwidjowijoto, 2007; Mahmudi, 2005; Widodo, 2007). There are several ways to measure the effectiveness of policies, including efficiency, adequacy, leveling, responsiveness, accuracy (Dunn, 2014). Other ways to measure effectiveness are done through adaptation, integration, motivation, products, quality, efficiency, satisfaction, excellence, flexibility, development, and productivity (Kumorotomo, 2015).

Regarding the elaboration of agenda setting on poverty alleviation policies, defining or determining the right measurement and data of poverty is a crucial aspect to consider (Lipton & Ravallion, 1995). Poverty is a condition of complete shortage (Sen & Foster, 1997;

Levitan, 1980 in Ridlo, 2016). These conditions create the inability of the poor to meet the standard of living of their group (Soekanto, 1982), or the minimum standard of physical needs (World Bank, 2005) or humane standard of living (Bappenas, 2002).

Poverty can be absolute in the sense of being truly poor or relative in the sense of being poorer than others, but still being able to fulfill a decent life (Arsyad, 2010). Viewed from the perspective of the surveyor who conducts the assessment, poverty exists because objectively, someone is poor by a certain measure. However, poverty can also appear subjectively because the poor feel poor (Pattinama, 2009).

Viewed from the cause, poverty can arise culturally and structurally. Structural poverty arises because the poor do not have access to sources of income (Sumodiningrat, 1999; Selo Sumarjan, 1980). Cultural poverty is more caused by traditional and cultural factors in the region that bind people so that they remain attached to the poverty indicator (Alfian, Tan, & Soemardjan, 1980). Basically, structural and cultural aspects are very likely to be joint causes, as stated by Chambers (1983) that poverty arises because of the occurrence of deprivation traps. The trap has five interrelated elements, including (1) poverty, (2) physical weakness, (3) isolation or levels of isolation, (4) vulnerability, and (5) powerlessness. Chambers added that of the five elements, vulnerability and powerlessness are very important to note because it will lead to poverty rackets or the cogs of poverty (Suyanto, 1996). These traps can arise from a more macro perspective, namely limited access in the form of political freedom, economic opportunities, social opportunities (in terms of education, health, et cetera.), transparency, and social safety network (Sen, 1999).

As the definitions and causes of poverty are complex, poverty can be seen from the economic, social and political sides (Harriss & White, 2005). Economically, the poor are having nothing; socially, they are being nothing; and politically, they are having no rights and being wrong. Poverty is multidimensional, as it is analogized to beauty where everyone who sees it has a different definition. Therefore, there is no correct definition of poverty (Alcock, 1997).

Based on complex causes, ideally, poverty must be measured through an index that can identify people who live in poverty and measure the level of individual poverty (Sen, 1976). It is complicated to ensure a person's level of welfare or utility needed for basic life because there are no limitations on non-consumption goods such as recreation, social involvement, and the state of human capital to consider (Hagenaars, 1991).

The difficulty of involving all dimensions of poverty makes poverty measurement to date still inclined to the measurement of economic welfare (Wagle, 2002). The World Bank uses the international poverty line as a standard, which means that poor people are those whose daily expenditure is the US $ 2 per capita. The weakness of this international standard is the lack of accommodation to local calculations so that it can be too low or even too high (Perdana, 2009 in Khomsan, 2015). UNDP, as an institution that focuses on world development, has more comprehensive and multidimensional. It is also better than traditional poverty or monetary measurements, which have the disadvantage of not including other dimensions besides income and consumption (Alkire, 2007).

In poverty alleviation programs, Indonesia adheres to the principle of this poverty line. BPS, as the main data agency, uses the poverty line based on the minimum physical needs for food and non-food as a guide to calculate the number of poor people (BPS, 2017). In Indonesia, poverty measurement is not only done by BPS. Various government departments also have different definitions for their programs. The BKKBN sees more in terms of family welfare than individual poverty, with relatively more complete indicators ranging from the physical aspects of food, clothing, housing facilities to social and the ability to access health services (BPS, 2008).

The measurement of BPS poverty line has several weaknesses, including (1) Emergency Food Budget or minimum food needs measured by BPS as equivalent to 2,100 kcal food consumption—which is only feasible when applied under emergency conditions, as a limit to distinguish poor people from non-poor people. It is set too low and deemed invalid for minimum food consumption expenditure because it is only sufficient to reproduce one-day labor (Nasikun, 1993). (2) Poverty is multidimensional, so measurements that are only based on minimum physical needs are not appropriate (Rodgers, 2000). Inaccuracy in defining poverty is implicated in the impact of inappropriate and ineffective policies (Belhadj & Limam, 2012). Another weakness addressed to the definition of poverty which is only based on minimum physical needs is the inability of that measurement to accommodate diverse regional conditions (Nurwati, 2008; and Aswandi, 2008; Ubur, 2011; Retnandari et al., 2016).

Poverty is a very complex and multi-parameter thing that can be measured quantitatively or qualitatively. In understanding poverty, it is necessary to look at it from the perspectives of relevant actors, apart from practitioners and policy-makers, including the government (top-down perspectives). It also needs to be understood subjectively by those who experience poverty (bottom-up perspectives) because it is a social reality where only those who experience poverty know what poverty really is. If it is measured from the perception of outsiders who do not experience poverty, methodologically, the measurement objectively opens up great opportunities for biased data, facts, and or field information (Siahaan, 2011).

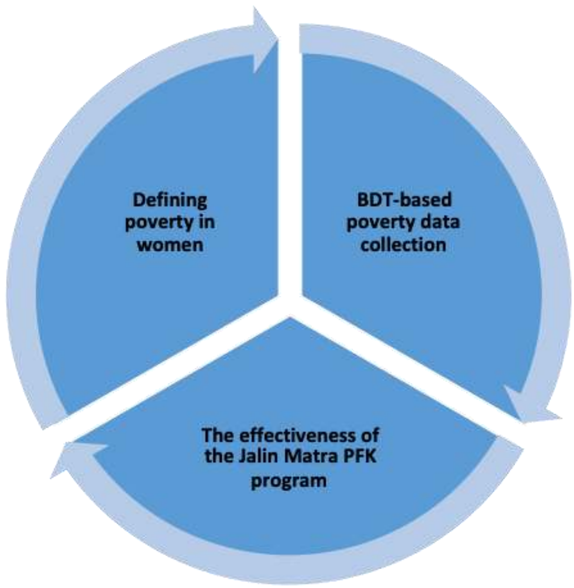
Before the policy is implemented, there is one phase in poverty alleviation policies that must be carried out, which is finding or listing the poor. From a poverty alleviation perspective, data is an important starting point that tells the number of people to live below the poverty line, the social, economic, and environmental conditions differ across regions, the lack of infrastructure, health, and education services throughout the world (Badiee, 2005). Data represents the objectives achieved using planned strategies, modification of development programs, and planning of resources. Data collection and publication need to involve local sensitivity, at least to ensure local communities to understand the intention and purpose of data collection so that they are willing to give accurate answers to the data collectors. The real challenge for statisticians is how to achieve measurement while respecting (and incorporating) the cultural integrity of the subjects (Taylor, 2006).

Redman (2001) added that the data is called high quality if it matches the intended use in operations, decision-making, and planning. Data is feasible to use if it is free from defects and has the desired features (Redman, 2001). Research by Kerr, et al. (2007) proved that data quality is often identified only when data is used in reports (to provide information). Often at the beginning of problem identification, data analysts for information state that the data are 'unfit for use' in their analysis. Hence, there is no trust in the data. Reports are rejected, or even unused, when the data are considered inaccurate. Late data is recorded problematic. When data collection staff do not fully understand and supply data on time, it affects the reporting requirements and service management. Therefore, the absence or incomplete data or the availability of incomplete data also affects decision making (Taylor, 2006).

Information about data quality can also influence decision-making (Chengalur-Smith, Ballou, & Pazer, 1999). Good data enables decision -makers to use data more efficiently and effectively (Even, Shankaranarayanan, & Watts, 2006). Chengalur-Smith et al. (1999) found that the participants in their study were prepared to use complex quality data information to help with choices. When faced with complex decisions, they use simple metadata. Therefore, it is concluded that complex metadata adds complexity and complicates decision-making. Presentation of data quality information can give impacts (Chengalur-Smith, Ballou, & Pazer, 1999; Ballou & Tayi, 1999).

This research was conducted to analyze the effectiveness of the Jalin Matra PFK Program at the stage of agenda setting, which examines the definition and data collection of the poor population. The use of the 2015 Integrated Database (BDT), which has been *by name by address* as the database of the program, is suspected to be invalid in targeting the beneficiaries of the program so that it is not effective in resolving poverty in Probolinggo District. Ineffectiveness occurs with the root of the problem in determining the measurement that produces the definition of poverty, and data on poverty data collection (Lipton & Ravalion, 1995). Based on the conceptual foundation that has been explained previously to achieve research objectives and become a reference for the research mindset, the research framework is described as follows.

Diagram 2
Research Thinking Framework



Research Method

This study discusses the effectiveness of poverty alleviation programs which were reviewed through the definition and data collection process at the stage of agenda setting for the Jalin Matra PFK Program carried out in Probolinggo District. This research is an explorative or in-depth analysis of the definition and data collection of the poor population in Probolinggo District related to the Jalin Matra PFK Program to reveal the root causes of policy ineffectiveness.

This research was conducted in Probolinggo District, the district with the highest number of KRTP in East Java. The analysis is focused on the implementation of the 2017 Jalin Matra PFK program.

This study uses two data sources, primary data and secondary data. Primary data were obtained from the parties involved in the Jalin Matra PFK Program, while secondary data were obtained from documents related to the Jalin Matra PFK Program. To get the data, in-depth interviews, FGDs, and literature studies were conducted. A summary of the data collection process is presented in table 1 below.

Table 1.
Research Data Sources

No.	Operational Variables	Data Types	Data Sources	Data Collection Techniques
1	The effectiveness of Jalin Matra PFK Program	Primer Secondary	PMD Office (East Java Province and Probolinggo District), Bappeda of Probolinggo District, BPS of Probolinggo District, TKPKD, Office of Education, Department of Health, Department of Public Works, Department of Communication and Information, Social Service, KRTP, Districts, Religious Leaders, Public Figures, Customary Figures	• In-depth interview • Literature review • FGD
2	The definition of poverty	Primer Secondary	• PMD Department (East Java Province and Probolinggo District), Bappeda of Probolinggo District, BPS of Probolinggo District, TKPKD, Department of Education, Department of Health, Department of Public Works, Department of Communication and Information, Social Service, KRTP, Districts, Religious Leaders, Public Figures, Customary Figures	• In-depth interview • Literature review • FGD

3	Poverty Data	Primer Secondary	• BDT Data from the TNP2K website • PMD Department of East Java Province and Probolinggo District, Bappeda, TKPKD of Probolinggo District • *Kabupaten Probolinggo Dalam Angka* – BPS • General Guidelines of Jalin Matra PFK • Regulations related to poverty data	• Literature review • Interview • FGD

The collected data were analyzed descriptively and given a meaning (interpretative) by reducing the data (selection, concentration, simplification and abstraction of rough data) according to the purpose of the study, then described, and interpreted. This process is carried out when gathering information and data related to the agenda setting of the Jalin Matra PFK Program from the initial stage to drawing conclusions.

Findings

This study examines the effectiveness of the Jalin Matra PFK program in Probolinggo District. This section discusses the effectiveness of the Jalin Matra PFK program as well as an analysis of defining poverty and data collection on program targets to explain the conditions of program effectiveness.

The Effectiveness of Jalin Matra PFK Program

Regarding the Regulation of East Java Governor number 14 of 2017, there are three measures of the effectiveness of the Jalin Matra program, including accurate target, accurate amount, and accurate utilization. The accurate target means that the KRTP recipients of the program are included in decile 1, has a productive age, and does not live alone. Based on the implementation in 2017, the program recipient data was obtained as follows.

Table 2.
KRTP Recipients of PFK Matra Interlace Program in Probolinggo in 2017

Districts	Total KRTP	Right on Target		Not on Target	
		Total KRTP	Percentage	Total KRTP	Percentage
Tongas	727	494	67,95	233	32,05
Lumbung	71	58	81,69	13	18,31
Paiton	229	151	65,93	78	34,07
Pakuniran	283	176	62,19	107	37,81
Krucil	496	312	62,90	184	37,10
Kuripan	147	101	68,70	46	31,30
Total	1.953	1.292	68,23	661	33,84

Note: not on target: KRTP that does not meet 1 or 2 or 3 specified criteria.

Based on the data obtained, less than 70% of the program recipients was right on target. The rest was not on target, which can be caused by one or several inaccuracies in criteria. They include not from decile 1 and/or not of productive age and/or living alone. Regarding the productive ages, it found that there are many unproductive ages of KRTPs that are recorded as a productive age. Even for targeting accuracy, there are program recipients who are not recorded in the BDT data.

Accurate Amount means that assistance is given in accordance with a predetermined budget amount of Rp 2,500,000 per KRTP. As an area suitable for animal husbandry, many program recipients receive livestock as assistance. In the implementation, the recipients informed that the animals are small and may only cost Rp. 1,500,000. However, the number of KRTPs who received incorrect amounts cannot be found.

Accurate Utilization. As stipulated by the Regulation of the Governor, this program is an economic assistance which is expected to have economic sustainability. The field data shows that more than 90% of livestock recipients no longer receive livestock. Based on the explanation of some KRTP beneficiaries and residents around the recipients, the recipients were eager to raise livestock after receiving the goat's assistance. However, due to the weather difference in Probolinggo and the goat purchase location, many of them were sick and die. When seeing neighboring livestock die, the other cattle owners quickly sold their livestock because they were afraid that their livestock would die too. Some KRTPs also sold their livestock because they were unable to find food and take care of the livestock. In the field, the KRTP who received the livestock also sold theirs to meet their daily food needs.

One of the reasons for the unsustainability of livestock-based economic activities originates from improper monitoring and evaluation methods as well as the lack of synergy between institutions in managing the Jalin Matra PFK Program. The monitoring and evaluation were only based on the absorption of the budget. When the budget has been used to buy goats with a sufficient number of receipts, the performance of the program is sufficiently measurable. There were no attempts to track the extent to which the program has achieved its targets for increasing sustainable economic activity. Ideally, when monitoring is carried out sustainably, the problem of dead animals can be communicated to the department that knows about animal husbandry to find the solution for the problem. Likewise, it applies when there are program recipients who are unable to find food. This finding proves that there is still a very high sectoral ego at the level of implementation. Other departments and the program implementers feel no need to participate. On the community side, the method of monitoring and evaluation based solely on budget absorption causes the target of KRTPs to assume that the assistance is their own and they are free to do anything, even selling because they are not worried about being evaluated.

Using analysis and triangulation of the success indicators in Appendix II of the Regulation of East Java Governor on the General Guidelines for Jalin Matra PFK Program, it turns out that all the success indicators cannot be fulfilled. It indicates the "disability and weakness" of poverty alleviation policies for poor women. Therefore, the implementation of the Jalin Matra PFK in Probolinggo District was unsuccessful and ineffective.

Defining Poverty

As described above, the women classified as poor in the Jalin Matra PFK program are unmarried, in decile 1, in productive age, and not living alone. This concept has met the qualifications of the poor who are worthy of assistance. This section discusses how fully the definition of poverty is seen in terms of program design, program recipients, bureaucrats, and the community, as well as how precise the definition of poverty is with the KRTP definition of program recipients.

The design of the program. The definition of poverty is not appropriate seen the program's objectives. The objective of the Jalin Matra PFK program is to improve economic welfare sustainably. Meanwhile, women who receive the assistance of the program are poor women who are in decile 1. However, the poor population in decile 1 is the population with a very severe poverty level who cannot afford the needs of food alone. Therefore, the productive assistance will not be effective to get them out of poverty. Based on the results of interviews in the field, many of the recipients sold the cattle because they were urged and needed money to buy their daily needs. They would sell whatever they have, including the assistance provided by the government through the Jalin Matra PFK Program.

Program recipients. The program recipients classified poor women as those who have the following criteria:

a. Work on odd jobs, relying on the energy they have.
b. Income from the odd jobs does not meet daily needs.
c. A modest residence that does not have much space.
d. Eat twice a day using the rice from government assistance.
e. Have child dependents along with their education, and the exceeding needs of other family members that must be met, live in need, lack of money, lack of food, less able to shop for life needs
f. Do not have anything (land/fields, livestock, jewelry, vehicles)
g. If there is an urgent need, they tend to owe their social relations (neighbors), and are rather difficult to repay.
h. It is fate

Regarding the criteria of recipients of the Jalin Matra PFK program, this definition of the community is in accordance with the definition of decile 1. It means that the community only sees that the poor need help, whether they are productive or not is not the main focus. It is interesting to see the last criterion of fate. It means that the poor consider themselves to be very helpless and will be free from poverty. This attitude can arise from many aspects, including the poverty alleviation program, which is only free assistance even for people of productive age. It results in cultural poverty (Nasikun, 2011; Khomasn, 2008).

The results of research in the field confirm that many poverty alleviations programs in Probolingo create this nature of dependency. A community leader argued that there were residents who knew that the poor measurement was based on the floor of the house that was not plastered (in ceramics). Therefore, he deliberately left the floor of his house not tiled. Therefore, he was considered still poor and continued to receive assistance (interview on 11 November 2018). It can be seen that structural poverty raises a mental condition *to ask for*/cultural poverty (Khomsan, 2015). A program implementing bureaucrat revealed the difficulty of making the poverty alleviation program right on target when the residents assumed that the program was valid for everyone. When they did not accept the assistance, they threatened officers with machetes (interview on 13 November 2018).

According to Freire (1974) in Supriatna (1997), the assistance and help in the form of various services and the provision of social facilities increase the community's dependence on government assistance. The poor assume that they are objects to be worked on, not as subjects that need to be given opportunities to develop (Ellis, 1984). Programs that give 'fish' not 'hook' actually make people want to remain poor so that they can get help, not try to be free from poverty (Muslim, 2017). It essentially lowers human dignity (Moeljarto, 1987).

Bureaucrats. In general, bureaucrats want a wider or more comprehensive view or concept of poverty in formulating policies according to regional conditions. Table 3 resumes the perception of bureaucrats about the concept of poverty.

Table 3.
Bureaucrat's Perception of Jalin Matra PFK on the FGD Results in 2018

Program Name	**JALIN MATRA PFK PROGRAM**		
Core	Empowerment	KRTP	Decile 1 of PBDT 2015
1st Analysis	**Suitable**	**Cocok**	*(not discussed)*
2nd Analysis	*(not discussed)*	**Not Suitable**	**Not Suitable**
3rd Analysis	**Not Suitable**	*(not discussed)*	**Not Suitable**

Source: FGD Results in 2018, processed

Analysis 1, Empowerment of KRTP of productive age will become a solution to the problem of the feminization of poverty in Probolinggo District. It is because the purpose of this program is to alleviate KRTP from poverty by providing infrastructure assistance worth @2,500,000 per person. It is expected that the provision of capital as additional capital, or first capital to develop business, can help KRTP in sustainable, productive businesses to meet their daily needs.

Analysis 2, Productive KRTP in Decile 1 of PBDT 2015. The FGD agreed not to approve this because Decile 1 consists of the poor and very poor people, who require intake of assistance from the government only because they are a group that are helpless and cannot be empowered. The main orientation of the people in this group is to meet their basic needs. The assistance provided is only consumptive, helping to meet basic daily needs without the need to process it first. Therefore, when the targets are Productive KRTP, it is difficult to find in Decile 1 of BDT data. According to Probolinggo District Regulation Number 67 of 2017, productive KRTP includes empowerment-based cluster 2 poverty alleviation groups with the target of the Decile 2 community, who are empowered and can be empowered.

Analysis 3. The empowerment of Decile 1. Almost the same as the results of analysis 2, the empowerment of the Decile 1 community group is impossible. Assistance for decile 1 community is to fulfill basic needs which are consumptive, directly used without being processed first such as money, rice, and foodstuffs.

Analysis of the perspective of bureaucrats stated that poverty in Probolinggo District is cultural poverty as a result of the length of structural poverty that occurs and is always served with the provision of assistance. This cultural poverty cannot be included in the definition of poverty, and it cannot be accommodated in poverty alleviation programs.

Customary figures and religious leaders. For customary figures and religious leaders, there is no reason for someone to be poor. Therefore, there is no definition of poor because, with idea and mind, humans should be agents of change since poverty is a common problem. Thus, poverty does not exist. What exists is a poor human mentality. As long as they are still able to meet and fulfill nine basic commodities, they are not considered poor.

Public figures. Unlike customary figures and traditional leaders, the public figures support structural poverty. The third community figure (HS, interview on 31 January 2019), stated that he was a public figure who often interceded with the community and the government and should also get assistance as a concern from the government. It shows that HS is also affected by cultural poverty that occurs because he also expects to be given assistance by the government.

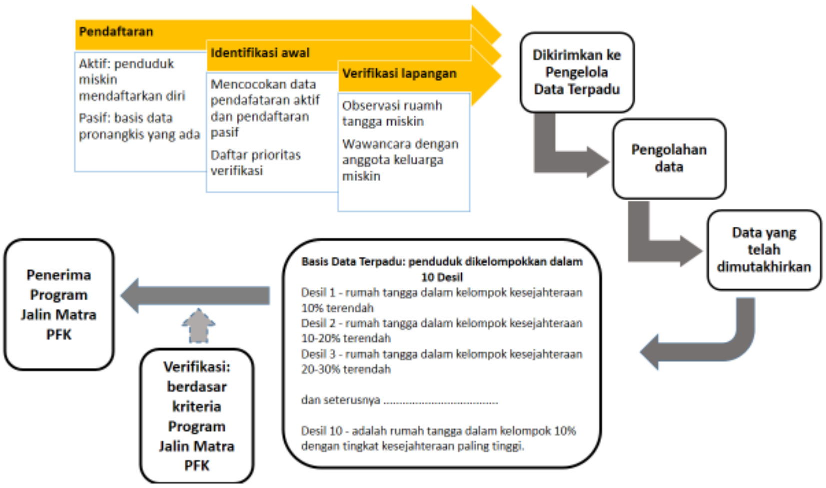
Data Collection of Poor Population

The basic data target of the Jalin Matra PFK Program is the Integrated Database (BDT) that appears on the mandate of Presidential Regulation number 166 of 2014. BDT is the data of 40% of the population with the lowest income. This data is a comprehensive database that has accommodated at least two aspects, including: (1) The previous *pronangkis* data. BDT basic data comes from existing poverty alleviation programs that include 2011

Social Protection Program (*Program Perlindungan Sosial*/PPS) data, Raskin Program, Beneficiary Benefit (*Penerima Iuran Bantuan*/PBI) from JKN Program, Social Protection Card and Family Hope Program (*Program Keluarga Harapan*/PKH). (2) BDT data has been updated with comprehensive criteria regarding various socioeconomic conditions of households by area/region. To get the integrated data, BDT is obtained through a long process, as presented in diagram 3.

The registration process, initial identification, field verification, to data transmission were carried out by the local government (Social Department and BPS). The data processing was carried out by the central government. The final processed product is BDT data. Furthermore, the BDT data will become the database for the Jalin Matra PFK Program. In order to be used as a basis for determining the recipients of the Jalin Matra PFK Program, a process being carried out. First, the Jalin Matra Program submitted data requests for poor residents with female household heads to the Integrated Data Manager. The manager would achieve the data as requested and submited it to the Jalin Matra PFK Program. The data was then verified again in the field based on the specific provisions of the Jalin Matra PFK Program. The verification was carried out through the village consultation forum as well as verifying the state of the program's objectives through observation and interviews with both the program targets and their neighbors.

Diagram 3
The Process of Updating the Integrated Database and the Targeting of the Jalin Matra PFK Program



Source: Analysis of secondary data

Normatively, the process and procedure of updating data and determining the targets of the Jalin Matra PFK Program have been done quite well. It involves active community participation from registration to verification. Based on the field data obtained, the implementation of this process faced some problems at several points. The following describes the problem for the BDT data collection process related to the Jalin Matra PFK Program.

a. Productive age population

Productive age means the age at which a person is able to work and fulfill his needs, able to be empowering and empowered. There are different definitions between agencies related to productive age. BPS (2019) clarifies that the productive age population is the age range between 15-64 years old. BDT classifies KRTP into 3 age groups, consisting of under 45 years old, 45-60 years old, and more than 60 years old. In General Guidelines of Jalin Matra PFK, productive age is between 15-65 years old. This difference confuses when the officer verifies the data in the bars. As a result, in analyzing BDT data, they cannot determine specifically the number of productive individuals who are in the age group of 60-65 years. To obtain the data, it needs to do formal procedures related to data security protected by Law Number 16 of 1997 concerning Statistics.

The second problem related to productive age is the provision regarding the presence of productive household members in households other than the head of the household. Based on the observations made, no data is known or found to support or indicate the number of productive household members. Interviews conducted with the Community Empowerment Agency of Probolinggo District did not succeed in finding data showing the number of productive household members. The existing data in the Region is data from the Government of the East Java Province, which is the final data of program beneficiaries that only lists households with productive-age KRTP. The absence of data that states productive ART is evidence that policy-makers are not so concerned with productive ART even though normatively mentioned in the general guidelines.

b. Authority Difference

In the data collection process, there is space outside the control of the local government as the party conducting verification. When the data is processed by the central government, there is no information on how to do the analysis. When the central government fulfills data requests from local governments, there is no information on how to collect and retrieve the data needed. Thus, there are many opportunities for inaccurate data collection. It is possible that verification by the local government is not included in the improvement of the data.

Another aspect of authority is the determination of the number of KRTP program recipients. The Government of East Java Province holds control in determining the number of targets for the Jalin Matra PFK Program. Determination of the number of KRTP program recipients is based on the amount of budget that is owned or planned to be distributed. Thus, it is seen that the performance is still in a manner of *function follow money*, and not *money follow function.* When the amount of the budget is not able to meet the number of KRTP that should have received the program, then it becomes a problem when deleting program recipients.

c. Determination of female household heads (KRTP) program recipients

KRTP recipients of the Jalin Matra PFK program were taken from verified BDT data. Data in the field found that the verification process carried out was not in accordance with the plan. The community consultation meeting involved the village head, RT/RW head, PKK cadre, community leaders, and community representatives to discuss the prospective recipients of the Jalin Matra PFK Program. However, only representatives of the people invited were named in the BDT data. Thus, the KRTPs who were eligible to receive the program but have not yet been registered were no longer have the opportunity to be included in the list of recipients.

Field visits for verification are also often distorted by perceptions of the community and community leaders regarding poor criteria. As described above, the community and community leaders claim to be poor in order to receive assistance. This perception distortdc verificators when they were in the field. This problem becomes complicated and difficult when dealing with the character of some “furious” people, threatening to be excluded from the list. The results of the verification are determined by the Decree of the Village/*Lurah* to be proposed to the Regent through the *Camat*. The decision was subsequently verified by the TKSK in the village/sub-district offices through application or website input. The final results of this verification will be determined by the Ministry of Social Affairs. The verification process is quite lengthy and complicated, but the distortion that occurs makes data validity cannot be fully guaranteed.

Conclusions, Policy Recommendations and Challenges

Conclusion

a. The effectiveness of the Jalin Matra PFK Program can be seen from three aspects, including accurate target, accurate amount, and accurate utilization. The results of the analysis conducted show that the accuracy target is less than 70%. Based on the aspect of the amount, the recipients of the program confirm that the amount given is relatively smaller than the amount that should have been received. However, the exact percentage of this amount is not known. Based on the aspect of sustainability, there is almost no sustainability that can be recorded. It was found that 90% of assistance was no longer owned by the recipient. The method of monitoring and evaluation, which are only based on budget absorption is the main cause of the program's non-continuation.

b. The first source of ineffective programs is the definition of poverty which is not appropriate even starting from the design of the program. Decile 1 as the target recipients of the program is not appropriate for the empowerment program. This definition of poor in decile 1 is in accordance with the perception of local people and community leaders, but not the customary figures and bureaucrats at a higher level. Religious leaders/public figures/customary figures want poverty to be handled together by communities because it is a common problem, and not an individual fate. Meanwhile, the community considers that all assistance given by the government in any framework should be equalized because they see that the assistance is equitable distribution of development results, and does not look at its designation.

c. Another source of ineffectiveness in the Jalin Matra PFK Program is the data collection process that is distorted. The first distortion arises from the definition of the productive age population that is different between the Jalin Matra PFK Program with BPS and the BDT data as a baseline. The next distortion arises from the process carried out by the province. It is outside the authority of the district as the executor. The last distribution arises from the community who have the perception that everyone has the right to receive assistance. This distribution becomes complicated when the officers were less assertive and professional. The appointment of the data verification officers was carried out by the Government of East Java Province. Even though the officers appointed were local people of Probolinggo District, sometimes they are not familiar with the local conditions where they worked because they come from different village or sub-district. The absence of interference from local leaders in the selection of officers allows bias data because the people registered can report conditions that are not true. The less strict and less professional data collection will open up invalid data opportunities and result in program ineffectiveness, far from the expectations that have been planned or aspired.

Policy Recommendations

a. The primary source of the ineffective program is the monitoring and evaluation method which is based on budget absorption only. This method must be improved by tracking the implementation of the program so that it can be appropriately evaluated the impact of empowerment of this program. Thus, problems will be found that can be used to improve the program performance continuously.
b. As an empowerment program, the target recipient of the program must be adjusted. Decile 1 as a database must be revised (replaced) to Decile 2 because the character of Jalin Matra PFK is empowering. It is in accordance with the opinion of community leaders and traditional community leaders that they must empower themselves to be free from poverty.
c. Officers who verify the data should be familiar with local conditions. It needs the involvement of local leaders (religious leaders or community leaders or local traditional leaders) who are familiar with the surrounding local conditions to find out the actual condition of the community. In addition, the data collection must be done professionally and decisively in dealing with cultural poverty in Probolinggo District because the community tends to impoverish themselves to receive assistance. Having an official who comes from or knows the local area will minimize the occurrence of data bias.
d. To make the poverty alleviation policy can run optimally and to minimize the inaccuracy of targets, it must not be *one for all policy*. Poverty alleviation must be analysed for the causes and root of the problem, and look for solutions based on the

root of the problem. Determination of targets must be done systematically and segmented, and carried out in accordance with what has been agreed and regulated in article 18 of the Regulation of Probolinggo Regent Number 67 of 2017 concerning the Acceleration of Poverty Alleviation in Probolinggo District as a derivative of Presidential Regulation Number 15 of 2010 concerning the Acceleration of Poverty Alleviation.

Challenges

In conducting sensitive and crucial research, for example, about poverty and concerning data collection, it is common to experience a data collection process that is not always easy. Until this study is completed, the researchers did not get a response along with the reasons from the PMD Department of East Java Province. The researchers could not achieve more in-depth information from the policymakers at the level of East Java Province because of the very high activity of the policymakers. Thus, the researchers could only collect the information and conduct research on field implementers at Probolinggo District level.

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Fostering Human Capital Development Through the Triple Helix Model of Innovation: Cases from Selected Local Colleges and Universities (LCUs) in Metro Manila

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Abstract

This study attempts to provide a modest contribution in the field of public administration by giving emphasis on human capital development which can be made possible through industry-academe-government collaboration otherwise known as the triple helix model of innovation. This model shows the dynamics arising from the interactions between the three principal institutional spheres in an economy – academe, government, and industry. The study examines the various partnership initiatives of identified Local Colleges and Universities (LCUs) in Metro Manila aimed at producing better quality graduates who can contribute to economic development. Using desk study and Key Informants Interview (KII) in gathering data, it was found out that LCUs are already into various engagements with the industry though still very limited as the usual partnership modes cited are on internship, scholarship, physical resources sharing, and faculty training. There are only few programs jointly designed by the university and industry with government participation but can be a good benchmark for other LCUs and local government units. The study draws the following suggestions for policy consideration: to promote triple helix model of innovation in human capital development programs; flexibility to design courses relevant to the community; government incentives for companies collaborating with universities; institutionalization of industry practitioners involvement in curriculum development; provision of timely and usable labor market data; and creation of LCUs particularly in the provinces and capacitating them using the triple helix model.

Keywords:

collaboration; higher education; quality graduates

Introduction

Developing a country's human capital is crucial to achieving sustainable economic growth and development. As such, investing in tertiary education is beneficial to both individual and society. To the individual, higher education boosts productivity. To the society, productive workforce drives economic growth and contributes to government revenues. Also, a more specialized human capital propels research and development essential for the expansion of a country's knowledge frontier (PBEd, 2015).

The Philippine Development Plan, 2017-2022, published by the National Economic and Development Authority of the Philippines enumerates the country's aspirations for the next five years envisioning the Philippines to become an upper-middle income country by 2022 based on more inclusive economic growth that will reduce inequalities and poverty particularly in rural areas. Human capital development through education is key to this strategy.

Addressing the issues on access and equity in higher education is the creation of Local Colleges and Universities (LCUs) as an effect of the passage of RA 7160 also known as the Local Government Code of 1991. It is a Local Government Unit's (LGU) response to poor people's inability to access higher education. The global trend towards mass higher education and the inability of the national government to provide the necessary funds to support the aspirations of all college bound students nationwide, and the autonomy granted them by the Local Government Code embolden LGUs to establish LCUs that offer courses based on the surveyed needs of their constituents, rethink what courses will yield more jobs, and strategically plan with human resources available in their respective communities on how educational services could be best delivered to the community (Danao, 2005). The creation of LCUs is a poverty intervention program which brings hope to millions of Filipinos aspiring to earn a degree and soon land a job that will unleash them from the bondage of poverty. Thus, the establishment of LCUs is an LGU's investment in human capital development (Pernia, 2017).

Participation in higher education has expanded strongly in recent years with the total number of students enrolled in tertiary education grew from 2.2 million in 1999 to 4.1 million in 2015/16 according to World Education News and Reviews (WENR). Furthermore, the Universal Access to Quality Tertiary Education Act signed by Pres. Duterte in 2017 making education in state universities and colleges tuition-free may help boost enrolment. While the government seeks to expand access and participation, it is even more important to improve the quality of education.

Human capital basically means productive members of the society - skilled workforce, entrepreneurs, and the like. However, the Philippine Statistics Authority data on unemployment rate for January, 2019 shows that 20.9 percent of the unemployed are college graduates. Ideally, graduation should translate to employment. According to UNESCO Graduate Employability in Asia report, employers want students to be trained according to the needs of the workplace and want to do away with subjects irrelevant to the needs of the working world. A study of the People Management Association of the Philippines (PMAP) showed that hindrances to employment include lack of critical thinking, initiative, and effective communication skills. This was supported by another study conducted by Jobstreet.com in February 2018 among 503 employers saying that employers show a shift in hiring preferences from experience-based qualifications to interpersonal and 21st century skills (attitude/work ethic, communication skills, and analytical thinking). Looming ahead are more challenges brought by the fourth industrial revolution which could make job-hunting tougher. According to Asian Development Bank (ADB), industry is rapidly changing as over 48 percent of job functions are now at risk for automation within the next few years thereby expanding the ranks of those who could find themselves jobless.

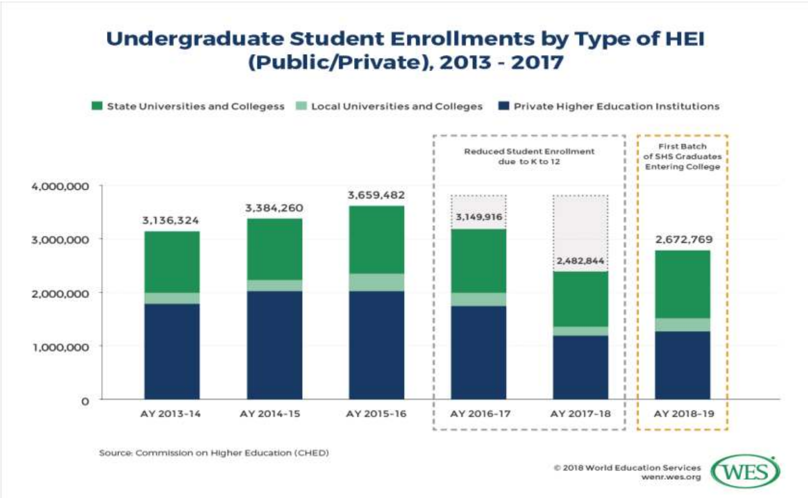
The academe, industry, and government should work together to develop the knowledge and skills of the people so they can contribute productively towards nation building. It is in this light that this study is built on the triple helix model of innovation to show the dynamics arising from the interaction between the three primary institutional spheres in an economy: the academe, industry, and government. It seeks to find out the initiatives done by the Local Colleges and Universities (LCUs) in terms of linkages and partnerships; how these linkage programs address the constraints and issues towards producing better quality graduates; and come up with policy recommendations institutionalizing academe-industry-government collaboration. Inspired by the asset-based community development theory and inclusive growth, it is believed that LCUs, which depend solely from their respective local government units for funding, need to be empowered through the assistance of the private sector on various partnership modalities and provision of a conducive policy environment by the government for improved productivity and competitiveness.

Higher Education in the Philippines: Highlights and Lowlights

The number of higher education institutions (HEIs) in the Philippines is ten times more than its neighboring countries according to the Global Competitiveness Index Report

2019. Similarly, the gross tertiary enrollment rate increased from 27.5 percent in 2005 to 35.7 percent in 2014, while the total number of students enrolled in tertiary education grew from 2.2 million in 1999 to 4.1 million in 2015/16. A continuous increase in tertiary enrollment is expected to happen with the signing of the Universal Access to Quality Education Act by President Duterte making education in State Colleges and Universities (SUCs) and qualified Local Colleges and Universities (LUCs) tuition-free. These are clear manifestations of the government's effort to expand participation and access to higher education as well as addressing quality issue. However, the Philippine National Development Plan noted that "the Philippines' lackluster performance in producing innovators… , researchers (81 researchers per million population versus 205 in Indonesia and 115 in Vietnam), and knowledge producers (28 out of 777 journals or 3.6 percent are listed under Thomson Reuters, Scopus, or both) indicates that the country has lagged behind many of its ASEAN neighbors in producing the researchers, innovators, and solutions providers needed to effectively function in a knowledge economy" (WENR).

Table 1.
Undergrad Student Enrolment by Type of Higher Education Institution, 2013-2017



Source: Obtained from JobsFit 2022

Commission on Higher Education (CHED) data shows that the number of HEIs in the Philippines has grown rapidly over the past decades registering an increase of 1,943 from 1,776 between 2007 and 2016/17 alone making the Philippines the country with the highest number of HEIs in Southeast Asia. The three types of public tertiary education institutions in the Philippines as classified by CHED are:

- **State Universities and Colleges** or SUCs are public institutions "with independent governing boards and individual charters established by and financed and maintained by the national government". In order to be classified as a university, institutions need to offer graduate programs in addition to a minimum number of bachelor programs in a range of disciplines. There are presently 112 SUCs in the Philippines.
- **Local Colleges and Universities** (LCUs) are public institutions established and funded by local government units. There are presently 107 local universities and colleges.
- **Other government schools** form a category that comprises specialized HEIs that provide training related to public services, such as the Philippine National Police Academy or the Philippine Military Academy, for example. There are presently 14 of these institutions.

Majority (88 percent) of HEIs in the Philippines are privately owned. There were 1,710 private HEIs in operation in the 2016/17 academic year, which include both religiously affiliated institutions (mostly Catholic schools) and non-sectarian institutions. Most of these institutions offer the same type of tertiary education programs as public institutions and are overseen by CHED.

Table 2.
Higher Education in the Philippines in 2016/2017

Higher Education Institutions in the Philippines in 2016 / 2017

TYPE OF INSTITUTION	NUMBER*	PERCENT OF TOTAL
Public	**233**	**12%**
State Universities and Colleges	112	-
Local Colleges and Universities	107	-
Other Government School	14	-
Private	**1,710**	**88%**
Total	**1,943**	**100%**

Source: Commission on Higher Education (CHED)
*Numbers do not include satellite campuses or extension centers.

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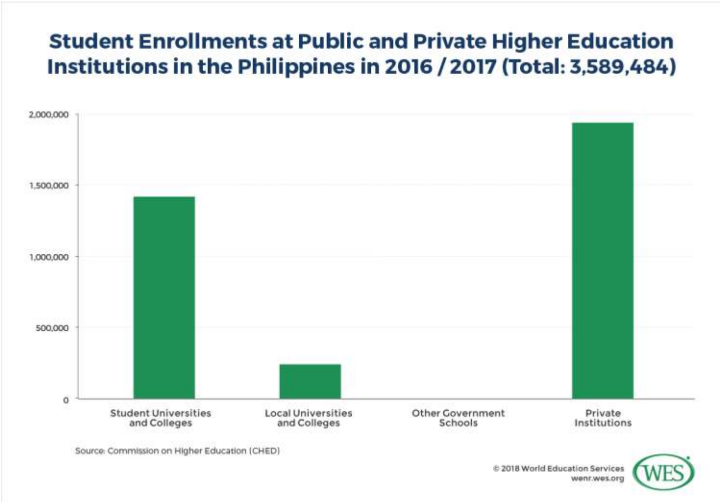
Source: Obtained from JobsFit 2022

Enrollment in public institutions remains substantial, considering the large number of private HEIs. While the share of private sector enrollments in the Philippines is high by international standards, 45.8 percent of the country's 3.5 million tertiary students were enrolled in public institutions in the 2016/17 academic year; 39 percent of students studied at state universities and colleges, 6.2 percent at local universities and colleges, and a small minority of 0.17 percent at other government schools. The largest public university in the Philippines is presently the Polytechnic University of the Philippines, which maintains branch campuses throughout the country.

Table 3.
Student Enrolment in Higher Education Institutions in the Philippines for 2016/2017



Source: JobsFit 2022

The World Economic Forum (WEF) identified 12 Pillars of competitiveness which include among others: Institutions, Infrastructure, Macroeconomic Stability, Health and Primary Education, Higher Education and Training. For higher education and training, the Philippines ranked 60 out of 134 and scored 4.1 – *the need for quality higher education is crucial for economies that want to move up the value chain.*

The changing global market mindset continues to challenge the existing educational system and resolving the issue requires multi-sectoral cooperation.

Defining the skills gap issue

According to the Philippine Statistics Authority, Annual Labor and Employment Estimates for 2017 and 2018, 21 percent of the unemployed Filipinos are college graduates. Data shows that earning a degree does not translate to work-readiness right away. This means that graduates who are entering the workforce may not be equipped with the skills needed by the industry. There must be a system that aligns what the schools are teaching students with the skills and qualities employers look for in the applicants. Philippine

Business for Education (PBEd), said that workforce development is an interconnected set of solutions that aligns education and training to national competitive needs. It is an approach that brings together multiple sectors to ensure that the workforce is equipped with skills relevant to the economy.

Addressing the skills gap by the academe alone is inherently difficult because there is no one-to-one correspondence between courses/programs and jobs. A software specialist for example can be directly involved in marketing, management, and production design as well. The indicators are not specific enough. Lack of skills and competencies is only one reason for unemployment. But there are people who are more educated and so are choosy about jobs and can afford to wait a longer for better jobs. There is also the so called "hard-to-fill" jobs which the academe cannot understand why this is so. Using growth sector as reference in program offerings is too blunt as well because if tourism industry for example is a growth area, the school should know what specific skills do students need to excel in this area. Another issue is the skills production lag. Training requires time and resources. With the technological advancements and globalization in today's modern society, plus the 4th industrial revolution coming in, students today will be employed in jobs that do not exist yet. By the time the students graduate, half of what they learn are already obsolete. How much time and resources does it take to produce the needed competencies and who has the best incentive to pay for the training are issues to be addressed collaboratively by multiple sectors.

Triple Helix as a Strategy

In a knowledge-based society, academe, industry, and government have equal roles in stimulating innovation. A stable regulatory framework is important but not sufficient condition. The transformation of a university from a teaching to a research then to an entrepreneurial institution is vital. Government must help to support the new developments through changes in the regulatory environment, tax incentives and provision of public venture capital. Industry takes the role of the university in developing training and research. If knowledge-based industries are lacking, university-government interactions can help jump-start their creation; if they are present, they can help expand their growth.

Triple helix is about the dynamics arising from the interactions between the three principal institutional spheres in an economy – academe, industry and government. The leading role of the academe in this relationship is to ensure that the knowledge it produces is useful enough to be widely shared and applied, ultimately translating into community and national development. Industry would be keen not only in knowledge application, but also in knowledge production and knowledge sharing as the way forward in the course of wealth creation. The role of governments would involve the task of facilitating university-industry interactions by setting out appropriate policy frameworks for defining, among other things, research and development priorities in the light of prevailing socio-economic circumstances and for allocating resources across these priorities (Saad and Zawdie, 2011).

Collaboration between academe and industry has been advocated for the past year as an offshoot of one of the reports of the Congressional Commission on Education (EDCOM). According to the report, higher education is characterized by: a) large enrolment; b) imbalanced distribution; c) under investment and poor quality; d) a mismatch between programs and graduates, and between employment and society needs; and e) limited and underdeveloped graduate education.

The Commission on Higher Education (CHED) has taken measures to address the issue of quality and relevance of education offered by higher education institutions. These initiatives indirectly involve industry linkage which is one of the criteria being encouraged and monitored by CHED in its schools. Likewise, CHED, in its memorandum order of 2011 clearly stated that Higher Education Institutions (HEIs) should come up with their creative academe-industry linkage plan appropriate to the degree program and/or general education (GE) component (CMO, Series of 2011). Completing the linkage plan should be the participation of the government as an enabler through conducive policy environment and provision of rewards/incentives. Recognizing the importance of industry-academe-government collaboration, the current Philippine Development Plan (PDP) draws clear linkages between the government strategy in enhancing the quality of education to be more responsive to industry needs and private sector involvement in developing curriculum in pursuit of leading-edge, commercial-ready innovations. The PDP also states that the government devises performance measures, incentives, and rewards for universities who collaborate with the industry.

The university/academe–industry collaboration has slowly become the byword in the academic world to make graduates aware of the real situation and direct their interest in assisting the industry in improving products and services (Tansinsin, 2005). Both parties gain benefits from the partnership and may help improve each other's performance in their respective fields of discipline. CHED decided to focus on academe–industry linkage as one of its major areas based upon the mandate to support the academic institutions in their research efforts. While the Philippine economy requires highly skilled knowledge workers, the role of institutions in producing competent graduates has become more serious, thus, the need to establish a strong linkage between the industries and the institutions has been emphasized. Furthermore Villegas (2009) mentioned that in the tertiary level, one of the ways to improve the effectiveness of the educational process is to strike a closer symbiotic relationship between academe and industry.

Operationalizing the triple helix model of innovation in the Philippines, Philippine Business for Education (PBEd) cited existing models of workforce development showing how different sectors of society can work together to ensure that students are equipped with skills needed to secure jobs and eventually contribute to their communities (Del Rosario, 2019). PBEd is a non-profit organization and the business community's response to the need for sustained and strategic education reform in the Philippines.

In Cagayan de Oro City for example, the Cagayan de Oro Hotel and Restaurant Association (COHARA) forged a strong partnership with schools rationalizing the deployment of interns to various COHARA-member companies based on available positions. They developed an industry certification on top of the students' school diplomas which they could use to land jobs.

The "Turo-turismo" model in Bohol, on the other hand, is a perfect example of industry-academe-government collaboration. In this model, the provincial government brings together the hotels in Panglao for a Senior High School linkage program that provides work immersion opportunity for the K to 12 students. The government put up a shared training facility that offers an industry-driven curriculum developed by schools. The training facility is equipped with state-of-the-art equipment and furniture donated by partner hotels and resorts.

PBEd for its part, is complementing Youth Works PH with United States Agency for International Development. Youth Works PH is a five-year private sector-led project that provides work-based training for out-of-school youth. This is a collaboration between the academe, industry, and government. TESDA prepares the training plan and provide funding through scholarship. The school delivers the training, the local government provides trainees, while the company or private sector accommodates the trainees for in-plant training. Forty percent (40%) of the training time is spent in school while sixty percent (60) is in plant training. After completion of the training, graduates are assured of employment by the Department of Labor and Employment (DOLE) through the local Public Employment Service Office (PESO).

The Philippine Chamber of Commerce and Industry (PCCI), an organization that has pioneered key legislation and policies in support of greater economic development and investment generation is now involved in education reform programs. Its active involvement in TESDA Board, National Competitiveness Council, and now the Presidential Task Force on education, PCCI is able to strengthen the presence of the private sector in crafting a cohesive policy agenda that speak of better industry-academe-government collaboration in reforming the education system, primarily by promoting human resource development in line with the demand for global competitiveness (Keh, 2018).

Various initiatives have been done by the Philippine government to promote academe-industry collaboration. In 2016, the First Calabarzon Academe-Industry Linkages Summit was held at Dela Salle University-Dasmariñas, Dasmariñas, Cavite with 296 participants from the academe, industry, and government. With the theme "Strengthening Academe-Industry Linkage towards Calabarzon's Sustainable Development and ASEAN Economic Integration", the Summit came up with policy recommendations in the form of a Manifesto to address the job-skills mismatch and other potential issues related to ASEAN integration. The Summit was able to share the present industry skills and human resource requirements, current academic offerings and government support as well as academe-industry linkages experiences.

Dr. Adoracion Navarro, NEDA Deputy Director-General, emphasized in her keynote address the important role of closer and sustained academe industry partnerships and enabling government framework to improve the country's economic competitiveness and human capital amidst changing development contexts such as the ASEAN integration (Cajarte, 2016).

Another forum was organized in collaboration with the Philippine Chamber of Commerce and Industry (PCCI) Education Committee and the Export Development Council-Networking Committee on Human Resource Development on August 14, 2017 (Mirasol, 2017). Strengthening Industry – Government-Academe Linkage towards Sustainable and Innovative Growth (SIGASIG) was the theme for the 7th National Education Forum. TESDA Director General Guiling Mamondiong said that it was high time for the industry, government and academe to collaborate and work together as growth and economic accelerators in the country. He noted that by working together and in harmony, the country will be able to achieve global competitiveness. He said that TESDA will endeavor on Technical-Vocational Education and Training (TVET) for global competitiveness. He added that his agency is closely collaborating with the various industries to develop and promulgate skills they required.

An equally relevant article was written by Apipa P. Bagumbaran and published at Philippine Information Agency, Cagayan de Oro City last May 17, 2018, where she said that -strong collaboration among government agencies, the academe, and industry stakeholders is a crucial factor to put regional industries in a better position to face the challenges in both domestic and export markets.

Bagumbaran also mentioned the inputs of Dr. Rafaelita Aldaba, Department of Trade and Industry(DTI) Assistant Secretary for Industry and Development, regarding the main recommendation from the different regional consultations conducted by DTI which was the building of connected, creative, and innovative communities highlighted by more research and development (R&D) collaboration; strong support of legislation in terms of policies that would strengthen R&D; integration of innovation and entrepreneurship in the education curriculum; and improving the quality and utilization of government's shared infrastructure such as shared service facilities, Fablabs, and food innovation centers.

According to Asec. Aldaba, studies conducted by the Philippine Institute for Development Studies (PIDS) and the Science, Technology, Research and Innovation for Development (STRIDE) have shown that there is a weak linkage between industry and academe in terms of innovation due to widespread mistrust between the university and industry communities. She also added that competition is happening instead of collaboration and there is lack of research culture in universities. These findings, she said, somehow support the low ranking of the country in terms of innovation efforts. The Philippines ranked 73rd in the Global Innovation Index 2017, scoring lowest in creative outputs, human capital, and market sophistication.

While the private sector is seen as a major driver of growth, the government also plays an important role particularly on the crafting and implementation of policies that will support the growth of regional industries. Aldaba said that improved business and policy environment can attract more investments which are going to be the source of jobs, emerging new tech industries, as well as new products and services leading to improved productivity and competitiveness.

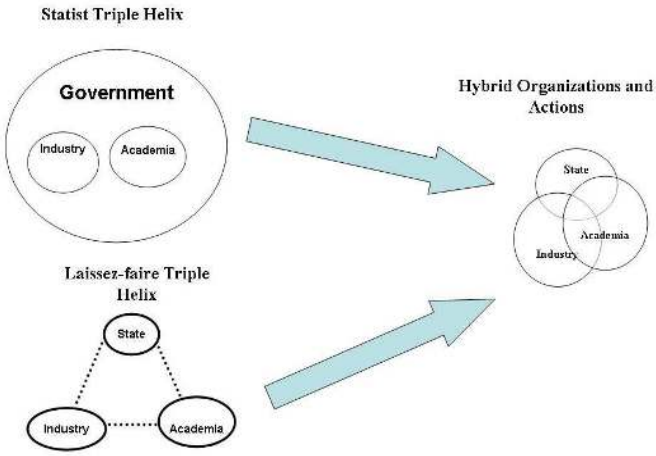
Close coordination among government agencies is also critical. Aldaba said collaboration and closer coordination within government can be promoted by expanding DOST-DTI innovation memorandum of understanding to include the Department of Information and Communications Technology which has a mandate over physical innovation infrastructure; the Department of Agriculture because of the R&D support it provides to the agricultural sector; the Technical Education and Skills Development Authority and the Commission on Higher Education to grant more market-oriented research, commercialization support, and reforms in the curricula; the National Economic and Development Authority for the monitoring of innovation policy and evaluate implementation; the Department of Finance for fiscal support; and the Department of Interior and Local Government to link up with local government units. (APB/PIA-10)

Theoretical Framework

This study draws essentially on the theory of social capital which contends that social relationships are resources that can lead to the development and accumulation of human capital (Machalek and Martin, 2015). It also argues for greater inter-organizational relationships to continuously acquire and update external knowledge and exploit it for sustainable competitive advantage. This is clearly demonstrated in the Triple Helix Model of innovation.

The triple helix model was proposed by Etzkowitz and Leidesdorff in mid 1990s to study the University, Industry, and Government collaboration at local and regional level. There are three kinds of triple helix structures studied with particular reference to organizations. In triple helix 1, the state or government overshadows the university and industry structures. State governs over the university and industry structures. The triple helix 2 illustrates the three organizations separate and apart from each other, interacting only modestly across strong boundaries (Etzkowitz, 2003:302). This structure represents limited relations among the three actors. In triple helix 3, each institutional sphere keeps its own distinctive characteristics and at the same time also assumes the role of the others. The evolutionary process underlying the triple helix system is graphically shown below.

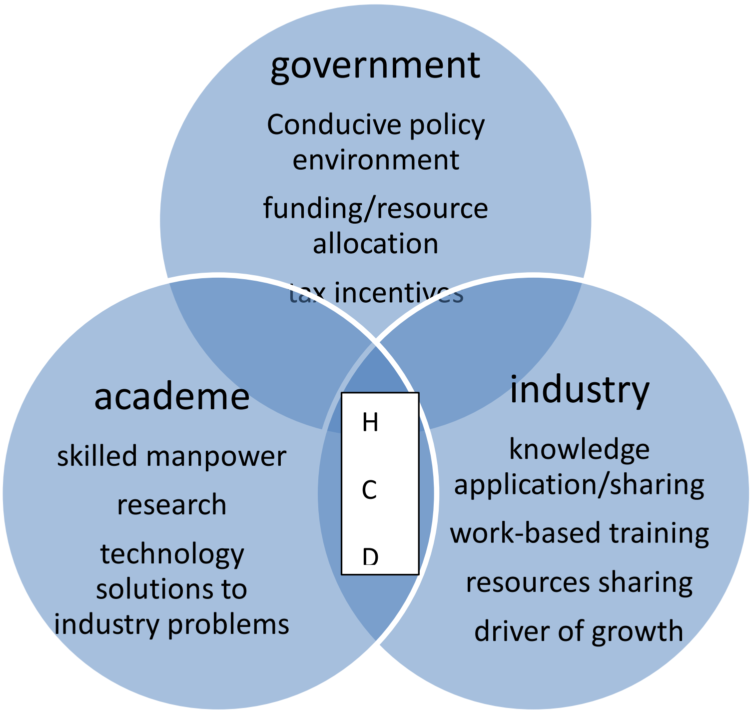
Figure 1.
Three types of triple helix model



Source: Derived from Etzkowitz (2008)

This study is also anchored on the collaborative governance theory by Ansell and Gash (2007). Collaborative governance is defined as the process of establishing, steering, facilitating, operating, and monitoring cross-sectoral organizational arrangements to address public policy problems that cannot be easily addressed by a single organization or the public sector alone. These arrangements are characterized by joint efforts, reciprocal expectations, and voluntary participation among formally autonomous entities, from two or more sectors – public, for profit, and non-profits in order to leverage the unique attributes and resources of each. While education is vital for human capital development, and that equal access to higher education, job-skills mismatch, and delivery of quality education remain to be pressing concerns among parents, government, industry and policy makers, collaboration among the academe, industry, and government is of utmost importance, hence, the subject of this study.

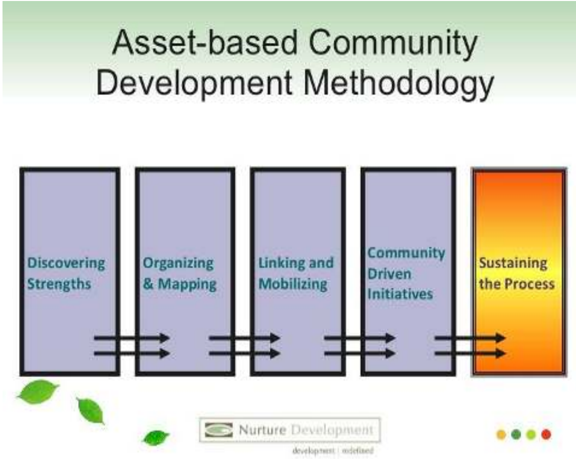
Figure 2.
Human Capital Development (HCD) Framework showing the interplay between the academe, industry, and government (triple helix model of innovation)



Source: Obtained from the primary data of the study

Finally, the study is inspired by Asset-Based Community Development (ABCD) model developed by John McKnight and John Kretzmann. Asset Based Community Development (ABCD) is an approach to sustainable community-driven development. Beyond the mobilization of a particular community, it is concerned with how to link micro-assets to the macro-environment. Asset Based Community Development's premise is that communities can drive the development process themselves by identifying and mobilizing existing, but often unrecognized assets, thereby responding to challenges and creating local social improvement and economic development (ABCD Toolkit). ABCD approach is illustrated below.

Figure 3.
Asset-Based Community Development Methodology



Source: Nurture Development

The researcher believes that development should start from the community. Hence, creation of Local Colleges and Universities (LCUs) is an example of asset-based community development. Giving the poor people in the community access to higher education ensures productive citizens, inclusive growth, sustainable development and vibrant community.

Methodology

In addressing the issues, desk study and Key Informants' Interview were employed. The desk study involves significant readings and analysis of theories relating to triple helix model of innovation or academe-industry-government collaboration. Review of documents such as school records and government documents pertaining to LCUs was used. Articles and reports about the Global Competitiveness, Philippine Higher Education condition, employment and unemployment situation in the Philippines, and insights from the private sector on how to connect education to the industry for human capital development were instrumental in providing a broader picture of the study. Interviews with the respondent-LCUs and the industry represented by the Philippine Business for Education (PBEd) were conducted to gather primary data on partnership initiatives aimed at developing human capital. The respondents from subject LCUs were selected based on their authority and knowledge of the topic under study. The respondents were Vice Presidents of LCUs, Planning Officers, Head of Research Department and Head of Linkage and External Affairs. The interview was conducted using a semi-structured questionnaire prepared in such a manner that the informants can speak freely on the topic and can elaborate more if the researcher needs further substantiation.

A qualitative case study approach was adopted to investigate the data on each LCU experiences. This approach is well suited to the type of data obtained through semi-structured interviews and secondary sources. With a qualitative research approach, information that is not previously expected can be gathered. Thus, the resulting data is likely to be richer, more descriptive, and accurate according to the perspectives of the respondents chosen.

Results and Discussion

Local Colleges and Universities (LCUs) are local government-initiated tertiary schools in the Philippines. Institutionalized after the passage of the 1991 Local Government Code, LCUs are distinct from the other public higher education institutions (HEIs) of the country like State Universities and Colleges (SUCs) whose budgetary allocation is determined by the national congress and the central government.

LCUs contributed greatly to governance, higher education and public policy. Dayrit (2005), in his study, argued that it is the only hope for underprivileged children of poor Filipino families for acquiring a college education. Chao (2012) mentioned that LCUs address the higher educational gaps at the local level, while Pernia (2014) noted that LCUs are investment in human development and social services provision. Montemar, Recio, Hecita and dela Cruz (2013) consider LCUs as local government units' poverty alleviation intervention and a mechanism to control crime.

This study presents three (3) LCUs in Metro Manila initially to serve as benchmark of other LCUs particularly those in the provinces. It showcases the various partnership initiatives with industry and government primarily for the purpose of addressing the issues and constraints confronting higher education institutions like LCUs, with the end in mind of producing better quality graduates who can contribute to economic development. It highlights the benefits and impact of existing linkage programs and the low hanging fruits they see and reap out of collaboration. However, the paper does not delve on investigating the actual number of graduates of each respondent-LCU who became successful and have impacted the community. Rather, it presents the existing partnership modalities, benefits and accomplishments, issues and challenges encountered. The respondent-LCUs are: University of Makati, Taguig City University, and Pamantasan ng Lungsod ng Muntinlupa. These schools are recommended by the Association of Local Colleges and Universities Committee on Accreditation (ALCUCOA) as respondents of this study because they have programs subjected for accreditation. ALCUCOA is the certified accrediting body for LCUs.

University of Makati Strategies

The University of Makati (UMak), is a public locally funded university of the local government of Makati located at JP Rizal Extension, West Rembo, Makati City. Currently having a total student population of 15,000, UMak has consistently redefined educational excellence as it fulfilled seriously its mandate of addressing the needs of the less privileged citizens of Makati City and its sister cities and municipalities. However, the challenge of having 100% employability of its graduates three months after graduation remains a challenge for years. For this reason, UMak has ventured into various innovative education strategies to address the challenge of employability due to job-skills mismatch. Bringing the industry into the academe is one best strategy. UMak pioneered the implementation of the Dualized University Education System in the Philippines and entered into joint venture agreement in establishing the following colleges: College of Allied and Health Studies in partnership with STI -Philippine Health Educators Inc., College of Maritime Leadership Innovation in partnership with Southfield Agencies, and School of Continuing Professional Education (SCOPE) now renamed as Center for Continuing, Advanced and Professional Studies.

The Dualized University Education System: Bringing the Industry into the Academe

The University of Makati is the first university in Asia to introduce and design a system termed "Dualized University Education System" (DUES) model of course design. The DUES is an innovative program anchored on a dynamic joint venture involving the academe and the industry to ensure a career-focused education. The concept "dual" means learning takes place in two venues, school and industry while "system" calls for the interphase of the instructing parties, the academe and industry, supplementing and coordinating one another in their efforts to prepare and educate students. The Concept of DUES is illustrated below:

Figure 4.
Dualized University Education System Framework

Source: Umak Student Handbook

The University of Makati emphasizes quality education without losing sight of the basic principle that the University's major markets of students are the children of Makati City's underprivileged citizens. The DUES sets into motion an enrolment to employment system because courses are aligned with the work-force competency needs of the City of Makati and nearby cities.

Implemented in 1999 DUES program was introduced in the following Colleges: a). College of Business Administration for BSBA Major in Building and Property Management; BSBA Major in Supply Chain Management; and b) College of Technology Management for BS in Building Technology Management; BS in Electrical Technology; BS in Electronics and Telecommunications Technology; and Industrial Facilities Technology.

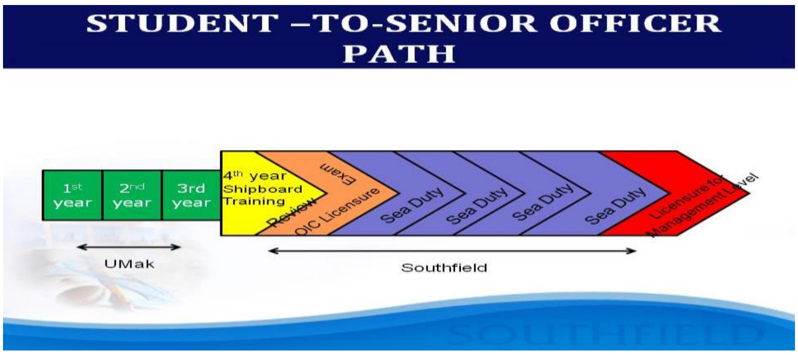
UMak- College of Allied and Health Studies (COAHS)

UMak entered into a joint venture with STI to run the College of Allied and Health Studies offering medical allied courses such as Nursing, Radiologic Technician, Pharmacy, and Masters in Nursing. Like the DUES concept, the general education subjects are taught by UMak faculty while the professional subjects are delivered by industry partners with UMak as the degree-granting institution. On the administrative side, STI pays rental for the spaces occupied in UMak. The partnership is immediately profitable contributing over P100 million in dividends, P40 million in rentals and faculty fees and over P100 million in scholarships for deserving Makati residents. Over the years, the COAHS has performed well in the licensure exams for Nursing and Rad Tech by producing topnotchers.

UMak-College of Maritime Leadership Innovation (CMLI)

The College of Maritime Leadership Innovation which offers maritime courses was established in partnership with Southfield Agencies, a ship manning company capable of providing employment to maritime graduates. Said company is not into training the reason why it partnered with UMak to offer the maritime courses. Southfield refurbished a portion of the 4^{th} floor of the administration building for its simulated classrooms and laboratory. Equipment used for teaching and learning were brought in UMak. Like the other joint ventures, the general education subjects are taught by UMak faculty while the professional subjects are delivered by the industry partners. UMak is the degree-granting institution. Both parties have joint stake in the selection of students. After the expiration of the agreement, the equipment and properties of the industry partner belong to the partner and can be pulled out from the university but the same can be donated to UMak. CMLI offers ladderized degree programs in: Diploma in Marine Transportation leading to a Bachelor's Degree in Marine Transportation and Diploma in Marine Engineering leading to a Bachelor's Degree in Marine Engineering. The special features of the programs are: free tuition scholarship (if grades are maintained); study-now-pay-later scheme for miscellaneous fees; guaranteed shipboard training; guaranteed employment in Southfield's fleet of vessels. The students are in UMak for the first 3 years while on shipboard training on its 4^{th} year. Currently, the college has 185 students on shipboard training who are earning more or less \$350 a month, while 144 students are on-campus.

Figure 5.
CMLI Career Path



Source: College of Maritime Leadership Innovation

UMak-College of Continuing, Advanced, and Professional Studies (CCAPS) (formerly School for Continuing Professional Education –SCOPE)

The College of Continuing, Advanced, and Professional Studies (formerly SCOPE) was primarily established to address the needs of employees who are already expert on what they do but do not have the credentials or degree required for the position. An equivalency program is offered, taking into consideration the students' work experience and trainings acquired. UMak partners with companies or institutions where potential students are employed to ensure captive market. Evaluation of students' credentials to pre-qualify them in the program is easy because they come from the same company where most trainings/seminars conducted to employees are mostly similar. An example of this is the BS in Micro Finance for the employees of ASA Philippines, a financing company. Another program offered is the Executive Bachelors of Arts in Political Science major in Local Government Administration and Masters in Development Management and Governance specially designed for local government officials. The Philippine Councilors League is among the participants of the program. Special features of the program are: grant of equivalent academic credits to participant's career experience and achievements; individually customized study programs integrating subject matter relevant to student's work context, and assessment based on terminal papers and development strategies for their specific functions and positions.

UMak and PBEd Partnership

The Philippine Business for Education (PBEd) has partnered with UMak to help implement YouthWorks PH, a five-year, nationwide initiative in partnership with United States Agency for International Development (USAID) which provides work-based training for Filipino youth not in education, employment and training (NEET). The project engages the industry, academe, government and other education and employment stakeholders in improving human capital development in the Philippines. Under the agreement, PBEd provides technical support to UMak in developing the work-based training design on Masonry and Tile-setting; conducts relevant workshops or training to UMak faculty (from the College of Construction Sciences and Engineering) who will deliver the in-school training; allows industry immersion of UMak trainers to EEI, partner company identified by

PBEd; and issues license or certification to UMak trainers through the Education Development Center, Inc. The intended youth-participants under this project are Makati out-of-school youth who will be chosen with the help of the local government. TESDA will provide scholarship funding to the trainees. According to one of the UMak trainers, the training has not started yet because of the difficulty in recruiting participants. This might be due to the training programs (masonry and tile-setting) which are not attractive to Makati out-of-school youths considering that Makati is a business center and business courses can be one of their preferences.

Taguig City University (TCU): A Caring University

Taguig City University is formerly Pamantasan ng Taguig established through Ordinance No. 29, Series of 2004. It was renamed Taguig City University by virtue of City Ordinance No. 13, Series of 2009. Located at General Santos Avenue, Central Bicutan, Taguig City, TCU is catering to 8,228 students with 249 faculty. TCU is working closely with the city government of Taguig as its programs are anchored on the 10-Point Agenda of the City Mayor, Hon. Lino Cayetano to wit: Safe City, Good Governance, Healthy City, Caring Community, Inclusive Quality Education, Green Governance, Responsive, Relevant and Resilient Infrastructure, Economic Dynamism, People's Participation, and Youth Agenda.

TCU has 316 industry partners generally for internship. According to the VP for Research, the presence of the Department of Science and Technology (DOST) in the area is quite favorable for TCU since it serves as laboratory for the students which is made possible by taking in some of its employees as part-time faculty. Generally, TCU's linkage involvement with industry are on internships, curriculum design, and resources sharing. TCU is fortunate to be chosen by IBM to implement the P-Tech project – a perfect example of triple helix model of innovation.

IBM partnered with TCU to introduce a new educational platform and opportunity to address new collar skills shortage. The six-year partnership involves embedding the so-called P-Tech (Pathways in Technology Early College High School) school model in the university's curriculum starting with senior high students. Philippines is the second country in Southeast Asia to implement P-Tech and TCU is the pilot university for the said program in the Philippines. According to the Dean of the IT department of TCU, P-Tech will be implemented in Grades 11 and 12 of the Senior High School and the other 2 years in college where the students will be graduating with the degree in Associate in Computer Technology. The City Government of Taguig provides the laboratory while IBM provides the technology. Asia Pacific College was tapped to train TCU faculty who will implement the program designed by IBM. Students under the program will participate in paid internships that provide real workplace experiences. These opportunities will equip students with the necessary technology and workplace skills, as well as the degrees for competitive and fulfilling "new collar" careers. P-Tech creates a direct path between high school, college and career by uniting the expertise of the public and private sectors to strengthen education and reinvigorate local economies.

Pamantasan ng Lungsod ng Muntinlupa (PLMun)

The third LCU in the study is the Pamantasan ng Lugsod ng Muntinlupa located at Poblacion, Munitinlupa City. Formerly Muntinlupa Polytechnic College, it was converted to Pamantasan ng Lungsod ng Muntinlupa by virtue of City Ordinance No. 03-089 in March, 2003. PLMun is strongly supported by the local government of Muntinlupa in the form of educational assistance and other incentives to students. This is on top of the tuition-free tertiary education of all students under the Unified Student Financial Assistance System for Tertiary education (UniFAST) given by the national government. PLMun's partnership modalities with the private sector include: internship for students, scholarship grants, donation of instructional materials/equipment like computer units donated by Sykes Asia, and seminars and trainings for students and faculty. Among its scholarship benefactors are Puregold, Green Cross, Charity First, Lingap Adhikain Foundation, and Howgood Foundation. Financial assistance are given to scholars. Presently, Accenture is conducting an English Proficiency Intervention program to ten (10) faculty members who are assigned to teach the ten (10) Chinese students who are coming to PLMun for its student exchange program. Another program being done by Accenture is the Edulink. It is a 15-day training workshop for near hires. According to the head of the Office of Linkages and external Affairs, PLMun is willing to benchmark with other universities to explore on other partnership modalities such as curriculum design and intervention.

While UMak has innovative programs that are uniquely designed to fit industry needs, CHED recognition and certification remains a serious challenge because CHED has no training regulations and standards to assess said programs that are uniquely UMak. However, true to its mission of providing employable skills to students, UMak continuously innovate and made a difference in the Philippine educational landscape.

The other LCUs are relatively young when it comes to linkage programs as they are just starting to venture into other partnership modalities. Continuous search for industry partners and venturing into other partnership modalities beyond on-the-job training must be done.

Concluding Remarks

This study started with three objectives: 1) to know the linkage/partnership initiatives of the identified LCUs with industry and government; 2) how this collaboration addresses the constraints and issues of the LCUs in developing human capital which means producing better quality graduates; and 3) to draw policy recommendations for the institutionalization of academe-industry-government collaboration anchored on the triple helix model of innovation.

Much has been said about academe-industry-government collaboration. Various partnership modalities were cited including several government and private sector-led program initiatives on human capital development pointing out that developing a country's human capital cannot be done by the academic sector alone but interrelation with industry and government brings them all together. Connecting industry and academe, facilitating linkages and providing an enabling environment to sustain such partnerships are tasks that should be done by local governments and state agencies.

From the data presented, the partnership modalities common to the three (3) LCUs under study are: student internship, scholarship, faculty training, and physical resources provision. Market-driven curricular programs (DUES) jointly designed by the school and its partners were done in University of Makati only, though, Taguig City University is piloting the P-Tech project of IBM which involves embedding of the program to the curriculum. These innovations including those mentioned by the Philippine Business for Education (PBEd) like Turo -Turismo and COHARA among others, are best practices which other local government units and LCUs particularly those in the provinces could look into. While the DUES strategy of UMak ensures high employability rate of graduates, program recognition from the Commission on Higher Education (CHED) remains a challenge. Compensating the industry practitioners teaching the major subjects without Masters Degree was once a problem as well. However, with the global economy and 4th industrial revolution upon us, schools must get out of their silos and be sensitive to the pulse of industry particularly in developing curricula that address the needs of the community. Therefore, the following suggestions are made for policy consideration:

1. To promote triple helix model of innovation in human capital development programs
2. CHED should give local industry-academe partnerships more flexibility to design courses relevant to their communities
3. Local government units should give incentives to companies collaborating with universities. It can be discount on tax or Mayor's permit.
4. CHED should issue a memorandum ensuring industry practitioners involvement in curriculum development
5. The government through DOLE should provide the schools and other training institutions timely and usable labor market data
6. Local government units without existing locally-funded schools such as LCUs may consider establishing one. Capacitating these LCUs through the triple helix model would capture the interest of the youth to stay and study in their localities instead of migrating to urban areas, thereby addressing rural poverty, problem on human settlement in urban areas, promoting inclusive growth and sustainable development.

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Conception of Social Justice in Eastern Indonesia within the Framework of the Republic of Indonesia

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Abstract

The country of Indonesia, which has abundant natural resources, with diverse tribes, races, religions, cultures, customs and thousands of islands that we often hear, the term jambrud equator is one of the many words that praise the richness of the archipelago. If you look at the data from the Central Statistics Agency (BPS) in 2018 about the human development index in Indonesia, the trend has experienced a good increase in 2018 at 71.39%, with a trend in a period of almost a decade. from 2010-2018 experienced an average national growth of 0.88%, the highest position was occupied by DKI Jakarta Province with the human development index figure at 80.47% with 0.51% growth from 2017-2018 and the lowest was occupied by the Papua Province with 60, 64% position with 1.64% growth from 2017-2018. This research uses a conceptual approach. The conclusion in this study is that social justice in Indonesia which has a Pancasila ideology foundation provides a comprehensive concept of justice space, covering all sectors of national and state life that must be carried out by all citizens of the nation. In order to create comprehensive justice, the State must attend and have a scale of development priorities so that eastern Indonesia can have a quality of life that is equivalent to the population of Indonesia in the west.

Keywords:

social justice; Pancasila; Republic of Indonesia

Introduction

The narrative of Indonesia which is rich in natural resources, with a variety of tribes, religions, races, cultures, customs and thousands of islands we often hear, the term jambrud equator is one of the many words to praise the richness of the archipelago. As the era changes from the old order to the reform era, it becomes a historical record of unfinished development patterns in Indonesia. If citing a sentence from Bung Karno, the Proclamator, *"**Merdeka is Only***

a Bridge, Even though the Gold Bridge Across the Bridge is a Two-Way Break, One to the World is Equal to Sense, One to the World is Weeping and Weeping".

If you look at what is a phenomenon in the 2019 presidential election, the thickening of identity politics is inevitable or one-sided, blasphemous after blasphemy among the nation's children feels very thick and exhibited bravely on social media, expressions of hatred, hoax news and not admitted Pancasila movements without seeming to be without shame shows itself in the name of freedom of expression and opinion, of course this is only part of the portrait of a great nation's journey that we named the Indonesian Nation. With the emergence of these phenomena of course the next question is what is wrong with Indonesia? If we look back at how the enthusiasm and persistence of supporters of candidate pairs who contest the 2019 presidential election is certainly not excessive if we say the struggle for the highest leadership in this country is full of interests.

The current competing strengths and strategies seem to display polite and dynamic ethics of the archipelago. Strengthening religious identity is a legitimate tool used in a multi-ethnic country, religion, ethnicity and culture, the composition of the dominant population in Java automatically makes this power struggle increasingly centered on Java. When power is centralized in the land of Java automatically the physical and human development processes will be more concentrated in the land of Java, then how then development on other islands besides Java, where in Indonesia there are more than 17,000 islands that are also waiting for the realization of the fifth precepts of the Pancasila " Social justice for all the people of Indonesia".

If you look at the data from the Central Statistics Agency (BPS) in 2018 on the index of human development in Indonesia the trend has experienced a good increase in 2018 at a position of 71.39%, with a trend in the period of almost a decade from 2010-2018 experiencing an average growth nationally at 0.88%, the highest position occupied by DKI Jakarta with its human development index figure at 80.47% with a growth of 0.51% from 2017-2018 and the lowest is occupied by Papua Province at 60.64 % with a growth of 1.64% from 2017-2018.

If at first glance we compare between Jakarta and Papua there is still a range of 10.75% of its human development index (HDI), and if we assume the average annual increase in Papua's HDI is in the same range of 1.64% annually then there is a range of distances 6.5 years to pursue Jakarta to be in the same position as Jakarta's record has not increased, but it is very unlikely that a province will survive and not make efforts to improve its Human Development Index and if Papua wants to pursue Jakarta in its human development index then hard work is needed from policy makers both at the National and in Papua to be able to catch up compared to other regions. In the perspective of a Unitary State frame, Indonesia does not only consist of western Indonesia, but there is still eastern Indonesia that needs serious attention and treatment so as to create equitable and equitable development in all fields in every region in Indonesia

In addition, when referring to the Preamble to the 1945 Constitution of the Republic of Indonesia, it is stated that the ideals of the Republic of Indonesia are, "protect all Indonesians and all of Indonesia's blood and to promote public welfare, enhance the life of the nation, and participate in implementing world order based on independence, eternal peace and social justice, "then guarding the government's move to create justice in eastern Indonesia is a necessity that must be met according to the mandate of the constitution in Indonesia. Based on the above background, the formulation of the problem in this study is What is the conception of justice for Eastern Indonesia in the Unitary State of the Republic of Indonesia?

Research Methods

Based on the problem under study, the library research method is used. The research method was carried out by examining existing library materials. The study uses a conceptual approach and a statute approach and a cultural approach.

Literature Review

1. Concept of Justice

Justice as part of social values has a very broad meaning, even at a point it can be contrary to the law as a social value system. The measure of justice reaches the ideal territory or is within the realm of ideals, because it talks about the issue of justice, it will speak to the deepening of the day of the nature of justice itself. Justice talks have a wide range, ranging from those that are ethical, philosophical, legal, to social justice. Many people think that being fair is easy, but certainly not so in practice in real life. The definition of justice itself is still plural and many experts put forward the definition of justice like Aristotle, arguing that justice is worthiness in human action, worthiness is interpreted as a midpoint between the two extremes of too much and too little. According to Plato, justice is projected on people. People who are fair, are people who control themselves and their feelings are controlled by reason. And according to Socrates, justice is projected on the Government, justice is created when every citizen has felt that the government has done its job properly.

2. Social Justice

As a large country, Indonesia has a nation ideology that we call Pancasila. In the 5th precepts of Pancasila, social justice for all Indonesian people is mentioned, which is a great goal for the Indonesian people. If citing a speech from the President of the Republic of Indonesia I Ir. Soekarno, in a public lecture on "Pancasila", which was held "The Pancasila League" at the State Palace mentioned the meaning of the word social justice "is a society or the nature of a just and prosperous society, happy for everyone, no humiliation, no oppression, no exploitation. Nothing - as I said in a public lecture a few months ago - exploitation de l 'homme par l'homme". Observing Bung Karno's thoughts on the concept of social justice, it was hoped that it was clear that Seoekarno prioritized the value of justice and upheld the value of human rights in the concept of national and state life. The birth of the concept of social justice was certainly a reflection of Sukarno's experience in dealing with the colonial period at the time and it was very clear that the ideals of justice that were expected had to be felt from all, by all and for all.

Creating justice for all the people of Indonesia is certainly not easy, challenges for challenges will emerge with the changing times and changing positions of leadership in Indonesia. Starting with Freeport, the rights were given to foreigners during President Soeharto's reign which gave rise to long stories and various rejections and demands in his time and were only re-acquired in 2019 by President Joko Widodo

3. Country

The state is the most important concept in political science. The state has always been a study area because there are political and power struggles that are the easiest to see and recognize. The state is an integration of political power. It is the main organization of political power. The state is the agency (tool) of society which has the power to regulate human relations in society and curb the symptoms of power in society.

Some world scientists put forward definitions of the concept of the State from different angles. Plato stated, "The state is an entity consisting of different parts that are complementary and interdependent and act together in pursuit of a common goal. Injury to anyone is a wound to all. If one of the members in this group is destitute or injured, the health of all members of the community is also affected. Our goal in upholding the state is not the imbalance of certain class happiness, but for the sake of happiness for all "Aristotle argues," The state is a family community and prosperous family collection for a perfect and adequate life "while Roger F. Soltou argues" The state is a tool (agency) or authority (authority) that regulates or controls joint issues on behalf of the community "On the other hand Harold J. Laski argues," The state is a society that is united because it has authority that is coercive and that is legally more noble than individuals or groups of people who live and work together to achieve their shared desires. Society is a country when life must be obeyed, and Max Waber gives the view, "The state is a human community that successfully monopolizes the use of legitimate physical force in certain areas".

If seen from a series of opinions of the experts it can be concluded that the State is the highest authority that has authority in regulating the livelihoods of people who live in a State.

4. Social Justice for Eastern Indonesia

The vast territory of the Unitary Republic of Indonesia from Sabang-Merauke which consists of more than 17,000 islands is a challenge in the development of this country, when viewed from the geographical conditions of Indonesia which is dominated by waters and the Merapi volcano group is certainly a separate note in the development process in Indonesia . On the other hand the diversity of cultures, customs, traditions to dynamic socio-political conditions of life is also a challenge that must be resolved in order to advance the State of Indonesia.

If seen in the period from independent Indonesia until before the reign of President Joko Widodo the development of this country is more concentrated in the western region of Indonesia precisely on the island of Java.

In terms of population composition, population density on Java ranks highest compared to other islands in Indonesia. The population distribution which is still concentrated in Java

Island has resulted in more development on Java Island. This development imbalance also has implications for the welfare of its population. Based on data from the *Badan Pusat Statistik (BPS)* in March 2019, the highest population poverty rate was in Papua Province at 27.53%, followed by West Papua Province 22.17% and East Nusa Tenggara Province 21.09%, this condition is very different when compared with the average the national average poverty rate in Indonesia is 9.41%.

During the leadership of President Joko Widodo-Jusuf Kalla with the Nawa Cita program which was used as the driving force of development, there has been a shift in development to the eastern part of Indonesia, this is proven by the construction of the Palapa Ring concept. Palapa Ring is a telecommunications infrastructure project in the form of the construction of optical fiber throughout Indonesia along 36,000 kilometers. The project consists of seven small optical fiber circles (for Sumatra, Java, Kalimantan, Nusa Tenggara, Papua, Sulawesi and Maluku) and one backhaul to connect them all. The targets and strategies for building a national fiber optic network, which will reach 440 cities / regencies throughout Indonesia. The Palapa Ring project will integrate existing networks with new networks in eastern Indonesia (Palapa Ring-East). "Sovereignty / National Sovereignty" and "National Resilience" through the availability of integrated telecommunications infrastructure. Accelerating growth and equitable socio-economic development through the availability of integrated high-capacity telecommunications network infrastructure can provide high-quality, safe, and inexpensive quality internet and communications.

On the other hand, infrastructure development has also begun to be concentrated in eastern Indonesia, the construction of toll roads, airports and ports is evidence of the seriousness of the Government of Indonesia in developing its country, but seeing inequality of poverty in eastern Indonesia which is still high compared to the national average. will be a chore that must be completed by the government immediately. On the other hand there are still many challenges such as the independent Papuan separatist movement which is still provoking the population in Papua, the intolerant movement of the radicals, then the low quality of education, low purchasing power of the people, cases of corruption which are also high, the use of natural resources to enrich themselves and a host of other homeworks that are still largely unresolved.

If you look at the data of the *Badan Pusat Statistik (BPS)* in 2018 on the index of human development in Indonesia the trend has experienced a good increase in 2018 at a position of 71.39%, with a trend in the period of almost a decade from 2010-2018 experiencing an average national growth of 0.88%, the highest position occupied by DKI Jakarta Province with its human development index figure being at 80.47% with a growth of 0.51% from 2017-2018 and the lowest being occupied by Papua Province at position 60, 64% with a growth of 1.64% from 2017-2018.

When referring to BPS data, there are still significant gaps in Indonesia's human development so far, people who are close to the center of government tend to have a better quality of life compared to people who are far from the center of government. This clearly proves that the presence of the State is needed in every inch of Indonesia's homeland. In realizing the 5th precepts of the Pancasila "Social Justice for All Indonesian People", it is appropriate for the State to have development priorities for the eastern part of Indonesia to be on par with other parts of Indonesia.

Conclusion

Social justice in the Unitary State of the Republic of Indonesia, which has a foundation of the Pancasila ideology, provides a space for the concept of justice as a whole and comprehensively, covering all sectors of national and state life which must be carried out by all citizens of the nation. In order to create comprehensive justice, the State must attend and have a scale of development priorities so that eastern Indonesia can have a quality of life that is equivalent to the population of Indonesia in the west.

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The Administration of Development and the Fourth Industrial Revolution: The Transformation of Management of the Life and the Nation and State

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Abstract

The The Administration of Development traditionally consist of in one side The Development of Administration as an effort to improve State administration which includes, improvement of organization, staffing, finance and so on. On the other side, the Administration of Development itself formulated and implemented of public policies both as the process of State administration and political processes. The scope of the Administration of Development both in the development of administration and administration of development itself requires contextual transformation as dealing with the reality that there has been changes in the life situation of the nation and state. The life of the nation and state has rapidly changes both in terms of ideology, politics, economy, social, culture, defense and security even science and technology. The Impact of the Fourth Industrial Revolution as part of the changes and technological advancements of which among them related to the automation has a major impact to the paradigm shift in the management of the life of the nation and state as well to the Administration of Development

Keywords:
development; management; nation; state

Introduction

The development of human life progress nowadays, as far as we concern especially in the achievements in the field of technology has had an impact on various fields of life. In fact, it also affects the life of the nation and state. At this fact, is it still revelant to discuss the Development of Administration in the management of the life of the nation and state at this industrial revolution 4.0 era?

The Administration of Development that developed in the decade of 60s was a real response at that time to the needs of the community, especially in developing countries that were undergoing a transition from traditional agrarian societies to the developed societies whose would start to develop industrialization. While nowaday, the industrial revolution 4.0 has been penetrated to all over of the world and even influenced various aspects of human life, including in the life of the nation and state. Therefore, from the question of the relevance of The Administration of Development in the life of the nation and state especially in the era of the industrial revolution 4.0, at least it needs to be reviewed and discussed several themes, both related to the significance, position, focus and orientation of Public Administration and in particular The Administration of Development as a derivative of Public Administration in order to manage the life of the nation and state in the industrial revolution era 4.0. The field and scope of the study of Public Administration and The Administration of Development also do not stand in a vacuum and deny the reality in their environment, including technological progress. Even if so far, Public Administration or The Administration of Development still uses and refers to the significance, position, focus and orientation in the field and scope of its natural study which has been embedded and becomes its identity, then along with the development and progress of society, by itself requires resharpening and adjustments to the significances, position, focus and orientation of Public Administration and as well The Administration of Development to technological advances without leaving its natural identity.

This paper is intended to enlarge and enrich ideas to ensure that Public Administration as well as The Administration of Development are still needed especially in the management of the life of the nation and state even though it has entered the era of the industrial revolution 4.0. Of course it is recognized that there have been many studies and discussions even discourses that have been launched by other experts before on the same theme or even more advanced compared to this paper. Therefore, this paper only contribute opinions and add as well to enrich existing ideas.

Administration and Development.

Substantively, both Public Administration as well as its derivatives the Administration of Development are originated from administration. Administration itself is a cooperative activity between people. Even though the facts in people's lives can be found a lot of cooperative activities between people, but contextually only cooperation activities between people with a high level of rationality are included as administrative activities. The high level of rationality in human cooperation activities refers to the goals to be achieved and the way to achieve these goals. Although in human life as social creatures, can not be separated from cooperation between humans. The nature of cooperation between humans as social creatures with one another can be divided into groups of activities of cooperation between people.

Administration is an activities of human cooperation that rely on high rationality to achieve and how to achieve goals. In other words, the administration concerning to the activity of human cooperation which relies to the high rationality, either to achieve its goals as well the ways to achieve the goals of which have been set up.

In context to the life of nation and state, the activities of human cooperation that rely on high rationality are in the context of achieving the objectives of the nation and state which are realized through development activities organized by the State. Thus, essentially Administration, especially Public Administration and the Administration of Development as part of human cooperation activities with high rationality should be placed in the capacity to bring changes both in structure and behavior in the life of the nation and state. This change was developed through the establishment of a system which not only to maintain but also to increase the capacity of structure and behavior in the life of the nation and state.
Thus, all institutions involved in the development task need to remake and renew efforts in the implementation of development. Old forms and models even focus and orientation in the implementation of development must be removed and updated. Specifically for the Administration of Development itself as a means to realize development goals, it is important to review the orientation, focus and form and model in the implementation of development in accordance with the actual situation.

Development activities which carrying out by a state are in order to achieve the goals of the nation and state, it is to place the nation and state concerned on an equal to other nations of the world. Development as an effort towards better change is unlimited both in terms of time and locus. As long as change is needed, development is also needed, wherever and in unlimited social situations.

Although the terminology of better which used as the direction of change to be achieved thru development, certainly it is debatable.

As development purpose is achieving better state conditions, each state is free to interpret which the better conditions they want to achieve. Each state certainly has its own starting point in pursuing the change to be achieved. Each state has their own conditions depends to their environmental conditions, as well as her own ideology, politics, economy, social cultural and defense and security. Those environmental conditions will determine the direction of change their would be achieved. However, the development activities of each state should not only concern to their internal environment condition, but too the global environment.

Thus, development as an endeavor towards change for the better, is not limitative for developing countries, but every state needs development depends on their conditions of each state both in terms of ideology, politics, economy, social cultural and defense and security.

Indeed, based to the facts found in developing countries,such as lack of resources, human and material as well as the need for optimal utilization of available facilities, and tried to add new facilities, then development becomes an integral part of the goals and activities of governments in developing countries.

Therefore, every state needs development, so the discourse of development does not become an obsolete discourse, even though it has to be confronted with the level of progress of any society, both in technologically and in economic and social and cultural life.

But the problem is the progress that has been achieved, especially the advances in the field of technology have penetrated to all aspects of human life which is in fact affect also to the pattern of human interaction in their social life. As matter of fact, technological advance would not be denied and eliminated, unless it should be used more broadly pushing and ensures transformation in the management of the life of the nation and state.

Even though the progress of people's lives in various aspects has become more rapid as a manifestation of technological advances in the industrial revolution era 4.0, of course Public Administration, and the Administration of Development as well, is certainly still relevant with some adjustments to the actual needs, especially in the management of the life of the nation and state.

The Public Administration and the Administration of Development.

Public Administration in its development phase as mapped by Robert T. Golembiewski (1977) has four major phases of conceptual development of public administration as a discipline may, accordingly, be summarized thematically as follows :

Phase I

The analytical distinction of politics from administration, interpreted as ideal categories or functions of governance, which functions are performed in different institutional locus in varying degrees.

Phase II

The concrete distinction of politics from administration, with the former conceived as having a real locus in the interaction between legislatures and high-level members of the executive, and the latter as having a real locus in the bulk of the public bureaucracy

Phase III

A science of management ,which emphasizes the isolation and analysis of administrative processes, dynamics, activities, or principles that are seen as universal or at least as having applicability in many organizations.

Phase IV

The pervasive orientation toward public policy in which politics and administration commingle and which has an unspecified locus that encompasses the total set of public and private institutions and processes that are policy relevant

Furthermore, as an effort to positioning the focus and locus of Public Administration other than as illustrated in the mapping according to Golembiewski, based on the traditional understanding that Public Administration is administration within the scope of the State, so that the State is identified as government, then Public Administration is also identified as the Government Administration.

However, as the progress of the management of the State, then government institutions as a locus for the Public Administration are no longer sufficient. The government roles which traditionally have been her authority are even no longer monopolized by government institutions.

The state is now even dealing with so many competitors in implementing effectively the functions of the State, as well as in the fields of economic and social development. Non-government organizations are now increasingly found to carry out missions and functions that were previously as a monopoly function of government.

The previous Orientation to the state has been turned to the public oriented. The state which was originally the sole agent of the authority in implementing various public policies has changed to a facilitator. Thus, public administration which identified as the government administration with a locus in government institutions, have been turning its focus to the public organizations, both governmental and non-governmental organizations that substantively also carry out government functions both in the delivery of public services as well as to develope of economic, social and other development fields. (Dwiyanto, 2007; Pratikno, 2007; and Thoha, 2007).

After World War II, the development of Administrative Sciences, particularly the development Public Administration in organizing the public services and the development, began to develop The Administration of Development as a new orientation and at the same time to be one of the newest branches of the Public Administration. So it can also be stated that substantively the Administration of Development and Public Administration are two terminologies which are not separate, but the meaning, orientation and focus are not identical.

Although the Administration of Development Administration is derivated from the Public Administration as well as it is the latest orientation and branch so that the general rules of Public Administration also apply to the Administration of Development, but no uniform definition of administration of development which is agreeable to all. But we can at least arrive at certain basic features and characteristics of order to understand the concept of the administration of development, we should try to understand the meaning of the concept viz., administration of development and development of administration.

Besides that, the Administration of Development also has not been universally recognized as a branch of a science but is a part of the Public Administration as stated by Gant (1966) that administration of development is an aspect of Public Administration in which focus of attention is on organizing and administering public agencies in such a way as to stimulate and facilitate defined programmes of social and economic progress.

Specifically, Edward W. Weidner (1967) describes that administrative development and the administration of development programmes. For the administration of the development, it is necessary that the administrative machinery itself should be improved and developed to enable a well coordinated and multi functional approach towards solving national problem on development. While F W Riggs mentions that the study of Third World administration, interpreted largely as development administration, became the central concern for and synonymous with comparative public administration. As a concept, he defines development administration as the combined process of both the 'administration of development' (implementation of development policies and plans) and the 'development of administration' (improvement of administrative capabilities).

Sharma et al (2014) distinguishes between Public Administration pr what it calls Traditional Administration and the Administration of Development :

No.	Traditional Administration	The Administration Development
1	Regulatory Administration	Unpredictable new tasks owing to a rapidly changing environment
2	Oriented towards efficiency and economy	Oriented towards organisational growth and effectiveness in achievement of goals
3	Conformity to rules and procedures	Emphasis on high programme standards
4	Sharp and elaborate hierarchical structure	Structure shaped by requirements and goals
5	Centralised decision- making	Wide sharing decision- making
6	Status Quo oriented	Change oriented

The main purpose of the administration of development is to strengthen the administrative machinery to produce the economic, social and political development. The Real development of economic, social and political are related to the life of nation and state. Thus it can also be stated that the administration of development is the process of implementing development programs and projects towards national development to achieve socio-economic and political progress in the life of the nation and state. Of course, the administration of development is not only related to the implementation of development policies which have been established, among others, by political representative institutions that are realized by the implementation of programs and projects, but also in the efforts and actions of arranging the existing situation to produce the progress to the community. It can also be stated that the Administration of Development is a mechanism where through the development, concerned state achieves the progress on her political, economic, social and others.

The essence of the administration of development is to ensure and bring change through integrated, organized and well-directed government action.

Industrial Revolution 4.0 and the management of the life of the nation and state

The series of technological changes that have such a rapid impact on the management of the State and government, especially changing the pattern of relations between government and citizens. New perspectives are needed for the State as well as the State administrators in viewing the citizens and vice versa. Furthermore, this change will certainly have implications for the need for governance, policy processes and internal transformation of government.

The Industrial Revolution as a stage in marking the development of technological achievements and advancements, certainly has implications that are not simple in the life of society, nation and state.

Industrial Revolution 4.0 is a process that does not stand independently but in relation to the each Industrial Revolution era, starting from 1.0, 2.0 and 3.0, of which has its own peculiarities in accordance with developments and technological findings. Each industrial revolution era of course have implications to the governance management.

During the Industrial Revolution 1.0 which emphasized market governance, placing labor as a key resource. Meanwhile, when entering the 2.0 Industrial Revolution phase when the machine has become a substitute for human labor while at the same time starting to help humans in production activities, the priority at that time is the managerial process that builds hierarchical governance.

During the phase of the industrial revolution 3.0 where information became abundant, governance led to collaboration and networking.

From the development of the three stages of the industrial revolution, it gives a clue that it turns out that technological innovation always forces the government to do the transformation.

In the phase of the industrial revolution 4.0 of which the speed of change as the key characteristics is experienced both by organizations including government and humans themselves, as a result of technological innovations that create new ways to develop, exchange and distribute values in society. The new ways that are very different to their habit.

Thus governance management is required to change and adjust to the speed of change, at least in the administration of government, including in the development activity. It must giving priority to the transparency, participation and accountability principles with digital governance in government.

Previously, the importance of digital governance in government was revealed by Dunleavy in 2005 when he's introducing the concept of digital governance as a "substitute" for the concept of the New Public Management (NPM) which was widely adopted in government. The thesis is simple, various changes related to technology will be very important for the current and next changes. Dunleavy said that *"new public management is dead, long live digital era governance"*.

Technological innovation enables the redistribution and decentralization of power, thereby forcing governments to change in managing governance including in the life of the nation and state. Approaches to policy making and implementation must change by providing space for public involvement, therefore reducing more to the role of government.

However, for Indonesia, although it seems and feels to have and utilize massive technological advances, but in fact it has many problems which not easy to be solved.

Indonesia's territory is very large, spread over thousands of islands with large populations, so the technology gap is still very large. The gap may be related to the unequal distribution of access, both the use and influence of technology in one region to another region.

Even the ability of human resources especially the mindset of citizens in the use of technology. It may be that in some region, there are more than enough the availability of both facilities and technology but the mindset of its human resources to the technology itself is still inadequate, so that technological progress does not run parallel with a change in mindset.

Thus, the life of the nation and state which formed through the development process should give its priority to the efforts of changing the mindset of the nation's citizens to be harmonized with the industrial revolution 4.0.

Conclusion

The Administration of Development as a derivative of public administration which constitutes mechanisms that deliver development to achieve socio-economic and political progress and others for the people of a nation, especially in the case of Indonesia should be set forward the efforts of changing the mindset of the citizens in harmony to the industrial revolution 4.0.

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The Role of the Local Government in Monitoring and Maintenance Bridges, Learning from the Case of the Collapsed Bridge in Nusa Lembongan Bali

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Abstract

There are many issues of infastructure especially in the remote area in the islands of Indonesias and goes viral about collapsed bridges and how students and teachers transported to their school by crossing the collapsed bridges where is the only way to go to their school in the cross of their village. Although the government authority and Standard Operation Procedure are in ruled and structured but still collapsed bridges happened in Indonesia. The main objective of this study is to analyze why the monitoring are failed, learning from the case of the collapsed bridge happened in Nusa Lembongan island in Bali. This study employed the qualitative descriptive methodology. The data collection techniques used were literature study, observation, and interviews with the goverrnment authority in PUPR Department and Klungkung Municipality and stakeholders in Nusa Lembongan Island. The study results shows that due to unclear division between central and local government role and budget, the division of monitoring and maintenance of bridge infrastructure has become unclear resulting in an accident. The unclear owner of the assets of the bridge caused the maintenance of the bridge to be displaced. The cased of collapsed bridge in Nusa Lembongan happened because of the unclear distribution of authority in the monitoring and maintenance between the Bali Provincial and Klungkung Municipaity Government.

Keywords:

authority; infrastructure; monitoring; maintenance; bridge

Introduction

In economic development, infrastructure development is one of the important aspects. It is undeniable that the country's economic growth rate cannot be separated from the influence of existing infrastructure in the country. This economic growth will ultimately also affect the welfare of the people. Simply put, a good development and infrastructure in a country will be able to encourage economic improvement in the country. The availability of infrastructure will be able to facilitate economic flows and other benefits including; support the smooth economic activities of the community, encourage the distribution of the flow of production of goods and services, support economic, socio-cultural, unity and unity activities as well as bind and connect between regions. From the benefits of the infrastructure in addition to its role in the economic sector, public works infrastructure has a vital role in supporting other sectors that are also important in the welfare of the community.

Table 1.1.
Indonesia's ranking in the Global Competitiveness Index is seen from the infrastructure pillars of 2011 – 2018

YEAR	SCORE	RANKING
2011 - 2012	3.77	76
2012 - 2013	3.75	78
2013 - 2014	4.17	61
2014 - 2015	4.37	56
2015 - 2016	4.19	62
2016 - 2017	4.24	60
2017 - 2018	4.50	52

Source: World Economic Forum, 2011 – 2018. www3.weforum.org

According to the Global Index Report on the World Economic Forum website, the Global Competitiveness Index has been used as an important tool by policy makers in many countries for many years. The second pillar states that extensive and efficient infrastructure is essential to ensure the effective functioning of the economy. Infrastructure development focuses on 35 Strategic Development Areas (WPS) which have been established as the basis for integrated PUPR infrastructure planning and programming. Public Policy determines a large role in infrastructure procurement. The role of public policy is due to the absence of a clear pricing mechanism for infrastructure procurement. The increase in infrastructure procurement to income cannot be interpreted as the income elasticity of demand because the infrastructure costs can differ in each country. Data from The World Bank itself shows that the cost of building roads in middle-income countries is only around 2/3 of rich and poor countries. This condition shows that the real relationship of GDP per capita with infrastructure is not simple (weforum website).

The existence of a suspension bridge or suspension bridge in Indonesia is very helpful for the community because the geographical area in Indonesia has many rivers, valleys and mountains. These conditions physically make the location of residence of residents with various public service facilities such as government offices, schools, and markets far separated. Along with the infrastructure acceleration program that focuses on the 35 WPS

(Strategic Development Areas) contained in Nawa Cita from the government program, the essence of the third Nawa Cita Program is Building Indonesia from the periphery by strengthening regions and villages within the framework of a unitary state.

During the last 13 years 2004-2019, dozens of bridge collapsed, broken or collapsed cases colored the news of the mass media. Tens of people died and hundreds suffered injuries. The following are some examples of cases of small bridges which collapsed in Indonesia:

Figure 1.1.
Kampar Regency, Riau. For the sake of schooling, elementary school students in Riau dared to cross the broken bridge.

Sumber: Chaidir Anwar Tanjung. 2018. https://news.detik.com

In Figure 1.1, dozens of SD 008 students in Salo Timur Village, Salo Subdistrict, Kampar Regency, Riau, for two years challenged their death to walk on a weathered bridge to study. There was also explained that there are other alternative roads to the school but the distance can reach 3 kilometers from the homes of residents. The closest access to the school must be through the worn bridge. The condition of the damaged bridge has been reviewed directly by the Kampar Regional Government, but all of it is only a review without a solution to repair it.

Development must pay more attention to improving the quality of life we live and the freedom we enjoy "(Todaro and Stephen C. Smith 2006). UNDP (2010) in its annual report stressed that the welfare and quality of life of the population is the most important measure to declare that development is said to be successful.

The picture below is an example of a suspension bridge rebuilt by the collaboration of the private sector and the community and the importance of the benefits of the bridge after it has been repaired and reused by the community:

Figure 1.2.
Desa Rulung Mulya Natar Lampung Selatan

Source: 2017. https://lampungpro.com/post

Departing from a small number of bridge collapse cases in Indonesia as described in the pictures above, there are notes and questions that still hang. Why do these things happen repeatedly in different areas? For this reason, researchers conducted a study using the case of the collapse of the Yellow Bridge connecting Nusa Lembongan Island and Nusa Ceningan in Klungkung Regency, Bali Province. Then what exactly is the policy and who is in charge of the supervision and maintenance of the bridges so that they are left in a badly damaged condition to collapse.

Methods

According to Burhan Bungin in his second edition of Qualitative Research, this study is in-depth and piercing the research objectives (Burhan, 2012: 68-70). On the other hand, descriptive qualitative case studies are exploratory research and play a very important role in creating hypotheses or people's understanding of various social variables. Case studies are investigative strategies where researchers explore in depth a program, event, activity, process or one or more individuals. cases are limited by time and activity, and researchers collect detailed information using various data collection procedures over an ongoing period of time (Creswell, 2009).

The research approach used is a case study research with an emphasis on the case implications of the yellow bridge maintenance and supervision policy on the development of tourism in communities on the islands of Nusa Lembongan and Nusa Ceningan in Klungkung Regency, Bali Province in the context of public policy evaluation studies. Objects and Research Informants. This research focuses on the bridge supervision and maintenance policy implemented by the Central Office and National Road Implementation Office by taking a case study on the collapse of the Yellow Bridge. The study was conducted on Nusa Ceningan Island, Lembongan Village, Nusa Penida District, Klungkung Regency, Bali Province.

In this research, all informants will certainly include policy makers in supervision and maintenance, the community and tourism service business stakeholders around Nusa Lembongan and Nusa Ceningan who feel the direct impact of the collapse of the Yellow Bridge. The source and location of this research data were obtained from in-depth interviews or interviews conducted with the following key informants:

1. Director General Bina Marga
2. Head of Preservation and Equipment Division II, BBPJN VIII Surabaya (Balai Jalan dan Jembatan Wilayah VI Surabaya)
3. Head of Working Unit for National Road Region II Implementation in Bali Province
4. Klungkung Regent
5. Head of Public Works Division of Klungkung Regency
6. Head of Lembongan Village
7. Manager Le Pirates Beach Club and villa, Nusa Ceningan
8. Manager Secret Point Huts and Jumping Cliff Nusa Ceningan
9. Business Travel Entrepreneurs

10. Foreign tourists

Data collection methods used in this study are by conducting interviews or in-depth interviews with all informants, conducting field observations and documentation studies, namely collecting data from media documents, visuals and searching online data. The data analysis technique used for the purpose of discussing the results of this study is a qualitative descriptive analysis technique with a case study model of the collapse of the Yellow Bridge in Nusa Ceningan. One of the primary data that will be used is interviews with expert informants on this case.

The method used to analyze in this study is a qualitative descriptive method using an interactive model that is a kind of cycle related to data collection activities, simplification of data exposure data, and drawing conclusions. So the data analysis is done together with data collection. The technique of collecting data is done by the writer through primary data and secondary data. Primary data obtained through in-depth interviews with several informants who are experts in infrastructure policy in Indonesia and Bali and informants who touch directly on the object of the collapse of the Yellow Bridge, while secondary data obtained through the documentation of the news and photographs surrounding this case.

Results and Discussions

Administratively, seen from the data released by the Bali Provincial Tourism Office that Bali Province is divided into eight districts and one city, namely Jembrana, Tabanan, Badung, Gianyar, Karangasem, Klungkung, Bangli, Buleleng, and Denpasar Cities which are also the provincial capitals . Klungkung Regency is the smallest regency in the province of Bali and its capital is in the city of Semarapura.

Based on Bali Disparda Bali Island is the most popular tourist destination in Indonesia. The total number of foreign tourists visiting Indonesia through the entrance of Ngurah Rai Airport reached 40% as of October 2016, with the value of Bali's foreign exchange receipts for Indonesia from the tourism sector amounting to 70 Trillion Rupiah. An increase in foreign tourist arrivals, especially to Bali, from 4,001,835 (January – December 2015) to 4,071,905 (January – October 2016).

Weak supervision and maintenance of the yellow bridge connecting Nusa Lembongan and Nusa Kuningan caused the bridge to collapse twice. The yellow bridge collapsed for the first time in 2010 and there is no record of casualties, but the most recent phenomenon is the collapse of the bridge for the second time on October 16, 2016.

As written in the online daily liputan6 (2016) it was mentioned that the number of victims due to the collapse of the yellow bridge according to the National Disaster Management Agency (BNPB) who died as many as 9 people 34 people were injured. At the time of the incident coincided with the Hindu Nyepi Segara ceremony, at that time it was estimated that around 70 people were pedestrians and motorbikes on the bridge at the same time. The Head of the BNPB Data and Public Relations Information Center Sutopo Purwo Nugroho also mentioned that before the bridge collapsed an inspection was carried out on October 13, 2016 and the results of the inspection of the bridge were declared critical to be passed so a prohibition sign was installed.

Dye and Anderson's thinking is in line with public policy expert Seligman, who in 1995 wrote an article entitled The Public Policy Orientation and Social Science Courses. Seligman (1955) emphasizes that public policy is related to functions and processes related to politics. Political, social and economic problems are categorized in the scope of public policy issues. However, over the times in 1980, Dye and Gray emphasized that socioeconomic factors occupy the main determinants of public policy compared to political factors (Dye & Gray, 1980).

William Dunn in his book Introduction to Public Policy Analysis (1998) states that in formulating policy problems is the importance of understanding policy problems because policy analysts seem to fail more often because they solve wrong problems. Dunn also mentioned that Policy Monitoring or Policy Monitoring is a policy analysis procedure used to form information about cases and consensus of public policy.

Departing from the Yellow Bridge phenomenon, the researchers conducted a study of the Bridge Supervision and Maintenance Policy in Indonesia. A policy product will be ready to be realized in a more real form in a measurable formula.

According to Edwards (1980: 77-78) lack of buildings, equipment, supplies, can hinder policy implementation. Budget constraints, complicated auction systems, and public opposition also lead to limited fulfillment of facilities. Edwards III (1980: 90-114) explains that there are several factors that influence the implementation of policies from the disposition of executors, namely the effects of dispositions, staff problems in the bureaucracy and incentives. Edward stated that in general, the more coordination needed to implement a policy, the less chance for success. According to Edwards III (1980: 9-11), policy implementation is influenced by four variables, namely (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure.

In the case of the yellow bridge, the reason for the scientific problem obtained was that it was unclear whether the status of the assets belonged to the province or district. Then as a result there is unclear responsibility for the supervision and maintenance of the bridge. Because there is no clear responsibility, the bridge is abandoned without supervision and maintenance, so it has a direct impact on the continuity of tourism on the island, as well as affecting the economy of the local population in general.

In this study the researchers analyzed the monitoring and maintenance policy of the yellow bridge through 4 functions in the policy analysis taken from William N. Dunn (1998) obtained from monitoring, namely Compliance, Auditing, Accounting and Exploration.

This does not merely arise from the collapse of the Yellow Bridge which is classified as a small bridge in the area or island, but the impact will be very large for all regions in Indonesia, especially remote areas or islands that experience similar cases. The researcher analyzes how the logic of policy in Indonesia through supervision and maintenance also concerns the organization and work procedures of the technical implementing unit in the Ministry of PUPR in general and the National Road Center in particular.

As an international tourism destination island, Bali is not only famous for its natural beauty, but also its unique arts and culture. Based on data from foreign tourist arrivals directly to Bali through the Airport or Port collected by the BPS of the Province of Bali with Immigration UPT respondents in the Province of Bali, tourist visits continue to increase from year to year. In 2017, foreign tourist arrivals directly to Bali reached 5,697,739 tourists. This number increased by 15.62 percent when compared with tourist arrivals in 2016 which reached 4,927,937 tourists. When compared with the previous 5 years, foreign tourist arrivals directly to Bali increased by 73.78 percent where in 2013 foreign tourist arrivals directly to Bali were only 3,278,598 tourists (Klungkung Regency Statistic 2017).

The development of tourism is one of the strongest foundations that builds the economy in the Province of Bali. The contribution of the accommodation and food and beverage service business field to the GRDP of the Province of Bali continues to increase from year to year. This business field even had the largest contribution to the Bali Province GRDP in 2017 compared to other business fields, which amounted to 23.33 percent. Even directly or indirectly several other business fields have a positive impact from the development of tourism in the Province of Bali, such as industrial business fields, trade, etc. (Klungkung Regency Statistic, 2017).

Table 3.1.
Number of Administrative Regions by District in Klungkung Regency, 2016

Kecamatan		Desa/Kelurahan	Dusun	Desa Adat	Banjar Adat
1.	Nusa Penida	16	80	40	157
2.	Banjarangkan	13	55	30	75
3.	Klungkung	18	60	23	90
4.	Dawan	12	49	20	66
Total		59	244	113	394

Source: BPS Kabupaten Klungkung Regency (https://klungkungkab.bps.go.id)

Table 3.2
Tourist Visits Data in Klungkung Regency 2015 - 2017

YEAR	2015	2016	2017
January	21.405	18.257	21.474
February	26.740	20.951	28.087
March	29.638	25.597	35.917
April	16.792	11.845	21.538
May	10.028	21.183	15.370
June	17.383	22.728	37.337
July	24.998	20.128	26.390
August	24.397	28.971	29.480
September	24.412	28.204	22.591
October	22.669	23.337	29.806
November	14.630	20.871	11.667
December	21.987	23.473	14.427
Total	255.079	265.545	293.364

Source: Klungkung Regency Tourism Office

Until October 16, 2016 the Yellow Bridge collapsed again at 18.30 WITA where at that time there was a Nyepi Laut Hindu ceremony where all residents flocked to pray and crossed from Nusa Ceningan Island to the temple of Hindu worship located on the island of Nusa Lembongan . At that moment the bridge suddenly collapsed where at that time around more than 70 people were on the bridge either on foot or using a motorcycle. Based on information from the media, the incident killed 8 people, 1 was a toddler aged 3 years and 2 children aged 6 and 8 years.

In order to support increasing the effectiveness and efficiency of the implementation of tasks and functions as well as adjusting the duties and functions of the Ministry of Public Works and Public Housing, it is necessary to improve the organization of the Technical Implementation Unit in the Ministry of Public Works and Public Housing and based on Republic of Indonesia Regulation Number 15 Year 2015 concerning the Ministry of PUPR and PUPR Minister Regulation Number 15 / PRT / M / 2015 concerning the Organization and Work Procedures of the Ministry of Public Works and Public Housing, it is necessary to organize the organization and work procedures of the Technical Implementation Unit in the Ministry of Public Works and Public Housing. Therefore, a new policy was issued namely PUPR Minister Regulation No. 20 / PRT / M / 2016 concerning the organization and work procedures of technical implementing units in the Ministry of PUPR.

The classification of roads according to their development authority is in accordance with Government Regulation No. 34 of 2006 concerning roads, that the authority for road development is grouped into national roads, provincial roads, district roads, city roads, village / nagari roads, and special roads.

In PUPR Minister Regulation No. 20 / PRT / M / 2016 concerning the Organization and Work Procedures of the Technical Implementation Unit in the Ministry of PUPR in Chapter IV of the UPT at the Directorate General of Highways Article 78 states that the UPT under the coordination of the Directorate General of Highways, consists of:

a. Center for the Implementation of National Roads;

b. National Road Implementation Office; and

c. Special Bridge and Tunnel Hall

Classification of Bridges and Road Tunnels can be found Regulation of the Minister of Public Works and Public Works concerning the security of bridges and road tunnels in Chapter II regarding the criteria and conception of road and bridge safety tunnels part one of article 4 regarding the classification of bridges and road tunnels that the classification of bridges is as follows:

a. Bridge with a span of at least 100 m

b. A curved bridge with a span of at least 60 m, a suspension bridge and a cable-lined bridge

c. Bridges with a total length of at least 3,000 m

d. Bridges with pillar heights above 40 m

e. A road tunnel with a closed section length of at least 200 m

f. Road tunnels that use drilling / jacking in the implementation method

g. Bridges and road tunnels that have high structural complexity or have high strategic value or are designed using new technology

1. Monitoring of Yellow Bridge Policy Results

Monitoring or monitoring is a policy analysis procedure that is used to provide information about the cause and effect of public policy. Monitoring intends to establish a factual premise about public policy, only recommendations and evaluations are really intended to make a systematic analysis of various value premises. Thus, monitoring produces clear conclusions during and after policies are adopted and implemented or ex facto, Daniel and Paul in Dunn (1998: 509).In this study, researchers use the function in policy analysis of monitoring taken from William N. Dunn monitoring policy results. Monitoring plays at least four functions in policy analysis: explanation, accounting, inspection and compliance. Below this will be explained one by one regarding monitoring the results of the yellow bridge supervision and maintenance policy with a policy analysis from Dunn:

1.1.1. Explanation Function in Monitoring the Yellow Bridge Supervision and Maintenance Policy

In the case of the collapse of the yellow bridge beyond the beauty and exotic panorama surrounding the bridge, it turns out that the yellow bridge is quite dangerous. It was also mentioned that the Bali Provincial Public Works Department hopes that the proposed funding to the central government of Rp. 45 billion for the construction of a bridge connecting Nusa Lembongan Island with Nusa Ceningan, Klungkung Regency, can be realized in 2015.

Based on the results of interviews and information obtained by researchers in the field that in Law No. 38 of 2004 concerning roads, PP No. 26 of 2006 concerning regulation, supervision of development and development (Turbinwasnan) stated that construction and supervision are divided into each road. With the unclear policy on the authority of the supervision and maintenance of the yellow bridge, causing the implementation of monitoring and maintenance policies to be less than optimal. So it becomes one of the causes of the collapse of the yellow bridge.

1.1.2. Accounting Functions in Monitoring the Yellow Bridge Supervision and Maintenance Policy

Monitoring or monitoring in accounting produces useful information for accounting for social and economic changes that occur after the implementation of a number of public policies from time to time. For example changes in quality of life can be monitored with certain social indicators such as education level, population percentage and income level.

There are several obstacles when researchers carry out data collection on direct visits of tourists who come both to Nusa Lembongan and Nusa Ceningan. This is because the boats that come from different districts of Klungkung Regency. So all boats departing for Nusa Lembongan come from ports in Denpasar Municipality while Nusa Lembongan is located in Klungkung Regency.

The local government of Klungkung Regency is also aware of its shortcomings because they do not record at the Nusa Lembongan port when guests enter the island so that the exact number of guests who visit is not detected. All this time, the Klungkung Regency Tourism Office has taken notes through tourist objects visited on Nusa Lembongan and Nusa Ceningan Island and the data has become incomplete.

The socio-economic impact due to the collapse of the Yellow Bridge was felt by the community and stakeholders of tourism service entrepreneurs around Nusa Lembongan Island and especially Nusa Ceningan Island. This was revealed from the results of researchers' interviews with several stake holders and also the results of interviews obtained from the collection of documentation through online media.

Not only did it suffer from social, economic and tourism impacts but the collapse of the yellow bridge in Nusa Lembongan also caused a pshyco traumatic impact on the families and friends of victims who died that could never be replaced by material. This is an example of the impact of public policies that are not well implemented or not implemented at all.

1.1.3. Auditing Function in Monitoring the Yellow Bridge Supervision and Maintenance Policy

In formulating the strategy of monitoring and maintaining policy on roads and bridges in the regions, it cannot be separated from the existing policy products. The existing policy is the Regulation of the Minister of Public Works and Public Housing of the Republic of Indonesia No. 20 / PRT / M / 2016 concerning the Organization and Work Procedures of Technical Implementing Units in the Ministry of Public Works and Public Housing. In Chapter II about the criteria and conception of bridge and tunnel safety the second part of the two Bridge and tunnel tunnel security providers.

But why isn't the execution going smoothly? Here there is a policy gap between the Central Government and regional governments. In the case of a collapsing yellow bridge, several examples of authority are found in the following interview examples. The Ministry of Public Works and Public Housing (PUPR) fielded a team from the Research and Development Agency (Balitbang) to the Yellow Bridge in the collapsed Klungkung, Bali. This is based on data obtained from the Public Communication Bureau of the Ministry of PUPR, Litbang PU.

The budget for the construction of roads and bridges is sourced from the APBN / APBD as stipulated in the Law on the State Budget, the Law on Financial Balance between the Central Government and Regional Governments, and the PP on the Balance Funds. The development funds are obtained from state / regional revenues as well as from foreign loans or grants.

The researcher also conducted an in-depth interview with the Head of the Technical Service Unit for the Implementation of the National Road Region II of Bali Province Adwin S. Lontoh regarding the mechanism of bridge construction as well as how the supervision and maintenance after the bridge was built which was quoted in the interview as follows:

> "If the construction has been completed, if the development is carried out by the regional government, the supervision and maintenance will be carried out by the regional government. But if funded by the private sector or the central or provincial government, after the construction is

finished, an official report will be made and handed over to the regional government for further supervision and maintenance. The problem of the suspension bridge is the Yellow Bridge in Nusa Ceningan when it collapsed, the bridge was rebuilt using central funds or assistance from the central government to help local or district governments through the instructions of the Minister of PUPR ". (Adwin S Lontoh. 2017).

1.1.4. Compliance Function in Monitoring the Yellow Bridge Supervision and Maintenance Policy

The Compliance function in monitoring is useful for determining whether the actions of program administrators, staff and other actors are in accordance with the standards and procedures established by legislators, government agencies and professional institutions. Bridge maintenance and supervision standards can be seen in the Bridge Implementation Supervision Guidelines issued by the Directorate General of Highways of the Republic of Indonesia Ministry of Public Works in Part I, Matters relating to the Administration and Procedures for bridge maintenance and supervision. As stated in the guidelines, it states that:

> "The purpose of this Supervision Supervision Guide is to improve the quality of management of the bridge construction process and improve the quality of bridge implementation. This guide contains standard procedures and guidelines that need to be followed in implementing supervision of bridge projects. The use of appropriate and uniform supervision procedures will help ensure that the construction of the bridge is completed within the available time and funds, and will be carried out according to specifications. Improving the quality of implementation will reduce the need for bridge maintenance and rehabilitation before its use period. "(Directorate General of Highways, 1993. Handbook for Supervision of Bridge Implementation. Ministry of Public Works of the Republic of Indonesia Part I).

In the case of human resources that have been specifically owned by the National Center for Implementation of National Road VIII, there are human resources consisting of 1 Primary High Management Officer, 5 Administrator Officers, and 11 Supervisory Officers. The National Center for Implementing National Road VIII with a total of 12 Work Units (Work Units) has 12 units and the Total PPK (Commitment Making Officials) is 44 people.

From the explanation stated in the Strategic Plan of the Ministry of Public Works and Public Housing 2015-2019 above, it can be concluded that in every implementation of development, particularly the construction of public works infrastructure and public housing, must always be based on the principle of sustainable development that takes into account the carrying capacity besides the results of development can be utilized for the current generation can also be passed on to future generations.

2. Distribution Model of Suspension and Maintenance of Suspension Bridge

Through Law Number 23 of 2014 concerning Regional Government as a constitutional effort to encourage improvement in the performance of regional government through regional innovation. This Government Regulation regulates the form and criteria, proposals and stipulations, trials, implementation, assessment, awarding, dissemination, utilization of funding as well as guidance and supervision. Regarding portraits of regions considered to have made innovative breakthroughs and have shown significant improvements to the welfare of the community.

In order to realize proportional distribution of authority proportionally between the central government, provincial regions, regencies and cities, criteria have been compiled that include externalities, accountability, and efficiency by considering the harmonious relations of management of government affairs between levels of government. In its implementation, government affairs submitted to the regions must also be accompanied by funding sources, the transfer of facilities and infrastructure, and staffing in accordance with decentralized affairs (Adi Suryanto. 2008: 25-26).

Legislation regarding the division of governmental affairs between the government, provincial and district / city government is set forth in Indonesian Government Regulation no. 38 of 2007. In this regulation it is mentioned in one of the articles that the provincial and regency / city government regulates and manages government affairs based on criteria for the distribution of government affairs based on externality, accountability and efficiency criteria by taking into account the harmonious relations between levels and / or the composition of government is its authority.

The case of the collapse of the yellow bridge in Nusa Ceningan which claimed many lives on October 16, 2016 is also a case study of the policy being not implemented. Where authority throws authority between the central, provincial and district areas. At the time of development using APBN funds, everything was in accordance with procedures, but after that the provincial and district governments threw authority over each other in supervision and maintenance. That is because no asset data and news of the event were found when the bridge was completed.

The researcher conducted an open interview during the IAPA Conference in Palangkaraya on October 11, 2018 with the Director General of Highways, Ir. Sugiyartanto, MT, who was the keynote speaker at the conference. The researcher asked about the mechanism for monitoring and maintaining the yellow bridge case that collapsed in Nusa Lembongan when the bridge was built with APBN funds but the bridge is in the Regency area. Sugiyartanto answered:

> "Especially the yellow bridge in Nusa Lembongan, Bali, was indeed built with APBN funds, and it was continued to be handed over to the regions, because of that regional authority. Assets are also transferred to the regions. Governance for Bina Marga develops not the area of authority for guidance. Differentiate between what sources of funds to build and after which the area of authority has been established. At the time it was handed over in the Regency the process of maintaining the fallen yellow bridge had actually been given a warning by the center. What I always remind to the organizational organs that manage in local government, can build other parties or the central government, this is an example of collaboration in its maintenance. Maintenance is actually relatively mild, but not done or never seen in terms of its function. This means

> that the assets that we have done are ostensibly wasteful because of poor and proper maintenance. "(Sugiyartanto. 2018).

In the attachment of the explanation of Indonesian government regulation no. 38 of 2007 concerning the division of governmental affairs between the central government, the provincial regional government and the regional government of the municipality in Article 14 Paragraph (1) The remaining national or cross-provincial governmental affairs are the authority of the Government, the provincial or cross-district / city-level government becomes the authority of the government provincial areas, and regency / city scale which becomes the authority of regency / city regional government. Paragraph (2) The stipulation is intended to avoid the occurrence of mutual claims between levels and / or the composition of the government.

As it is known that the function of road and bridge maintenance and supervision is under the authority of BBPJN. This work unit itself is under the Director General of Highways. Its duties include carrying out the planning, procurement, construction and preservation of roads and bridges, the application of quality management systems, the quality control of work implementation, the supply and testing of materials and equipment as well as the safety and feasibility of the functions of roads and bridges in accordance with statutory provisions. In many policies, implementing a policy needs support and coordination with other agencies. For this reason, coordination and cooperation between agencies is needed for the success of a policy. In the 2010-2014 Strategic Plan report of the Ministry of Public Works, the Directorate General of Highways said that although in terms of quantity the number of employees was relatively large, when viewed from the aspect of quality and distribution of distribution according to the workload of each work unit, there was still a very large gap.

This comes from the form and structure and organizational structure that has not been able to answer all the functions of the Directorate General of Highways. Other aspects that still need improvement include organizing work units in the field, formulating work relationships between DGs. Bina Marga with regional offices, internal control aspects so that practices of violations of the provisions especially those that have the potential to harm state finances.

3. Distribution Model of Suspension and Maintenance of Suspension Bridge

The control of infrastructure in the form of roads and bridges rests with the Government and Regional Governments, which in the administration are delegated and / or handed over to agencies in the region or given to business entities or individuals. Delegation and / or handover of authority for the operation of roads and bridges does not relinquish government responsibilities. The existence of regional autonomy, the operation of roads and bridges are separated based on their authority as regulated according to Article 14, Article 15 and Article 16 of Law No. 38 of 2004 concerning Roads, namely:

1. The authority of the Government in the administration of roads includes the administration of roads in general and the administration of national roads [Article 14 paragraph (1)]
2. The authority of the provincial government in managing roads includes the administration of provincial roads [Article 15 paragraph (1)]
3. The authority of the regency government in managing roads covers the administration of regency roads and village roads [Article 16 paragraph (1)]
4. The authority of the city government in the administration of roads includes the administration of city roads [Article 16 paragraph (2)].

Another thing is because before the yellow bridge collapsed the provincial government and the district government threw authority over each other because of unclear ownership of the bridge assets between the province or district. Because of the findings above, the advice given by several informants in overcoming the unclear authority of the supervision and maintenance of the yellow bridge and the weakness of the policy was obtained from several informants.

The following table shows the existing model of distribution of bridge supervision and maintenance authority analyzed from the yellow bridge case study which is included in the top to down suspension bridge category.

Table 3.3.
Existing Model of Suspension Bridge Supervision and Maintenance Authority Distribution Model

Status / Bridge Affairs	National Bridge	Provincial Regional Bridge	City / Regency Regional Bridge
Development	Balai Besar Pelaksana Jalan Nasional (Center for Implementing National Roads)	Balai Besar Pelaksana Jalan Nasional (Center for Implementing National Roads)	Balai Besar Pelaksana Jalan Nasional (Center for Implementing National Roads)
Supervision	Balai Besar Pelaksana Jalan Nasional (Center for Implementing National Roads)	UPT Satuan Kerja Sesuai Wilayah Masing-masing (UPT Work Unit According to Each Region)	UPT Satuan Kerja Sesuai Wilayah Masing-masing (UPT Work Unit According to Each Region)
Maintenance	Balai Besar Pelaksana Jalan Nasional Sesuai Wilayah Masing-masing (Center for Implementing National Roads in Accordance with Each Territory)	Bidang Bina Marga PUPR Provinsi (Bina Marga PUPR Province)	Bidang Bina Marga PUPR Kota/Kabupaten (Division of Public Works PUPR City / Regency)
Development Budget	Direktorat Jenderal Bina Marga/Swasta (Directorate General of Highways / Private)	Direktorat Jenderal Bina Marga/Swasta (Directorate General of Highways / Private)	Direktorat Jenderal Bina Marga/Swasta Directorate General of Highways / Private)
Supervision Budget	Direktorat Jenderal Bina Marga (Directorate General of Highways)	Direktorat Jenderal Bina Marga (Directorate General of Highways)	Direktorat Jenderal Bina Marga (Directorate General of Highways)
Maintenance Budget	Direktorat Jenderal Bina Marga (Directorate General of Highways)	Bidang Bina Marga PUPR Provinsi/Gubernur (Provincial PUPR / Bina Marga Division)	Bidang Bina Marga PUPR Kota/Kabupaten/Walikota /Bupati PUPR (City / Regency / Mayor / Regents Bina Marga Division)
Nature of Authority	Terikat (Bound)	Terikat (Bound)	Terikat (Bound)

Source: Results of the researchers themselves

From the results of the processed table above, because all authority is at the center and when there are cases where the disposition is unclear, the researcher recommends that the distribution model of authority below can then be used as a reference for improving the bridge supervision and maintenance policy, especially the suspension bridge which is generally located more remote and in the village as below:

Table 3.4.
Suggestion Distribution Model for Suspension and Maintenance of Suspension Bridge

Status / Bridge Affairs	National Bridge	Provincial Regional Bridge	City / Regency Regional Bridge
Development	Balai Besar Pelaksana Jalan Nasional (Center for Implementing National Roads)	Balai Besar Pelaksana Jalan Nasional (Center for Implementing National Roads)	Bidang Bina Marga PUPR Kota/Kabupaten (Division of Public Works PUPR City / Regency)
Supervision	Balai Besar Pelaksana Jalan Nasional (Center for Implementing National Roads)	UPT Satuan Kerja Sesuai Wilayah Masing-masing (UPT Work Unit According to Each Region)	UPT Satuan Kerja Sesuai Wilayah Masing-masing, Bidang Bina Marga PUPR Kota/Kabupaten,Kepala Desa, BPBD (UPT Work Unit According to Each Region, City / Regency Public Works Bina Marga PUPR, Village Head, Regional disaster management agency)
Maintenance	Balai Besar Pelaksana Jalan Nasional Sesuai Wilayah Masing-masing (Center for Implementing National Roads in Accordance with Each Territory)	Bidang Bina Marga PUPR Provinsi (Bina Marga PUPR Province)	Bidang Bina Marga PUPR Kota/Kabupaten/BPBD/Camat/Kepala Desa (Bina Marga PUPR City / Regency / Regional disaster management agency/ Sub-District / Village Head
Development Budget	Direktorat Jenderal Bina Marga/Swasta (Directorate General of Highways / Private)	Direktorat Jenderal Bina Marga/Swasta/Instansi Lain (Directorate General of Highways / Private/ Other agencies)	Direktorat Jenderal Bina Marga/Swasta/Instansi Lain (Directorate General of Highways / Private/ Other agencies)
Supervision Budget	Direktorat Jenderal Bina	Direktorat Jenderal Bina Marga	Direktorat Jenderal Bina Marga (Directorate

	Marga (Directorate General of Highways)	(Directorate General of Highways)	General of Highways)
Maintenance Budget	Direktorat Jenderal Bina Marga (Directorate General of Highways)	Bidang Bina Marga PUPR Provinsi/Gubernur (Provincial PUPR / Bina Marga Division)	Bidang Bina Marga PUPR Kota/Kabupaten, Walikota, Bupati, BPBD, instansi dinas lainnya, Pihak swasta Division of City / Regency Public Works PUPR, Mayor, Regent, Regional disaster management agency, other service agencies, private parties
Nature of Authority	Terikat (Bound)	Terikat (Bound)	Flexible

Source: Results of the researchers themselves

Based on the Minister of Home Affairs regulation number 17 of 2007 concerning Technical Guidelines for the Management of Regional Property, the management of regional property covers: planning of needs and budgeting, procurement, receiving, storage and distribution, use, administration, utilization, security and maintenance, assessment, deletion, transfer, guidance, supervision and control, financing and claim for compensation.

Conclusion

Based on description aboves, the conclusion for the research as follow:

1.2. The factor causing the collapse of the yellow bridge connecting the islands of Nusa Lembongan and Nusa Ceningan is due to the unclear distribution of authority in the supervision and maintenance of the yellow bridge between the Bali provincial government and the Klungkung district government.

1.3. The unclear position of the assets of the yellow bridge caused the maintenance of the bridge to be displaced, causing casualties.

1.4. According to the Director General of Highways (Direktorat Jendral Bina Marga) and based on PUPR Regulation No. 41 of 2015, it has been explained about the implementation of bridge and road tunnel security, but without disposition of assets there will still be authority tossing in the maintenance of the yellow bridge also related to the budget.

1.5. The case of the collapse of the yellow bridge had a detrimental impact on the people of Lembongan Village and Ceningan Village, in addition to social, economic and tourism impacts, the most important of which was the phsyco traumatic impact felt by the families of the victims who were left behind due to one or several of their families dying.

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Revitalization of Batu Songgan Traditional Village in Sustainable Development

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Abstract

Customary villages are traditional autonomous institutions, traditional cultural communities, indigenous law communities, and local identities. Batu Songgan Village is one of the traditional villages which is included in the Bukit Rimbang Wildlife Reserve in Bukit Baling in Riau. Local cultural values that are beginning to be neglected in life today are an important issue. Revitalization of the village or the traditional village is a process or way reactivate potentials in order to conserve the indigenous villages. An important value possessed by indigenous peoples in their relationship with the exploration and exploitation of nature . But the reality is a decline in the functions of traditional villages in maintaining environmental sustainability, resulting in ecosystem damage that causes a number of problems, such as flooding, siltation of rivers due to precipitation of sludge, decreasing productivity of crops, fisheries and so on. local communities, the effort to maintain ecosystems in an integrated manner is a strategic effort in the context of sustainable the traditional Village management. Based on this important issue, this study aims to see how the revitalization of the traditional Batu songgan village in sustainable development. Analysis of this study using library research methods (library research). The revitalization research of Batu Songgan traditional village has been carried out with 3 approaches namely physical intervention, economic rehabilitation and social / institutional revitalization. Based on the results of the study, it is known that physical intervention is still weak or not good, while economic rehabilitation and social / institutional revitalization are good enough but still need significant improvement.

Keywords:

revitalization; sustainable development; traditional village

Introduction

Indigenous villages are of particular concern to the government as a means of developing and preserving local wisdom, customs and cultural values of the Indonesian people. At present the existence of local wisdom is increasingly fading among various groups of people. The fading of the existence of local wisdom cannot be separated from the reality of modernization and globalization. The existence of local wisdom that is owned by villages in Indonesia in managing the life of a pluralistic village community is certainly inseparable from the existence of conservation efforts. Without preservation efforts, it is likely that local wisdom as a tradition will be destroyed and lose its binding power to the local village community.

Batu Songgan Village is one of the traditional villages included in the Bukit Rimbang Bukit Baling Wildlife Reserve in Riau. This village is hundreds of years old and was formerly included in the Kenegerian Batu Songgan, the parent of the Caliphate of the Batu Songgan. Bukit Rimbang Bukit Baling was originally appointed through the Decree of the Governor of KDH Tk. I Riau Number 149 / V / 1982 dated June 21, 1982 concerning the Appointment of Forest Areas around Bukit Rimbang Bukit Baling as the Covering Forest / Nature Reserve area of 136,000 hectares. Bukit Rimbang Bukit Baling is designated as a nature reserve area because the forest area around Bukit Rimbang Bukit Baling has a function of wildlife reserves and springs that need to be fostered for its preservation, for the purposes of regulating water systems, preventing flood hazards, landslides and erosion.

Indigenous villages as traditional institutions autonomous community of traditional culture, customary law community unit, and the collective identity of the people have differences with the rural non "custom", where the traditional village is a traditional law community unit that still exist, and does not conflict with the interests and principles of the Homeland. Of the many traditional villages that exist and are still maintained until now one of them is the traditional village of Batu Songgan.

Observing the vital function of customary villages as a source of livelihood for local communities, the effort to protect the ecosystem in an integrated manner is a strategic effort in the context of sustainable management of Indigenous Villages. But in reality there is a decline in the functions of traditional villages in preserving the environment, so that damage to the ecosystem causes a number of problems, such as floods, silting of rivers due to siltation, declining plant productivity, fisheries and so forth

The Directorate General of Culture of Indonesia in 2019 will focus on revitalizing adat in addition to disaster resilience as well as other factors considered important. Seeing the importance of the Batu Songgan Indigenous Village in terms of the fisheries, economic, cultural and other sectors and to conserve natural resources, revitalization measures that are in line with institutions to support the diversity of conservation areas are needed.

The Batu Songgan Village Ecosystem is currently experiencing damage and existing cultural activities have begun to disappear slowly, Weak law enforcement both customary law and state law against illegal logging that occurs, as well as regulating licensing for the conversion of land functions in forest areas into settlements. fish catches, incomplete regulations and institutions governing the Songgan traditional village. As stated in the background of the problem above, the writer formulates an issue which is the main problem: How to revitalize the Batu Songgan traditional village in sustainable development

Research Methods

Geographically, the scope of the analysis in this research is limited to the area of Batu Songgan Village - Kampar Kiri Hulu. Most of this analysis uses the method of library research (library research), both print and electronic search results. The rest is based on the results of limited field observations in the study area (field observation) and limited interviews with Indigenous Peoples figures. Data compilation results are presented and discussed descriptively and qualitatively. Generalization is based on a holistic, integral and comprehensive conceptual framework.

Results and Discussion

1. Physical Intervention

Considering the image of the area is closely related to the visual condition of the area, especially in attracting activities and visitors, this physical intervention needs to be done. Physical interventions begin physical revitalization activities and are carried out in stages, including repairs and improvements to the quality and physical condition of buildings, green layout, connecting systems, sign / billboard systems and open space areas (urban realm). Environmental issues (environmental sustainability) also becomes important, so that physical interventions should also pay attention to the environmental context. Physical planning still has to be transformed into long-term thinking. Batu Sanggan is a village in Kampar Kiri Hulu Subdistrict, Kampar Regency, Riau Province. From its name, this village can already be used as a selling point as a tourist area, plus a split stone (split stone). This split stone is said to have been split by a brave (brave) person from the land of Java.

The beautiful village of Batu Songan has the potential to become an ecotourism or ecotourism area whose activities are tours that care about nature, the air is cool and beautiful, plus also exotic natural forests. One tradition from the community as a form of local wisdom is Lubuk Larangan, in order to maintain the breeding of fish. The community manages sustainable natural resources, especially river management. The history of the lubuk ban was first held is not known for sure, there are people who say it began since 1978 after a big flood. The ban hut gives a positive value to the community, not only as a cash income country, the lubuk ban is also able to provide a strong sense of brotherhood (it can be seen that many people outside participate when catching fish), create a sense of community cohesion, foster a sense of care for the high village, and play a role in the preservation of fish and rivers.

But to get to this traditional village it is very unfortunate to only have to use a boat. This makes some people do not want to go there, because the alternative is to go there using only ordinary boats for 15 minutes, and continue to walk more than 1 hour. Not to mention if you go alone you can get lost. There must be an innovative role for the government here so that ecotourism can be introduced here. Possibly innovatively providing more modern and interesting boat crossing suggestions. Or by making a route route plan, or it can also be innovative in making bridges and so on.

2. Economic Rehabilitation

Physical improvement of the region that is short-term, is expected to accommodate informal and formal economic activities (local economic development), so that it can provide added value to the city area (P. Hall / U. Pfeiffer, 2001). Revitalization that begins with the process of rejuvenation of urban artifacts must support the process of rehabilitation of economic activities. In the context of revitalization a mixed function needs to be developed that can encourage economic and social activities (new vitality).

Batu Songgan means stone where plates or bowls to be washed, this naming comes from a saga that is passed down from generation to generation. Batu Songgan Village is one of the six villages in the Bukit Rimbang Bukit Baling Wildlife Reserve in Riau. Two local wisdoms that are so striking in this area are efforts to preserve rivers and forests. To keep the river, the village has a tradition of Lubuk Prohibition while to keep the forest, residents still mempercayi "Datuk Guard", progenitor penajaga believe this form of "tiger" who will pounce on them when damage hutan.Lubuk Prohibition is an area that maintained territory and managed with a sustainable system as assets of village income, related institutions in a village or kenegerian, which can support the local Indigenous economy.

In addition to the split stone located on the banks of the River Kiliran can be a tourist attraction, there is also a cultural tourism coronation of the caliphate that will be done in the near future. In addition, the natural panorama towards Batu Sanggan is also amazing. In order to manage this place as a tourist attraction that can improve the community's economy, the local village apparatus in collaboration with several institutions has formed a working group (Pokja) Tourism Batu Bolah, Caliphate Batu Songgan.

In this place various facilities and attractions have been prepared by Pokja Batu Bolah including homestay for visitors, rafting games, river tubing, fishing on the Subayang river. In addition there is also a tree house tourist attraction on the hill that presents a beautiful view of the Bukit Rimbang Baling area and the legendary tourist attraction, Batu Belah. Furthermore, in order to improve the local village's creative economy sector, Pokja members have also made handicrafts or crafts in the form of souvenirs such as bracelets, hats, tote bags made of woven and t-shirt screen printing with media Cukil illustrate local traditions and wisdom.

The natural condition of Batu Songgan village is very beautiful, it has the potential to become an ecotourism or ecotourism area whose activities are tours that care about nature, by empowering the community to increase environmental awareness. Baliak Batobo is an activity of returning home together as well as carrying out cleaning activities, this activity is routinely held by Batu Sanggan village family ties every year, in the future this activity can also be used as a regional Iven calendar of tourism.

The potential for natural ecotourism in Batu Songgan village, Kampar Kiri Hulu sub-district, Kampar regency, Riau province is currently starting to squirm. In the area in Bukit Rimbang Baling, the flow of the Subayang river which is the pulse of the life of the local community. Starting from the Bukit Rimbang Baling Area, Fish Harvest in Lubuk Subayang River Prohibition, Subayang River Tubing, Tree Houses, Tree Houses, Coronation of Datuk

Khalifah Soft Batu Songgan, Hunting for Fish, 6-Level Waterfall and Batu Belah which is said to be split by people of the Bagak (brave) from the land of Java.

Batu Songgan is also one of the boat producing villages. If you want to see the process of making a traditional boat in Kampar Kiri, this village is one of the places. There is a uniqueness of the boat that comes from Kampar Kiri. Usually, at the end of the boat is only a blunt part. While in Kampar Kiri, they use carvings, these carvings are called pompang. Unfortunately there is no clear explanation why they use this as a detail of their boat. To get a medium sized Kampar Kiri boat, enough with five million rupiah, can already order to the people in Batu Songgan. A week of time needed to make a boat that is intact.

Economic rehabilitation is the physical improvement of economic facilities and infrastructure. Economic rehabilitation in this Village in order for economic development for the people's welfare. So to rehabilitate an economic situation, certainly can not be separated from the role of the community and local government. That the Batu Songgan traditional village community must be creative, and the local government must be innovative.

3. Social Revitalization / Institutional

Revitalization of an area will be measured if it is able to create an interesting environment (interesting), so it's not just making a beautiful place. These activities must have a positive impact and can improve the dynamics and social life of the community / citizens (public realms). Urban design and development activities to create a social environment that is self-made (place making) and this also needs to be supported by a good institutional development.

The revitalization approach must be able to recognize and utilize the potential of the environment (history, meaning, location uniqueness and place image). Revitalization itself is not something that is only oriented to the completion of physical beauty, but also must be equipped with an increase in the economic community and the introduction of existing culture. To carry out revitalization there needs to be community involvement. The intended involvement is not just to participate in supporting aspects of formality that require community participation, other than that the people involved are not only the community in the environment, but the community in a broad sense

Batu Bolah Ecotourism Group presents travel packages. In the future, the Working Group will collaborate with Ninik Mamak in the management of Indigenous and cultural tourism. One of them is to get a fishing tourism permit in the context of a ban which will be agreed between ninik mamak, community and the Batu Bolah Ecotourism Working Group. The Batu Bolah Ecotourism Working Group has implemented a reception for tourist guests, currently the Working Group welcomes female tourists by wearing side cloths or sarongs as a sign of respect and friendship and family. culinary in Sanggan is very diverse, ranging from snacks in the form of loans derived from boiled sweet potatoes mixed with brown sugar, to the Bakacau sauce.

The interesting thing about the Lubuk Larangan area is " the prominence of cultural values when opening and closing an area, and this area is usually opened during the dry season and if the potential for fish in the region starts to be seen there is usually a benchmark once a year.

This ban in the village of Batu Sanggan has been established for a long time and has been descended since the time of their ancestors, who were deliberately established with the prefix (beginning) to discuss Indigenous traditions among Indigenous leaders who were implanted in those days, then also wrapped with a ban or with a ban Customary laws for those who violate a ban such as, must not add (poison), electrocute fish, then cut down trees around the area, and if there is one person who violates it will get a part of the customs and customs sanctions in the a trial through a meeting or traditional meeting in the village.

Conclusion

The presence of a traditional village as one of the supports of an area has a very strategic position in the progress of the area. Revitalization of various aspects of supporting traditional villages will have an impact on improving the quality of indigenous villages and indirectly contribute positively to the progress of the area. The progress of traditional villages is very dependent on various supporting components that are quite important. The revitalization of the Batu Songgan traditional village has been carried out with 3 approaches, namely physical intervention, economic rehabilitation and social / institutional revitalization. Based on research results, it is known that physical interventions are still weak or not good, while economic rehabilitation and social / institutional revitalization are good enough but need significant improvement.

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