TOWARDS OPEN GOVERNMENT

"Finding the WHOLE GOVERNMENT approach"

Surabaya, 8-9 September

PROCEEDING IAPA International Conference

EDITORS: NANANG HARYONO, AGIE NUGROHO SOEGIONO, PUTU ADITYA FERDY ARIAWANTARA, PHILIPUS KEBAN.

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Remarks from the Dean

Dear IAPA Conference 2017 delegates,

Thank you for your enthusiastic participation during the Indonesian Association for Public Administration International Conference held in Universitas Airlangga, Surabaya, from 8 to 9 September 2017.

Last year's conference main topic was 'Towards Open Government: Finding the Whole Government Approach'. The topic spesifically addressed the urgency of open government which at the moment has received exponential and positive responses from leaders and citizens around the globe. In the forms of organisations, citizen projects, and ICT usage, the movements of open government urge public leaders and other stakeholders to strengthen their commitments in order to promote openness culture between government bodies. By promoting transparency, public involvement, and technology usage, open government initiative seeks to tackle today's governing challenges such as corruption, poverty, inequality, and climate change by opening the doors for non-government actors to get involved, including the academics.

As academics, I believe that the scholars would have crucial role in addressing open government initiatives. Openness culture would ease researchers to gain access to government information, data, and document which stimulate research on public issues which might already illustrate on this proceeding. This proceeding is the collective research made by approximately one hundred participants during the IAPA Conference.

I hope that 63 articles published in this proceeding will provide new insights and debates on open government discussion. Indeed, this has been a great knowledge-sharing experience which hopefully could enhance and contribute to the development of more advanced theories and practices in the future.

Once again, thank you for your valuable contribution.

Yours sincerely,

Dr. Falih Suaedi, Drs. M.Si.
Dean of Faculty of Social and Political Sciences

Welcome

Dear IAPA 2017 participants,

On behalf of IAPA Organising Committee, I would like to give high appreciation to all participants during the IAPA International Conference 2017 at Universitas Airlangga.

As an academic forum, the 2017's IAPA International Conference attempted to facilitate open government champions to unlock their country's potentials through openness and collaboration from multi-stakeholders. The forum had become not only a learning and consulting network but also a platform to collaborate best practices in achieving more inclusive development. I believe, open government principles such transparency, participation, and collaboration could bring greater benefits, especially improving the life of the citizens. Through research and collaboration, academics, especially in the field of public administration, will embrace crucial role in the future.

Receiving approximately 90 distinguished papers from four different countries, the committee has been working hard to compile their insightful ideas into this proceeding. The topics between research papers in this proceeding vary from national to local government initiatives, from government to non-government perspective, from conventional to advanced technology methods.

We wish that this proceeding will contribute in open government dialogues, ideas, and practices that can be a learning experience for its further implementation.

Your sincerely,

Sulikah Asmorowati, S.Sos., M.DevSt., Ph.D
Chairperson of the Conference Committee

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FISIP UNAIR

The Political Economy of Open Government

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Keyword:
open government, political economy, EITI, transparency, political will

Abstract:

The success of open government initiatives hinges on the extent to which there is political will to adopt and implement them at the national level. This paper seeks to understand the conditions under which such political will emerges by examining the findings of studies on the political economy of the Extractive Industries Transparency Initiative (EITI), one of the most prominent and widely promoted open government initiatives. These studies suggest that government responses to the EITI (and the extent of political will they have embodied) have hinged on i) broad political and economic attributes of countries such as the extent of their economic dependence on natural resources, the degree of ethnic fragmentation, and the nature of their political regimes; ii) incentive structures for state behaviour emanating from their relationships with other states; iii) the views of key political leaders such as national presidents and reformist elites; and iv) the extent of civil society mobilisation in support of greater transparency in the resources sector. I note that the first and third of these factors are difficult for proponents of open government—even powerful international ones—to change at least in the short to medium term. I accordingly suggest that they should focus their efforts instead on trying to alter state incentives by linking reform measures to material and other rewards and building the capacity of civil society organisations and networks to advocate and lobby for open government in their respective countries.

'Unless we have political will, we will not have anything.'
Erik Solheim

1. INTRODUCTION

It is widely argued that the success of open government initiatives hinges on the extent to which there is political will to enhance government transparency at the country level. Where such political will exists, it is suggested, open government initiatives face much better prospect of adoption and implementation than where it does not. The OECD (2015: 75), for instance, has argued in a recent report on open government in Morocco that, in its experience, 'firm political will and strong committed leadership are required to develop a government-wide strategy to create the necessary synergy, coherence

and convergence and to steer them towards tangible and meaningful results for citizens' (see also OECD 2016: 74-75). At the same time, 'political will' has featured prominently in a range of reports on the success or failure of specific open government initiatives (see, for instance, Clark 2016 and Lindroth 2016: 4).

Despite the analytical prominence of political will in discussions about open government initiatives, however, we know little about the conditions that lead to its emergence. As Brinkerhoff (2010: 1) has noted in relation to anti-corruption programs: 'Quite often, "lack of political will" is identified as the culprit for poorly performing anti-corruption programmes. Yet despite the frequency with which it is used to explain unsatisfactory reform outcomes, political will remains under-defined and poorly understood.'

This paper seeks to enhance our understanding of the nature and role of political will in shaping the success or failure of open government initiatives by examining the findings of studies on the politics of the Extractive Industries Transparency Initiative (EITI), one of the most prominent and widely- promoted of these initiatives. These studies, it is argued, suggest that government responses to the EITI—that is, whether they have adopted and implemented the EITI—have hinged on i) broad political and economic attributes of countries such as the extent of their economic dependence on natural resources, their degree of ethnic fragmentation, and the nature of their political regimes; ii) incentive structures for state behaviour emanating from their relationships with other states; iii) the views of key political leaders such as national presidents and reformist elites; and iv) the extent of civil society mobilisation in support of the greater transparency in the resources sector. As such, they suggest that the level of relevant political will has specific, if multiple, roots: it emanates not out of thin air but from a set of structural, institutional, agential and societal factors. In this connection, the paper further notes that proponents of open government will find it difficult to change the first and third of the factors listed above at least in the short to medium term. It accordingly suggests that they should focus on trying to build the capacity of civil society organisations and networks to advocate and lobby successfully for open government initiatives in their respective countries and altering incentive structures for states by linking EITI participation to material and other rewards. This strategy offers the best prospects in the short to medium term.

The remainder of this paper is organised as follows. Section 2 provides an introduction to the EITI. Section 3 provides an overview of the findings of studies on the politics of this initiative. Section 4 examines the implications of these findings for groups seeking to promote more open government in developing countries.

2. The EITI

The EITI was established in response to growing concern, particularly among international development organisations, about the negative developmental effects of natural resource wealth, a phenomenon commonly labelled the 'resource curse'. By the early 2000s, numerous studies produced evidence to suggest that natural resource wealth undermined economic growth, increased the likelihood of civil war, increased corruption, worsened poverty, and undermined democracy (Auty 1993; Ross 1999; Rosser 2006a).

To the extent that scholars saw a way of avoiding the resource curse, they emphasised the role of state capacity (understood in Weberian terms) in shaping government ability to managing the challenges posed by that the curse. In one important analysis, for instance, Eifert, Gelb and Tallroth (2003) argued that 'mature democracies' (for which their exemplar was Norway) and 'reformist autocracies' (for which their exemplar was 'New Order' Indonesia) had performed best in addressing the resource curse. In the case of the former, this was because their stable party systems, high level of social consensus, competent and insulated bureaucracies and judicial systems, and highly educated electorates had translated into long policy horizons, policy stability and transparency, competitiveness and a coalitional structure in which pro-stabilisation constituencies were politically stronger than pro-spending constituencies. In the case of 'reformist autocracies', it was because their stable governments, broad social consensus in favour of development and autonomous, competent and politically insulated technocratic elites had translated into long decision horizons, policy stability and strong constituencies in favour of stabilisation and fiscal restraint, even if they had also resulted in low levels of transparency (Rosser 2006b).

Launched by the UK government in 2002, the EITI brought together governments, companies and NGOs to address the resource curse by seeking to transform all resource-rich countries into models of good governance—at least in relation to the management of government revenues from the natural resource sectors. The initiative involved setting an international standard on transparency in oil, gas and mining requiring governments to report the revenues that they received from companies operating in these industries, these companies to declare what they paid to governments, independent auditing and verification of revenues and payments, and the active involvement of civil society throughout the process. The presumed benefits of doing so were increased transparency in revenues from the resources sector and, with that, reduced corruption and vulnerability to the other problems associated with the resource curse.

Between 2007 and 2015, 49 countries signed up to the initiative. Of these, 31 achieved full compliance with the EITI standard (EITI nd a). However, many countries did not sign up and still have not done so including many resource-rich countries. The EITI's website lists 52 countries as currently participating in the initiative. Non-signatories include Ecuador, Venezuela, Russia, Angola, Lao PDR, Iran, and all of the Gulf States (with the exception of Iraq). At the same time, of those countries that have signed up to the initiative, a small number have, at one point or another, had candidate/compliant status temporarily suspended either because they have missed reporting deadlines, made unsatisfactory progress, or experienced political instability. The current website indicates that five countries fall into this category: two because of political instability and three because of inadequate progress (see EITI nd b). Three countries have been either delisted or withdrawn from the EITI: Equatorial Guinea, Gabon, and Azerbaijan.

3. EXPLAINING DEVELOPING COUNTRY RESPONSES TO THE EITI

What explains this varied response by countries to the EITI? Why have some

countries—particularly resource rich countries—signed up to the initiative and become compliant and others not? Why have a small number been suspended for missing deadlines or making unsatisfactory progress and others ceased to participate altogether?

The academic literature on the EITI is quite small and focuses mainly on explaining the origins, evolution, and future challenges of the initiative (see, for instance, Collier 2008 and Haufler 2010); presenting critiques of the initiative's approach and presumed benefits (see, for instance, Hilson and Maconachie 2009; Mouan 2010; Aaronson 2011); and assessing its impact on the quality of governance and economic growth in participating countries (see, for instance, Kolstad and Wiig 2009; Sovacool and Andrews 2015; Kasekende et al 2016; Sovacool et al 2016). There is a significant non-academic literature on the EITI produced by development practitioners and civil society activists. But much of this has focused on promoting the benefits of the initiative (Bickham 2009; Meyer 2011) and making recommendations to strengthen it (Publish What You Pay et al 2013). A small number of scholars, practitioners and/or activists have noted the importance of 'political will' in shaping the uptake and implementation of the EITI (see, for instance, Oxfam 2010 and Wilson and Van Alstine 2017: 61). But very few have so far delved deeply into the role of politics in shaping the adoption and implementation of the initiative or considered the policy implications that an analysis of the role of political factors may produce.

To the extent that they have examined the role of these factors, they have produced two broad types of analysis. The first has used multi-country statistical analysis to identify the political and economic attributes of countries that, on average, are most likely to join the initiative. Such studies have also, at least in some cases, drawn on this analysis to comment upon governments' motivations in joining the initiative.

In the first study of this variety, Pitlik et al (2010), for instance, found that resource rich countries, ethnically fractionalized countries, democratic countries, and non-OPEC member countries were more likely to sign up to the EITI than countries with the opposite attributes. In a similar, more recent, analysis, Kasekende et al (2016: 125) found that, on average, 'corrupt countries and countries attracting greater shares of FDI as well as countries with lower per capita GDP were more likely to join the initiative'. This, they speculated, is 'probably because EITI membership enables them to signal their commitment to greater transparency' and, in turn, 'reap some benefits in the form improved investment and assistance'. They also found, like Pitlik et al. (2010), that democratic countries have an incentive to join the EITI but not OPEC countries. Finally, their analysis suggested that 'countries which received more foreign aid before joining tended to be more reluctant to become EITI members'. In a third study of this type (although one that also employed qualitative research techniques), David-Barrett and Okamura (2016: 243) found that 'countries in lesser need of a good reputation with international actors are less inclined to pursue EITI implementation', suggesting that countries may be motivated largely by reputational concerns and the presumed financial and other benefits that flow from this. They showed that countries that sign up to the EITI receive greater levels of foreign aid,

suggesting that more aid may be among these benefits.

The second type of analysis has been detailed case studies researched using qualitative techniques. In one of the most detailed analyses of this type, Shaxson (2009), for instance, examined the political dynamics surrounding Nigeria's decision to declare support for the EITI in 2003 and subsequently progress to candidate status in 2007. In contrast to the quantitative studies examined above, he argued that political leadership was the most crucial factor in shaping Nigeria's decision to adopt the EITI, focusing in this respect on the role of Present Obasanju and a 'reform team' of senior officials to which he gave his backing. Shaxson also pointed to the effects of a debt rescheduling agreement with foreign creditors that provided an incentive for the Nigerian government to push ahead with economic and governance reforms and speculated that a desire on the part of Nigerian elites to reign in international oil companies may also have played a part in the decision. Interestingly, he judged that neither civil society organisations nor donors had exercised much influence on Nigeria's decision to adopt the EITI. However, analyses of several other countries' experiences—particularly ones produced by civil society activists—have argued that civil society organisations have in fact played a crucial role in generating pressure for the adoption of the EITI in those countries (Namkhaijanstan 2009; Revenue Watch Institute 2013; Triwibowo and Hanafi 2014).

There are various problems with both sets of analyses. Most notably, although they are ostensibly about the political determinants of countries' responses to the EITI, they draw little, if at all, on theories and analytical frameworks from political science, at least in any explicit way. Nevertheless, they have provided us with useful insight into the types of countries that are most likely to join the EITI, the effects of incentive structures for states (particularly in terms of their relationships with other states), and the sorts of domestic political dynamics that translate such potential and incentives into concrete action.

4. CONCLUSION

What are the implications of these findings for efforts to promote open government? It is unclear how far the EITI case is generalisable to other sorts of open government initiatives. To the extent that it is, these findings suggest that proponents of open government should seek to promote reform through two main mechanisms. Broad attributes—such as the structural and institutional variables discussed above—are difficult to change in the short to medium term. So, too, are the views and strategies of political leaders. Accordingly, the analysis suggests that proponents of open government should focus on i) trying to build the capacity of civil society organisations and networks to advocate and lobby successfully for open government initiatives in their respective countries; and ii) seeking to alter state incentives by linking reform measures to material and other rewards. This strategy offers the best prospects of success.

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Secrecy, Transparency And Legitimacy In National Security And Domestic Policing

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Introduction

This essay discusses the place of secrecy and the limits to citizen participation in a democratic political system. It acknowledges the irony that a degree of secrecy is necessary for democratic governance. However, it argues that excessive reliance on secrecy can detract from the legitimacy of a government, and ultimately of an entire political system. It challenges officials to choose transparency as a default option, and to rely on secrecy only when absolutely necessary. Similarly, it suggests that participatory democracy is desirable, but only within limits. We focus specifically on policies relating to national security and to domestic policing in democratic political systems.

As a starting point, a key principle in a democratic state is that the public should participate in the determination of public policy, and be kept informed of how that policy is being implemented. In other words, taxpayers are entitled to know what their taxes are buying, and to have some say in how their taxes are being spent. They should also be able to know how well their taxes are being spent, and to know if and how their taxes have been wasted. After all, in a democracy, the state exists to serve the people. Of course, in populous democracies such as Indonesia and the United States, pure democracy is logistically unfeasible. Democratic institutions such as representative legislatures and courts exist to overcome these logistical impediments. In addition to these institutions of government, a free and robust press can play an important role in ensuring that governments are accountable for their actions.

In his book Strong Democracy, Benjamin Barber suggests that the general principle of an active, engaged citizenry is inherently good, for the participant as well as for society. According to Barber, when an individual sees herself as a citizen, and not merely as a subject, her support for the political system, and ultimately the stability of that system, is enhanced.

Participation can also be an educative process. The exchange of information among citizens, and between the government and the public, can increase awareness about the strengths and limitations of various policy options. It can also serve to broaden the outlook of the citizen, and to enhance an individual's community- mindedness.

Beyond this, active citizen involvement in the process of government may instil in members of the public a sense of competence and efficacy that in turn may facilitate the development of higher moral and ethical standards. Civic engagement thus serves to improve both the government and the citizen. Ideally, the citizen becomes

more knowledgeable and tolerant, more sensitive to others' interests, and more introspective. But Robert Dahl suggests that this may be wishful thinking.

In any event, even a democracy requires a degree of secrecy. The secret ballot is, after all, the bedrock of democratic elections. Many governmental processes, and details of public policy, are best shielded from public view, at least initially. For example, in the Westminster system, cabinet deliberations are arguably best undertaken in confidence, in order to encourage open and robust discussion. A degree of secrecy in the regulation of financial institutions may also be appropriate, to prevent financial panic or a "run on a bank." Let us turn now to issues of transparency in the domain of national security.

1. National Security

Most if not all organizations, whether public or private, have three basic goals. One is to increase their resources, the other is to maximize their power, and the third, somewhat related, is to be shielded from external scrutiny of their internal dynamics. It should come as no surprise that some of the most powerful organizations of the 21st century are those dealing with national defence and intelligence. In many countries, their aversion to transparency and accountability is evident on a daily basis.

Clearly, not all of the public's defence and intelligence business can be placed on full display. Complete transparency would be self-defeating. There are, quite simply, some things that must be concealed from one's adversary. For example, it would be unwise for a state to publicize all of its own military vulnerabilities. Nor would it be appropriate to divulge the location and timing of a planned attack, or to reveal the true identity of an undercover intelligence agent. Conversely, total opacity may also be counter-productive. When a state's capabilities are completely invisible to an adversary, that adversary may be tempted to try its luck. When a state's capabilities are hidden from its own citizens, opacity may induce either unwarranted anxiety or a false sense of security, depending upon the individual's mindset. Either way, opacity, by definition, limits the information available to the citizens of a democracy to make informed decisions, whether directly, or indirectly through their representatives.

The decision to go to war in the absence of an actual or imminent attack by an adversary is arguably a violation of international law and is, therefore, one that should require significant public consultation. Paradoxically, this cannot be based on complete information, as details of war plans, targets, specifics of one's own military capabilities, and one's knowledge of the adversary's capacities are often appropriately concealed. Cyber espionage and cyber war depend even more on stealth (not to mention deception). These are areas of activity that have revived the discussion of just how much a citizen should know.

The term legitimacy refers to public acceptance – the extent to which the citizenry regards an institution, a law, or a policy as rightful and appropriate. The tension between legitimacy and opacity is immediately apparent; the public cannot regard as appropriate something of which it is unaware. There are nevertheless circumstances in which opacity does not negate legitimacy. Trust in an institution or a policy may be so great that one may not wish to question it. There are those citizens who trust their government to do the right

thing and would prefer not to know the details of how policies are implemented. So it is that many matters of national security are placed in the hands of defence and intelligence agencies with 'no questions asked.' This involves what might be called a willing suspension of inquisitiveness, where citizens place themselves as beneficiaries of a national security 'blind trust'.

Unfortunately, fiduciaries in matters of security, no less than of finance, may abuse the trust bestowed upon them. The eventual exposure of their abuses may lead to an erosion, if not a crisis, of legitimacy.

This cautionary note must not be interpreted as a mandate for cover-up. All citizens, concerned or not, have a right to know about the harms that are committed by their government on their behalf. And prospectively, it is important for citizens to be informed about whether a policy is misguided or not. Turning a blind eye to the less pleasant aspects of security and intelligence may be a source of comfort in the short term, but it can lead to future headaches.

Depending upon the extent to which surveillance impacts the rights and liberties of one's citizens, or those of foreign states, some form of formal authorization and oversight may be appropriate. In many common law countries, for example, the interception of an individual's telecommunications requires prior judicial authorisation. This is not to say that the details of a planned surveillance operation should be disclosed before or during the operation in question. Again, such disclosure would be self- defeating. But absent some compelling justification to the contrary, disclosure after the fact, and after a decent interval, would seem appropriate.

When the state exercises its power, four questions arise: (i) Whether the state should have the power in the first place; (ii) Whether there is oversight and supervision over how that power is exercised; (iii) What response is appropriate when this power is abused; and (iv) Whether and if so how much the citizenry should be made aware of the above.

Democratic states that intercept telecommunications for purposes of law enforcement or national security are usually bound by strict legislative and procedural requirements often requiring judicial oversight. The same should apply when Internet Service Providers are compelled to disclose telecommunications content or metadata. The fact that there is a legislative basis for such activity makes it public knowledge. Any abuses of these practices should be dealt with in open court.

Unilateral surveillance of telecommunications content, such as that reportedly practiced in the United States by the National Security Agency, tends to occur outside of the public gaze. Although there may be a basis in law for such activity, the circumstances of its implementation are often invisible, as are responses to the abuse of such power. Countries such as the United States distinguish between their own citizens, and those of other countries. The latter are accorded less protection. The interception of communications of friendly governments and their leaders as well as those of one's adversaries tends to be concealed from public view, because of the very great potential for embarrassment and loss of legitimacy of the eavesdropping nation. The loci of decision making and supervision/authorization tend to be cloaked in secrecy. Whilst an outright renunciation of such power may be desirable, one can imagine exigent

circumstances when such practices may be necessary to prevent widespread loss of life and/or property damage. There may be merit in disclosing the general outlines of such a policy without identifying target individuals or jurisdictions.

While governments are disinclined to publicize such activities, if they are to be undertaken at all, they should be governed by strict guidelines, with accountability residing at the highest level of government. The decision to engage in spying on one's friends should not be taken lightly, and should weigh the potential knowledge gain and its strategic value against the obvious risks that would arise from its disclosure.

It has been reported that over a hundred states around the world have, or are developing, offensive cyber capabilities. Presumably, a comparable number have also invested in cyber defence. By what principles have these capabilities been developed? What degree of public consultation or legislative deliberation has been undertaken as a basis for these practices? To what kind of oversight (if any) are they subject? One suspects that most governments would be unwilling to reply to these questions, simply stating that they, as a matter of policy, do not comment on matters of intelligence. The tension with democracy is self-evident.

Determining necessity and proportionality often requires judgment calls. Circumstances that underlie a conflict are not always crystal clear; and perceptions and interpretations of reality may be flawed. One may recall the weapons of mass destruction said to have been at the disposal of Saddam Hussein. Actions undertaken in pre-emptive self-defence may be based on hasty judgment; the line between a potential threat and an imminent threat may be obscure. Fifty years ago, erroneous information reporting an attack on US naval vessels in the South China Sea was used a pretext to escalate the Vietnam War. Dealing with these difficulties in physical space is hard enough. In the cyber domain, they are hardly conducive to public deliberation.

If momentous decisions are delegated to officials to deal with, beyond the public gaze, one would hope that certain mechanisms of accountability might be available to ensure the public's business is conducted with integrity. An agency established for the purpose of offensive or defensive cyber-operations, including surveillance, should operate under the rule of law. Ideally, there would be a legislative basis for the agency's activity. This should clearly prescribe the agency's roles, and should specify the limitations on its powers.

One should be cautious about uncritically accepting government pronouncements relating to security. Historically, many governments, democratic and otherwise, have invoked national security as a justification for domestic surveillance and political repression, to freeze democratic political debate, to shield shortcomings in governance from public and media attention, and for the inappropriate use of armed force. History is riddled with examples where national security justifications have been fabricated outright, or where underlying circumstances have been grossly exaggerated in order to meet the requirements of an extraordinary response. More recently, national security concerns in the United States have served to obscure the contours of (and thereby inhibit debate on) the massive electronic surveillance programme undertaken by the National Security Agency. The publication

of a recent report by a Presidential Review Group, instigated by the Snowden disclosures, may herald a refreshing departure from previous patterns, at least in the United States.

Some of the more significant cyber threats to national security are self-inflicted. States that commit cybercrime may themselves be weakened as a result, especially when their activities come to public attention. States that present themselves as paragons of virtue, only to be found to have been engaged in criminal activities, may see their moral authority eroded. Hypocrisy tends to be inconsistent with leadership. The state that does not practice what it preaches may lose legitimacy, both domestically and internationally. When hypocrisy is masked by secrecy, ultimate disclosure can be painful. One could perhaps suggest that the state which reveals its own transgressions is better off than the state whose transgressions are revealed by an independent team of cyber forensics investigators, or by a whistleblower. In any event, it appears that more public discussion of cyber security issues would be beneficial.

2. Domestic Policing

As is the case with national security, absolute transparency in policing would be self-defeating. For police to disclose full details of their techniques and lines of investigation would assist current suspects and encourage potential criminals. To disclose the identity of citizens assisting police in an investigation could place those citizens at risk of retaliation from criminals. But there are many ways in which the police can communicate with the people, and vice versa.

The challenge of policing a democratic society is to design a means by which public preferences are converted into policing outputs. This is less easy than it sounds, for reasons well known to democratic theorists. Moreover, it may not always be desirable. Foremost among the concerns is the fundamental risk of majority tyranny. The public may well prefer solutions that are exclusionary, or indeed, draconian, to the great disadvantage of the marginalized minorities against whom they are directed. Compounding this is the fact that people from disadvantaged backgrounds are less likely to participate in any political process, even those through which they might further their own interests. The flip side of this is the risk of minority tyranny, where a shrill minority would prevail over an apathetic majority.

The following pages will discuss a variety of mechanisms for converting citizen preferences into policing practice. The traditional model of police exercising their independent professional judgment will be noted, but the pages that follow will be primarily devoted to the various mechanisms of community consultation, including representative government, policing boards, survey research, and community meetings.

Particular attention will be accorded to mechanisms designed to ensure that the preferences of the disadvantaged and inarticulate are not ignored, and that the most disadvantaged citizens are neither neglected nor persecuted. The ideal mechanism (or combination of mechanisms) will be one that empowers all citizens, including the disadvantaged, to identify and to address their own security problems to the greatest extent possible.

The questions of scale, and the level at which community consultation might

optimally be undertaken will also be discussed, as will the question of the cultural resonance of the various mechanisms of consultation that have been proposed.

Why Democratic Policing?

If what Benjamin Barber says can be generalized to policing, citizen involvement has a number of potential benefits. Democratic policing is more likely to be perceived as legitimate by the public than a system of policing imposed from above. Some have suggested that all else equal, it is likely to lead to a greater degree of compliance.

Policing an alienated public is an undertaking that is fraught with risk. Policing by an institution perceived as less than legitimate is less likely to be effective, or worse. A police service that fails to consult locally may fail to be efficient, or effective.

Problems of Democracy

Citizens are usually competent judges of their own preference, but less so of the interests of others or of the public in general. Democratic theorists will differentiate between the aggregate of individual private interests, and the public interest or the common good.

Whether the opportunity to exchange information with other than like-minded citizens can lead to a higher level of consciousness is by no means certain. As Dahl notes "Most people seem unwilling to give the interests of a stranger, or anyone unknown to them, anything like equal weight in comparison with their own." He further notes that democracy may not be a panacea for individual or collective shortcomings. "(T)he conjecture that political participation tends to create a stronger sense of self worth, greater tolerance, and more public spiritedness is only weakly supported by systematic observation, if at all."

Dimensions of Democratic Policing

Wesley Skogan observes a continuum of public involvement in policing. At one extreme, policing is done by a specialized elite, on behalf of the public. In The Republic, Plato entrusted rulership to a minority of people with superior knowledge and virtue. Like Plato's Guardians, police in the English-speaking world have relied for most of the modern era on their own professional judgment to determine public security needs. Until relatively recently, they enjoyed a quasi-judicial independence from political control. Unfortunately, for most of the modern era, police have fallen short of this Platonic ideal. Disclosures of corruption and abuse of power, combined with evidence of inferior service (or worse) to the disadvantaged and inarticulate, suggest that police have not always been able to claim monopolies on virtue or wisdom. As a result, their independence and autonomy are now much less than they once were, and the "playing field" of policing policy is now very crowded.

Toward the middle of the continuum, the public serves as the eyes and ears of the police. They provide a degree of surveillance and intelligence data, but have no input as to where and how police resources are used.

At the other end of the continuum, the public are actively involved in the identification of policing needs, and in the development of policing policy. Moreover, they are fully involved in the co-production of policing, through such activities as neighbourhood surveillance, dispute

resolution, and target hardening to reduce criminal opportunities.

In the 1960s, interest in participatory democracy began to emerge in the United States. The suggestion that members of the public (especially members of minority groups) knew better than the police what their security needs were, met with initial resistance from law enforcement. But the public was not content to remain passive. Support grew for civilian review of police misconduct. Arguably even more significant was the rise of the feminist movement, accompanied by trenchant criticism of the traditional manner in which police handled victims of sexual assault and domestic violence. This pattern was repeated in the United Kingdom, Canada and Australia.

In the 1980s police services in these countries became more attentive to public preferences, and most began to establish mechanisms of community consultation.

The Machinery of Democratic Policing

What is the optimal mechanism for identifying public preferences, reconciling them with community security needs, and translating them into public? For reasons that will become clear in the following discussion, there is no single ideal solution. Each mechanism has its strengths and its limitations. The appropriate combination of mechanisms will vary depending on the relative capacities of the citizenry, the public police service, and the private sector.

The administrative or other means by which public preferences are registered may take diverse forms. Media of transmission can vary from institutions of direct democracy, such as neighborhood meetings, through mechanisms of representative democracy such as elections and representative government. They may be broad in scope, or targeted in a manner designed to identify the needs of special minorities.

Elections

In democracies, elections are the basic institution of political participation. Elected governments with constitutional responsibility for policing may implement those policies that have been endorsed by the electorate. Electoral systems vary widely, but in most instances, elections are contested on a broad spectrum of issues. To the extent that parties and/or candidates have different policies on policing and criminal justice, they tend to be inextricably packaged with policies on many of issues ranging from health and education, to roads and refuse removal. Ultimately, the elected government is responsible for determining the composition and deployment of policing services, including such complementary services as health, education, recreation and welfare. The presentation of these policy packages, moreover, is done in a manner that does not encourage thoughtful deliberation on the part of the public; simplistic slogans replaced meaningful discourse.

Initiatives and Referenda

Some political systems provide for citizen initiatives or for referenda, enabling the electorate to vote for or against a specific policy proposal. Depending upon the constitutional arrangements of the jurisdiction in question, a particular proposition that receives a requisite number of signatures may be placed on the ballot for ratification or rejection by the electorate. Alternatively, it may be referred to the electorate by the legislature. For example,

California's "three strikes" legislation arose as a citizen initiative.

These instruments of direct democracy also have significant downside risks. Most prominent among these is, again, the risk of majority tyranny. It has been suggested that initiatives and referenda facilitate the targeting and indeed the stigmatization of vulnerable minorities. California's "three strikes" initiative, passed by a 72% majority, sought permanently to banish repeat offenders; an earlier initiative in that state sought to deny health care, education and social serviced to illegal immigrants and their children.

Like elections generally, referenda may not facilitate thoughtful deliberation by voters. Even where explanatory materials setting out arguments for or against a proposal are distributed prior to a referendum vote, they may be ignored. The result is a vote that may reflect knee-jerk reaction rather than thoughtful consideration of an issue.

Sample surveys of public opinion

One of the more rigorous ways of gauging public opinion, including public preferences relating to policing services, is the sample survey. A well- designed survey administered to a carefully selected sample will provide a very accurate assessment of public attitudes toward police, security concerns, fear of crime, etc. In a society that includes one or more small minority groups, however, it may be difficult if not impossible to achieve reliable estimates from the smallest group or groups.

Community Forums

Assuming that they are well publicized and held at a convenient time and place, community forums provide an opportunity for interested citizens to express their security preferences. Such forums are, however, vulnerable to the intensity problem. They may amplify the voices of the intense, and mute those of the apathetic. As with most forms of participation, the economically disadvantaged and socially marginalized will be disinclined to participate.

Neighbourhood meetings

These entail regular periodic meetings of residents within a prescribed geographic area. The system of "beat" meetings was the core of the system of community policing introduced in Chicago in 1993. They serve as forums for identifying and prioritizing local problems. In Chicago, they suffered from the same kind of bias as most citizen-initiated contributions to policy decision making: a degree of middle class bias. As Skogan observes, "beat meetings are composed of those who happen to hear about them, and those who choose to attend." Once again, the relatively disadvantaged are under-represented. However, at least in Chicago, complementary surveys of neighbourhood residents revealed a convergence of views between beat meeting participants and non-participants in terms of priorities.

Consultative Boards and Advisory Committees

These usually take the form of standing committees that meet periodically and are designed to be broadly representative of community interests. In some jurisdictions, they may be required by law. In the United Kingdom, the Police and Criminal Evidence Act imposed a statutory duty on police authorities to set up consultative bodies. Their effectiveness will depend on the degree to which board members are in fact representative of

significant community interests, and on the capacity of these representatives to articulate the needs of their constituents.

Specific Targeting of Peak Bodies

Most societies are rich in organizational life. Even the marginalized, who themselves are not organized, may have advocates able to speak on their behalf. Strategic consultation with these organizations or advocates can help identify the security needs of special interests who would not otherwise have a voice. In English speaking democracies, these groups have included representatives of crime victims (especially victims of sexual assault and family violence), and of vulnerable racial or religious minority groups.

Many groups, by definition, lack political and moral competence, that is, the ability to engage in reasoned decision making and to know what is right or just. Young children, some mentally ill and developmentally disabled citizens come immediately to mind. Members of these groups still have very real security needs. For obvious reasons, they will be unable to articulate these needs, and therefore usually need an advocate.

Kobans and Shop-front offices

The police box or mini-station has long been a feature of Japanese policing. The size and location such a facility (usually in well traversed public places) places it on a human scale, enhancing its physical and psychological accessibility to members of the public. Its apparent success in Japan led to its adaptation in Singapore in the mid-1980s, and in various other locations over the succeeding years. Like foot patrol, kobans permit at best an impressionistic assessment of security preferences.

*Diversity within the police organizatio*n

Sklansky has observed that members of a police organization that is demographically representative of the public it serves are potentially more capable of empathetic understanding than the "overwhelmingly white, virtually all-male, pervasively homophobic police forces of thirty or forty years ago" in the United States. A diverse police organization is also likely to have greater interpersonal skills in dealing with a diverse community, and is likely to be perceived as more legitimate as a result.

Regardless of the nature of the medium, one should be wary of models that amplify the voices of those who are already disproportionately vocal. In many settings, a few of the people will do most of the talking. These may not be representative of the general community, nor of the public interest.

Scale and Scope of Machinery

Other structural properties of a collectivity that will bear upon the appropriate consultative mechanisms are area, homogeneity and stratification. The wider the spatial boundaries, the more heterogeneous and the more stratified the community, the greater the diversity of views one may expect. Capturing and reconciling these views will be challenging, regardless of what medium of assessment one might choose. All else equal, the greater the diversity, the less the solidarity and the greater the suspicion amongst diverse members of the community. This will pose formidable challenges to

identifying common interests, and to reconciling them when they are in conflict.

Policy questions vary in terms of scope and the scale of consultative mechanisms appropriate to address them. At the most micro level, there may be a problem of graffiti in a particular location, or a question of whether to install a stoplight at a particular intersection. At the intermediate level, problems will impact upon a wider cross section of the community, for example, the level of resources devoted to traffic enforcement. Macro-level issues deal with fundamental matters affecting the entire police service, for example whether police should be armed at all, or be equipped with more powerful weapons. Sample surveys are perhaps the most accurate means of determining public attitudes on matters of this nature.

Problems of Democratic Policing
Police Resistance

Throughout most of the modern era, police in many jurisdictions were regarded as the living embodiment of the law, and enjoyed a kind of quasi-judicial autonomy. Although this has changed over the past three decades, many police will still cling to their traditional role as contemporary equivalents of Plato's Guardians, monopolists of wisdom and virtue. To the extent that they do, they will be resistant to the idea of letting citizens set the police agenda. In this regard, police are no different from members of other professions, who have usually had little time for lay people claiming a degree of knowledge or expertise. Few professionals like to be told how to do their job.

The problem of conflicting or divergent preferences

In a diverse community, there are bound to be differences of opinion regarding the desirability of certain policy alternatives. These options may be mutually exclusive, or differences may be irreconcilable. Consider the case of injecting drug use. In Australia, there are those citizens who would advocate the provision of hygienic premises that injecting users may visit with impunity, and indeed, some who would advocate providing heroin on prescription to users who are certifiably dependent. Other citizens however, would favour the automatic arrest of any injecting drug user. Even within minority communities, there may be intense differences of opinion, not to mention internal conflict, that would make a consensus difficult, if not impossible, to achieve.

Short of solutions that are mutually exclusive, there are some issues that might be described as zero-sum in nature. These often involve questions of resource allocation. That is, one person's gain comes at the expense of another. The decision to locate a police station in neighbourhood "A" and not across town in neighbourhood "B" is one such example. So too would be the decision to double the size of the drug squad at the expense of traffic enforcement.

Fortunately, the apparently irreconcilable may lend itself to compromise. Enforcement strategies keyed to time, place, and manner might be illustrative. In Australia, police may turn a blind eye to discreet marijuana consumption in places like concert venues, but may choose to mobilize the law when such activity occurs on or near school premises.

The problem of unrealistic expectations

Elsewhere, we have discussed the notion of an "expectations gap"-- the fact that police cannot be everywhere and do everything the public might expect of them. The extent to which police have succeeded in portraying themselves as omnipresent and omniscient means that public expectations will occasionally exceed the capacity of police to fulfil them. The challenge of consultation processes is to train the public in what police are legally capable of delivering, what they can reasonably deliver with the finite resources available to them, and what the public can constructively contribute to meeting their own needs.

The problem of imperfect information
Things Better Left Unsaid

Even the most energetic proponents of transparency in policing would concede that some matters are best excluded from public discourse. A full and frank discussion of the overrepresentation of certain ethnic groups among identified offenders, and the pros and cons of restoring capital punishment in jurisdictions that have abolished it, are but two examples. As Gutmann and Thompson observe, greater deliberation may serve to intensify conflict. Hugh Heclo sees a risk in "hyperdemocracy" where issues can be over politicized. There are some issues best treated with benign neglect, lest they awaken darker impulses within the citizenry. It is hardly surprising therefore that information flowing to the public from police or politicians tends to be selectively filtered.

The Problem of Intensity

On almost any issue of public policy, preferences will vary in intensity. There are those individuals who feel deeply, indeed passionately about an issue, those whose opinions are more moderate, and those who couldn't care less.

The risk that a passionate and shrill minority might prevail over a more apathetic majority cannot be ignored. Elsewhere, Grabosky has speculated on the risks of a "hyperactive citizenry."

Lucia Zedner has queried whether there can be such a thing as "too much security" This is hardly a farfetched question. In recent Australian political history, the issue of capital punishment was traditionally were kept off the political agenda by all major political parties, despite the fact that survey data reveal a majority in support of reintroducing the death penalty.

Zimring, Hawkins and Kamin argue that because of their tendency to inflame public opinion, issues of punishment should be insulated from direct democracy. Just as interest rates are best set by central banks, so too should criminal sentences be determined in a manner apart from the democratic process. The monetary inflation that is likely to occur as a result of public preferences for low interest rates would be mirrored by the inflation in rates of imprisonment likely to arise from direct translation of public preferences into criminal sentencing. This, after all, is the role that judges are supposed to perform.

Paradoxes

Ironies abound in criminal justice. Indigenous Australians suffer disproportionately as victims of crime, mostly at the hands of other Indigenous Australians. Objectively, their security needs are much greater than those of the general non-indigenous population. At the same time, they express concerns that they are "over-policed" and that indigenous people are overrepresented as clients of the

criminal justice system. To be sure, the circumstances of indigenous criminality lie beyond the capacity of police alone to control. But reconciling their policy preferences and security needs is a real challenge. Sklansky has observed similar ironies in US minority communities.

The challenge of guardianship

Until only recently, the role of the police was that of guardians or trustees of the common good or public interest. The criminal law that was enacted by legislatures provided general guidance, and public input was not encouraged. Much of the criminal law on the books served an expressive rather than instrumental purpose. That is, it was enacted to send a message rather than to provide the basis for response to undesirable behaviour. Or at the very least, it was retained on the books rather than repealed, in order not to send the wrong message. As a result, the statute books were cluttered with archaic laws of embarrassing scope.

The blessings of apathy

On the other hand, some observers suggest that apathy is a blessing. Consider the problem of excessive demands on limited resources. If every victim of crime were to report his or her misfortune to the police, law enforcement agencies would be hopelessly overloaded. Indeed, even with the substantial dark figure of unreported crime that prevails today, police have more business than they can handle. A hyperactive citizenry may not always be a good thing.

Moreover, Pateman observed that "non-democratic attitudes are relatively more common among the inactive" and suggests that apathy and disinterest may contribute to stability.

Conclusion

At the end of the day, in a democratic society it is the elected representative government that is accountable for the provision of national security and public safety. Given the crucial importance of an informed citizenry to the process of democracy, when is secrecy appropriate? Geoffrey Stone establishes the basic normative model that determines when a secret should legitimately be withheld from a democratic citizenry: Whether the harm from disclosure outweighs the importance of the information to informed public debate.

Figure 1 presents this basic framework. It applies to questions of national security and domestic policing. The horizontal axis reflects the value of transparency to public debate and to informed markets, while the vertical axis reflects the harm occasioned by transparency to the institution or individual that is the subject of disclosure, plus any collateral harm that may result.

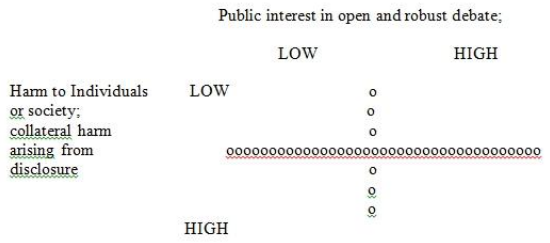

Figure 1: Transparency Heuristic

The northwest quadrant would include those cases where the value of the disclosed information to the public, and the harm to the subject occasioned by the disclosure, are both low. Such matters, which could perhaps be typified by trifling political gossip, are relatively trivial, and may be safely ignored. The southwest quadrant embraces cases where the value of the information to democratic deliberation

is low, but the costs to the subject are high. The balance of considerations in this quadrant would militate against transparency. In the northeast quadrant, the public value of transparency is high, and the private costs are low. Transparency should prevail.

The southwest quadrant will embrace those cases which involve low value to policy discourse, but significant harm to the individual or institution whose information is the subject of disclosure. In years past, the private lives of public officials were regarded as just that, and were largely concealed from public view. Today, such matters are of considerable public curiosity, and perhaps even relevant to public policy.

The hard cases fall into the southeast quadrant, where disclosure is valuable, but where the risks of disclosure, to the subjects and perhaps even to third parties, are high. This category might have included the videos of torture inflicted by CIA personnel under the G.W. Bush administration before the videos were destroyed and the practice apparently discontinued. One the one hand, citizens of a democracy have a right, indeed a responsibility, to be aware of criminal activity committed in their name. On the other, publication of such confronting vision may well have provoked violent manifestations of outrage against US persons around the world. One also notes that the legitimacy of the CIA, already questioned by many both at home and abroad, was at risk of even further erosion, with attending loss of resources and political independence.

There is no one recipe for democratic policing. Democracies differ dramatically, and the mechanisms of consultation that prevail in Norway may be inappropriate in South Africa. As Lawrence Sherman observes, "Diverse democracies require diverse means to achieve compliance among diverse peoples."

To the extent that the government can afford to ignore minorities, they sometimes do. This will be easier when the minorities are quiescent. When they are not, the government faces the challenge of placating the intense minority without antagonizing the mainstream public. Alternatively, there are those minorities that are singled out for stigmatization and persecution. Some political cultures actually encourage the demonization of minorities.

Police should beware of models that amplify the voice of those who are already disproportionately vocal, and guard against instinctively according less moral weight to claims made by those people from disadvantaged minorities.

Pure democracy is likely to lead to some fairly brutal outcomes. Three strikes legislation, publicly accessible sex offender registries, and indeed, capital punishment, are among the policies introduced in jurisdictions where there is an efficient and unbuffered transformation of public preferences into public policy.

We know that preferences differ. There are those who feel over-policed, and those who see themselves (or at least their immediate environment) in need of more police attention. Of course, it should be patently obvious that all security needs are not equal. There are those who, by choice or circumstance, are at much greater risk of suffering criminal predation than are others. Weighing these needs, and devising policing solutions that provide an optimal level of freedom and security in society, will require a variety of means of public consultation as well as the exercise of professional judgment. Providing

widespread opportunity for input may require that the most marginalized members of the public be sought out.

Ironically, non-democratic means may be required to address specific failures resulting from the democratic process. Plato's Guardians and participatory democracy can coexist, and probably should.

In conclusion, there are limits to the degree to which transparency and democratic participation are appropriate for the development and implementation of national security policy and domestic policing practice. What is required are systems that optimize these values, while protecting the interests of the marginalized and disadvantaged members of the public. The challenge is to select a combination of consultative mechanisms that will compensate for the inherent defects in each domain,

A fundamental question remains what or who is best situated to broker and distill the articulated and unarticulated needs of the public, and who is best situated to deliver outcomes that meet the most essential of these needs. In other words, who or what will command the requisite wisdom and virtue, and political entrepreneurship essential to this task? The question is more than academic, for the legitimacy of the legal order may be at stake.

The answer, of course, will vary from location to location, depending on the local political structure and culture. Some would argue that in the ideal world, the police and security agencies are best suited to this task, especially if their diversity reflects that of the community they serve. Others would argue that because both have been less than successful in adapting to a rapidly changing policy environment, better outcomes could be achieved through collaboration with and informed citizenry and a free, robust news media.

Open Government: Reflections on Country Development

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Distinguished Participants, Ladies and Gentlemen

It is my great honor to deliver the keynote speech at this very important forum. I would like to express my heartful congratulations to the Indonesian Association of Public Administration for the excellent arrangements for this conference and for their hospitality.

Today, as requested by the organizers, let me first start with the background and definition of open government. I then would like to discuss the developments of open government and public administration. Thirdly, I would like to dwell further on the analysis of the results of the World Justice Project in open government ranking. Then I will discuss the challenges for Asian communities.

What is Open Government?

Fellow Researchers, What does good government look like? I think there may be many different answers, depending on whom we ask? If we asked Adam Smith who is most famous for his advocacy of the free market, he would say there is no need for government intervention in the economy. An invisible hand would automatically regulate the market. For Thomas Jefferson, a good government should be considered according to their legitimate achievements, such as protecting people's rights and interest in people lives and their happiness; while Osborne & Gaebler would say a good government needs to have an entrepreneurial spirit. A nd what if we asked D onald Trump? I'm not quite sure what his answer might be.

Nevertheless, today the value of good government is related more to open government. Why open government? I have two Thai case studies that I would like to share with you. The first one: last month I had a chance to visit San-dindaeng village of the Pa-ka-ga-yor tribe, as a part of a project of the Office of the Public-Sector Development Commission. San-dindaeng village is about 150 kilometers from Chiangmai, which is in the northern part of Thailand. The village location is on a mountain, with no internet access, surrounded by big trees, and with 10-months per year of rain cloud cover over the entire area, which makes the government-proposed solar cell project well-nigh impossible. The survey attests that the 'Thai Rak Pa' foundation found that the villagers who have lived in the dark for the past 70 years need electricity to allow their children the opportunity for better education. After that, a small water power plant was built through the help of the foundation without any disturbance to the environment. The villagers told their stories of how their views of government officials have changed from fear to collaboration and from foes to friends. With such a wide area of forest, approximately 120,473 acres, it is very difficult for the Department of

National Parks, Wildlife and Plant Conservation, with its 200 staff, to protect the forest alone. In the past, the penetration of the jungle was one of the main problems here, but now there is no more such problem. The villagers said, "Forest conservation should not be carried out on a volunteer basis; rather, it is our duty. We cannot wait for the government officials. When there is a fire in the forest, we will go right away. If we waited for the officials to arrive, at least 4 acres of forest would be gone."

After that first trip, I went to visit "Rangsit Canal" in Pratumthani Province. Rangsit Canal is the first Thai irrigation project ordered by King Chulalongkorn to be built in 1890. We went to the southern part of the Rangsit Canal which covers an area of 278,000 acres and spans four provinces; i.e., Bangkok, Prathumthani, Chaseongsao, and Nakornnayok. The entire water surface is covered with water hyacinth which causes pollution, shallows the canal, and causes the blockage of a major waterway. Originating in Brazil, water hyacinth was brought from Indonesia to Thailand 116 years ago, because of the beauty of its flowers. In fact, it was a Dutchman who first brought water hyacinth to Indonesia.

In 1913, Thailand issued the Water Hyacinth Act to get rid of the weed. But, similar to other countries, the more budget we spent to be rid of it, the higher the density of water hyacinth. It is an eternal plant, even in this digital age we do not know how to successfully control it. Two hyacinth plants are able to expand into 30 plants within 20 days. That is why it is ranked the 8th most dangerous plant in the world. The efforts of many agencies to control water hyacinth have been in vain. However, with encouragement from the Department of Royal Irrigation, the villagers have collaborated with government officials to remove the hyacinth routinely without using chemicals. Information technology has been used in this project, e.g. CCTV, drones, and social media to monitor the quantity of water hyacinth in the canal. And, in fact, the project has been successful. The canal is cleaner and more beautiful, and the strength of the villagers is developing. They continually monitor the density of water hyacinth near their houses, remove it, and turn it into bio-gas and fertilizer, with the Department's support. The village head said, "After our experience of the big 2011 flood, we know that we cannot wait for government agencies anymore. If we place our entire hope for help in the department, the water hyacinth will be floating all over the canals. We wholeheartedly started the project for a beautiful canal and clean water."

Therefore, an open government can be defined as a government that embraces public participation in public affairs in order to develop a greater sense of political engagement, shared responsibility with other sectors, being responsive to citizens' needs, and being accountable. An open government will also allow for the dissemination of information and two-way communication with the people.

Development of Open Government

In general, open government is focused on three fundamental components, i.e. open data, open access, and open engagement (Scassa, 2014). Such components mean that information technology would play a major role in the collection, utilization, and access of relevant data, as well opening out the people's involvement into the public

sphere. Open government is related to public administration since it is about how a government designs policy and systems to support openness. Therefore, I would like to propose how these two concepts are related, and I have divided this relationship into four distinct periods of time, as follows.

Period I: Technology in Traditional Public Administration

The emergence of Traditional Public Administration began in the 18th - 19th century. Its key scholars include Woodrow Wilson, Frederick Taylor, and Max Weber. Here, government is seen to play a major role in policy formulation and public service, as well as being a goods' provider. People are waiting for those services. The value of this concept is that it focuses on efficiency. H ow ever, this concept does have som e lim itations in its respon se to the new challegnes.

In the 1950s and '60s, the public sector started to adopt m ainfram e com puter s to automate the huge data processing. The mainframe can serve a large number of users at the same time. Around the 1970s, there was a diffusion of PCs in the public sector for efficiency improvement. The use of PCs was for routine work and word processing. However, although the PC im proved the efficiency of the public sector, it was not as fast as the speed of the environment change.

Period II: E-Government and New Public Management (NPM)

Next, in th e 1990s, th e New Pub lic Management (N P M) occurred and spread internationally (Hood, 1991; Pollitt, 1993: Aucoin, 1990). NPM attempts to find new ways of conducting public works, including how to bring information technology into the public sector. T h e term , e-go vernm ent, started to b e u sed in this period. E - government means public operations or services that use information communication technology. NPM holds the view that the use of information technology will enhance efficiency and policy effectiveness, as well as promote democratic values.

There were many e-government projects occurring across many countries. For instance, during this period many governments applied re-engineering to reform the processes of public services, e.g. e-revenue, smart ID cards, and online public service payments. However, Heeks (2008) found that only 15 percent of e - governm ent projects in developing countries w ere successful. He pointed out that the causes of failure including hard - soft gaps, private-public gaps, and country context gaps. The hard-soft gap refers to e-government projects that consider the particular concept only objectively and its technical issues, without paying attention to the soft issues, e.g. the people, culture , and politics. The private -public gap means the e-government projects adopt models from the private sector which , in fact, may not be suitable for public sector use. The country context gaps are m odels used are from the developed countries and are not appropriate for use within developing ones. Therefore, Heeks suggests that e-government should consider context and participation for the project design process.

Period III: E-Governance and Good Governance

In 2000 , there were question s about the suitability of using N P M in developing countries. Responsive Governance, a new public administration concept, views that because of social

diversity, a one best way approach m ay not provide a suitable answer. Responsive Governance proposes to bring the knowledge of organization and sociology to use in public administration. In the meantime, because of the popularity of governance during this period, e - government was reconsidered. However, it was criticized for its one-way communication ap proache, bein g created to p rov ide serv ices to peo ple and p rivate sectors w itho ut th e involvement of these sectors in its processes. Sheridan & Riley (2006) view that e-government focuses on an institutional approach while e-governance should be more concerned with a procedural approach by emphasis on collaborative relationship. E-governance occurs to reduce such lim itations of e - government. UNESCO defined e - governance as the use of IC T to improve public services, and to promote people participation in the decision-making process. E- governance is a two-way communication with people in order to get engagement and promote empower ment for people since participation is one a spectofgood governance (portal.unesco.org). E-governance enhances a government to be more accountable, transparen t and effective (www.unesco.org).

Period IV: Open Government and Transparency

The concept of open government originated around 2010. Open government means the government allows people the right to access government documents and meeting reports so that people can follow up and monitor the government's performance (Fountain, 2001). Open government is the foundation of democracy and involves the laws of information freedom. By 2014 about 100 countries had adopted such laws (The Guardian, 2014).

Open government is transparent and has mechanisms to allow checks on its performance. Subsequently, the concept of open government expanded to cover public participation through the use of open technologies allowing the general population the freedomof participation. Examples of open technologies would include software which allows the public to access their source coder to develop further applications, the open international stan dards used fo r pro tecting th e m on opoly of prod uctio n com panies. How ever, open government is still dependent on reponsive governance which supports transparency.

Open government is developed from e-government but has a broader meaning and open government is close in meaning to e-governance since it gives importance to transparency, accountability, and people participation through the use of information technology. Open government allows people to access government information and its decision-making process within the democratic systems which support the social and political outcomes of government performance (Fung, 2010). E-government focuses on the efficiency of routine works and public service delivery. However, although e-governance also emphasizes the people's participation, it is not concerned with "openness" or transparency, as is open government.

In the case of the water-hyacinth project, we learnt that the Department of Royal Irrigation put 16 CCTV cameras at 11 important floodgates to monitor the water hyacinth quantity. The CCTV information of all 16 cameras is shown in real-time in the Department operating room of the area office in order to assist in

decision making. Drones are also used to take aerial pictures and, in addition, Geographic Information Systems are used to classify the irrigation area, the people database, and to help with general coordination. Lastly, the channels of people participation are set up through mobile phones, Line application, Facebook, and face- to-face meetings. The use of IT in this case, therefore, can be categorized as open government.

Reflection on the Country Development

I would like to express my appreciation for the clarity given by the World Justice

Project (2015) in their study of an open government index. They used an open government r a n k i n g o f four criteria including publicized laws and government data, right to information, civic participation, and ccomplaint mechanisms.

WJP collected samples from 102 countries by conducting interviews with over 100,000 people from around the world. It found the top five countries with the highest open government index to be Sweden, New Zealand, Norway, Denmark, and the Netherlands. In Asian countries, the highest ranked open governments were found to be Singapore (25), Indonesia (32), Philippines (50), Thailand (68), and Vietnam (86) (See Table 1).

The WJP report holds that it does not intend to present the causation of the factors. However, by using their data, the following discussion reflects my interpretation of the country's development and the important challenges to Asian open government. By combining the two successful Thai cases together with the results of the WJP, I believe that some observations can be made that are related to open government.

First, whenever public affairs are monopolized by the public sector, the government's capacity is limited and development and problem solutions can be paralyzed. Only through collaboration with the people sector, can problems successfully and sustainably be solved. The new roles of the public sector are those of provider, regulator, and conflict resolution actor.

Second, public participation can occur in both low-income communities in rural areas and middle-income communities in urban areas. This finding is consistent with the World Justice Project's (WJP) study (2015) on open government ranking. In the WJP report, the ranking of open government is highly related to GDP per capita in all countries ($R2 = 0.60$). Hence, it can be argued, economic development helps to increase people's education, people awareness, and technology investment.

However, in general, while economic development may be a key factor in explaining the open government level in developed countries, for developing countries it seems that some other factors may be more relevant. For example, the WJP report found that in developing countries, the relationship between GDP per capita and open government is at a very low level ($R2 = 0.07$).

Third, the experiences of using a traditional approach to tackle this problem are not sustainably successful. According to a traditional approach, government officials are heroes. But, today, those heroes are not strong enough to fight alone with the problems occurring in the public sector. Their failures are the origin of people involvement. Such experiences help the communities learned how to rely more on

themselves and participate more in public affairs.

According to the WJP report, some high-income countries with a high level of open government have the lowest levels of people participation, e.g. Singapore and Hong Kong. On the contrary, many other developing countries have a high level of open government even though they are low-income countries. For example, in countries such as Indonesia, Nepal, Botswana, and Brazil more low-income respondents attend community meetings than high income respondents. An explanation may be that these countries have high levels of political movement and people awareness. As has been said, open government is political. Political development also means open politics. In fact, the two Thai cases also confirm that the communities' experiences with the government led them to change their attitude and values, leading to the formation of the new political power system of the society.

Fourth, though males have a formal role in leading the communities in both cases – for instance, the community heads are both male and most meeting representatives are male - in fact, the ones who are behind implementation in both cases are female.

The WJP report found that gender is related to the level of open government. It found that in both developed and developing countries, the rate of males behind information requests and participation in community meetings is higher than that of females, even in countries with a higher feminity culture, e.g. Finland, Denmark, Sweden, and Norway. Nevertheless, some other countries demonstrate a significantly wider difference in community meeting participation rate between male and female, e.g. Bangladesh (male = 43%, women = 8%) and Pakistan (male=31
%, female = 6%).

Respondents with a higher education tend to look for information published by the government in print or on the web compared with those with only primary education or less. Also, thirty-eight percent of the richest people in developed countries are more likely to look for information published by the government, whereas this figure is 45% of the richest in developing countries.

Challenges of Open Government Implementation

If observations from the two cases exampled at the beginning of this paper were placed together with the findings of the World Justice Project (2015), some challenges of open government implementation in developing countries can be noted.

First, many developing countries still have a digital divide problem due to the gap in socio-economic status. The two case studies I initially raised illustrate the differences between the two communities, one has digital access, the other has not. It is obvious that digital divide impacts public participation, especially if it is e-participation related (Scherer & Wimmer, 2011; Tambouris et al., 2012). There is, therefore, a need to develop the knowledge and skills of every sector in keying in, checking, and updating the relevant data. Some governments allow people to key into the data through an application on their mobile phone, or participate in designing open data. However, since e-participation cannot replace face-to-face meetings or traditional communication methods, e.g. papers, phone, board, and other offline

modalities, a government has to find ways to reach its people both online and offline.

Second, in developed countries, network technology can facilitate ways to share and link data and encourage people to participate in public services. However, in developing countries, social network plays a more important role. Both Thai case studies have strong social networks to support their work. They have both formal and informal networks. Formal networks are the standing committees which are set up under government orders. So, providing technology infrastructure in developing countries may not be the absolute answer for open government. More importantly here, the government has to persuade other social networks to collaborate with the projects.

Third, organizational culture is another challenge for open government. Aaron Swartz (1986-2013), a cyber-Robin hood who devoted his life to openness, cited that "information is power, but like all power, there are those who want to keep it for themselves". That is the reason why many government agencies try to possess relevant data without sharing it with the public. Moreover, patronage systems and political culture may also limit the equality and liberty necessary for the collaboration with other sectors.

Fourth, many countries still do not have laws which support privacy rights due to a low awareness of this issue. People and government agencies are not aware of the safety of the data and allow access without permission to personal data. Government agencies which undertake a wide collection of people's personal data should have measures for data security and issue privacy laws.

Fifth, relevant data infrastructure needs to be considered, which includes data standards to support the linking and structure of data flow. For instance, governments in many countries still prepare important date which is in PDF format that cannot be further executed by computers. The files of government data should be in non-machine readable format that can be exchanged by the machine and processed for real-time decision making. Finally, regarding data structure, the flow of data from its origin in the local area to the central administration for policy formulation is not well developed.

In sum, open government is the government for democracy which embraces public participation in public affairs and allows the general population and the private sectors to access government data in a timely manner through infrastructure provided by the government in order that other sectors can participate in policy and plan formulation and public service delivery for knowledge creation and better decision making. Let us wish more open government is put in place around this world of ours for the well-being of people everywhere.

Thank you very much for your kind attention and I trust the conference will be a great success!

Thank you

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Government-Culture Nexus: Exploring the Efficacy of The Explanatory Value 'Of Culture' As Causality for Poor Governance And Performance

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culture, government, reform, development

Abstract:

Even in the most normative or prescriptive frameworks of reform, there is recognition that culture matters; that an element of collective interest sits alongside the pre- eminence of the self-interested individual. There is, in other words, a value in culture that can be tapped into as a resource or instrument, for instance, as a safety-net (social protection) or social capital (economic resource). The value in culture, however, quickly dissipates in the case of the purveying account of the persistence of what is referred to as 'poor governance' or 'poor performance' of institutions. In such cases, lack of success in reforms is typically presented as a problem 'of culture'– i.e., values and attitudes that infect the whole in the negative. Irrespective, culture is not individual - not talking about how the culture of an individual has influenced their position or the cultural lens that they deploy either consciously or unconsciously in the way that they carry out their duties - but rather, some kind of state of doing and being that goes beyond individuals and has permeated or infected the institution like a disease, malaise that needs treatment. What is this 'culture' that is being accused of such damage? In what way can culture be an agent, container, enabler or barrier to development or reform? Moreover, can culture really be manipulated, changed or adjusted?

INTRODUCTION

If we take the business, accounting view of the world there should be no place for culture; rational choice making, efficiency and accountability, are the order of tasks before a government. But, even in the most normative or prescriptive frameworks of reform, there is recognition that culture matters; that an element of collective interest sits alongside the pre-eminence of the self-interest of the individual. Culture in this sense is something that is needed, to be harnessed, to play a role as a resource or instrument.

There is, in other words, a value in culture that can be tapped into, for instance, as a safety net (social protection) or social capital (economic resource). The value in culture, however, quickly dissipates in the case of the persistence of what is

referred to as 'poor governance' or 'poor performance' of institutions. In such cases, lack of success in reforms is typically presented as a problem 'of culture'– i.e., values and attitudes that infect the whole in the negative. Irrespective, culture is not individual -

not talking about how the culture of an individual has influenced their position or the cultural lens that they deploy either consciously or unconsciously in the way that they carry out their duties - but rather, some kind of state of doing and being that goes beyond individuals and has permeated or infected the institution like a disease, malaise that needs treatment. What is this 'culture' that is being accused of such damage? In what way can culture be an agent, container, enabler or barrier to development or reform? Moreover, can culture really be manipulated, changed or adjusted?

Indeed, we have yet to critically examine the efficacy of the use or value of 'culture' as either as an enabler or barrier to government or broader development reforms and yet undoubtedly a pressing issue given the extent of reference or use of the term.

What is 'culture'? Anthropological lens

I should stress here, that culture, first and foremost is the stuff of humans, all that is human is encompassed as culture. No one has more or less culture; or put in another way, no one is more or less cultured. But the term 'culture' is not 'natural' to any particular peoples, language. Sorting out the fact that all humans have culture from the theoretical, conceptual term is necessary. In particular, there is an inherent danger in taken for granted what 'culture' means. Trying to fence of the term 'culture' as if it is universally applicable, knowable, or as tangible thing, as a resource or instrument or even a barrier to progress, and presenting it in any analysis as if it is an objective account of the state of things can have serious implications. For those that are the focus of attention, it can compel an uncomfortable mirror to self, to serve as a form of objectification, meaning-making that is imposed by others who are not privy to knowing what 'my culture' is. Further, 'culture' often comes with policy or other action directives and rarely, if ever, without some kind of value-judgement. In short, the use of the term 'culture' can speaks volumes about uneven power relations. It is a highly sensitive topic that it has political ramifications, speaks to the manner in which it has been used to stratify, exclude or denigrate a vast majority of peoples.

For this reason, the motivations, assumptions of those who use 'culture' in a normative manner require closer examination. The inherent dangers of not interrogating motives, constructs of knowledge and meanings are evident in the reactions when you consider the resistance and often-intense controversies that have surrounded the study of people who are not comfortable or are even offended with the manner of their representation. In both representations of a culture as 'traditional', bounded or impenetrable despite a history of various encounters with others, or, as fluid or imbued with a multiplicity of influences, changes that come about through the particular context of life and experiences, either way, reference to

culture is likely to make some, if not all, unhappy.

The 'cultured' being

The lessons learnt about the inherent dangers of representation of other people's culture are arguably best provided by the discipline of anthropology. As a theoretical, conceptual construct, the term 'culture' was primarily introduced by anthropology (the discipline that defined itself through theorising culture).

Generally speaking, there are two broad strands of thought that have always been intertwined in anthropology: the pursuit of explanations and of understanding of humans of societies (interchangeably referred to as cultures, communities, collectivities, or groups). There is in this a constant tension between pursuit of uncovering cultural universals (unity of human kind) and cultural specificities (cultural relativism).

In the pursuit of universal, 'natural' laws of how societies came to be, how and why they are organised, structured and the forms of institutions or organisation that emerge have led to explanatory models. The close correlation between the notions of 'civilization' or 'civilised' and that of 'culture' or 'cultured' pre-emanates in the enlightenment natural- social science continuum that dominated in the eighteenth and nineteenth centuries. In some respects the emphasis on understanding the culture of non-western peoples was more about explaining their own societies than it was that of others. The development of human society, especially as of Darwin's evolutionary thesis, proved to be a fascination about why some societies had 'progressed' whilst others remained 'primitive'. This concern with 'development' has led to a vast body of scholarship, speculation about the 'origins' of human society: the triumph of father-right over mother-right, of state over kinship systems, of religion over magic, superstition, of organic or complex over mechanical or simple organisation, and finally, of the press from primitive, feudal to modern societies. That is, there has been a lot of investment in making connections between what was observed among some 'primitive' peoples and forms of organisation and the functions they serve (to maintain social order, social organisations emerging to fit with regulation of life, compel rules of cooperation, reciprocity, exchange or resolution of conflicts, etc.). The influence of enlightenment- pursuit of science, reason, triumph of achievements of our kind of society as more complex, organic, industrialised, or 'modern' may not be as direct, overt but it nonetheless continues.

The pursuit of getting 'deep' into each 'culture', presumptions that the differences observed spoke to the fact that each culture has its own way of relating, ordering their worlds, is juxtopositioned with the broader implications, through comparing of cultures, about humankind more generally, of that which we share. Here too there is an endeavour to render things that people take as normal into a frame of the extraordinary, exotic because the study of culture has been fundamentally about those from outside of it looking in. Shweder provides a useful overview of anthropology's eventual 'rebellion against enlightenment': from enlightenment flows a desire to discover universals: the idea of natural law, the concept of deep structure, the notion of progress or development, and the image of history of ideas as a struggle between reason and unreason, science and superstition (1984: 28)

In contrast, from the 'romanticist tenet' flows the concept of arbitrariness and culture, the subordination of deep structure to surface content, the celebration of local context, the idea of paradigm, cultural frames, and constitutive presuppositions, the view that action is expressive, symbolic, or semiotic, and a strong anti-normative, anti- developmental presumption culminating in the view that the primitive and modern are coequal and that the history of ideas is a history of a sequence of entrenched ideational fashions (1984: 28)

The championing of the cultural relativist perspective, what Shweder refers to as the 'romanticist tenet', stems from a complex history of thought and the lessons learnt by anthropologists of mode of theorising, representing culture in normative, 'natural laws' kind of manner. Adding further,

Governed within their own rules, different frameworks for understanding, different designs for living do not lend themselves to comparative-normative evaluation; thus, to ask which is superior, Islam or Christianity, an animistic world view or a mechanistic world view, a social order premised on individualism, equality, and monogamy or one premised on holism, hierarchy, and polygamy is like asking, "Which is the more valid mode of artistic expression, cubism or impressionism?" (Shweder 1984: 28, original emphasis)

To be sure, anthropology as a discipline emerged within a particular context. The encounter with those who did not have similar kind of obvious record keeping-history, or institutions and organisational forms to those of the familiar western European mould, meant that much of the early nineteenth century effort focused on discovering 'natural laws' – observing primitive societies at time of their virtual extinction (Fisher 2016). With independence in the twentieth century of the colonised world, the construct of the so-called 'third world' soon took over as a short hand reference to the very sites within ex-colonial territories in which the majority of the anthropological efforts were concentrated. It is at this point that much of the revolt against the construct of culture became most evident. That is, the idea that one can objectively study other peoples, to understand 'exotic' customs and practices was itself viewed as a mode of governance- a project of imperialism in itself.

As such, the ethics of anthropological endeavour became a matter of intense debate within the discipline about the extent that studying the 'Other' served to further the imperialist colonial project, and thus, whether anthropologists were implicitly part of the power structure, the 'handmaiden of colonialism'1. During colonialism, permission to work was required of the colonial powers, further there was a lot of research that was supported or commissioned by colonial offices. The interest by colonial powers to better understand those they rule, to improve on governance of increasingly unruly, reluctant or resisting peoples made focus on culture something of tremendous import.

Understanding 'difference' seemed an urgent need from the perspective of colonial powers in order to gain better insight into how best to govern increasingly 'problematic' groups, revolts against power.

The way that anthropologists engaged with culture, explained, framed and recorded it has also been a central point of meaning-making and recognition endeavours amongst a majority of indigenous peoples today who are often

conflicted between rejecting and drawing on anthropology's account of their culture (e.g. the word 'kustom', the kinship theorising producing ready acceptance, normalisation of such terms as 'moiety', etc.). Notwithstanding such legacies and penetration of the anthropological conceptualisations, the discipline itself as of the 1970s was in a state of crisis (Lewis 1973). Indeed critical debates emerged in the late 1960s and early 70s within anthropology about the efficacy of their approach given that they predominantly, if not entirely, worked in areas of the non-western, non-European, colonised world (c/f Pels 1997, McKay 1982).

One of the most influential works that emerged in this period was the work of Clifford Geertz. In The Interpretation of Cultures, (1973) Geertz argues,

Believing, with Max Weber, that man is an animal suspended in webs of significance he himself has spun, I take culture to be those webs, and the analysis of it to be therefore not an experimental science in search of law but an interpretive one in search of meaning.it is explication I am after, construing

social expressions on their surface enigmatical (1973: 5) Adding further, Geertz, whose ethnographic work was predominantly in Indonesia, proposes a definition of culture, culture is not a power, something to which social events, behaviours, institutions, or processes can be causally attributed; it is a context, something within which they can be intelligibly – that is, thickly- described (1973: 14) In short, for Geertz, 'culture is public because meaning is' (1973: 12).

'Putting culture to work'

That states have drawn upon anthropologists to better understand and command those they govern or seek to govern continues to be a matter of debate. For instance, some of the most influential works have been borne out of such work – Evans-Pritchard working in Sudan (such as Witchcraft, Oracles and Magic Among the Azande (1937), or the works, The Nuer (1940), Kinship and Marriage Among the Nuer (1951) and Nuer Religion (1956), Ruth Benedict's study of Japanese born internees after the bombing of Pearl

Harbour (The Chrysanthemum and the Sword, 1946), among many others. More recently, the controversies that emerged as of the employment of anthropologists during the Iraq war and the subsequent use of the Human Terrain Analysis approach in places such as Afghanistan by the U.S army. In other contexts, putting 'culture' to work is evident even in attempts to construct a schema of meaning, classification to better understand social organisation, institutions such as the work of Mary Douglas' (1973, 1989) and the 'Grid & Group Theory of Culture', can all produce their own kinds of tensions between 'pure', 'applied', 'developmentalist' and 'anti-developmentalist'. Even in the use of anthropology's definitional frame of what is culture in supposedly innocuous has become influential (see for instance the definitions of culture given by UNESCO, among many others). Moreover, the reactions to anthropologists who appear to be, or indeed are, in the service of the state has often led to critical reflexivity, or some in redible deep studies of the state and the interlocutions between culture and power (see Herzfeld 1992, 2005a, 2005b).

Indeed, anthropology as a discipline has become particularly sensitive, cautious about 'culture', some even distancing from mention of culture altogether. But, many

other disciplines have emerged such as Cultural Studies, Post-colonial studies, organisational culture studies, and psychology that have taken up the concept in a central way. Anthropologists turn away from theorising culture, however, should not be seen as indication of it not being central to its ethnographic endeavour as well as its comparative analytic frame: cultural universals, cultural relativism, cross-cultural perspectives, championing of 'cultures' continues to be mainstay of how anthropologists 'work'. No one trained in anthropology bypasses the study of people in terms of the symbolic, expressive, material or interpretive aspects of human society but the there is also mindfulness or caution about viewing culture as some kind of thing in itself that is bounded or impenetrable from influence or contestation.

I would go so far as suggest that where other disciplines have turned to 'culture' it does not seem to have the same level of complexity or nuance, or critical reflexivity, that has forced upon anthropology, which has to a large extent withdrawn culture as its central tenet.

My definition

Culture the expressions that we give to our experiences of the world, life – it refers to the things that come about because we are social beings. There is no peoples, no site in which culture is not present. As Marilyn Strathern said, the 'nice thing about culture is everyone has it' (1995).

The need to live with others compels both tacit and explicit expressions of understanding the rules of the game, whereby a body of 'knowing' of the ways to do, how to act, behave, talk with others is passed down, transmitted, formalised, changed and contested but everywhere present. The transmission of knowledge from one generation to another; being 'in place' long enough to make attachments, to pass on such attachments – here too, our experiences change, places change, attachments shift and wane, we come across other ways of being, doing, other 'traditions' and experiential fields, our constructs of significance and meaning are also greatly impacted by the nature or our engagement, work in the world that we live in. This body of knowing, in other words, we accrue as human beings through a multitude of ways – constantly evolving and yet impermeable fact that we have some kind of knowing that enables us to live in a socially constituted manner.

The human inclination to classify, to imbue things with significance or meaning does not mean in any shape or form that predictability and causality, explanation can 'work to rule'. Moreover, as with the behaviourist experiments that attempt to control environment, modifying behaviour, people and their culture does not operate on laws of causality. People can be contrary, can go against their inclinations, motives, eat when not hungry, not eat when hungry; we resist, modify and negotiate our way in and out of 'culture, sometime openly other times clandestinely, consciously or unconsciously. We are simultaneously social and individual, self-interested and selfless as part of our ability to exist; culture is the stuff of humans, it defies ability to be objectified even where aspects of cultural practices, beliefs and values can be drawn up in an instrumentalist way to serve some kind of ends – the use of culture, objectifying of it, is always subject to be 'read', interpreted by others as standing for something. We are no where so lacking capacity to 'read' into things, sometimes convinced in the conviction because of faith

in our own interpretative, analytic abilities, other times drawing on that which others say to bolster our convictions.

It is part of the fact of all of us that even such opaque terms as culture can be in some way or another understood – as shorthand for something as well as a thing in itself. Likewise, the commodification, objectification or codification of 'culture' simplifies whilst it also obscures. There are some things that we take for granted as constituting 'normal', where it is not necessary to give voice or think about why we do it in the way that we do it - unless we are in a point of interaction, confrontation with someone whose tacit knowledge about way of seeing, doing, or thinking is different. Cultural transmission, cooption, rejection comes about through interaction, but also through change in Self, in one's experiences as well as within and across one's society. That is, culture is never bounded, even in a relatively isolated context of 'contact' across cultures, but 'globalisation' is presumed to be unique to our today. We continually shape, challenge and construct our imaginings of the world and beyond into the

supernatural, the cosmos - for this reason culture is a human constant, enduring and yet constantly evolving. Material, intangible, symbolic, a tool or approach - all this points to the continual production of significance and meaning. The extent that such significance or meaning is ever completely or entirely revealed to outsiders is another question.

Prefixing culture

Culture as it is understood, used to fence off particular types of attitudes, values, beliefs, practices abound across economic, political and development scholarship is typically in a 'prefixed' positionality, such as 'political culture', 'bureaucratic culture', 'national culture', 'indigenous culture' in the singular collective sense – somehow all of the business class, bureaucratic profession presumed to have such a culture. The deterministic, conditionality, that is inherently present because of the nature of the job, the tasks, the systems and processes: business culture, working-class culture', or among a sub sector – 'youth culture', and so forth.

There is a vast array of prefixing culture as part of broader analysis of institutions or organisations. Moreover, the organisational culture paradigm presupposes that it is possible as of fencing off the problematic aspects of culture to change it, typically top- down. There are many ways in which it has influenced the analysis and strategies of reform such as in the prescriptions to be found as of the 1980s of New Public Management paradigm (Denhardt & Denhardt 2000), in the 'culturalist theory of political change' (Eckstein 1988) or, the use of culture as a variable (xx), culture as a variable, set of values and attributes, the use of cultural metaphors to account for problems, challenges, or barriers such as 'culture of corruption', or the call for a need to change to a 'democratic culture.'

Economic and political value of the production of culture

The fact that the rational choice models have ignored 'cultural variables' (Inglehart 1990: 16), is now well established. But, the hegemonic hold of economic variables in analysis in unwavering. Today, the economistic view of government, bureaucracy, educational institutions, and even, not-for profit organisations is preeminent. Indeed, all the

major reforms of government have a predominantly economic and business frame. Notwithstanding the economistic government theorising, whereby government failure is akin to market failure (see C. Wolf 1995, Cordes 1997, Grand 1991), the treatment of government, in particular bureaucratic reforms, has rendered the efficiency paradigm to be central. As Le Grand notes, such things as the 'disjunction between costs and revenues' and the emphasis on the 'internalities and organizational goals', means that there is scrutiny of public agencies and their performance, they have to 'develop their own standards and goals' (Le Grand 1991: 429). For Cordes, it is a matter of 'recon iling normative and positive theories of government', that is, 'what government should do' and evaluating the 'effects of particular government actions' (1997: 172). In this, as the author continues, economists contribution lies in the examination of public policies and whether they are 'truly in the "public interest" (ibid). Likewise, political science contributions are, as to be expected, significant in exploring the 'political manifestations' (Levi 2006). But here too, there is a trend toward a jump away from theories of the state to theories of government is pronounced. The study of government, as the 'organization and individuals who establish and administer public policies and laws', however, can pose its own challenges. Notwithstanding that as Levi notes, the 'officials who staff the government are the moving parts of the state. They are selected and deselected; they can be responsive or innovative' (2006: 6). Further, that there has been a concerted effort by some to distinguish state from government, to fence the act of executing as opposed to constructing reform agendas is led to some debate about the diminishing significance of the state and thus more fitting to focus more on government. According to Trouillot, 'while signs of the routinization of governmental presence in the lives of citizens abound everywhere', governmental power as of the turn of the twentieth century is also 'challenged, diverted, or simply giving way to infra- or supranational institutions' (2001: 125). The questioning of the extent to which globalization renders the state irrelevant, an as economic as well as 'a social and cultural container', suggests Trouillot means that we need to 'increasingly look to the significance of practices that reject or bypass national state power' (2001:126). Leading to what Trouillot considers to be 'two sets of contradictory images: the power of the national state sometimes seems more visible and encroaching and sometimes less effective and less relevant' (ibid).

The problem is that government, what it is about and how it should do things, is not simply a discourse within any given discipline, it is not only about managing the economy. Further, no government is truly encompassed by its territory. There is interference, 'noise' as the classic theory of communication would phrase it – the 'noise' created by particular sectors or interest groups, the noise of the development actors who come bearing 'gifts' without being prepared for reciprocity, exchange to the normative frames that they bring in which appear to be culture-free in their formulations of what government should do, how it should conduct itself.

State and culture: regulation of culture matters and 'cultural development'

It is beyond the scope of this paper to do justice to the multiplicity of ways that culture serves as symbolic, instrumental tool of power – as a form of cultural 'biopolitics' (Foucault 2009), drawn upon as part of a tool of governmentality that converts the political into a discourse of biological rationality (same as can be said about economistic discourses converting governmentality into a matter of technologies, knowledge, mechanistic rationalities). The point here is of the mindfulness to governmentality in the various guises that and how culture is part of the act of the 'transcribing' a political discourse into a seemingly apolitical one. The use of culture as symbolic or cultural capital of particular classes (Bourdieu 1984, 1986, 1991) or simply as a means to govern through significance and meaning making by political, religious or economic leaders. The significance attached to development of cultural things - cultural institutions and industries – speaks to the depth of attention awarded to illustrating how far a state has come, its maturity, growing sophistication. Irrespective, whether we focus on the 'state' or 'government, it is clear that it is institutionalised - various departments, ministry portfolios are either dedicated to the management, promotion of the arts, culture or conjoined with other areas such as education, tourism, trade and/ or sport – all significant in the envisaging or realisation of the ideologues of power and rule - of a 'national identity', the 'unity of nation', 'multiculturalsm', 'ethnic pluralism', or recognition of 'indigenous heritage'. That is, though states differ in the production and consumption of culture, the need for a state to control or shape the understanding of what the 'society' and the 'nation' is about is nowhere entirely absent.

From one perspective, the state's conceptualisation of culture, cultural policies tend to be more like a focus of media and communication – the expression of culture in the normal way that it happens in the everyday at all levels of society being tapped into to mobilise, render governance possible where the reach of the state is not always able to. The all-encompassing manner of culture as something that is 'owned' by a particular state-polity; 'national culture' projects – television, the 'arts', education, research strategies… all draw on select symbols, experiences, objects. So too, conceptualisations such as 'Western values' (presumably, individualistic, consumerist) or counter discourses such as 'Asian values'; 'North' and 'South of specifically national, 'Indonesian values' and the like, presuppose that culture is either a prefix or subtext of reference to those with power, if not of power.

Culture and Development: as driver/ barrier of development

Recently, the United Nations pronounced culture as the 4th pillar of development: On 5 December 2013, in the adoption by the United Nations General Assembly at its 68th session of Resolution A/C.2/68/L.69 on Culture and Sustainable Development, which recognises 'that culture is an essential component of human development, that it represents a source of identity, innovation and creativity for the individual and the community and that it is an important factor in social inclusion and poverty eradication, providing for sustainable economic growth and ownership of development processes (United Nations, 2013: 2).

Not simply that culture, in whatever way that is to be defined, is a pillar of development, but rather as Van Oers and

Roders argue, No matter which of the three traditional pillars of environment, economy or society is taken as an entry point, cultural factors determine to a very large extent policy development, programme design and project management – and by that token they are a key determinant of the success or failure of development initiatives. (2014: 123)

Torn between conflicting accounts of what needs to happen – what should be changed and what should be kept is the plight of all those who have had an encounter with development. Not simply about social organisation, but rather as Eric Wolf highlights the 'instrumentalities of power' how' operating units circumscribe the actions of others within a determinate settings' (1989: 586).

If all is culturally framed, given a particular shape, form, or nuance, and there is a text for interpretation, reading and 'knowing' then it undoubtedly emerges through interaction. There is surely a particular kind of relationship between those that 'do' and those that it is done to, between the speaker and his/her audience, or listener. Who 'speaks' of 'culture' and who is the intended audience, receiver of such a message? Is the word 'corruption', for instance, universal; present in the sense-making of all people and further if it is present is it automatically negative? Likewise, who is to say that one or another 'culture' is good or bad? Further, what happens as of some peoples being relegated or equated with 'tradition'? Is difference the same as antithesis of progress, modern, developed? The fencing off, championing of traditional culture, celebrated and indeed expected of some peoples (especially indigenous peoples) whereby there is a conditionality attached to participation – if they do not act in a traditional manner they are apt to be criticised or not included as participants in developmental projects – 'traditional' culture can pose a noose around the neck of those who may well seek to withdraw from such representations and identification.

That culture can be an enabler as well as barrier to adopting new technologies and approaches (such e-government, twitter advocacy, etc), or shifting values towards others, more marginalised or disadvantaged categories of people, relationships and identities, 'the limits that culture places on the freedom of individuals' (Ensor & Berger 2009: 227) sits alongside an opportunity, 'capitalising on the adaptability inherent in culture' – working with communities, to identify practise and used to facilitate change (ibid: 238). From a development perspective, getting communities on board presupposes a greater efficacy and sustainability of projects. However, reaching this point also requires and enabling environment – a 'political, social and cultural environment that encourages freedom of thought and expression, and stimulates inquiry and debate' (Twigg 2007: 26).

In their analysis of 'the theories of determinants of institutional- and more specifically government – performance' La Porta, et al, examine 'three broad categories: economic, political, and cultural' (1999: 223). It is worth paying attention to the authors' account of the 'cultural theories': to examine the cultural theories, we follow a variety of authors, from Weber to Landes, who use religion as a proxy for work ethic, tolerance, trust, and other characteristics of society that may be instrumental in shaping government. We look at the religious affiliations of the population as the potential cultural determinants of performance, and in

particular on the Catholic and Muslim religions which have been recently singled out by Landes (1998) as hostile to institutional development (La Porta, et al 1999: 224)

When I read something like this, I interpret it according to the sense-making of my understanding and study of culture as an anthropologist. The way that the authors are constructing significance, it is their significance, their 'cultural' frames/ lens that is in front focus for me, arousing a myriad of questions about what they mean by 'cultural determinants of performance'. That even the most reasoned or objective account is culturally framed often goes unnoticed.

Reform, change, and various edicts of development, be it from development or non- development actors and scholars, tend to present as if they are 'culture-free' - rational, reasoned, based on sound evidence, analysis of what has happened in other times, other contexts and yet, the response or resistance somehow always assumed to be 'culture laden'. I have on many occasions heard such dismissive phrases, as 'it's their culture', 'all they want is to line their pockets', and even on one occasion, 'what can you expect, they're still fighting like tribes'. There is frustration more than prejudice or racial vilification in many such outbursts but they are borne out of an inability to 'penetrate' or comprehend aspects of doing and seeing things that seem nonsensical manner.

Much of the development interventions can be perceived as a form of 'political penetration' (Coleman 1977). For those engaged, in development, aid or humanitarian endeavours, even the most well-intentioned motives have been risky, the fact that so many aid workers have been targeted, killed is one extreme but a lack of willingness to cooperate, 'working' to a slow pace, etc. can itself be a form of resistance. Engagement with development, reforms, has ramifications that are political - from the risks of those who may be accused of being agents or 'spies' of western, powerful states to leaders, governments facing protests or reactions from within sectors of their society for being 'in bed with' foreign powers, motives are put to task. Focus on reforms of institutions, government via the trope of efficiency suggests that it is possible to avoid association with the political, not a commentary on the state itself, or on the political actors, but rather on how to improve the running of things.

CONCLUDING REMARK

Turn away from looking at the state and focusing on government suggests an apolitical analysis. The study of institutional, organisational 'needs' is somehow understood or presented as if it is not a politicising project, not a critique of politics nor a space that opens the analysts or commentators to accusations of themselves being politically motivated. The economistic, business-like framing of reform, the particular reference to changing the 'culture of' an institution or organisation is imbued economistic, business- like, efficiency, accountability, maximisation of resources, reducing costs, etc. Culture is this sense is simply viewed in an opportunistic way as an instrument to be deployed in fixing an ailing organisation. But, good governance as a pursuit of development came at a juncture of quite significant critiques following the structural adjustment, state- focused, top-down approach of development. It can carry, in other words, suspicions about a similar mindset, of interfering in the affairs of

another state, another culture. Thus, even in the supposedly value-free, objective endeavours to reform institutions can present value-judgements, cultural determinist accounts of what has led to the 'need' for reform.

Culture as co-opted by the ruling, upper echelons of society endeavour to reign in the meaning in terms of being 'civilised'. Culture as the symbol of civility – high culture, arts distinguishes often not so arbitrary elements, manifestations or components of culture as the central, symbolic capital, extractable from that which is human to that which is specifically able to mobilise, unite - the stuff of all equally. Culture is everywhere used, extracted, extrapolated - from the masses, the poor, distinguishable from that which the 'Other' possesses, refashioned and then rendered as potentially a great equaliser both by those within the society as it is by outsiders who seek a mode of instigating change.

Culture extraction, hyper-culturalism, is the stuff of rule, or power at all levels. Focusing on culture change, eradicating existent 'habits and practices', entrenched status, power, differentials, whilst championing the greater good of a different set of habits and practices, typically more modern, advanced all can 'say' something about the civilising project - through thought, education, rejection of the vulgar, boorish, 'unjust' or simply the messiness of life bringing order to institutions, organisations suggests that a greater good in order can be achieved. It is no wonder that leaders are somehow more educated, have higher symbolic cultural capital of some kind or another, or if they do not have it, attempt to associate with civility, culture of the hyper kind to convey their worthiness of being rulers – refinement of some kind or another as cultured beings is a central tenet of development of any kind.

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Lessons Learned in Selecting and Recruiting High Rank Officers in Indonesia

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Introduction

According to the Worldwide Governance Indicators which was released in 2013, The Government Effectiveness Index for Indonesia is 44 in 2012. This number is far below compare to our neighbors index such as Philippines (58), Thailand (61), Brunei (75), Malaysia (80) and Singapore (100). This index is measured based on : (1) The quality of public services (2) The quality of civil service (3) The degree of government's independence from political pressures (4) The quality of policy formulation and implementations and (5) the credibility of the government's commitment to such policies.

This paper focus on reviewing and improving the quality of civil services mentioned in point 2. Related with that, few reasons why in 2013 Indonesia has low Government Effectiveness Index are (1) The recruitment, placement and promotion of the civil services staff has not been selected based on the qualification, competencies and performance (2) Low performance culture (3) Nonstandard remuneration system and not based on performance (4) Not transparent promotion process and even worse (5) Issues of localization (preferring local candidates instead of selecting external candidates) due to decentralization which also weakening the unity of the Indonesian Republic. Therefore, it is necessary to manage civil services staff based on merit system which makes them to be professional, capable to manage their own career and accountable for their performance.

To achieve this objective, the previous law Number 8 year 1974 for Civil Services Employment Management which was revised by law Number 43 year 1999 is not adequate anymore because of national and global ever changing demand. Therefore, the newly law for the Civil Services Human Resources Management System was enacted in January 2014 which promotes the implementation of the merit system.

The newly enacted law regulates manpower planning, selection and recruitment, placement, promotion and rotation, career development, performance management, reward and punishment as well as past service liability management in order to make civil services staff to be professional, has high integrity, politically neutral, able to manage public services and unite the Republic of Indonesia.

One of the main critical element in this human resource management system is the selection of high rank officers. With a total of 4.375.009 number civil services staff (data in 2014), its consists of 1.765.410 teachers, 335.808 medical experts and paramedics, 222.093 other functional staffs and 2.003.151 general function staff and only 43.847 position (1.12%) serves in structural position including about 12.000 (0.27%) High Rank

Officer position. High Rank Officers consists of (a) Prime High Rank Officer (JPT Utama) or Head of Institution, such as Head of Civil Services Agency (b) Senior High Rank Officer (JPT Madya) such as Director General, Deputy, and Secretary General Position and (c) Junior High Rank Officer (JPT Pratama) such as Director, Assistant Deputy or Head of Division Operation in a District who report to the Head of Regency. This small number of High Rank Officer plays a vital role to lead the whole organization, be an agent of change, be a role model and also be a motivator. Therefore, selecting the right person as High Rank Officer is a paramount.

High Rank Officers Selection and Recruitment.

Previously, these situations exist related to High Rank Officer selection in Indonesia (1) Selection is not consistently done based on a merit system (2) Candidates are only local officers without allowing external to participate in the selection process. (3) Candidates are shortlisted by selection commitee which the members come from internal organizations only and finally (4) Selection is decided by the political elected officer (Head of Regency) and is not necessarily selecting one of those three shortlisted candidates.

Since the law was enacted, it is mandatory to openly and competitively select high rank officer among the civil services staffs considering the prerequisite competencies, qualifications, track records, trainings and education, integrity and others. The selection process for Prime and Senior High Rank Officer shall be done at the national level while the Junior High Rank Officer shall be done within either national level or district/city within one province. The candidates for the Prime High Rank Officer may comes from Non Civil Services Staffs after having prior approval from the President.

The newly selection process is done competitively in a transparent and objective process and within coordination with The Civil Services Commissions. The selection committee member are hired from internal and external organizations. During selection, they consider the prerequisite competencies, qualification, track record, training and education, integrity and others by utilizing comprehensive selection method such as reviewing individual portfolio and academic paper written, assessing their managerial and leadership competencies and interviewing candidates. Afterwards, the selection committee will shortlist 3 best candidates to be submitted to Decision Maker (President, Ministry, Head of Institutions, Governor, Major or Head of Regency). The Decision Maker has a discretion to elect one of those three shortlisted candidates.

In order to provide assurance that the selection process is done fairly and objectively, The Civil Services Commissions reviews the institution preparations, establishment of the selection committee and selection methods and the implementation to reach three shortlisted candidates. However, the institution, which has been implementing a merit system comprehensively and has been endorsed by The Commission annually, does not need to coordinate their selection process with The Commission.

The Civil Service Commission in Numbers

The Civil Services Commission was established on November 27, 2014 and inaugurated by the President Jokowi. The

Commission has three main tasks (1) Maintain civil service staff to be politically neutral (2) Supervise norms, code of ethics, and code of conducts (3) Safeguard the merit system. Related to high rank officers selection, The Commission executes these three tasks proactively (by providing guidance, consultation, review and or approve plan prior to selection of high rank officers) and reactively (by taking any complaints).

The following statistical data showing the number of consultations with The Commission, the number of approval given by The Commission, the number of recommendation for proses correction and the number of rejected or not approved plans as they are not suit with the regulation.

No	Institution / Year	Consultation			Approval			Correction			Rejected Plan		
		2015	2016	2017	2015	2016	2017	2015	2016	2017	2015	2016	2017
1	Ministerial/ Inst	181	195	55	117	127	47	64	64	8	0	4	0
2	Province Govt	53	54	57	34	39	20	17	11	20	2	4	17
3	Regency	365	462	406	233	355	291	108	79	90	24	48	25
	Total	599	711	518	384	521	358	189	154	118	26	56	42

Data for the year 2017 is only up to June 2017.

As we can see from the table, the number of institutions which having consultation with the Commission increase from 599 in 2015 to 731 in 2016 indicating the upgrade on the degrees of compliance in implementing the new law. The number of approval given by The Commission is also increasing while the recommendation for correction is reducing which demonstrates that the quality of documents submitted and the process for selections are improved. On the other side, the number of institutions which need to review or reject their selection plan process is increasing from 26 to 56 institutions. Mostly those institutions are just implementing an open selection for the first time or the districts which just completed their election process which their Head of Regency demand to select their High Rank Officer with the old way.

As mention before, The Commission is not only provide proactive supervision but also taking complaints from the victims who perceived being treated unfairly. The following statistical data showing the number of complaints received by the commission for the year 2015, 2016 and up to July 2017.

As we can see from the table that the total number of complaints is increasing showing that the existence of The Civil Services Commisions is getting recognized.

No	Category	Institution	Number of Complaints		
			2015	2016	2017*
1	a. Open Selection	Ministerial/Inst	15	11	2
		Local Government	50	30	13
	b. Meritocracy.	Ministery/Inst	3	6	1
		Local Government	74	116	124
2	Code of Ethic and Code of Conduct		37	35	28
3	Impartiality / Political Neutrally		29	54	22
4	Beyond Authority		3	37	16

Civil Services Staff even believes and trusts The Commissions to seek a fair treatment for them.

The complaints related to the open selection process is decreasing, indicating that the quality of the selection process is being accepted by the participant.

On the other hand, the complaints related to violations of merit system is increasing. One of the major complaint in this area is replacing/dismissing the official below High Rank Officers without proper process and evidence. Managing this level of official is not neccessarily to be coordinated with The Commission (no need prior approval). However, if the process is not in accordance to the law and regulation, the victims are allowed to report to The Commisions to obtain justice.

After winning the elections, the newly elected local leaders tend to replace their officials. In the year 2015 and 2016 a total of 269 and 101 provinces/Regencies respectively did the election. The complaints for impartiality is increasing primarily due to the increasing number of district who conduct election. And the upcoming year 2018 a total of 171 districts will elect their new leaders. Without additional prevention program, the number of complaints is predicted to increase as the number of local leader election is increasing.

Lessons Learned

After completing it first two years of duty, several lessons learned are captured related with Open Selection of High Rank Officers in Indonesia :

1. Open selection process for High Rank Officers has been done for whole ministerial and non-ministerial government institutions (LPNK), 34 provinces, and 395 Districts. The approval given by The Commissions is increasing and recommendation for improvement issued by The Commissions is decreasing indicate that the quality of the selection process is improving.
2. There is increasing awareness of the Institutions Leaders about the importance of the meritocracy system as demonstrated by the increasing numbers of leaders who comes to The Commissions office for having consultations.
3. The existence of The Commission is getting recognized to safeguard civil services staff not to be dismissed/fired without proper reasons and evidence. Removing individual from their officals position should be done in accordance to the rules and regulations.
4. Though it is not yet in the perfect stage, the open selection process improve fairness, reduce nepotism, and reduce the potential fraud for the process of rotation and / or promotion.
5. The quality of open selection is not optimal yet because of :

a. Many institutions do not have a competencies standard for each officials position.
b. The performance management system has not been done comprehensively yet. Furthermore, there is no significant different in rewards and benefit between the best performer and poor performer.
c. The disciplinary action has not been done consistently. Several institutions are too permissive for any violations the services staff made and not processing the violation based on available regulations. Their Internal Auditor feel reluctant and not confident for investigating their own colleagues.
d. The quality of assessment center varies between one institution to another since it is not standardized yet.
e. Some institutions lack of candidates for the selection process since the training and development has not been done effectively to provide adequate quality candidates.
f. Limited implementation of talent management to prepare successor for High Rank Officers.

Possible Future Research:

1. The correlation of the quality open selection and recruitment with the institutions performance in Indonesia.
2. The correlation of the quality merit system with the institutions performance in Indonesia.

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Planning and Development Policy Models by Designs of Region in Border Area (A Study in North Borneo Region)

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Keyword:
development planning, border area, institutional

Abstract:

National Development Objective is to create a society that is fair and equitable prosperous spiritual material based on Pancasila. In order to implement the development goals, the necessary instrumentation is needed to be implemented properly. Instrumentation to ensure that the implementation of national development in the NKRI was done properly, it has been stipulated in the National Development Planning System (SPPN).

Planning of development in every region of Indonesia will need to enter the characteristics of its territory, it is a distinguishing feature of every region in implementing development plans. Characteristics of Indonesiaterritory if it was reviewed of aspects of the state border, there are two categories: areas that bordering other countries (border region) and non-border regions. Due to peculiarities of these border regions, then special development plan for the border region has its own policy. Methodology of this study used survey research approach to documentation and theoretical studies. This study was limited only examines theoretical aspects and basic regulations and law overarching development plan for the border region verification of data into the field, or not be checked to validate theconducted research data.

Findings showed that in the development plan for the border region requires a policy in form of regulations and law of its own. This was not far from Government's policy decision that the border region is a National Strategy Area (KSN). Because it is a KSN, the border area shall also consider Spatial Plan of the State Border Regions (RTRKPN) in local development planning. In order tosynergize development planning in the border region between the desire of central and local government, an institution is required for this thing

1. Introduction

Indonesia is a unitary state of the Republic as stipulated in preamble of Constitution (Undang-UndangDasar) of 1945. A legitimate and sovereign state must qualify a state both constitutive as well as having a declarative. Countries whose constitutive element is the element that give an identityor a sign that State are an absolute must have it, so when one of these elements have not accomplished then the existence as a state will be difficult to be accepted. The constituent elements of the Unitary Republic of Indonesia (NKRI), territory, people, government and sovereignty, so allof this constituent elements of a country that will be used in running a government.

In system of government of a state is inseparable from the existence of other States in carrying the relationship of governance in a country. Indonesia which is part of the association of Country located in Southeast Asia (ASEAN), the Republic of Indonesia as ASEAN members also has borders with neighbor countries. Indonesia is the largest archipelago in the world, which borders with 10 countries both sea and land borders with an overall length along 2914.1 km, in the Constitution (Undang-UndangDasar) of the Republic of Indonesia Year 1945 in Chapter IX A of the regions of the country in Article 25 A stated that the Republic of Indonesia is an archipelago nation that is characterized by the area boundaries and rights stipulated by the law. As well as one of the countries that bordering land directly with Indonesia is Malaysia.

Development of border areas has become a very important thing to be considered in framework of formulation and implementation of policies in management stages of development. Due non-optimal programswas carried out in the border region. With a variety of issues that arise in border areas into special issue for Indonesia to manage the border areasrelated to social, political and security that ultimately ends up with prosperity in Indonesia, especially in border areas. It is in RPJPN 2005-2025 with regard to development issues in the border area is the neglect of the development of border region, coastal areas, and islands, in RPJPN also mentioned that long-term development in development of just and equitable with regard to border region are developed by changing direction of policy that oriented inward looking become outward looking so it will used as gateway of economic and trading activities with neighbor countries. According to Law (Undang-Undang) No. 26 Year 2007 on spatial planning, that border area is now designated as a national strategic area of defense and security point of view. With enactment as a national strategic area,so border area should be a very important thing to note.

Borneo province consisted of 5 (five) province there were province of West Borneo, East Borneo, South Borneo, North Borneo, and Central Borneo. From five (5) provinces there are three (3) provinces that bordering directly with Malaysia's state there are West Borneo Province, EastBorneo, and NorthBorneo. Where North Borneo was expansion province of East Borneoprovince region, a new province no. 34 in Indonesia based on Law (Undang-Undang) No. 20 year 2012 which was a new autonomous region. Then we need to know how design of

development planning policies associated with location of its territory, which border directly with Malaysia. The purpose of this study wanted to know the specific characteristics of the expansion province which bordering with Malaysia (Sabah and Sarawak).

2.Library Study

2.1. The general condition of the Border region and Issues

Borneo region is one of the largest islands in Indonesia which consists of West Borneo, East Borneo, South Borneo, Central Borneo and North Borneo. The provinces in Borneo is administered directly adjacent to Malaysia consists of three areas, there are West Borneo, East Borneo and North Borneo namely land border crossing along 1,882,3 kilometer in the region of Borneo district. North Borneois a result of the expansion of the new province of eastern Borneo located in the northern part of the island of Borneo. The province directly borders with neighboring countries, namely the State of Sabah and Sarawak, East Malaysia. The North Borneo border regions are as follows:

At time of establishment, North Borneo territory has 75.467.70 km² of total area administration and divided into five administrative regions, consisting of one city and four districts as follows:

1) Tarakan City, capital: Tarakan capital
2) Bulungan, capital: TanjungSelor
3) Malinau District, capital: Malinau
4) Nunukan, capital: Nunukan
5) TanaTidung, capital: Pale Tideng

The North Borneo boundaries wereNorth border: Malaysia State of Sabah, South border: West Kutai, East Kutai,KutaiKertanegara,BerauDistrict of East Borneoprovince, East Border: Sulawesi Sea, West Border: Malaysia State of Sarawak. As forgeographical location of North Borneo province has a very strategic location and favorable, because the area in passing by shipping channel that was included in category of Sea Lanes Indonesia Region II (ALKI II) are often bypassed by ships sailing from Indonesian waters to international shipping lanes regions include Malaysia, Philippines, Brunei, Singapore and ASEAN countries, as well as Asia Pacific countries such as Hong Kong, China, South Korea and Japan. North Kalimantan province, a province that bordering with neighbor countryMalaysia, precisely with Sabah and Sarawak, Malaysia. For on shore areas area + 1,038 km border line between the North Kalimantan Province Negara Malaysia. (Www.kaltaraprov.go.id).

According to Hadi S (Bappenas) that other policy directives related to border areas contained in the PP No. 26 year 2008 on the National Spatial Plan. RTRWN has set 9 border areas along with 26 National Strategic Activity Center (PKSN) as center of this border region, which aims to provide community service activities at the border, including cross-border service activities. Until 2019, RTRWN has been programmed so that all border areas can be developed and enhanced in the aspect of welfare, defense, and the environment, as well as accelerate the development of 26 National Strategic Activity Center. In connection with the Law No. 43 about territory of Indonesia. Some of the main principals were set, there were: (1) The power-sharing

arrangement between central government, provincial and local government in the management of borders and country region. Local governments have significant authority in efforts of social and economic development; (2) mandates establishment of Management Committee in central and regional government in effort to boost development synergy among sectors and among central government and regional. The Committee was mandated to manage border areas and border regions in terms of establishing policies and programs, arrangement of budget needs, coordinating implementation, evaluation, and supervision; and (3) formulation of community/citizen participation in maintaining and sustaining territory, including the border area.

The border region is gateway to a country, but until nowthis becomes a problem that needs to be resolved such as problem of infrastructure and development gaps in border region. In connection with border region, some results of the study and discussion in kelitbanganforums shows (Institute of Public Administration, 2004; Kelitbangan Communication Forum, 2005) stated that:

1) Role of central government in the handling of the border region is still far from expectation. Handling of problem was sectorial and not well coordinated, so the developments of border regions lag far behind other regions.
2) Handling of borders (land and sea) has not been completed, causing difficulties for local government in managing border region.
3) Devolutionof authority to local government in handling border area is not clear, so that local government find it difficult to take steps on development in border areas.

Another problem relates to border region is not yet synergic development planning in border areas, because of plan in border region was very important for continuity of development that can make people prosperous especially in border region. To solveunbalanced development in the border areas, need development planning to synergize between central and local governments in the implementation of regional autonomy.

In addition to above issues related to the problems in the border region according toBudianta Aziz (2010) research mentioned that some problems are common in border areas include: (a) Often, problems arise in terms of policy that should be applied; (B) There is a tendency to grow more slowly (for the type of border areas A and B); (C) Conflict of two different interests between the two regions; and (d) There is no unity in border regions planning which cause disharmony perceptions and aspirations of development, which will result in disharmony development programs, which is implemented by both public and government in border areas.

With a view of the various problems in border region, so it can be solved through synergizeddevelopment and collaborative between decision makers in central government or Local governmentin order to makethe development can be felt by the entire people of Indonesia.

2.2. Concept Development and the Border Region

Basically, national development is part of an effort or a series in the framework of sustainable development which covers all aspects of society, nation and country. National development is developments were also made by region carried out in framework of integral human development and development of entire people of Indonesia. Understanding the development itself was very diverse, Gina Kartasasmita (1997: 9) provides a simplerunderstanding of development, namely: "a process of change to become better throughplanned efforts". Development was implemented to realize national goal as stated in the preamble of the 1945 Constitution, which protect all people and country of Indonesia, promote the general welfare, intellectual life of the nation, as well as participate in establishment of world order based on freedom, lasting peace and social justice. National development was implemented in planned, comprehensive, integrated, purposeful, gradual, and sustainable to stimulate increased national capabilities, in order to realize life that is same and equal with other nations that have been developed.

The essence of development in a country or a region that is a process of change that covers all aspects of life and livelihoods based on public awareness of initial conditions to expected conditions without ignoring the rights of individuals (SULASDI, 2003). In another definition development is a process (or a phenomenon) change (Sasmojo, 2004), national development was processes of change that carried out from desire of a community of nations. The process of change always happens, either by itself or due to intervention that refers to direction of desired changes. In process of development requires planning because development needs bigger than available resources. Through planning development activities formulated efficiently and effectively that can provide optimal results in utilizing available resources and developing existing potential. So on development planning in border areas need better harmonization between central and local government development in the border region so achievement of development can run well.

Areas or border region was part of nation territory which is located on the inner side along boundary within Indonesia and other countries, in terms of State Boundary on land/shore, the border region was located in district, (Act 43 year 2008). In RPJMN has been described that border regions have a strategic plan in the framework of development that is part of the National Strategic Activity Center (PKSN) thus the border region is considerable as concern in the context of national development. For that reason development program that had been planned in border area need to coherence with development plans in long-term development planning that have been made in RPJMN and RPJPN.

2.3. The concept of regional development planning

Planning can be interpreted as an attempt to connect knowledge or technique that is based on scientific principles into practical (practices based on theory) in perspective of public good

or public (Nogroho&Dahuri, 2004). Planning is a process for preparing a systematic conscious awareness of use andconscious awareness of limited resources but oriented to achieve goals effectively and efficiently. To achieve the goals needaccurate policy (Policy Formulation). According United nations (1975) in the (Rush: 2015) said that the policy is a result of a formal decision written rules governing value and act of all components in organization that binding to achieve new value system. One form of existing policy in Indonesia is law (Undang-Undang). In line with local development plan the development planning documents both RPJP and RPJM both central and local government were subset of form of a policy.

Planning remains government efforts to achieve the welfare of people. In development planning by Nurcolis that: development planning is a systematic effort of various actors (actor) either general (public) or government, private and other community groups at different levels to deal with interdependence and interrelation aspects of physical, social, economic and other aspects of the environment by:

a) By continuously analyzing the conditions and implementation of regional development
b) To formulate objectives and policies of regional development
c) Develop strategic concepts forproblem solving (solution)
d) Implement by using available resources so new opportunities to improve the welfare of local communities can be captured continuously (Nurcolis: 2005)

To realize development planning in Indonesia has been set in systems of national development planning. Regional development planning system generally consists of two (2) approaches that was development planning approach which refers to Law No. 25 year 2004 on the National Development Planning System and spatial planning approach which refers to Law No. 26 year 2007 on spatial planning. (Syaodih E: 2015). While local development planning was a process for preparation stages of activities involving various stakeholders elements therein, for utilization and allocation of available resources in order to improve social welfare in particular environment regions / areas within a certain period.

Sustainable development planning has been stated in planning documents in National Long Term Development Plan (RPJPN) 2005-2025, with regard to the border region mentioned border regions, including outlying small islands have sizeable potential of natural resources as well as a very strategic area for defense and state security. Conditions of border region in terms of development were still lagging behind compared to neighboring countries in same border region. To advance and welfare of people in border area was need regional development planning that synergize and collaboration between stakeholders both central and local government especially in border region throughregional development planning.

3. Research Methodology

In this study, authors used a qualitative descriptive study, Research Approach in this case using survey approach documentation and theoretical studies. Survey approach is one of

methods in qualitative research (Purwanto: 2015). The data collection techniques used in this study is using literary study and the authors also collected information from mass media and internet sites that are quite relevant.

Limitations of this study only examine theoretical aspects and basic regulations and law overarching development plan for border region. This study was limited not up to stage of verification of data into field, or not be checked to validate the conducted research data. The location study was in province of North Borneo (Kaltara), while the basic argument Kaltara province was a new province (division of East Borneo) and has state borders both land and sea with Malaysia (Sabah and Sarawak).

4.Discussion and Research Findings

4.1. Regional Development Planning in Border Area

Regional development planning policy basically refers to law No. 25 year 2004 on national development planning system and also Law No. 26 year 2007 on spatial planning. The implementation of local development planning refers to RPJPN and RPJMN as a guide in planning of regional development in provinceor districts of city, instrument was done through development planning (Musrembang). The local government, as in law 23 year 2014 in implementing development programs should coordinate with central government. For development planning in border region in its implementation needs to consider related elements relating to the management of border areas. Then in development programs in the border regions need to be built synergy and collaboration between central authorities and local authorities in implementing development programs so there is no overlap, it is necessary for local development planning to synergizebetween central and local government in the border of North Borneoprovince.

In regional development, especially the border regions in North Borneoprovince need for institutions / agencies that coordinate with each other in making policies that are involved in the framework of both the planning and implementation of development programs in border regions. The policy was expected to be able to work together in regional development planning process in the border region in this terms was North Borneoprovince. It refers to the Law no. 43 year onState territory there are authority ofthe central, provincial and district / city, then presence of such authority was required good coordination on regional development in border region. In Law no. 43 of 2008 aboutthe State territory explained those in article 11, paragraph 1 of the authority of the provincial government are:

1) Implement government policy and other policies in order to establish regional autonomy and duty of assistance;
2) To coordinate development in Border Region;
3) Perform border area development among local and / or between local governments and third parties; and
4) To supervise the implementation of development of Border Regions held regency / municipal government.

Through this authority, planning process in border region were generally same that is based on related regulation

and law, but because it was on the border area, its need coordination between the relevant committee in planning process is assigned to manage border area in North Borneo , Then in regional development in border region in its implementation should be different from regions development planning which were not in border areas because of need to involve elements of other institutions related to the border region.

It is also delivered in 2015-2019 RPJMN relating to the development of border areas noted that state border had been considered as periphery of countries, aimed of development will be the front page of a sovereign country, competitive, and safe. Border area development approach consisting of: (i) approach to security (security approach), and (ii) approach of increasing social welfare (prosperity approach), focused on the 10 National Strategic Activity Center (PKSN). Border area development targets in 2015-2019, include:

1) The development of 10 PKSN as center of economic growth, major transportation region, international gateway / border check controls of state border area, with 16 other PKSN as preparation stage development;
2) The increased effectiveness of maritime diplomacy and defense, and settlement of state borders with 10 neighbor countries in border areas of land and sea, as well as mufflemaritime rivalry and territorial disputes;
3) Eliminated activity of illegal fishing, illegal logging, human trafficking, and other illegal activities, including securing maritime resources and Exclusive Economic Zone (ZEE); and
4) Increased border security and welfare ofcommunity, including in 92 of outlaying small islands / forefront;
5) Increased cooperation and management of border trade with neighboring countries, marked by increasing import-export trade at border, and decrease in illegal border trade.

The policy for the 2015-2019 border regions was accelerating the development of border region in various fields, especially improvement of economic, social and security, as well as placing the border region as a gateway to economic and trade activities with neighboring countries in an integrated and environmentally insight. To accelerate the development of border areas needed development strategy as follows:

1) The development of economic growth centers of border area based on its characteristics, local potential, and consider market opportunities with neighbor countries that supported by development of transport infrastructure, energy, water resources, and telecommunications-information;
2) Develop reliable human resources (HR) and utilization of science and technology (Science and Technology) in using and managing local potential, to realize competitiveness border area;
3) Building major transportation connectivity hub with a national strategic priority location of border and surrounding districts, central activity area (district capital), center of national activities (provincial capital), and connect with neighbor countries. Establishing connectivity through sea transportation services to improve quality and intensity of marine services in border region.

4) Open access in priority areas by land, river, sea, and air with road / modal / non-status and service dock pioneer;
5) Build energy sovereignty in Borneoborder and the sovereignty of telecommunications across state borders.
6) Optimization of cross-border supervision through collaboration of role and function in an integration between Custom, Immigration, Quarantine, Security (CIQS) in accordance with international standards in an integrated management system. Although each institution is an independentinstitution that carrying out duties and functions of cross-border supervisory;
7) Improve quality and quantity, as well as standardize infrastructure of defense and security of sea and land borders, as well as the communities were involved in securing the borders and sovereignty of the country;
8) Confirmation state borders on land and sea through the pre-investigation, refixation, maintenance (IRM) IRM implementation, structuring diplomatic negotiations institutionalsupported by completeness of data / map support and capacity institutional role and function that were strong;
9) Increase import-export trade flows at the border, trade cooperation, and bordersdefense and security cooperation with neighbor countries.
10) Apply asymmetric decentralization policy forstateborder region in providing public services (infrastructure base regionand basic social) and the distribution of state finances;
11) Implement specific policies and organize the establishment of new autonomous regions (DOB) in border regions whichoriented to welfare through development, monitoring and evaluation; and
12) Reforming public services in the border region through strengthening village in district handling priority locations through facilitation of border areas, supervision and mentoring.

Through this understanding, the border area in North Borneo province(In Malinau and Nunukan) directly adjacent to the State of Malaysia (Sabah & Sarawak) has its own characteristics compared with non-border regions, especially in process of policy formulation. Regional development planning in North Borneo which in this case needs to involve other related elements that address the issue of border region there are institution which handling border region andrelatedlaw regulation. This shows that the development planning process in border area different with development planning in non-border area, because in the border region involving institutional and lawregulation that deal with border areas.

The findings in this study in regional development in border region in general need to pay attention to the characteristics of border region that consists of 4 (four)groups:

(1) Characteristics of Regulations and Law

In connection with characteristics of regulation and law and regulations was one of the policies issued by the government, namely There are two (2) of law and the 7 (seven) Regulations should be considered in development planning in border areas, namely:

1) Law , no. 43 about territory of State;

2) Law , no. 26 year 2007 about Spatial Planning;
3) Regulation of Presidentof Indonesia, No. 78 year 2005 aboutManagement of Outlaying Small Islands;
4) Regulation of President of Indonesia, No. 12 year 2010 about National Agency for Border Management (BNPP);
5) Regulation of the President, No. 31 Year 2015 about Spatial Planning of the State Border Regions in Borneo;
6) Regulation No. 2 year 2011 about Establishment of Border Management Committee in region;
7) Regulation No. 31 year 2010 aboutOrganization and Work Procedure Permanent Secretariat of Regional Border Management Committee;
8) Regulation of National Agency for Border Management, No. 1 Year 2011 on Design of Management of State Borders and Border Regions Year 2011-2025;
9) Regulation of National Agency for Border Management, No. 1 2015 on State Border Management Master Plan Year 2015-2019.

(2) Institutional Characteristics

In connection with institutional characteristics that for areas in border area in order to development plan in the border region in synergy between the desire of central and local government, an institution was required to facilitate this. Institutional, on a national level is referred to as National Agency for Border Management (BNPP), whereas at level of provinces and districts / cities abbreviated BPPP and BPPK. This institution serves as mandated by the Law to establish policies of border development program. For region which has small outlying islands,they mustalso involve TKP3KT in preparation of development plans.

(3) Characteristics of Border Area

As related to characteristics of border region, the border region is National Strategy Zone (KSN). As result, in development planning of border areas should pay attention to spatial border zone.

(4) Characteristics of Spatial and Areas

In spatial characteristics and areas in border region, so in development planning for border areas shall also consider Spatial Plan of the State Border Regions in Borneo (RTRKPN) in region development planning.

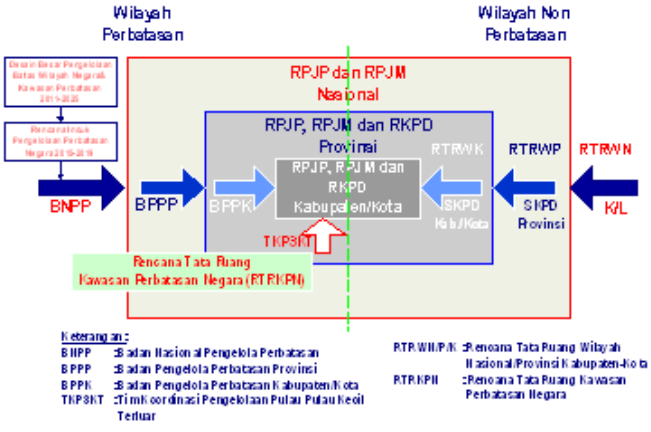
4.2. Patterns of Regional Development Planning Policy in Border Area

In improving the development programs in border areas, especially in North Borneo, challenges that will faced by local governments North Borneo was not easy, theye need to synergize and collaborate in implementing regional autonomy. Then in planning of regional development in North Borneowhich is on border with Malaysia (Sabah and Sarawak), it is necessary to strengthen the institutional capacity and coordination with committtee which handles border region in this case was National Committee for Border Management (BNPPP and Committee which in provincial level was Provincial Committee of Border Management(BPPP), or District / City Border Management (BPPK). So with this institutional, expectation of development programs in border regions

can work well start from policy formulation or even implementation of policies for welfare of the people on border which fair and equitable development can be realized well.

understanding of model was included in word pattern. In this model there are elements that are interrelated between elements one with other elements. In this case that local development planning in border region there was no overlap of interest between local and central government that led to neglect purpose of development that in order to prosper the people, especially in theborder region of North Borneo.The results of this study provide an overview of policy models in development planning that distinguishfrontier and non-frontier that was necessary need of coordination with existing institutions in border region were as follows:

Figure 2.Model of regional development planning policy in the border regions and non border

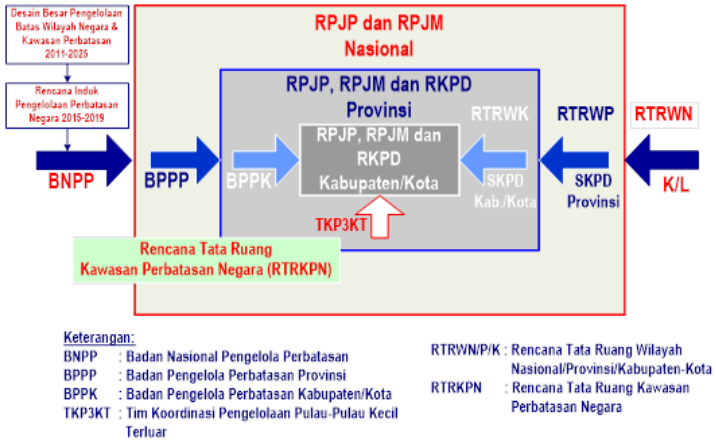


In the picture above explains that there are differences in regional development plan for the non-border due to border area there are forms or elements of other institutions that also manage border area in the picture shows addition of coordination in regional

Therefore in this study provide a pattern / model in local development planning policies in North Borneo, where model is a picture of the real situation and

planning for border areas. The model of regional development plan that was in border region because it has specific characteristics which institution that manages border areas both onshore/land and outer islands in region, the regional development planning model in the border region were as follows:

Figure 3.Model of regional development planning policy in the border regions



In the model explains that special for local governments in the border region in order to synergize development planning they need to collaborate with institutions that manage border area, namely National Agency for Border Management (BNPP), which has made grand design management of state borders and border region from 2011 to 2025, State border management master plan 2015-2019, and synergize with coordination team of managementoutlaying small islands because North Borneo not onlyadjacent in land but also has sea borders in Nunukan. In t process of regional development planning must also

consider spatial plan of State border areas in Borneo. Through synergy and collaborative in regional development in border region, as expected development in border region as a gateway country state can be realized, as mandated in the long-term development plan and medium-term planning (RPJP & RPJM).

5. Conclusion

The conclusions of above analysis were as follows:

1. Patterns of development planning policy in the border area needsinstitutional that functioned to synergize the development planning both central and regional governments.
2. The Institutional were at the national level is called the National Committee for Border Management (BNPP) and the regional level called Border Management Committee Provincial / District / City (BPPP / BPPK)
3. The management committee according to the Law was responsible for determining policy of border development program.
4. The design of long-term regionaldevelopment planning (RPJPD) and medium-term regionaldevelopment plan (RPJMD) of North Borneo province must involve institutions in regional development through Musrembang.
5. Inarrangement of development plans on region which directly borders with Malaysia (Sabah & Sarawak) in North Borneo there areMalinau and Nunukan need to coordinate withBPPK (Committee for management of Border District / City)
6. Geographically of North Kalimantan Province has land border with Malaysia (Sabah & Sarawak)which is the longestborder in BorneoIsland, so it requires program of physical infrastructure development priorities in regional development.
7. Geographically of North Borneoprovince, it has small islandsthat directlyadjacent with Malaysia (Sabah & Sarawak). This thing was requireregion management priorities, associated with Management Coordination Teamof Outlaying Small Islands that were located in Nunukan.

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Actor Analysis in Public Procurement at Bandung City

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Keyword:
actor; relation; and public procurement.

Abstract:

Public Procurement takes a big part in government to execute the function of the government itself, because public procurement can support optimization of work done by the government instance. According the data given it shows that there are still corruption occurring in public procurement system of Bandung city government. Basically, every government must apply principles of procurement of goods and services effectively, efficiently, transparently, open, contend, even, and accountable.

In this matter Jorge Lynch stated the importance of actor identification for executing public procurement. That makes actors analysis in public procurement of Bandung city government is necessary. This matter is also strengthened by Stephen Biggs and Harriet Matsaert that the relations of actors can affect the process of public procurement.

Therefore, qualitative research using actor oriented tools design in public procurement in Bandung city government need to be conducted. The result of this research stated that it is not identified clearly yet the actors in procurements of goods and services of Bandung city government, but it is already happening the relations between actors in public procurement in Bandung city government.

INTRODUCTION

Public Procurement is an activity to acquire goods or services performed by regional apparatus whose processes start from the planning of needs until the completion of all activities to obtain goods or services. This activity is important for government agencies to carry out government functions, because goods and services can support the optimization of government agencies work.

The issuance of *Peraturan Presiden no 4 tahun 2015 tentang perubahan keempat atas Peraturan Presiden Nomor 54 Tahun 2010 tentang Pengadaan Barang/Jasa Pemerintah*, that in the framework of accelerating the implementation of State expenditure in order to accelerate the implementation of

development it is necessary to innovate the implementation of public procurement by utilizing information technology.

Under the regulation, the public procurement system consists of *Pengguna Anggaran (PA), Kuasa Pengguna Anggaran (KPA), Pejabat Pembuat Komitmen (PPK), Unit Layanan Pengadaan (ULP), Panitia atau Pejabat Penerima Hasil Pekerjaan, Penyedia Barang dan Jasa* and People.

Bandung city which is the capital of West Java as if there is no incident hit by corruption cases. In 2012 there are allegations of corruption funds for the development of Bandung city library office building of 3.9 billion and in 2015 there is alleged corruption of the *Gelora Bandung Lautan Api (GBLA)* Stadium development amounted to 545.5 billion.

Based on preliminary studies conducted with the actors in the public procurement Bandung city government, it seems that the relationship between actors that occurred in the public of the government is still bad. It may be indicated that there are some indications of problems, such as the desire of government employees to look for loopholes or ways of making a profit, government officials accept bribes to win a *Penyedia Barang dan Jasa* and feel greatly assisted by the willingness of government employees to accept bribes.

Based on the explanation of the system and relationship of actors in the procurement of goods and services above, that the procurement system of goods and services has not been able to eliminate corruption, collusion and nepotism practices. So it is necessary to do a research to find out what and how the corruption, collusion and nepotism can occurred.

RESEARCH METHOD

The design of this research is a qualitative research and the analysis research using oriented actors tool is a tool that includes the Actor Time Line, Actor Linkage Map and Actor Linkage Matrix. Data collection conducted through interviews and document studies at Unit Layanan Pengadaan (ULP) Bandung city which is a unity of government organization and function in public procurement in the city of Bandung. This research is through an interview process on 1 Pengguna Anggaran (PA), 1 Kuasa Pengguna Anggaran (KPA), 1 Pejabat Pembuat Komitmen (PPK), 1 Unit Layanan Pengadaan (ULP), 1 Panita/Pejabat Penerima Hasil Pekerjaan, 2 Penyedia Barang dan jasa, dan 4 people sections. The interviewee was chosen to represent the perpetrator in the procurement of government goods and services.

LITERATURE REVIEW

Actor Public Procurement

According to Jorge Lynch (2013) there are 3 (three) actors directly involved in public procurement namely (1)Actor, (2)Stakeholders, and (3)Beneficieries. The actor is the main actor in the public procurement and responsible for ensuring public procurement objectives are achieved. Stakeholders are those who profit (profit) from public procurement. Beneficieries are who benefit recipients of public procurement.

Actor Oriented Tools

According to Harriet et.al (2005) actor oriented tools is a tool for identifying key actors in a system, mapping relationships and networks of information flows from the object under study, and seeing how barriers or support in the

system. There are 3 (three) tools to be used: (1) Actor Time Lines, (2) Actor Linkage Map and (3) Actor Linkage Matrix. Actor Time Lines are used to discover the role of key actors over time. Actor Linkage Map is used to find relationships and information flow of actors in the procurement of goods and services. Actor Linkage Matrix is used to find the strong or weak relationship of the actors in the procurement of goods and services.

Discussion

Based on interviews and document studies, this section will focus on analyzing research findings using the framework set forth in the literature review. There have been various regulatory changes in the public procurement since 2003. By using Actor Public Procurement and Actor Oriented Tools, the following is the application in public procurement in Bandung.

Actor Public Procurement

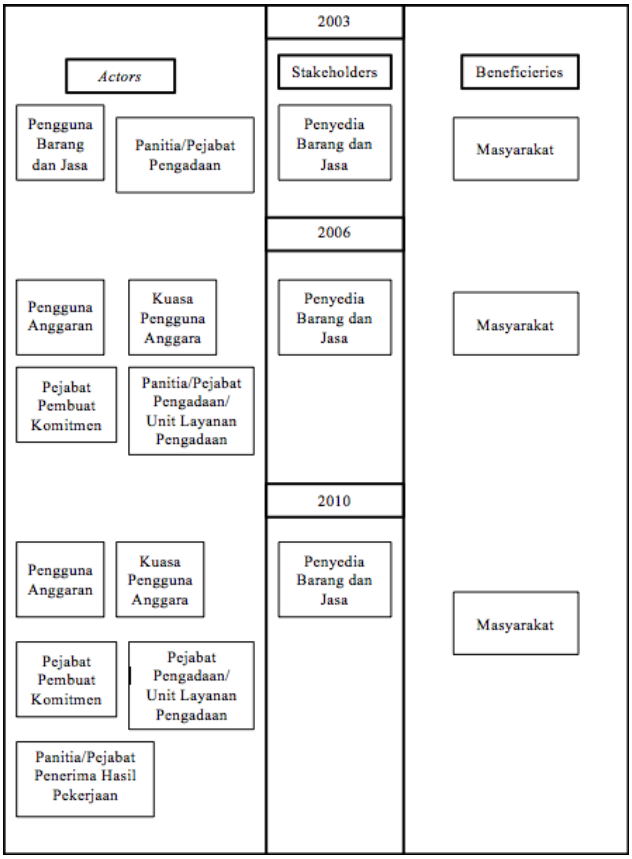
Based on *Peraturan Presiden no 4 tahun 2015 tentang perubahan keempat atas peraturan presiden no 54 tahun 2010 tentang pengadaan barang/jasa pemerintah* there are seven actors who play a role in the public procurement. By using the theory of Jorge Lycnh (2013) which divides the actor into three, then the seven actors are divided for the following:

No		Aktor
1.		*Pengguna Anggaran*
2.		*Kuasa Pengguna Anggaran*
3.	Actor	*Pejabat Pembuat Komitmen*
4.		*Uni Layanan Pengadaan*
5.		*Pejabat/Panitia Penerima Hasil Pekerjaan*
6.	Stakeholder	*Penyedia Barang dan Jasa*
7.	Beneficieries	People

ACTOR ORIENTED TOOLS

Actor Time Lines

Actor Time Lines is a tool used to map the history of Bandung's goods and services procurement innovation system. Here will see specifically the significant changes of key actors over time.



The development of procurement innovation system occurred in 2003 as the starting point used to analyze the public procurement system in the city of Bandung. In the public procurement system 2003 can be said that the *Pengguna Barang dan Jasa* as key actors. It is based on the findings as follows:

Pengguna Barang dan Jasa :

- Develop public procurement planning
- Appoint the *Panitia/Pejabat Pengadaan Barang dan Jasa* and Establish work packages
- Conducting contracts with *Penyedia Barang dan Jasa*, and

controlling the execution of contracts.

In 2003 it was possible for *Pengguna Barang dan Jasa* to monopolize all procurement activities. So that the public procurement received by the government is not the best and also not the most appropriate price with the required qualifications.

In public procurement system 2006 can be said that *Pengguna Anggaran* as a key actor. It is based on the findings as follows:

Pengguna Anggaran :

- Appoint *Kuasa Pengguna Anggaran, Pejabata Pembut komitmen, dan Unit Layanan Pengadan*

In 2006 it was open the possibility that *Pengguna Anggaran* could monopolize the nets of *Penyedia Barang dan Jasa* winning election. This is because *Pengguna Anggaran* can choose and raise *Kuasa Pengguna Anggaran, Pejabat Pembuat Komitmen* and *Unit Layanan Pengadaan*. *Pengguna Anggaran* can make a relationship with the *Penyedia Barang dan Jasa* to make a deal in profit sharing.

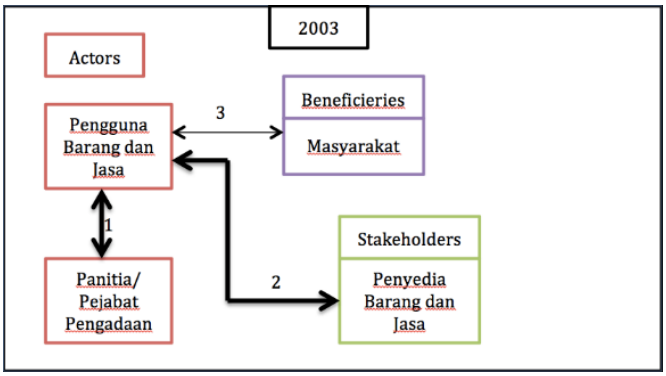
In public procurement system 2010 it can be said that *Unit Layanan Pengadaan* as a key actor. It is based on the findings as follows:

Unit Layanan Pengadaan :

- Conduct selection of *Penyedia Barang dan Jasa*
- Establish Procurement Document
- Assessing the qualifications of *Penyedia Barang dan Jasa*
- Respond to Disclaimer
- Giving accountability to the implementation of the *Pengguna Anggaran atau Kuasa Pengguna Anggaran*

In 2010, the fraud that usually happens in the public procurement has been difficult to do. Because the *Unit Layanan Pengadaan* always provide announcements related to the public procurement to be performed by regional devices in the city of Bandung. This provides benefits to the *Penyedia Barang dan Jasa*. There is usually a suspicion of fellow *Penyedia Barang dan Jasa*. With the existence of the *Unit Layanan Pengadaan* no longer occurs.

Actor Linkage Map



Actor Relations in 2003:

1) a. *Pengguna Barang dan Jasa* appoint, assign and certify the procurement of *Panita/Pejabat Pengadaan*
   b. *Panitia/Pejabat Pengadaan* proposes the winning candidate and reports on the procurement process and results to *Pengguna Barang dan Jasa*.
2) a. *Pengguna Barang dan Jasa* establish, prepare, execute agreements / contracts and answer the rebuttal of *Penyedia Barang dan Jasa*.
   b. *Penyedia Barang dan Jasa* shall submit the work or submit an objection letter to the *Pengguna Barang dan Jasa*.
3) a. *Pengguna Barang dan Jasa* answer the letter of invitation from the People.

b. The public submits an objection letter to the *Pengguna Barang dan Jasa*.

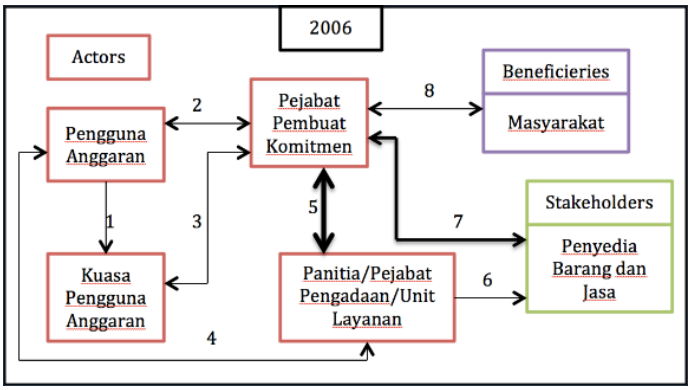
Flow of Information:

1) *Pengguna Barang dan Jasa* report the implementation and completion of the procurement of goods and services to the leadership of the agency.
2) *Pengguna Barang dan jasa* announcing the selection of goods / services providers to provide information widely to the business community both local businessmen and other local entrepreneurs.
3) *Panitia / Pejabat Pengadaan* shall announce the procurement of goods / services through printed media and official notice boards for public lighting, and where possible through electronic media.
4) *Panitia / Pejabat Pengadaan* reports the procurement process and results to the *Pengguna Barang dan Jasa*.

Analysis of information flow on the procurement system of goods and services in 2003:

1) There is a reciprocal information flow between *Pengguna Barang dan Jasa* with the *Panitia/Pejabat Pengadaan*, *Penyedia Barang dan Jasa* and People.
2) There is no information flow between the *Panita/Pejabat Pengadaan* with the *Penyedia Barang dan Jasa* and People.
3) There is no information flow between the *Penyedia Barang dan Jasa* with People.

Thus the *Pengguna Barang dan Jasa* have a very important role, because almost all the provision of information in the public procurement made by *Pengguna Barang dan Jasa*.



Actor Relations in 2006

1) *Pengguna Anggaran* designates an official to become a *Kuasa Pengguna Anggaran* to use the budget.
2) a. *Pengguna Anggaran* appoints *Pejabat Pembuat Komitmen.*
   b. *Pejabat Pembuat Komitmen* reports the implementation/settlement of public procurement to *Pengguna Anggaran*.
3) a. *Kuasa Pengguna Anggaran* appoints *Pejabat Pembuat Komitmen*.
   b. *Pejabat Pembuat Komitmen* reports the implementation/ completion of the public procurement to *Kuasa Pengguna Anggaran*.
4) a. *Pengguna Anggaran* establishes and appoints the *Panitia/Pejabat Pengadaan/ Unit Layanan Pengadaan*.
   b. *Panitia/Pejabat Pengadaan/ Unit Layanan Pengadaan* reports the procurement process and results to *Pengguna Anggaran*.
5) a. *Pejabat Pembuat Komitmen* specifies and authorizes the self

estimate price, schedule, procedures, execution, locations and Procurement Results of *Panitia/Pejabat Pengadaan/Unit Layanan Pengadaan*.

b. *Panitia/Pejabat Pengadaan/ Unit Layanan Pengadaan* prepares and prepares its own Estimated Price, schedule, procedure, execution, location and proposes the winning candidate to Pejabat Pembuat Komitmen.

6) *Panitia/Pejabat Pengadaan/ Unit Layanan Pengadaan* assesses the qualification and evaluates the offer from *Penyedia Barang dan Jasa*.

7) a. *Pejabat Pembuat Komitmen* prepares and implements the agreement / contract and provides feedback or information on the public procurement to the *Penyedia Barang dan Jasa*.

b. *Penyedia Barang dan Jasa* may file a complaint or require an explanation to *Pejabat Pembuat Komitmen*.

8) a. Pejabat Pembuat Komitmen provides a response or information on public procurement to the People.

b. People complains or requires clarification to*Pejabat Pembuat Komitmen*.

Flow of Information:

1) *Kuasa Pengguna Anggaran* shall report on the implementation and completion of the procurement of goods / services to the head of his office.

2) *Pejabat/Panitia Pengadaan/ Unit Layanan Pengadaan* announces the procurement of goods and services in national or provincial newspapers and official notice boards for public lighting, and strives to be announced on the national procurement website.

3) *Pejabat/Panitia Pengadaan/ Unit Layanan Pengadaan* The reports the procurement process and results to the Pejabat Pembuat Komitmen or the appointing officer.

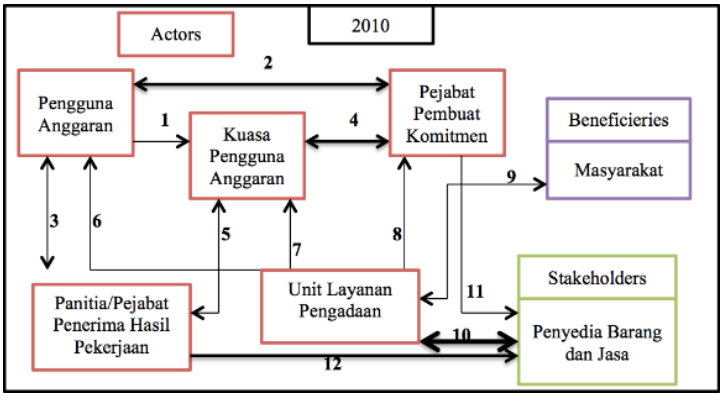
Information flow analysis on public procurement system 2006:

1) There is an information flow between the *Kuasa Pengguna Anggaran* and the lead agency.

2) There is a flow of information between *Pejabat/ Panitia Pengadaan/ Unit Layanan Pengadaan* and *Penyedia Barang* dan *Jasa* and People.

3) There is a reciprocal information flow between *Pejabat/Panitia Pengadaan/ Unit Layanan Pengadaan* and *Pengguna anggaran* with *Pejabat Pembuat Komitmen*.

Thus *Pengguna Anggaran* have a very important role in the public procurement. Because *Pengguna Anggaran* provide information to *Kuasa Pengguna Anggaran, Pejabat Pembuat Komitmen* and *Unit Layanan Pengadaan*.



Relations and information flows made by actors in the public procurement in the public procurement system 2010 as follows:

1) *Pengguna Anggaran* assigns a *Kuasa Pengguna Anggaran* to delegate its authority.

2) a. *Pengguna Anggaran* determines *Pejabat Pembuat Komitmen.*

b. *Pejabat Pembuat Komitmen* submitting the procurement implementation/ completion to the *Pengguna Anggaran.*

c. *Pejabat Pembuat Komitmen* submitting the procurement work to *Pengguna Anggaran*

d. *Pejabat Pembuat Komitmen* reporting budget absorption and obstacles to *Penggun Anggaran.*

e. *Pejabat Pembuat Komitmen* proposes a temporary estimate of the Price to *Pengguna Anggaran.*

3) a. *Pengguna Anggaran* shall stipulate *Pejabat/Panitia Penerima Hasil Pekerjaan.*

b. *Pejabat/Panitia Penerima Hasil Pekerjaan* submits the result of the work to *Penggun Anggaran.*

4) a. *Kuasa Pengguna Anggaran* determines *Pejabat Pembuat Komitmen.*

b. *Pejabat Pembuat Komitmen* reports the implementation or completion of public procurement to the *Kuasa Pengguna Anggaran.*

c. *Pejabat Pembuat Komitmen* submits the public procurement to *Kuasa Pengguna Anggaran.*

d. *Pejabat Pembuat Komitmen* reports the budget absorption and barriers to *Kuasa Pengguna Anggaran.*

e. *Pejabat Pembuat Komitmen* addresses the provisional estimate price to *Kuasa Pengguna Anggaran.*

5) a. *Kuasa Pengguna Anggaran* shall assign *Pejabat/Panitia Penerima Hasil Pekerjaan.*

b. *Panitia/Pejabat Penerima Hasil* submits the result of the work to *Kuasa Pengguna Anggaran.*

6) *Unit Layanan Pengadaan* shall be responsible for the execution to *Pengguna Anggaran.*

7. *Unit Layanan Pengadaan* shall give accountability of the implementation to *Kuasa Pengguna Anggaran.*

8. a) *Unit Layanan Pengadaan* proposes a change of its own estimates or changes to the technical specifications of the work to *Pejabat Pembuat Komitmen.*

b. *Unit Layanan Pengadaan* shall submit *Penyedia Barang dan Jasa* selection documents to *Pejabat Pembuat Komitmen.*

9) a. *Unit Layanan Pengadaan* answers the rebuttal from the People.

b. People provides a rebuttal regarding the alleged corruption, collusion or nepotism in the selection of public procurement to *Unit Layanan Pengadaan.*

10) a. *Unit Layanan Pengadaan* shall prove qualification to *Penyedia Barang dan Jasa.*

b. *Unit Layanan Pengadaan* assesses the qualifications of *Penyedia Barang dan Jasa.*

c. *Unit Layanan Pengadaan* provides technical explanation of the work to *Penyedia Barang dan Jasa.*

d. *Unit Layanan Pengadaan* appoint *Penyedia Barang dan Jasa.*

e. *Unit Layanan Pengadaan* determines *Penyedia Barang dan Jasa.*

f. *Unit Layanan Pengadaan* answers the rebuttal from *Penyedia Barang dan Jasa.*

g. *Penyedia Barang dan Jasa* provide refutation related to the alleged corruption, collusion or nepotism in the selection of procurement of goods and services to *Unit Layanan Pengadaan.*

11) a. *Pejabat Pembuat Komitmen* designates *Penyedia Barang dan Jasa.*

b. *Pejabat Pembuat Komitmen* executing the contract with the *Penyedia Barang dan Jasa.*

12) a. *Panitia/Pejabat Penerima Hasil Pekerjaan* checks the work of the *Penyedia Barang dan Jasa* pursuant to conformity with the provisions of the contract

b. *Panitia/Pejabat Penerima Hasil Pekerjaan* receives the work of *Penyedia Barang dan Jasa.*

c. *Panitia/Pejabat Penerima Hasil Pekerjaan* making and signing the minutes of the handover of the work with *Penyedia Barang dan Jasa.*

Actor Linkage Matrix

		Actors					Stakeholders	Beneficieries
		A	B	C	D	E	F	G
	Actors	Pengguna Anggaran	Kuasa Pengguna Anggaran	Pejabat Pembuat Komitmen	Unit Layanan Pengadaan	Panitia/Pejabat Penerima Hasil Pekerjaan	Penyedia Barang dan Jasa	Masyarakat
1	Pengguna Anggaran		√	√√√√√	√	√√		
2	Kuasa Pengguna Anggaran			√√√√√	√	√√		
3	Pejabat Pembuat Komitmen						√√	
4	Unit Layanan Pengadaan			√√			√√√√√	√
5	Panitia/Pejabat Penerima Hasil Pekerjaan						√√√	
	Stakeholders							
6	Penyedia Barang dan Jasa				√			
	Beneficieries							
7	Masyarakat				√			

Based on the Actor linkage Matrix results above can be seen that there is a strong relationship between:

1) *Pengguna Anggaran* with *Pejabat Pembuat Komitmen.*
2) *Kuasa Pengguna* with *Pejabat Pembuat Komitmen.*
3) *Unit Layanan Pengadaan* with *Penyedia Barang dan Jasa.*

Then Based on Actor Linkage Matrix this can be seen that there is a weak relationship between:

1) *Penggun Anggaran* with *Kuasa Pengguna Anggaran.*
2) *Pengguna Anggaran* with *Unit Layanan pengadaan.*
3) *Kuasa Pengguna Anggaran* with *Unit Layanan Pengadaan.*
4) *Penyedia Barang dan Jasa* with *Unit Layanan Pengadaan.*
5) People with *Unit Layanan Pengadaan.*
6) *Unit Layanan Pengadaan* with People

CONCLUSION

Based on research results mapping the actors, analyzing the functions of the actors and analyze the relationship between actors in public procurement at Bandung city government, the researchers concluded that:

1) The strongest relationship occurs between Actors (government is *Unit Layanan Pengadaan*) with Stakeholders (*Penyedia Barang dan Jasa*)
2) The weaknest relationship occurs between Actors (the government here *Unit Layanan Pengadaan*) with Beneficieries (people). This is due to the lack of provision of information related to the public

procurement by *Unit Layanan Pengadaan* to the public.

3) The absence of rules that explain the role, function and mechanisms of people involvement in the procurement of goods and services. This is indicated in *Peraturan Presiden no 4 tahun 2015 tentang perubahan keempat atas Peraturan Presiden no 54 tahun 2010 tentang penggadaan barang dan jasa pemerintah*, there is no explanation for the function of people (Beneficieries).

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Peraturan Presiden No 70 Tahun 2005 Tentang Perubahan Ketiga Atas Keputusan Presiden Nomor 80 Tahun 2003 Tentang Pedoman Pelaksanaan Pengadaan.

Peraturan Presiden No 8 Tahun 2006 Tentang Perubahan Keempat Atas Keputusan Presiden Nomor 80 Tahun 2003 Tentang Pedoman Pelaksanaan Pengadaan.

Peraturan Presiden No 79 Tahun 2006 Tentang Perubahan Kelima Atas Keputusan Presiden Nomor 80 Tahun 2003 Tentang Pedoman Pelaksanaan Pengadaan.

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Peraturan Presiden Republik Indonesia No 4 Tahun 2015 tentang Perubahan Keempat atas

Peraturan Presiden No.54 Tahun 2010 Tentang Pengadaan Barang/Jasa Pemerintah.
Peraturan Presiden Nomor 54 Tahun 2010 Tentang Pengadaan Barang/Jasa Pemerintah.
Peraturan Menteri Perdagangan Republik Indonesia No 36/M-DAG/PER/9/2007 tentang Penerbitan Surat Izin Usaha Perdagangan

Partnership of Implementation Inclusive Education in Surakarta

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Keyword:
education for all, inclusive education, partnership

Abstract:

Inclusive education is a educational model anti discrimination provide the opportunity to the special need studying together with the kids in one chamber the same class in order to realize education for all. There were still problems in the implementation of inclusive education in Surakarta, that problems are the limitation access to education for children with special needs and limited the capability of a Companion Special Teachers (GPK). So, for that required involvement from private institutions and the community to solve the problems in accordance with the paradigm governance in partnership of the Departement of Education Surakarta, the Foundation of of Education Al Firdaus, and community that representative in Academy Parents of Surakarta (AORTA). This research discussed about the process of partnership according to the Uhlik's theory, then measuring the degree of partnership with the Heidenim's theory. The kind of this research is qualitative descriptive, the data collection by interviews and documentation. The results show that partnership in the implementation of inclusive education in Surakarta has run well when viewed from the aspect partnership consisting of relationship, resources, networking, and organizations. Based on the aspect was found that the partnership is included in levels coalition. All stakeholders associated with the partnerships run the role and responsibilities by providing access to education for children with special needs and increasing the competences of GPK.

1. INTRODUCTION

People with a disability defines as any people who have physical limitation, intellectual, mental or sensory for a long time, which it interacts with the environment could run into obstacles and difficulties to participate in full and effective with other citizens. Recently, the population of people with a disability in the world according to the United Nations Organization in the year 2010 was 12 % or approximately 650 million people

(Sulistyadi, 2014: 2) and the results of Susenas in the year 2012 said that people with a disability in Indonesia is about 2,45 % of the population , or equal to 3.654.356 souls (Infodatin Kemenkes Indonesia, 2015: 2). People with a disability is a part of society with the same rights without discrimination. However, people with a disability in Indonesia is still vulnerable to poverty because of the lack of access they got to obtain public service one of them in education. Fulfillment of the education rights of people with disabilities stipulated in the document The Salamanca Statement and Framework for Action on Special Needs Education is trying to answer problems of limited access to reach education by people with disabilities through the inclusive education.

In the era of autonomy the implementation of inclusive education leave it to regions at the district level according to the National Education Minister's Regulation Number 70 of 2009 which stated that the government of districts guarantee the implementation of inclusive education in accordance with their needs school tuition. So, for regulating the implementation of inclusive education in Surakarta there was Surakarta Mayor's Regulation Number 25-A of 2014 about the implementation of inclusive education. This regulation is aimed to be an effort to overcome to limited access for people with disability to obtain education especially in Surakarta.

The number of disability in Surakarta there are 786 people in 2014 that spread in five districts there are Laweyan, Serengan, Pasar Kliwon, Jebres and Banjarsari. While the children with special needs (ABK) who haven't received education are 262 children. In the year 2014 Surakarta have 28 of school inclusion that consisting of 3 school level which is 16 elementary school (SD), 9 junior high school (SMP), and 7 senior high school (SMA/SMK). In the implementation of school inclusion some of them managed by foundation ofs belonging to private education. School inclusion is one of the public services that can be held by the government and private. Governance paradigm emphasizes that the government not always being a single actor in public service but can establish a partner with private sector and the community. The transition paradigm of government toward governance showing that the partnership between the government, private, and community indispensable in order to realize the purpose.

The implementation of inclusive education involving Department of Education of Surakarta with the Foundation of of Education Al Firdaus and Academy Parents of Surakarta (AORTA) is a form of a partnership. The partnership in the implementation of inclusive education is needed so far the implementation of education inclusive in public schools still have obstacles of limited capability of Companion Special Teacher (GPK). Referring to that idea, the writers interested do research by the title "partnership in the implementation of education inclusive in Surakarta". In partnership carried out by the government, private and the public may provide education services inclusive quality, fair and not discriminating to solve problems to limited access education for this often occurs for the people with disability. In addition, in partnership can be improved the skills of GPK in dealing with students.

2. METHODS

The result of research was presented descriptively supported with qualitative data. The data was obtained from the informants selected purposively consisting: Head of Tim POKJA Inclusive Education of Surakarta, Chief of Public Relation in Foundation of of Education Al Firdaus, and community that representative in Academy Parents of Surakarta (AORTA). The data was collected through interview. Data validation was conducted using method triangulations, analyzing the data from one informant and another. The aspect analyzed is the process of partnership and measuring the degree of partnership.

3. RESULT

Partnership in the implementation of inclusive education in Surakarta involving several stakeholders there are the Department of Education Surakarta, with private is Foundation of of Education Al Firdaus, and the people of joined in Academy Parents Surakarta (AORTA). The following is the result of the research uses aspects partnership according to Uhlik's theory:

1. Aspects Relationship, includes the involvement of the stakeholders in partnership and it had similar the purpose to be achieved. Each stakeholders in partnership has some different of involvement, the Department of Education had a role to oversee the implementation of education inclusive in Surakarta and through team education working group (Tim POKJA) inclusive of Surakarta involved as facilitator of the problems at hand by schools inclusion. The involvement of Foundation of Education Al Firdaus as a Resources Center (Pusat Sumber) who continue to assist hold building training GPK competence and providing services therapy for children with special needs. The AORTA involved in the provision of education for the society through the activities such as lecture and talk show.
2. Aspects Resources, includes human resources and financial resources. In terms of human resources happened an integrated of Department of Education Surakarta with the Foundation of of Education Al Firdaus through team education working group (Tim POKJA) inclusive and the training to improve the competence of GPK. In terms of financial resources seen in the local budget allocations (APBD) of Surakarta Rp.185.000.000,00 in 2017 that are used to fund the implementation of inclusive education and the cross-subsidy applied by the Foundation of Education Al Firdaus with the parent of their students to help students with disability who is unable to economically.
3. Aspects Networking, includes the involvement of the other hand out stakeholders in partnership, as Department of Education Surakarta who had networking with PLA (Pusat Layanan Autis) Surakarta and Surabaya University state to improve the quality of the education system inclusive. While the Foundation of Education Al Firdaus also establish networking with the Hospital of PKU Muhammadiyah, Sebelas Maret University and the mass media such as Solopos and Joglosemar to support the education system inclusive.
4. Aspects Organizations, covering the written agreement and role of each stakeholders. The Department of Education Surakarta issued a Decree (SK) Number 954/66/KSP/SD/2013 on the determination a Resources Center. So, the Foundation of Education Al

Firdaus had the role to training exercises increased competence GPK followed by the school inclusion in Surakarta. The commitment parents of Al Firdaus students and the school was embodied in the MoU with the role and the responsibility of the parents and school in support successfully of education inclusive.

Based on the outcome of this research it was known that level or degree partnership in the implementation of inclusive education in Surakarta is at the level **coalition**, characterized by the presence of the criteria of a the following according to Heidenim's theory:

1. A written agreement that characterized by the issuance of a Decree Number 952/66/ KSP/SD/2013 that state one of Resources Center in Surakarta is the Foundation of Education Al Firdaus and in the other hand the parents of student Al Firdaus also has a written agreement that set out in memorandum of understanding (MoU) that contains commitment schools and parents support inclusive education together at school and home.
2. The involvement of all members, in this case all stakeholders in partnership have been involved. The Department of Education Surakarta and Foundation of Education Al Firdaus partnered to increase the quality of inclusive education by providing support financial resources, increase the competences of GPK, and giving therapy for children with special needs. While the AORTA give education to the society about inclusive education and with the Foundation of Educational Al Firdaus apply cross-subsidy useful for students with disability which are unable in financial. So they can continue to get education.
3. A new private resource that is working group team education (Tim POKJA) inclusive in Surakarta consisting of various elements. The establishment of team education working group (Tim POKJA) inclusive was meant to order improve the quality of the inclusive education in Surakarta. In addition, also found that a new private resource called the Academy Parents Surakarta or AORTA who contributed in terms of education to the public related to inclusive education. Through the establishment of a new resource the implementation of education inclusive in Surakarta will more optimal.
4. Budget in this partnership derived from APBD Surakarta and cross-subsidies of the parents student of Al Firdaus. In 2017 the budget provided by a city government Surakarta amount Rp.185.000.000,00 used to fund their activity such as training competences of GPK, assistance / grant to school inclusion, and pay a honorarium for GPK. While cross-subsidies applied by the Foundation of Education Al Firdaus used to help the children with special needs that unable by financial, so they can access the education for their better future.

4. RECOMMENDATIONS

Partnerships intertwined in the inclusive education has been running with good, nevertheless there are still some drawbacks therefore writer give recommendation as follow:

1. The Government of Surakarta should be welcome to cooperation with the AORTA. The role of the AORTA in the provision of education to the community

is very helpful for government. The AORTA can cooperate with the Department of Education Surakarta and Bapermas PP, PA, and KB. Remember the issues often covered as the theme of lecture and talk show by the AORTA is about women and children, education, and parenting.

2. The Department of Education Surakarta can allocate funding for inclusive education to provide assistance for children with special needs derived from poor families economically but need therapy in Pusat Layanan Anak (PUSPA). So far, PUSPA could not provide assistance because having limited budget. With therapy, children with special needs should be optimal in efforts to potential and their talents to independence of them in the future.

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Participatory Rural Appraisal As The Participatory Planning Method Of Development Planning

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development planning, participatory, participatory rural appraisal

Abstract:

This research is very important to know the use of Participatory Rural Appraisal (PRA) which is as a method of participatory planning on development planning and the efforts of government village in engaging all community groups and stakeholders in deliberation planning. The result of observation of development planning was not optimal as expected. This was due to lack of clarity about the tools used to search for the priority activities. With the use of PRA planning in the process of management of existing resources as well as carried out by involving the community as a whole in accordance with the assessment in each sector. By using the use of PRA methods, this is hoped that it will create a system of participatory rural development planning in the process of management of existing resources as well as it is carried out by involving the community as a whole in accordance with the assessment in each field. For this purpose, the methods required to find out is an observation, interview and conducting studies relating to the research literature. The results seem to be that the application of the PRA method is still minimal. The use of PRA is only limited in the direct meeting of deliberation planning involving the village level with citizens groups widely ranging lowest village levels such as groups of residents or neighborhood associations (RT). Deeper proposed development plan is not through the process of digging the problem by studying the fields of development.

1. INTRODUCTION

According to the observation, the development planning has not reached the expected results. It was due to the unclear tools used to find the priority activities. The communities were also not widely involved in analyzing the problems within their environments. The proposed activities more likely came as the results of observation instead of deeper study in each field. Most of the proposal were coming from people who have influence or relation towards the village governments. Moreover, during the deliberation of the proposed activities in

higher level, there were many interventions and interests to engage several activities which are related to the interest of particular person or group.

The World Bank Explained that PRA is a process which extends into analysis, planning and action. It defines PRA as a 'family of participatory approaches and methods which emphasize local knowledge and enable local people to do their own appraisal, analysis and planning. 'PRA uses group animation and exercises to facilitate information sharing, analysis and action among stakeholders.

Alam and Ishan (2012) said that PRA is the most suitable and appropriate method to identify the existing situation of the community. PRA is the most appropriate and suitable method to identify the situation in the community.

Robert Chambers (2007) introduced the PRA method as an alternative for development practitioners who need a research methodology that can help them understand the community faster with actual information and low cost as well as be able to invite the community as the research actors themselves.

PRA is a participatory approach and method that emphasize local knowledge and enable local communities to conduct their own assessment, analysis and planning. PRA uses visualizations and exercises to facilitate information sharing, analysis and action between stake holders (Uddin, M.N. and N. Anjuman: 2013).

Community participation according to Isbandi (2007: 27) is the participation of the community in the process of identifying the problems and potentials that exist in the community, the selection and decision-making on alternative solutions to address the problems, the implementation of problem-solving efforts, and the involvement of the community in the process of evaluating the changes.

The study on the meaning of participation, Yadav in Totok Mardikanto and Poerwoko Soebiato (2015: 82-84) suggested the scope of participation with the sequence of development planning process, in detail the types of participation in development as follows: 1) Participation in decision making; 2) Participation in the implementation of activities; 3) Participation in development monitoring and evaluation; 4) Participation in the utilization of development results. Ahmad Mustanir (2016 : 294).

Sjafrizal (2014: 24) stated that development planning is a way or technique to achieve development goals appropriately, which is directed and efficient in accordance with the conditions of the concerned region.

Arthur W. Lewis (2005) defined the development planning as a collection of policies and development programs aimed to stimulate people and the private sector to use more productive resources.

Ahmad Mustanir (2017: 356) defined *Musrenbang* as open multi-stakeholder forums that jointly identify and define community development policy priorities.

This research focused on the use of the Participatory Rural Appraisal (PRA) method as a participatory planning method in development planning and village government efforts involving all elements of the community and related parties in various development planning including Musrenbang Deliberation of Development Planning in Tonrong Rijang Village, Baranti, Sidenreng Rappang Regency.

2. METHOD

The type of research used is descriptive explanatory research which is a

combination of descriptive research and explanatory research of Keith Punch (2006).

This research used qualitative approach. The characteristic model of qualitative research will greatly facilitate the researcher in finding and understanding the research question. As mentioned by Creswell researchers can use multiple methods that are interactive and humanistic. Creswell (2013: 167) proposed the reasons for using qualitative methods because this approach has advantages in exposing the phenomenon of the prevalent custom of community participation in development planning. Furthermore, because the qualitative approach has a high flexibility for researchers when determining the steps of research, qualitative research can also provide opportunities for greater expression and explanation in the form of interpretation based on logical intuitive certainty.

In qualitative research, the researcher can also simultaneously act as a participant observer with activities such as taking notes, recording and observing (Jamaluddin Ahmad: 2015, 52).

There are several data collection techniques in this study, namely Observation, in-depth interview (in-depth interview) and Library Studies (library research). In order to test the validity of data, the researcher uses triangulation method where the data were obtained from several resources.

N. Narayanasamy (2009: 32) stated that Triangulation of data is a technique of checking the validity of data that utilizes something else outside the data for the purposes of checking or as a comparison of the data. In this term, Patton (in Sutopo, 2002: 78) stated that there are four kinds of triangulation techniques, namely: data triangulation, triangulation method, triangulation of researchers, and triangulation theory. Triangulation types used in this research are triangulation of data source and method.

Data analysis technique used in this research is Interactive Model Analysis (Interactive Model Of Analysis) developed by Miles and Huberman (Sugiyono: 2015). The technique suggests that activities in qualitative data analysis are performed interactively and continuously until it is complete, so that the data is saturated. Activities in data analysis contain of Collection Data, Reduction Data, Display Data, and Conclusion Drawing / Verifying.

3. RESULTS AND DISCUSSION

The results show that PRA as an approach and method is a term that is not well known at all by the local community. Although some of the stages of PRA have been firmly attached to local community development planning activities.

3.1 *PRA as a Participatory Approach and Methods Emphasizing Local Knowledge of Society*

The results showed that community participation in development planning activities in Tonrong Rijang Village, Baranti, Sidenreng Rappang District, showed that development planning carried out was not just a mere formal meeting but has become a forum for the community to convey the most urgent aspirations and needs for the village community In informal meetings. However, the research shows that informal meetings are held only when there is a will related to an activity rather than as routine development planning activities.

At meetings of development planning programs implemented in Tonrong Rijang Village, all proposals brought to the forum

are purely the aspirations of the people, not from the willingness of the Head of Village or Village Consultative Board (BPD), which is then forced to be approved by the community as a proposed development plan. It indicates that the proposal is already based on local knowledge, derived from the community itself, not outsider or outside intervention.

The use of PRA methods in development planning activities based on local knowledge of the community can be seen from several basic principles which have been implemented, among others: the community learn from each other and share the experience, the involvement of almost all members of the community who present in a deliberation, practical orientation yet still pay attention to sustainability of the planned program.

In fact, similar with the findings at the time of observation, the activities during the development plan have not used the clear tools in looking at the potentials, problems and efforts to solve the problem. Society in expressing their opinions are still referring to what they know through observation without being able to compare with other opinions that may be more appropriate through a study in related field. The use of PRA methods by using the tools was only once implemented when the community assistance during community service activities was conducted by college lecturers.

The use of PRA method emphasizing the local knowledge of the community and clear tools is more preferred by the community compared to the method of disseminating opinions in the counseling.

Local communities play an important role in development planning activities with this PRA method because the local community consisting of these groups are the main drivers of village activities. On the other hand, the group that grew and lived together became part of the interconnected system hooked up in Tonrong Rijang Village.

3.2 *PRA as Participatory Approach and Method Enabling Local Communities To Perform Assessment Of Their Own Development Programs*

The results of the study showed that community participation in development planning activities in Tonrong Rijang Village, using a cycle of approaches and methods of PRA were conducted in order to assess their own development programs.

Assessment of the development planning program implemented in the PRA approach cycle is based on the results of the study only on the development planning which is not part of the village deliberation of development planning consultation (musrenbang). Moreover it is conducted when the community assistance was performed in community service activities by university lecturers in their area.

Assessment of the development planning program in the village deliberation of development planning consultation (*musrenbang*) is generally no longer taken place because it has become a habit in each activity to carried this out every year. Generally, in these activities, the public only present the wishes of the program they want without ever doing a full assessment and assessment of the previous program and program proposal.

Community assistance in community service activities using PRA methods provides many hopes and benefits for the community on how they conduct their assessment of the development planning program.

3.3 *PRA as a Participatory Approach and Method That Enable Local Communities To Conduct Analysis and Make Planning Programs To Their Own Development Program*

Research shows that community participation in Tonrong Rijang Village in using PRA method in order to analyze and make planning on their own development program has not yet fully exercised. Despite people feel the use of tools in accordance with the study of areas discussed with the PRA method at the time of community assistance in community service activities is very good in making a development planning program.

When the village governments were asked about this, they declare that the participatory methods that exist in the PRA has been applied in the deliberation of development planning, especially the village development planning (musrenbang) and run effectively in the community in analyzing the development planning program.

The use of PRA methods that have not been fully implemented during deliberations of development planning in Tonrong Rijang Village as explained earlier is also caused by village government which is carried over by the higher government that the implementation of development planning deliberation schedules have to be adjusted with the presence of sub-district government as well related agencies. Whereas if the use of PRA method is performed optimally, it will take quite a long time, which will not be possible to be continually attended by the sub-district government and its related agencies.

The results showed that the PRA method has not been fully implemented and exercised by the government of Tonrong Rijang village resulting in the involvement of people in various development planning meetings has not been maximized yet. Only certain community leaders attended these activities at the village level. Thus the decisions taken in the deliberations have not fully reflected the will of the whole village community. Decisions taken in the deliberations also have not guaranteed acceptance of proposals from community leaders present. It seems like there is a resigned attitude hoping their proposals generated through musrenbang can be accepted and approved. The community understands that district government has the major role in determining whether or not the proposal is appropriate.

Involvement of the community in the deliberation of development planning occurs only at the time of community assistance in community service activities from universities in their area. The involvement of communities in such mentoring activities occurred because the process of deliberation was carried out starting from the smallest level of community (RW) at the hamlet level and finally at the village level. This is not the case in Musrenbang which its deliberation activities are conducted directly at the village level. Even though in interviews with village officials they said that the community was invited in the musrenbang activities.

In addition, many communities are involved in community service activities because the PRA method is very interesting, eliminating the social barriers among members of the community, and the community is invited visually in the process of making a development planning program.

The findings also show that psychological factors, communication, occupation type, educational level and age

also influence community participation in development planning process in Tonrong Rijang Village. Observations and research show that psychological factors are closely related to the type of work and the level of community education. People who have a relatively low level of education and work as equal farmers tend to be easier to express their opinions and suggestions when planning deliberations carried out in the neighborhoods of the community compare to deliberations carried out at the village level which are already dealing with other citizens whom they deem to have higher education level and better job.

The communication factor also influenced the participation of the community due to the absence of the development planning meeting (musrenbang) because they did not know the information of the activity and were never invited by the village government to attend deliberations.

The age factor in the study findings indicates that those who are already mature, participate relatively higher than in the younger age group (under 41 years old) and the older group (above 55 years). The low participation of these youth groups is thought to be due to the reluctance of parents to be considered senior. While those above 55 years appear to be more concerned with other affairs and less fit in order to follow the process of development planning deliberation.

4. CONCLUSION

The conclusions of this study are as follows:

1. The proposed development planning program has been based on local knowledge of the community itself, not outsider or outside intervention. The use of PRA methods derived from the local knowledge of the community can be seen from several basic principles that are carried out, among others: the community learn from each other and share the experience, the involvement of almost all members of the community groups present in a deliberation, practical orientation yet still pay attention to the sustainability of the planned program. The effort to plan the development has not used the clear tools in looking at the potentials, problems and efforts to solve the problem. The use of PRA methods using tools has only been implemented once during community assistance in community service activities by university lecturers in their area.
2. Assessment of the development planning program implemented in the PRA approach cycle is only carried out in development planning which is not part of the village development planning (musrenbang) consultative meeting, which is only conducted when the community is assisted within community service activities by university lecturers in their area. As the result, some government programs eventually become overlapping. Research of the problems in order to find out the list of community needs often repeated every time a new program / project entered.
3. The use of PRA method has not been fully implemented in Tonrong Rijang Village because the musrenbang schedule must be adjusted to the presence of sub-district government and related offices. Whereas if the use of PRA method is optimally performed, it will take quite a long time, which will not be possible to be continually attended by the sub-district government

and its related agencies. As a result, the involvement of many communities in various development planning meetings has not maximally exercised. In fact, only certain community leaders attended these activities at the village level. The decisions taken in the deliberations have not fully reflected the will of all villagers. The findings also show that psychological, communication, occupational, educational and age factors influence the community participation in the development planning process in Tonrong Rijang Village.

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Public Private Partnership (PPP) Policy in Waste Management at Pekanbaru

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Abstract:

This study aims to explore the policy process Public Private Partnership (PPP) conducted between Pekanbaru City Government and PT. MIG in waste management. Issues regarding the amount of waste volume up to termination implications to the public. The failure of this policy of course has a direct impact to the community. Very disadvantaged community for the failure of this policy because pemungkiman become dirty and trash buildup. Therefore it is necessary for policy-related studies conducted by the Government PPP Pekanbaru and PT. MIG. The study was conducted with a qualitative approach to data collection techniques are observation, literature study and interview. Data analysis was performed by descriptive ethics EMIC dam. The results showed that the PPP Government policy Pekanbaru involving private parties, namely PT. MIG in waste management in the city of Pekanbaru is not running smoothly and ineffective. Government inability Pekanbaru partnership with PT. MIG is due to imprecision in estimates of the budget planning stage of the allocation to be used in waste transport services by PT. MIG, original income (PAD) does not reach the target coupled with the cutting Fund (DBH) by the central government. The implication terminated against PT. MIG and breakdowns in labor (casual workers) who work as garbage collection.

INTRODUCTION

Parente (2006) in his study a few of the reasons the state chose the Public Private Partnership (PPP) such as United aim to improve operational efficiency; Britain aims to increase competition; South Korea for accessing and developing new technologies; India to create employment opportunities; Southern Africa to open investment and the Philippines as one of the ASEAN countries aimed at creating transparency in the procurement of goods and services. PPP policy is regarded as one of the solutions to the problems of development. However, as disclosed by Sharma & Bindal (2014) that in his travels,

PPP policy is not be a solution but being new problems faced by the Government. Practice issues arise even when the initial phase of the policy will be carried out such as designing the contract between the government partners who are troubled, up unrealistic expectations of PPP policy itself.

Indonesia adopted a policy of PPP is also not spared from the problems when implementing it. The government regulates the partnership model (PPP) between the government and the private sector through regulation number 67 in 2005. And one of the areas that can be done with the partnership is about waste management. Waste management in Indonesia is regulated by Law No. 18 of 2008. The policy was made at the central level held by each district with the Local Government issued a regional regulation. Pekanbaru as one of the municipalities in the province of Riau issued Regulation No. 8 of 2014 on waste management. Trash is managed by the organizers of waste management in the form of the Department, enterprises, cooperatives, private sector and community groups (law No. 8 of 2014).

Waste management in the city of Pekanbaru on several areas, namely Subdistrict Marpoyan Peace, Senapelan, Sukajadi, Handsome, Sail, Pekanbaru City, Umbrella Sekaki and Fifty partnership with third parties (private) in this case PT. Multi Inti Guna (MIG) using a 2015 budget with a contract value of 53 billion rupees. In accordance with Regulation No. 8 of 2014 article 11 which states that the waste management, local government can do partnerships with private parties. However, problems arise in April 2016, the salaries of employees under PT. MIG has not been paid by PT. MIG. Consequently Pekanbaru Government through the Department of Hygiene and (DKP) will terminate the agreement with PT. MIG with the letter number 232 / DKP / VI / 2016 on June 15, 2016. The impact of garbage piled eight (8) regions into the contract area. Growing issue is the amount of tonnage of garbage is done by PT. Sucofindo which states that the amount of waste generated by the City pekanbaru 610 tons / day. But According to the PT. MIG, amount of waste is much smaller than the amount mentioned. So PT. MIG loss. So in this case need to be re-volume / quantity of garbage which is the object of this policy (PPP contract between the City Government and PT Pekanbaru, MIG). Second Termination Pekanbaru unilaterally by the Government related to waste management conducted by PT. MIG. Pekanbaru Government considered that PT. MIG has committed abuse of the contract, while the PT. MIG considers that the Government has violated policy Pekanbaru partnership with terminate unilaterally. Presidential Decree No. 54 of 2010 describes the termination of the contract should be preceded by the first warning, second warning to the third warning that in each action is followed by the show cause meeting. While the latter process is the test case that will determine a pass or not the provider of the sustainability of the contract. And PT. MIG questioned the absence of these stages do.

The failure of these policies have a direct impact to the community, therefore it is necessary for the PPP policy-related studies conducted by the Government of Pekanbaru and PT. MIG. In this case the problem of waste management contract. Then the discussion describing the policy process Public Private Partnership (PPP) between the Government Pekanbaru PT. MIG in waste management as well as policy failures factors Public Private Partnership

(PPP) between the Government Pekanbaru PT. MIG in waste management.

LITERATURE REVIEW

Public Private Partnership (PPP)

Parente (2006) states that the Public Private Partnership (PPP) is

"*an agreement or contract, between a public entity and a private party, under the which: (a) the private party undertakes government function for the specified period of time, (b) the private party receives compensation for performing the function, directly or indirectly, (c) the private party is liable for the risks Arising from performing the function and, (d) the public facilities, land or other resources may be transferred or made available to the private party.*"

PPP is one of the solutions offered when the construction can not be done with a variety of reasons. For example, limited funds, resources, human resources and others. Principles set and raised in the spirit of the PPP should always be devoted to public interest.

Public Policy

According to Thomas R. Dye (1992), quoted by Anggara (2014: 35) public policy translates as "Whattever the government choose to do or not to do". This definition indicates that when the government does not do something about public issues that arise are referred to as public policy. Because of the "action" means the government can do or not do.

While David Easton defines the allocation of public policy as lawful values to all members of the community (Anggara, 2014: 35). In practice, the public policy process by Dunn (1995) consists of several stages. Namely: preparation of agenda, formulation of policies, Adoption / legitimacy of the policy, assessment / evaluation of policies Winarno (2008), states that policy evaluation is an activity that involves the estimation or assessment of policies which include the substance, implementation, and impact (Anggara, 2014: 121).

RESEARCH METHODS

This study used a qualitative approach, in order to explain the failure of the policy of Public Private Partnership (PPP) in waste management. This research was conducted in the city of Pekanbaru. The Primary data ispeople involved in environmental and policy circles Public private partnership (PPP) between the Government Pekanbaru PT. MIG. Furthermore, secondary data is data obtained from both the rules of the Act and to derivatives, related literature PPP Policy, print media or electronic media relating to the PPP policy. Data collection techniques used in this research is observation, literature study, interview. The data were analyzed using the technique proposed by Miles and Huberman cited by Emzir (2010), namely data reduction, data presentation and conclusion. Furthermore, the data dianalisasi with intrepetasi ethics and EMIC, so that the data generated may reflect problems that occur related factor that caused the PPP policy in the city of Pekanbaru in the area of waste management.

RESULTS AND DISCUSSION

Causes of Waste Buildup in the city of Pekanbaru

This study indicates that the cause of the accumulation of garbage at pekanbaru such as:

1. The volume of waste is very large and is not matched by the capacity of the landfill that exceeds its capacity.
2. landfill narrowed due to the use of other displaced
3. Distance landfill and garbage center relatively far up the time to transport the waste is less effective.
4. waste transportation facilities are limited and are not able to transport all the waste. The rest of the rubbish in TPS could potentially be a pile of garbage.
5. waste processing technology is not optimal so slow decay.
6. waste that has matured and turned into compost is not immediately removed from the shelter so that the mounting.
7. not all environments have a garbage disposal location. People often throw garbage carelessly place as a shortcut.
8. lack of socialization and support the government on waste management and processing as well as its products.

Policy Formulation Process of Public Private Partnership (PPP) in Waste Management in the city of Pekanbaru

Law of the Republic of Indonesia Number 18 of 2008 on Waste Management Article 5 says that the government and local authorities are to ensure that waste management and environmentally sound. Mandate Government Regulation No. 38 of 2007 on the Division of Government Affairs between the Center, the Provincial Government, and the Government of Regency / City, basically the main functions that must be implemented by the local government is organized obligatory functions which in essence is a part of the public service. Then the public services for the smooth operation of the wheels of government and the implementation of national development and regional autonomy is largely determined by the ability of the organizers of the development and utilization of the State apparatus quality, effective, efficient and authoritative in the implementation of development are always faced with problems such as social, cultural, economic , security and public order.

The fundamental problem in Pekanbaru City Government is the prevention and management of waste generated both individuals and groups of society. Population growth and changes in consumption patterns cause increased the volume, type and characteristics of the waste that is increasingly diverse. Waste management has not been in accordance with the methods and techniques of environmentally sound waste management, causing a negative impact on public health and the environment With the rising population of Pekanbaru which is approximately 1.02171 million inhabitants and changes in consumption patterns may lead to increasing the volume, type and characteristics of waste increasingly diverse, increasingly complex waste problem and needs to be managed professionally under Law No. 08 of 2008 and Regulation of Urban Pekanbaru No. 8 of 2014 on Waste Management. Mandated that the hygiene management is the responsibility of local government, in this case carried out by the Department of Hygiene and Pekanbaru city as well as other officials.

1. The process of public policy formulation related private partenership local regulation 8 of 2014 on Waste Management in its formulation has not been involved community participation, community implications pekanbaru not function control of the policy

process and sanctions of these regulations.

2. The output of the PPP policy on local regulation 8 2014 Pekanbaru city gave birth to agreement between the government and PT. MIG as stipulated in the contract, but the contract does not set out the sanctions of the agreement of both parties.
3. PPP policy in Pekanbaru City related projects oriented to profit and loss, in which both sides between the city government with the PT. MIG does not want to be blamed for the condition of the accumulation of garbage which occurred in the mid-2016.

Policy Issues in response to the Trash

A strategic phase in the stages of the policy process. Because at this phase, various issues competed to become public issues and deserve more resources than any other public issues.

1. This study makes the number of people as an issue that is increasingly rising will pose a threat growing waste production as well, and it will create difficulties in controlling the management of the accumulation of garbage. The population increase is certainly also in tandem with the increasing production of waste in Pekanbaru and lack of knowledge of the importance of cleanliness also be the cause of the problem of garbage that plague the city of Pekanbaru today. Of course, the population growth is seriously threatening the hygiene control if it is not accompanied by support from civil society groups. Pekanbaru city with a population that is moving very quickly led the Government should try to cope with the amount of accumulation of garbage that is dominated by household waste.
2. Lack of knowledge of the importance of hygiene to be one of the issues that must be addressed quickly because it will affect their participation towards cleanliness. This was disclosed by the Head of Environmental Hygiene Department of Hygiene and Pekanbaru, the support and the active role of the community are expected and when people are less active then the garbage buildup problem can not be handled with the maximum and good. Less active public role in controlling the accumulation of garbage in their own environment. According to him, people throw garbage in the relay and not in accordance with the specified time.
3. Lack of public awareness of the rules that have been made regarding hours of trash, cause they still do not care about the rules that already exist. This is because more and more officers on duty pengangkutlah only occasionally mengakut garbage hauling garbage in the community. Society does not know that the accumulation of garbage management is currently managed by the government and also the private sector. They considered that with this partnership, there is no difference at all in before this cooperation is done. Community participation means participation and public awareness in the management by the garbage buildup and Sanitation Department and PT. Multi Inti Guna with their complaints, the public can help to overcome the complexity of the problem of accumulation of garbage. It

is desirable also actively engage communities in controlling the accumulation of garbage though the smallest of things to dispose of waste in accordance with a predetermined time in order to realize Pekanbaru city clean and healthy. Other forms of public participation can also be an awareness of itself to comply with and understand the rules.

PPP Policy Implementation Constraints In Waste Management

PPP Policy Research involving Public Private Partnerships in Managing Accumulation of garbage in the city of Pekanbaru, found several problems in the implementation process, namely:

1. Human Resources

   Human resources is one of the factors that affect the management of the accumulation of garbage in the city of Pekanbaru. Without a skilled human resource competence of reliable energy field, supported number of adequate human resources will be able to realize the success of an implementation. It takes a form of management, so that the activities being organized and the use of resources, both human and material resources and equipment to effectively and efficiently and optimally achieve the goal.

   In managing the accumulation of garbage by the government and private, each providing its own transport fleet but garbage workers remains largely comes from the Department of Hygiene and Pekanbaru City and still work with the private sector, namely PT. Multi Inti Guna.

2. Infrastructure

   Improve infrastructure to hygiene is the most important strategies and programmed in managing the accumulation of garbage in the city of Pekanbaru and private parties who have been appointed as Government cooperation partners, namely PT. Multi Inti Guna (MIG). PT. Multi Inti Guna as the winning bidder execute and provide transportation fleet to transport the garbage bins in the city of Pekanbaru.

   From the results of the study authors waste carrier's fleet of 80 units contained in a cooperation contract only 65 units of the fleet are available. PT. Multi Inti Guna (MIG) is still seeking a shortage of the number of fleets in the public and private partnership contract it. Despite the limitations of a fleet of PT. Multi Inti Guna (MIG) do three shifts a day hauls can be covered. But what happens on the field is still a lot of junk that is not transported.

3. Fund / Budget

   Source of funding / budget to carry out activities in order to realize the plans that have been made, the agencies get funding from the budget change. Not only the activities of public-private partnerships in waste management takes a huge budget but also socialization activities undertaken to disseminate the rules DKP garbage. The budget is used for the preparation of the provision of garbage collection fleet, the tonnage has been set to be achieved. In the contract that has been approved and Sanitation Department, the fleet used by PT. Multi Inti Guna (MIG) 80 units. However, what happens on the pitch less than 80 units of the fleet. Though it is a bit of funds issued by the government for the project management of this waste buildup conducted multiyear.

   Pemberitahuan hours garbage

disposal is not only done through direct socialization, but also done through the installation of signs-signs, print media, electronic media and others. But what happens is limited to the installation of signs-signs only and even then only in some point of course. This is due to the budget constraints that are owned by the Department of Hygiene and.

Looking at the costs involved in managing the garbage buildup that occurred in the city of Pekanbaru was not a little, then the government through the Department of Hygiene and trying to find a solution to the waste problem can be managed effectively and efficiently. In addition to the facilities and infrastructure needed in the management of this waste buildup is limited.

CONCLUSION

Public private partnership (PPP) policy in the waste management in the city of Pekanbaru is already running but is not optimal due to constraints on the process of policy formulation oriented agenda on projects that lead to ineffectiveness of the PPP policy. As for the inhibiting factors such as waste disposal (TPA) are not effective,Pertumbuhan Population, Science and Community Participation, Human Resources, Facilities and Infrastructure Fund / Budget improper government in planning. Public policy needs to be an evaluation of the Private Partnership (PPP) is Pekanbaru City Regional Regulation No. 8 of 2014 on Waste Management. Mandated that the hygiene management is the responsibility of local government, in this case carried out by the Department of Hygiene and Pekanbaru city and other officials need to evaluate the work management Pekanbaru City Government with the Private Sector in this case is PT. MIG.

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The Implementation of Online-Based Employment Service Application System (SAPK) in the Employment Agency Of Pekanbaru

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Abstract:

This researh was conducted at the Employment Agency office of Pekanbaru based on the initial observations of the problems in the implementation of online-based Employment Service Application System (Online SAPK) at the office in accordance with the human and technology resources. The focus of this research was on the implementation of e-Government through the online-based Employment Service Application System (Online SAPK). The aims of this research were: (1) to know how the implementation of e-Government through the online-based Employment Service Application System (Online SAPK) at the Employment Agency office of Pekanbaru was and (2) to identify the factors inhibiting the implementation of e-Government through the online-based Employment Service Application System (Online SAPK) at the Employment Agency office of Pekanbaru were. This study used qualitative method with the primary objective to get in detail and in depth description of the implementation of e-Government through the online-based Employment Service Application System (Online SAPK) at the Employment Agency office of Pekanbaru. The data obtained was then analysed by using descriptive qualitative research analysis method to describe certain things get from the data obtained in the observation, interviews, and documentation stages. According to the indicators determined by the researchers, the result of the data analysis through qualitative method was written in the conclusion section.

INTRODUCTION

The rapid increase of science development lead technology used by human to be more sophisticated. This becomes the starting point of technology becomes more sophisticated and cutting-edge, such as the Internet. The widespread use of computer technology today helps the perpetrators of public services in taking decisions in operating the administrative activities, services, as well as in data processing staffing. The government needs tools to be used as a guide in planning and control activities, such as in the management information system.

E-Government is a form of public service implementation based on information and communication

technology as a medium of information and interactive means of communication between the Government and other parties: community groups, business circles, and government institutions. The implementation of e-Government in terms of its implementation in giving simple services such as in providing information and serving computer-based data about the implementation of the governance and its development as a form of transparency of public service. Another simple form of service, for instance, e-Government can be utilized as a means of internal communication among the Local Administration's Working Unit (SKPD) and as a means of interactive communication used by community such as e-mail, chat, and teleconference. As e-Government implementation becomes a trend in the central government level, the trend is started to spread to other government offices, almost all types of applications used involve data processing into information which will be used by the government or stakeholders in the decision-making process. Almost every day, the bureaucrats in government offices must take important decisions concerning the livelihood of the people and the sustainability/existence of the government concerned.

The Employment Agency of Pekanbaru is a government institution that is in charge of conducting assessments of resource development and management of Civil Servant policies. The Employment Agency office has created and developed a website www.bkd.pekanbaru.go.id as a form of the implementation of e-Government. All of the people of Pekanbaru can access the website when they wan to know about the Employment Information in Pekanbaru and the mechanism of service in the field of the employment.

The most significant problem in implementating e-Government through Online SAPK was the ability of the human resources and the technology that sometimes still not able to handle simple problems such as disruption of the system or network. The number of Human Resources, in this case the employees, responsible for the Online SAPK program do not fully meet the needs of the online system. It can be seen from the data recapitulation the Employment Agency Year 2015/2016 according to the Rank and Position.

RESEARCH METHOD

This research was conducted at the the Employment Agency office of Pekanbaru. This research was conducted through descriptive qualitative approach. The aims of the research were to know and to analyze the implementation of e-government in the employment administration based on online-based Employment Service Application System (Online SAPK) at the Employment Agency office of Pekanbaru. The technique used in collecting the data was done through interviews, observation, and documentation.

RESEARCH RESULT AND DISCUSSION

The Implementation of Online-Based Employment Service Application System (SAPK)

The City Government of Pekanbaru began to develop the online-based Employment Service Application System (Online SAPK) since 2012. The utilization of the Online SAPK is coordinated by BKN and its implementation is guided by the

Regulation of the Head of the State Employment Agency Number 20 Year 2008 concerning on the Guidelines of the Utilization of SAPK. In its development, the Regulation of the Head of State Employment Agency Number 18 Year 2010 was made. It was about the Procedures Of Determining the Civil Servant's Identity Number, Promotion, Dismissal, Provision of the Pension, and Transfer of Inter-Agency Based on Online Employment Service Application System (Online SAPK).

Furthermore, the Web-based applications that run online has scope of describing the Head's Regulation (Perka) of BKN Number 20 Year 2008 concerning on the guidelines for the utilization of SPAK that explains the scope of the SAPK which then the Regulation of the Head of the State Employment Agency Number 18 of 2010 issued, it was about the Procedures Of Determining the Civil Servant's Identity Number, Promotion, Dismissal, Provision of the Pension, and Transfer of Inter-Agency Based on Online Employment Service Application System (Online SAPK).

A. SUPPORT

Support is an important element in the implementation of e-Government, as well as full support from local government in implementing the policy, or other various supporting aspects that are expected to provide effective online-based support as described by Richardus Eko Indrajit in his book entitled E-Government: *Konsep Pelayanan Publik Berbasis Internet dan Teknologi Informasi* (The Concept of Internet-Based Public Service and Information Technology, 2006), he said that the first and most crucial elements that must be owned by a government in supporting an e-Government application are as follows:

a. Government readiness

1. Site Creation

   The central and local governments' sites should be gradually upgraded to the level of utilization. It should be considered that the higher the utilization level of the sites, the more they require the support from the management systems, work processes, and transaction information between institutions that increasingly complex as well. Meanwhile, the Office of the Regional Employment Agency in Pekanbaru has built its own site since 2008 with the name www.bkd.pekanbaru.go.id.
2. Resources' Readiness

   The readiness of the human resources in government that will be the "main players" or the subjects of the e-Government initiatives are basically the people who work in the government agency. Therefore, their level of competence and expertise will greatly affect the performance of the e-Government implementation. The higher the level of their information technology literacy in the governance, the readier them to apply the concept of the e-Government (Indrajit, 2005: 9). However, in fact, the Regional Employment Agency of Pekanbaru does not have employees with qualified level of competence and expertise in the field of Communication Technology.

   So far, the Regional Employment Agency of Pekanbaru does not have a special device and room to manage the e-Government. Meanwhile, the responsibility of the field of data and information is in personal level. For the Internet network case, the network is connected to each field that is in the Regional Employment Agency of Pekanbaru.
3. Socialization of information Sites for both Internal and Public.

From the results of the research, up to now, the implementation of socialization sites owned by the Regional Employment Agency of Pekanbaru have never been implemented primarily for the public. They are not implemented because with the current technology development everyone could access the information just by accessing it on the internet.

b. Allocation of Human Resources, Finance, Power, Time, and Information

In this case, the researchers focused on the availability of the human resources, financial, power, time, and information in the implementation of the online-based Employment Service Application System (Online SAPK) by the Regional Employment Agency of Pekanbaru. After conducting the research and enacting interviews with several employees of the Regional Employment Agency of Pekanbaru, the researchers get data to complete this research. In terms of human resources, the Regional Employment Agency of Pekanbaru has had employees directly commit themselves in certain areas to manage the online-based Employment Service Application System (Online SAPK) based on their respective fields. The number of employees who work using this online SAPK were 25 people from various fields.

Furthermore, regarding the availability of financial resources, as described above, the financial resources play an important role in the implementation of the online-based Employment Service Application System (Online SAPK) in the Regional Employment Agency of Pekanbaru. An initial fund is needed to apply the policy to meet physical needs of the system, such as hardware additions, internet network connectivity like wifi and LAN, and the addition of electric current voltage.

The legal regulation underlying the policy of e-Government implementation through Online SAPK at the Regional Employment Agency of Pekanbaru in 2008 is Law Number 23 Year 2014 concerning on the Regional Governments that regulated the delegation of authority as broad as possible from the center to the region to develop the potential of the respective regions.

Another policy underlying the implementation of e-Government through Online SAPK in the Regional Employment Agency of Pekanbaru is Presidential Instruction Number 3 Year 2003 about National Policies and Strategies of e-Government Development.

The next legal basisn is Law Number 5 Year 2014 about the employment principals of the State Civil Apparatus (ASN) stated that the organization and management of Employment Information are needed. To support the policy, it is deemed necessary to make and develop the online-based Employment Service Application System (Online SAPK) as a perfect system of previous system, SIMPEG. This policy is implemented in accordance with the Law of the Republic of Indonesia Number 11 Year 2008 regarding the electronic information and transactions after the BKN regulation Number 20 Year 2008 concerning the guidelines on the utilization of SAPK in its development and the regulation of the Head of State Employment Agency Number 18 Year 2010 was made. It was about the Procedures of Determining the

Civil Servant's Identity Number, Promotion, Dismissal, Provision of the Pension, and Transfer of Inter-Agency Based on Online Employment Service Application System (Online SAPK) were regulated.

Based on the above presentation, the availability of basic laws as the references to build Online SAPK in the Regional Employment Agency of Pekanbaru are already sufficient. This is due to regulations that support the construction and development of SAPK in the Regional Employment Agency of Pekanbaru are already mentioned in detail. However, some of the regulations do not have sanctions and rewards whether should a region have that online system or not. Therefore, each region is not required to build Online SAPK. Those regulations merely a suggestion to every local government. Thus, it can bea) a legal basis that the e-Government at the Regional Employment Agency is only needed to be implemented in the City Government level of Pekanbaru, while there is no alike regulation for the regional level. The legal reference Online SAPK management at the Regional Employment Agency of Pekanbaru is still referring to the Presidential Instruction Number 3 Year 2013 about the National Policies and Strategies in the Development of e-Government and the regulation of the Head of the Civil Service Agency Number 18 Year 2010 concerning on the Procedures of Determining the Civil Servant's Identity Number, Promotion, Dismissal, Provision of the Pension, and Transfer of Inter-Agency Based on Online Employment Service Application System (Online SAPK). Moreover, there is no underlying technical regulations in the implementation of e-Government policies through Online SAPK in Pekanbaru Regional Employment Agency.

c. Socialization and Training on Online SAPK

The socialization for the staff serving the application system of the Employment Agency of Pekanbaru has been implemented, but it was only implemented once and the duration of the socialization and training was three days.

B. CAPACITY

Capacity is defined as an element of ability or empowerment of the local government in realizing the implementation of Online SAPK. There are three things that the government should have in relation to this element:

a) Technology Quality in the Implementation of e-Government Policy through Online SAPK at the Employment Agency of Pekanbaru

Based on the research findings, the existing technological tools available at the Regional Employment Agency Office of Pekanbaru are: First, the computer network. The availability of the technology in the form of computer network is Local Area Network (LAN) and Wireless Fidelity (WiFi) installed at the Regional Employment Agency Office of Pekanbaru. With the network facilities, the technological means to support the implementation of e-Government through Online SAPK in the Regional Employment Agency Office of Pekanbaru can be quite good. This can be seen from the internet or intranet network facilities in the form of WiFi and LAN networks. This can be understood because by building the network facilities aimed to further facilitate

the distribution of the employment data from each SKPD. It can also be used as a medium of communication between SKPD and Regional Employment Agency of Pekanbaru. However, it cannot be used maximally by some apparatus due to the frequent connection failures so that the login process cannot be done. The same problem also often happened when the power outages and the weak of electrical currents happened as a result of intensive computer use. The WiFi in the office was sometimes experienced a sudden speed interruption reduced due to the number of users in the traffic.

b) Readiness of Apparatus in Implementing the e-Government Policy through Online SAPK at the Employment Agency of Pekanbaru

The readiness of the state apparatus as an important aspect in running the new system is an important element because when the state apparatus are able to perform their duties properly they will also perform satisfactory service. In this study, there were various problems regarding the readiness of employees at the Employment Agency of Pekanbaru, the rapid technology development imposes the government's apparatus to ably to today's technology.

C. VALUE

The implementation of SAPK, especially the online-based SAPK, also provides great benefits and advantages in the employment services. First, it facilitates the integrated employment services from agency proposal, approval process, stipulation of decrees in BKN, up to stipulation of decrees by institution. This Web-based SAPK is connected with the stakeholders' linking applications, document management applications, BKN portal improvements, Executive Information Systems, and the help desks. Second, if there is and addition and development of the SAPK application, it is only needed to be done through the server in the BKN Center. Third, the ease of access by using a web browser application. Fourth, on the users' side, they do not need large storage space in accessing the information. Fifth, the Web-based application is open to all operating systems, such as: Windows, Mac OS, Linux, and so on. Sixth, the ease of access of Online SAPK, either by using VPN or internet.

CONCLUSION

The Implementation of Online-Based Employee Service Application System (Online SAPK) at the Regional Employment Agency Office of Pekanbaru has been done. However, basically, HR or users' system in BKD Pekanbaru City have not been able to use and utilize the System (Online SAPK) to the fullest. Advanced trainings are required for the System's users.

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IMPLEMENTATION OF *UKM* CLUSTER DEVELOPMENT POLICY IN EAST JAVA

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ukm cluster, implementation, social development, policy, red sugar

Abstract

This study try to conduct the research of UKM capacity development in good local government on economic clusters of brown sugar in East Java, especially in the red sugar industry Kediri regency, East Java. Background of UKM capacity development in good local government case economic clusters will be able to increase the business capacity of the economy if done in synergy and not only support the development of the region which has a similar business, but also the synergies in institutional efforts to work together to jointly face and solve the problems faced by businesses economies in the region specific economic business clusters. Cooperatives are considered as a solution for the cooperatives, the problems of economic enterprises that had faced alone or in small groups would easily if faced and solved together in the form of cooperative economic enterprise jointly established by the small entrepreneurs in the economic clusters of UKM red sugar.

As an exploratory study with a qualitative approach that is useful for explaining the relationship of reciprocity, set changes, compare them, and to assess the effectiveness of a policy or program. The output of this study is aimed at developing research capacity of UKM.

The results obtained were analyzed using qualitative method to obtain depiction potential establishment of cooperatives for the development of institutional capacity (capacity building) cooperative based on cluster economies in East Java, especially on a cluster red sugar economy and then made the policy recommendation as an effort to empowerment UKM brown sugar through the development of cooperative institutions.

1. PREFACE

Development of UKM and cooperatives in Indonesia, at least could judge from the four level development policy. The development policy of UKM and cooperatives can be divided into four levels, namely the meta level, the macro level, the level of meso and micro level. At the meta level, the political will of the founders of this republic has supported legislation runway clear and firm to cooperatives, as stated in Article 33 UUD 1945 and explanation, further reinforced by the Law No. 25 of 1992 concerning Cooperatives, and the Law No. 9 of 1995 on Small Business.

Capacity development of UKM in good local government in the case of economic clusters will be able to increase the capacity of economic activities if done synergy and also support the development of the region. Cooperatives are considered as a solution jointly established by the small entrepreneurs in the economic clusters brown sugar UKM.

Studies of clusters of UKM in Western Europe, at least shows that there are number of factors, which makes them able to thrive, among others: (1) In the center there is also a supplier of raw materials, production equipment, machinery, and components, sub-contractors, and manufacturers of finished goods. In addition to reducing the cost of production, work in synergy with each other, facilitate business linkages between them; (2) the existence of a combination of intense competition on the one hand, and good cooperation on the other hand, among fellow UKM. Thus creating collective efficiency levels (collective efficiency) is high; (3) In these clusters, there are service centers, mainly provided by local governments, which can be used collectively by all employers who were there; (4) UKM in the cluster to be very flexible in the face of changes in the market, where it has created a good network, and smart innovations.

Based on the records of various agencies that was compiled JICA Study Team (2002), at present there are at least 9,800 units of SME centers with the level of development of the degree of linkages in the cluster are generally still low. The number of UKM units observed in the center as an embryonic cluster is estimated at around 475,000. seen from the distribution of about 58% of existing centers located in Java, Bali and Nusa Tenggara.

In this study used perspective institutional development or commonly known as the development of institutional capacity (capacity building). But still taking into account various aspects that influence the development of UMKM like venture capital capacity, the capacity of human resources managers, business management capacity, network capacity and marketing of raw materials as well as external factors such as the business climate and government policy support.

Policies on macro level will determine whether or not the system is conducive and economic conditions with the development UKM and cooperatives. Policies on macro level will determine the structure and level of market competition faced by businessmen including UKM and cooperatives. The task of government (central and local) to foster a conducive business climate for UKM and cooperatives, within the meaning of UKM and cooperatives have attempted the same opportunities and the same burden

compared to other businesses proportionately.

Urgent priority for the Indonesian government's approach in the development UKM and cooperatives, among others, creating conditions conducive for the private sector to move and grow. Thus, it is necessary to reform the formal authority environment in which the company to be operating, the appropriate policies and regulations. In the context of the development of UKM and cooperatives, the main challenge for any government, including the Indonesian government, is to define what it was to play a role in developing the market for UKM and cooperatives effectively.

The direct result is visible dri low level of technology and the structure of employment, as shown by the diversity of the added value UKM clusters only reached Rp 1 billion or lower than the domestic industry of 1.2 billion. While small industries outside the cluster to reach 2.9 billion or 2 times greater. The low productivity of this cluster is also the case in all sectors of the economy. Thus the condition of existing clusters in general can be classified into three stages of development in accordance with the productivity of labor and the use of technology is a technology that has low productivity / labor Rp 970,000. At the level of intermediate technology Rp 2.055 million, - as well as high-tech Rp 8.24 million.

This study aimed to find answers to the question: "How is the development of UKM capacity building in good local government in the case of economic clusters of brown sugar in East Java? This research is useful to draw up a strategy and concept development capacity of SMEs policy recommendations in good local government on economic clusters of brown sugar in East Java.

2. RESEARCH METHODS

Based on the form of the problems, the scope and purpose of the study, the study can be classified as an explorative research with a qualitative approach. Explorative research, is one of the research approach used to examine something (interest) is not known, not understood, or is not recognizable and useful to explain the interrelationships, setting change decision into the future, comparing the conditions, and to assess the effectiveness of policies / programs. This activity is conducted on the development of research capacity of UKM in good local government on economic clusters of brown sugar in East Java related to industrial clusters of brown sugar in Kediri, precisely in the District Ngadiluwih and Kandat.

Data was collected by means of documentation, observation and interview. In this study the primary data obtained through a series of good interviews with officials, key informants and informant entrepreneurs conducted in-depth interview with your device questioner and limited FGD conducted directly at the business location.

The results obtained were analyzed using qualitative method to obtain depiction potential establishment of cooperatives for the development of institutional capacity (capacity building) cooperative based on the cluster economies in East Java, especially on brown sugar economy cluster and then serve the policy recommendations as an effort to empower for brown sugar UKM through the development of cooperative institutions. The validity of the data is an activity carried that research results can be accounted for on all sides.

3. UKM CLUSTER POLICY

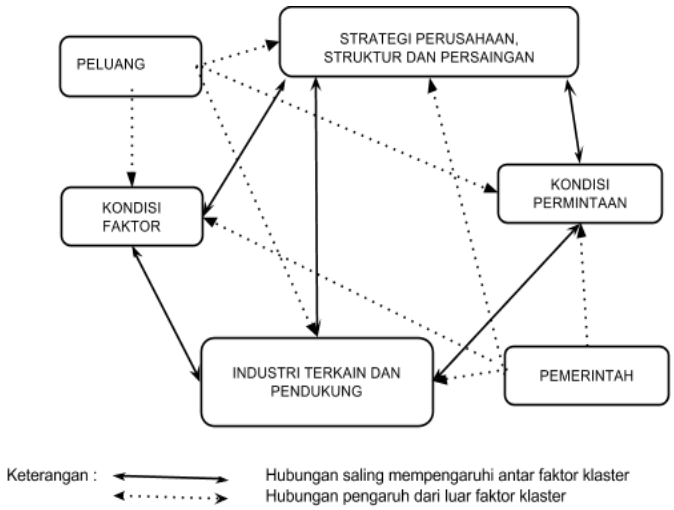
The number of UKM until 2011 to reach about 52 million. UKM in Indonesia is very important for the economy because it contributed about 60% of GDP and holds 97% of the workforce. But access to financial institutions is limited only 25% or 13 million perpetrators of UKM that have access to financial institutions. The Indonesian government, develop UKM through the Department of Cooperatives and UKM, in each province or regency / city.

According to Act No. 25 1992 Article 4 explained that the cooperative has the function and role of, among others, to develop the potential and capabilities of member economies and societies, seeks to increasing the quality human life, strengthen the economy of the people, developing the national economy, as well as developing creativity and spirit organiztion for the students nation.

From the experience in some countries such as Italy, Chile, and India, the strategy pursued to improve the productivity of the cooperative is the cluster approach. Clusters are geographic concentrations of companies and institutions that are interconnected in a particular sector. Cluster encourage the industry to compete with each other, to create competitiveness. There are four interrelated factors: (1) Conditions Factor (Input), (2) Demand conditions, (3) Corporate Strategy, structure and usability, and (4) Related Industry and supporters. In addition there is the influence of the government and opportunities change. The creation of competitiveness described in the model of competitiveness Diamond (Diamond of competitiveness).

From the Picture below, there are four factors that added to complete the four factors namely human factors, which consists of workers, politics and bureaucrats, professionals, entrepreneurs.

Figure 1. Diamond Model of competitiveness of porter 1998



Economic perspective in the cluster began with the work Marshal (1920) is one of the basic idea reveal that the industrial centers were able to increase business competitiveness the perpetrator through several mechanisms, namely: (1) the gathering of workers with special specifications that are relevant to the needs of the industry (2) availability raw materials and industrial support facilities, and (3) the dissemination of innovation. This concept also highlight the importance of externalities in development will help provide a more practical understanding of the benefits of the resulting cluster.

Since the cluster is recognized as an effective approach in improving the performance of the company, the industry's performance and the performance of regions and countries, experts sought to identify the determining factor in the development of clusters. In the industrial centers theory group, there is a cluster development model. Suitability

characteristics of the object of study among UKM centers in Indonesia and Italy taken into consideration in the use of such models in analyzing the dynamics of UKM clusters.

Model systematically identifies three fundamental factors that influence the development of clusters that collective efficiency, stimulation policies (policy inducement), and social capital (social capital). The first factor, efficiency together in clusters, collective efficiency adopted framework that has been developed previously. In further developments the concept of collective efficiency is used on a massive scale to analyze the development of clusters, especially in developing countries or countries with low pendatapan (low income countries).

The first form of collective efficiency are economic benefits that are passive and can be shaped lower transaction costs, dissemination of market information and information technology. Other forms of collective efficiency are the benefits of collective action. Joint action can be tangible cooperation between fellow producers or co-operation between producers and suppliers, distributors, financial institutions and other supporting agencies. In essence, the joint action will promote the establishment of clusters as a whole production to join the new industry from upstream or downstream industries in one chain (value chain). The second factor is the government's stimulus policies. The success of clusters to develop into a dynamic cluster is not enough just based on the fulfillment of economic motives (efficiency along) the perpetrator, but also supported by the government's stimulus policies.

4. RED SUGAR PROCESSING CHARACTERISTICS OF UKM IN THE VILLAGE SLUMBUNG AND PRODUCTION PROBLEMS

Most UKM brown sugar held that establish and maintain cooperative an activity that is busily engaged. All activities pertaining to the cooperative will be handled by the board. In the Minister of Cooperatives and UKM R.I No. 22/PER/M.KUKM/IV/2007 on Guidelines for grading Cooperative, cooperative success measured by the extent to which the role of members in cooperatives.

Education degree in the village craftsmen brown sugar Slumbung average is junior hight school (*SMP*). With this level of secondary school education researchers believe they never get the material completely and clearly cooperatives in the school period. With the lack of provision of knowledge about cooperatives, researchers found they mostly do not understand about cooperatives. Most likely they have never read the rules Menkop and UKM. If this argument is correct, then in fact there should be an attempt to hang them on cooperatives.

There are seven problems encountered by the brown sugar maker in Kediri. The first problem is the production of brown sugar need sugar cane raw materials. The production of brown sugar is very dependent on the quality of sugar cane. brown sugar quality is strongly influenced by the raw materials, post-harvest activities and processing activities. These problems occur in raw material yield.

The second problem in the brown sugar production process includes milling and cooking. The third problem namely the workforce, namely an individual who move the brown sugar production process Slumbung from the village and surrounding

villages. Labor problems lies in an individual worker and the owner of the mill. The fourth problem is marketing, respectively his own. They could sell it to anyone as long as profitable. But there are problems in the sugar ceplik craftsmen. The fifth problem namely the problem of capital. brown sugar craftsmen using many sources of capital to meet the capital needs of investment capital and capital kerjanya.Sumber it could of its own capital, capital comes from a wholesaler. The sixth problem is social inequality. According to the head of the village, in the Slumbung village there has been a social gap between the owners of industrial sugar with the local community. The final problem is the lack of proper government policy. Shortages of fertilizer which impact on the brown sugar industry is also troubling brown sugar craftsmen.

5. COOPERATIVE DEVELOPMENT IN BROWN SUGAR CLUSTER

In a SWOT analysis found that the strengths brown sugar industry are: (1) Experience Long (2) a clear market (3) The availability of abundant raw materials and (4) Mechanization of production. Internal weaknesses identified include (1) Low education, (2) fluctuation of raw material quality, (3) Managerial weak, (4) not have a license, and (5) Capital weak.

Tabel 1 Matrik SWOT

MATRIK SWOT OF RED SUGAR	
Internal strength (Score 4)	**Internal weakness (score 5)**
1) Long experience. 2) The market is clear. 3) Availability of raw materials. 4) Mechanization of production.	Low education. 1) Fluctuations in the quality of raw materials 2) Managerial weak. 3) Do not have a license. 4) Capital Stock weak.
Opportunity (Score 2)	**Threats and challenges (Score 5)**
1) The market is vast. 2) Hope to improve the quality of raw materials.	1) the license is slow. 2) The products of competitors. 3) Scarcity of fertilizer. 4) The social gap. 5) Fluctuations in demand.

Source : Analysis Result

6. CONCLUSION AND RECOMMENDATIONS

The policy recommendations that should be implemented by the board of government Slumbung village and District Ngadiluwih is: 1) facilitate the development efforts of cooperative institutions through the provision of facilities; 2) gives socialization to the community particularly those involved in economic enterprises brown sugar at the local level; 3) to facilitate institutional support by becoming coaches or advisors cooperative institutions developed; 4) the subdistrict government to facilitate the ease of licensing, facility access in marketing, facilities business cooperation with other economic enterprises through exhibitions and visits work.

For the Government of Kediri, the ranks of the Government of Kediri related such as the Department of Industry, Department of Cooperatives and UKM, the Department of Employment, Bappeda and other relevant should facilitate policies, among others: 1) Department of Industry and trade facilitating policy such facilities in cooperation with business other economies to increase production capacity;

2) Office of Cooperative provides licensing facilities, guidance and assistance; 3) Department of Employment should facilitate efforts to improve the skills of workers and the improvement of business management for the business owner; 4) Bappeda Kediri need to provide policy emphasis on stylists rooms and space utilization.

Whereas, policy recommendations for East Java Provincial Government: 1) Providing support to the government of Kediri Regency to develop the business capacity of economics and the institutional capacity of the cooperative with synergistic policies; 2) The Department of Cooperatives and UKM in East Java, economic clusters brown sugar is a great potential for the development of cooperatives in a professional manner both their economic and institutional development; 3) institutional support to encourage the creation of reliable stewardship, membership productive, competitive and professional business management.

Lastly for the Central Government policy recommendations that can be done is to provide regulations that support the development and empowerment of UKM and competitive cooperatives and professional through affirmative policies to support capacity building of UKM and cooperatives in competition at the global level.

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Community Empowerment In Implementation of Village Iklim Program in Bantan District Regency of Bengkalis

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Abstract:

Global warming triggers climate change that gives a significant influence on human life on earth, including in Bantan Sub District Bengkalis regency. Climate change has led to changes in rain patterns, rising sea levels, the occurrence of storms and high waves, as well as other adverse effects that threaten people's lives.
Climate change can increase the risk of climate-related disasters such as: a)Drought, floods and landslides, b)Harvest failure, c)Sea level rise, rob, sea water intrusion, abrasion, ablation or erosion due to wind, high waves, d) Outbreaks of malaria and dengue fever.
The purpose of this study is to determine the empowerment of communities in the implementation of Village Iklim Program in Bantan District Bengkalis Regency. The research approach used is qualitative approach. The results of the Community Empowerment Study in the Implementation of Climate Village Program in Bantan District of Bengkalis District is to encourage the community to increase adaptation capacity to the impact of climate change and the reduction of greenhouse gas emission and a series of activities undertaken in order to reduce the level of greenhouse gas emission as an effort to overcome the impact Climate change through human development, business development, community development and institutional development in the form of climate change adaptation and mitigation activities which include: control of drought, flood, and landslide; Increasing food security; Handling or anticipating sea level rise, rob, sea water intrusion, abrasion, abrasion, and high waves; Control of climate-related diseases; Waste management and solid waste; Processing and utilization of wastewater; Use of new, renewable energy and energy conservation, agricultural cultivation; Increased vegetation cover; And prevention and control of forest and land fires.

INTRODUCTION

Global warming triggers climate change that gives a significant influence on human life on earth, including in Bantan District Bengkalis District. Climate change has led to changes in rain patterns, rising sea levels, the occurrence of storms and high waves, as well as other adverse effects that threaten people's lives.

Climate change can increase the risk of climate-related disasters such as:

a. Drought, floods and landslides
b. Harvest failure
c. Sea level rise, rob, sea water intrusion, abrasion, ablation or erosion due to wind, high waves
d. Outbreaks of malaria and dengue fever.

In the face of climate change, all parties including the community need to take adaptation measures to adapt to the impacts and mitigation to reduce Greenhouse Gas (GHG) emissions. With adaptation efforts to climate change, community resilience is expected to increase so that possible risks can be minimized. In addition to reducing greenhouse gas emissions, mitigation measures undertaken to reduce the cost of adaptation, because the amount of greenhouse gas concentrations that are driving climate change, impacts of climate change will trigger a bigger, so it will have an impact on the cost of the implementation of adaptation measures.

With adaptation efforts to climate change, community resilience is expected to increase so that possible risks can be minimized, among others by preparing climate-resilient infrastructure, strengthening economic capacity, social capacity, educational level, and applying climate change adaptation technology. According to local conditions. In addition to adaptation efforts, communities should continue to be encouraged to undertake mitigation actions that will contribute to global GHG emission reduction.

Climate change adaptation and mitigation efforts can be integrated with environmental management activities that have been implemented at the local level by taking into account climate risk factors and possible climate change impacts. All efforts undertaken by the community need to be inventoried and recorded well in order to measure their contribution to the achievement of GHG emission reduction targets and to increase national adaptation capacity.

Local action data on adaptation and mitigation of climate change can be implemented through a bottom-up approach, by encouraging various parties to collect information on activities already implemented by the community and can provide tangible benefits to climate change mitigation efforts. The data collection and measurement of these benefits are limited to a certain extent using the term "Village Klim".

The Climate Village (ProKlim) Program is a nationwide scheme developed by the Ministry of Environment (KLH) to encourage the active participation of communities and all stakeholders in implementing local actions to improve resilience to climate change impacts and reducing GHG emissions. Through the implementation of ProKlim, the Government rewards communities in certain locations that have been implementing climate change adaptation and mitigation efforts in a sustainable way. The implementation of Proklim refers to the Regulation of the Minister of Environment Number 19 Year 2012 on Village Kamp Klim. ProKlim can be developed and

implemented at the minimum level region Hamlet / Hamlet / RW and a maximum level of the Village / Village or the equivalent.

The Climate Village Program is implemented with the aim of increasing understanding of climate change and its impacts so that all parties are encouraged to implement concrete actions that can strengthen people's resilience to climate change and contribute to GHG emission reduction efforts.

The Special Purpose of Village Klim Program is:

a. Identify climate change adaptation and mitigation activities and their development potential at the local level.
b. Provide acknowledgment to local actions that communities have taken to support climate change adaptation and mitigation efforts.
c. Encourage the dissemination of climate change adaptation and mitigation activities that have been successfully implemented in certain locations to be applicable in other areas according to the conditions of the region and the needs of the local community

Benefits of Village Village Program include:

a. Increased community resilience in the face of climate variability and the impacts of climate change;
b. Measuring the potential and contribution of a site's GHG emission reduction to the achievement of national GHG emission reduction targets
c. The availability of data on climate change adaptation and mitigation activities and their potential for development at the local level that can be input in formulating policies, strategies and programs related to climate change;
d. Awareness of awareness and low-carbon lifestyle;
e. The increasing ability of local communities to adopt low-carbon technologies.

Climate change adaptation and mitigation measures at ProKlim sites can be:

a. Control of drought, flood, and landslide;
b. Increasing food security;
c. Control of climate-related diseases;
d. Handling or anticipating sea level rise, rob, sea water intrusion, abrasion, ablation or erosion due to wind, high waves.
e. Waste management, solid and liquid waste;
f. Processing and utilization of wastewater;
g. Use of new renewable energy, conservation and energy saving;
h. Agricultural cultivation;
i. Increased vegetation cover; and
j. Prevention and control of forest and land fires.

Bengkalis Regency Government through the Environment Agency (BLH) is committed to implement climate Village program in Bantan, Bukit Batu, Mandau and Pinggir Subdistricts. In Bengkalis Regency in 2016 there are 7 groups proposed to join the climate Village program, 5 groups meet the requirements and have been verified by the team from BLH Riau Province and KLHK as well:

1. Village Group Papal Bantan District,
2. Village Group Mentayan Bantan District,
3. KWT Resam Village Bantan District,
4. Village Sei Pakning Bukit Batu District, and
5. Bina Karya Tani Sebanga Mandau District.

Every year KLHK gives appreciation to community groups who have successfully implemented adaptation and mitigation efforts of climate change in the region of appreciation. Like Desa Mentayan and Desa Papal, in the last year get a certificate award, and hope in 2017 can get a trophy.

1. LITERATURE REVIEW

Some views on community empowerment, among others, are as follows: (Ife, 1996: 59)

1. Structural, empowerment is liberation effort, fundamental structural transformation, and structural elimination or oppressive system.
2. Pluralist, empowerment as an effort to improve the power of someone or a group of people to be able to compete with other groups in a certain 'rule of the game'.
3. Elitists, empowerment as an effort to influence the elite, form alignment with the elites, and seek to make changes to elitist practices and structures.
4. Post-Structuralist, empowerment is an effort to change the discourse and appreciate subjectivity in the understanding of social reality

The essence of the conceptualization of empowerment centers on humanity and humanity, in other words human and humanity as normative, structural, and substantial benchmarks. Thus the concept of empowerment as an effort to build the existence of personal, family, community, nation, government, state, and world order within the framework of the process of humanitarian actualization of a fair and civilized.

Community empowerment is a concept of economic development that encapsulates social values. This concept reflects a new paradigm of development, which is "people centred, participatory, empowering, and sustainable" (Chambers, 1995). This concept is broader than merely fulfilling basic needs or providing mechanisms to prevent further safety net, whose thinking has recently been developed as an attempt to find alternatives to past growth concepts. This concept evolved from the efforts of many experts and practitioners to find what among others by Friedman (1992) is called asalternative development, which calls for 'inclusive democracy, appropriate economic growth, gender equality and intergenerational equation' (Ginanjar K., "Social Development and Empowerment: Theory, Wisdom, and Application ", 1997: 55).

Community empowerment, especially in rural areas, is not enough to increase productivity, provide equal business opportunity or provide capital only, but also to change socio-economic structure of society, support the development of community potency through increasing role, productivity or efficiency and improve four access that is :

1. Access to resources;
2. Access to technology;
3. Access to the market;
4. Access to financing sources

Mardikanto (2015: 113) formulates four main efforts in every community empowerment that is human Development, business development, environment building and institutional development.

a. Human development is the first and foremost effort that must be considered in every effort of community empowerment. This is based on the understanding that the purpose of development is to improve the quality of life or human welfare.

b. Business development is related to the improvement of technical knowledge, primarily to improve productivity, quality improvement and added value.
c. Build Environment in the framework of the number of environmental damage that negatively impacts as the largest forest destroyer, environmental pollution from industrial / agricultural / household waste, and the destruction of land from mining activities. Facing the effort to empower the community towards environmental awareness (natural resources and other environment) it is time to get serious attention.
d. Institutional development is not enough with the establishment of the necessary institutions, but much more important than their formation, is how far the institutions that have been established have functioned effectively.

In the meantime, the principles of applying the participatory community empowerment techniques to be undertaken are as follows:

a. Society is seen as a subject, not an object.
b. Community empowerment cadres are trying to position themselves as "insiders", not "outsiders".
c. In determining the standard parameters, it is better to approach true than to be completely wrong.
d. Communities that create maps, models, diagrams, sorting, scoring or grades, reviewing or analyzing, providing examples, identifying problems, selecting priorities, presenting results, reviewing and planning action studies.

2. RESEARCH METHODS

Approach / method of this research using approach / method qualitative with technique of collecting data by way of interview and observation in field. The location of this research is in Bantan District Bengkalis District. The consideration in selecting the location of this research is Mentayan Village located in District of Bantan who got award certificate from KLHK. And in 2017 it plans to get trhopy. This encourages researchers to disseminate climate Village program activities that have been successfully implemented to be applicable in other areas according to local conditions and needs of local communities. The informants in this research are Head of Environmental Agency of Bengkalis Regency, Camat Bantan, Mentayan Village Chief, Coastal Conservation Community Group (KMKPLP) and Local Community Groups that have been recognized.

3. RESULTS AND DISCUSSION OF COMMUNITY EMPOWERMENT IN THE IMPLEMENTATION OF CLIMATE VILLAGE PROGRAM IN BANTAN DISTRICT OF BENGKALIS REGENCY

1. Human Development

Bengkalis District Government through the Environment Agency (BLH) is committed to implement climate Village program in Bantan District. To increase education to related parties, BLH provides socialization on increasing community participation in environmental control.

Head of Environment Agency of Bengkalis Regency, H Arman AA through Activity Technical Activity Officer, Hj. Nurhasanah said "if the socialization as a follow-up efforts of government in increasing knowledge and understanding of society in controlling and destruction of environment. Where the utilization of natural resources is a contribution from

various sectors that can be relied upon to increase economic growth and sources of foreign exchange for regional development.

Through this program of Village Village, BLH highly appreciates the participating groups in 2016. Of the 8 groups filing the file to Bengkalis, 7 of them passed verification in the Province.

Nurhasanah explained, "Through CSR activities the company also needs to be created a group of guidance that will become a pioneer and can be included in this government program. So also in the community groups and gapoktan in their respective regions. How is the company's role in society towards this environmental awareness, here we give special education. For example the company does not just give seeds, but tells how to care, usefulness and dig care of the community to the surrounding environment.

1) Board
   The board must function according to its main duties and functions and play an active role in implementing the program or group activities. Activeness can be seen from the presence of the board in most activities.
2) Organizational structure
   Organizational structure is an arrangement and the relationship between each part and the existing position in an organization in carrying out operational activities to achieve goals. The organizational structure clearly describes the separation of work activities from one to another and how activities and functions are limited. In a good organizational structure must explain the relationship of authority who is responsible / report to whom.
3) Plan / work program
   The work program can be defined as an activity plan of a focused, integrated and systematic organization created for the time span defined by an organization. This work program will be a grip for the organization in running the routine / activity of the organization. Work program is also used as a means to realize the ideals of the organization.
4) Rules
   The rules of the organization are either written or unwritten (eg AD / ART, custom rules, group rules, etc.) executed / obeyed.
5) Cadre system
   The definition of cadre is the process of preparing candidates for an organization's leaders to continue the next term of governance. The purpose of regeneration is to prepare candidate leaders for the sustainability of the organization, so that if there is a change of leaders can run smoothly because it was prepared.

a. Social dynamics, including among others:

1) The level of community self-sufficiency
   Climate change adaptation and mitigation activities are implemented with the support of community resources and resources. The level of community self-sufficiency can be seen, among others, from the amount of community funding sources compared with external / external support.
2) Funding system
   Independent funding systems are developed to support activities that can improve adaptive and climate change mitigation capacity or environmental programs in general; For example from a joint venture or member / citizen dues.
3) Gender participation

Gender is defined as differences in the nature, roles, functions and status of men and women rather than based on biological differences, but on the basis of socio-cultural relations influenced by wider society structures. Gender participation by group (father, mother, teenager, children) will enrich and strengthen the implementation of Proclim's adaptation and mitigation activities at the local level

b. Capacity of society, covering among others:

1. Dissemination of adaptation and mitigation activities to other parties
   The experience gained in developing and implementing local action adaptation and mitigating climate change can be an example for the development of ProKlim in other locations. Dissemination efforts can be done through various forms of activities such as visits from other groups or villages, community representatives are invited to become speakers in socialization activities organized by the government and certain organizations. Efforts that have been made need to be well documented.
2. Local leaders or leaders
   The presence of leaders or leaders in the local area who become role models and trusted people can encourage the development and implementation of ProKlim. Local leaders or leaders can be played by, for example, group leaders, village officials, and religious leaders.
3. The diversity of technology
   The diversity of appropriate and low-emission technologies to support climate change adaptation and mitigation efforts greatly supports the implementation of ProKlim. For example, in one ProKlim location biogas technology can be applied, microhydro, energy-efficient furnace, biopori and irrigation technology. The usage of technology depends on local conditions and community needs.
4. Local power
   The availability of skilled local workers in building and operating climate change adaptation and mitigation tools or technologies will be highly beneficial in the development of ProKlim. In line with the increasing diversity of adaptation and mitigation activities, personnel with special competencies are expected to increase so that dependence on outside experts can be reduced.
5. People's ability to build networks
   Have a real network and cooperation in climate change adaptation and mitigation activities with governments and other organizations.

2. Business Development

Description of activities that can be implemented by the community within the framework of the Climate Village Program according to the Chairman of the Coastal Conservation Society Group Concerned Coastal Environment (KMKPLP) are as follows:

1. Climate Change Adaptation Activities
   Efforts to adapt to the effects of climate change could be implemented through activities including:
   a. Control of drought, floods, and landslides
      1) Rainwater harvesting
      2) Water impregnation
      3) Water consumption savings
      4) Adaptive design
      5) Terraces

6) Planting vegetation

b. Increased food security
1) Cropping system
2) Irrigation / drainage system
3) Integrated farming (integrated farming / mix farming).
4) Diversification of food crops.
5) System and technology of land management and fertilization.
6) Utilization of yard land

c. Handling or anticipating sea level rise, rob, sea water intrusion, abrasion, ablation or erosion due to wind, high waves.
1) Natural protective structures
2) Artificial protection structures
3) The structure of building construction
4) Relocation
5) Provision of clean water
6) Integrated coastal management system
7) Alternative livelihood

d. Climate-related disease control
1) Vector control
2) Early alert system
3) Sanitation and clean water
4) Clean and healthy life behavior (PHBS)

2. Climate Change Mitigation Activities
Mitigation measures to reduce GHG emissions can be implemented through the following activities:

A. Waste and solid waste management, in the form of:
1) Landscaping and Collection
2) Processing
3) Utilization
4) Application of zero-waste concept

B. Processing and utilization of liquid waste, including:
1) Domestic
Community efforts to treat domestic wastewater at communal levels equipped with a methane gas catcher installation, for example a septic tank equipped with a methane catcher installation, and utilizing methane gas as a new energy source;
2) Household industry
Efforts to treat wastewater that is equipped with methane gas catcher installation and utilization of methane gas as a new energy source, such as anaerobic wastewater treatment plant (IPAL) equipped with methane gas catcher.

C. The use of new energy, renewable and energy conservation, in the form:
1) Low technology greenhouse gas emissions
Implementation of low-emission greenhouse gas technologies, such as the use of energy-efficient stoves, rice husk stoves, non-food grain stoves, biogas lamps, and waste briquettes;
2) Renewable energy
Renewable energy is a source of energy produced from energy sources that are naturally endless and sustainable if managed well, among others: geothermal, biofuel, river water flow, solar heat, wind, biomass, biogas, Ocean waves and ocean depth temperatures
3) Energy efficiency
Energy efficiency is defined as all the methods, techniques, and principles that enable it to produce more energy efficient use and help decrease global energy demand thereby reducing GHG emissions. Efforts that can be done for example by applying electrical-saving behavior, using energy-saving lamps

(non-incandescent), and maximize natural lighting.

D. Management of agricultural cultivation

1) Reduction of fertilizer and modification of irrigation system
   Community efforts to reduce greenhouse gas emissions resulting from the use of chemical fertilizers and pesticides, such as using organic fertilizer, biomass processing into fertilizer, and intermittent irrigation models;
2) Postharvest activities
   Community efforts to reduce greenhouse gas emissions from post-harvest activities in the agricultural sector, for example by not burning straw in rice fields and avoiding the process of decomposition of straw as a result of flooding rice fields.

E. Increased vegetation cover

1) Reforestation
   Reforestation is an activity to restore, maintain and improve the condition of the land in order to produce and function optimally, either as water regulator or environmental protection.
2) agroforestry practices
   Agroforestry is a land use system (farming) that combines trees with agricultural crops to increase profits, both economically and environmentally. In this system, the creation of plant diversity in an area of land will reduce the risk of failure and protect the soil from erosion and reduce the need for fertilizers or nutrients from outside the garden due to the recycling of crop residues

F. Prevention and control of forest and land fires

1) Forest and land fire control systems
   Forest fire control is an activity to protect the forest from wild fires and the use of fire to achieve the goal in forest management, by doing prevention, extinguishing, and post-fire handling.
2) Peatland management
   Community efforts to manage peatlands sustainably by clearing land without burning and managing peatland water management. Forest fires and peatlands can increase the amount of GHG emissions that need to be controlled.

G. Development of activities

1) Consistent implementation of activities
   Adaptation / mitigation activities need to be done consistently, continuously, and have become the lifestyle of the community. Activities that have been continuous for more than 2 years, is one indicator of the consistency of program implementation.
2) The addition of activities
   The number, type, and extent of climate change adaptation and mitigation activities is expected to increase in order to strengthen adaptive capacity and reduce GHG emissions.

H. Benefits by implementing various climate change adaptation and mitigation activities include:

1) Economic benefits
   Communities can benefit economically from climate change adaptation and mitigation activities, such as the use of biogas to reduce fuel spending, additional income processing mangrove to syrup and from waste recycling activities.
2) Environmental benefits
   People can experience the benefits of improving the environmental

quality of climate change adaptation and mitigation activities, for example emerging new water sources, increased soil fertility, and increased density of cover crops.

3) Reduction of the impact of extreme climatic events

Reduced incidence of floods, landslides, droughts, and other climate-related disasters.

3. Build Environment

Mentayan Village is listed as one of the villages in Riau which won the 2016 Climate Program (Prokliim) award in Riau. One of the activities assessed and bringing the village of Mentayan to the proclaim prize is the community self-help in overcoming abrasion coordinated by the Coastal Conservation Society Group Concerning Coastal Environment (KMKPLP).

> "Certainly happy, but honestly we did not know what kind of assessment system, because our goal is not to win awards, but to save the village let me not drown. Judged not to be judged yes we keep working, awareness to save Mentayan Village from abrasive malignancy does not appear just like that, but through a long process. Although people know that mangrove plants can prevent abrasion, but, not much is moved to do the planting, "Chairman of KMKPLP.

4. Institutional Development

Societal aspects and institutional support necessary to support the implementation of climate change adaptation and mitigation activities at a site include the following:

A. Policy support, including among others:
   1) Local wisdom and group policy
   2) Village policy
   3) Kecamatan / kabupaten / kota policy
B. Government involvement
   1) Local government
   2) Central government
C. Business involvement, NGOs and universities
   1) Business support
   2) Support from NGOs
   3) Support from college

For this Mentayan Village, who gave birth to KMKPLP is Adi Sutrisno, who works in PR now. Although not an environmental scholar, but he is the most diligent invite to go directly to planting mangroves or mangroves. Due to minimal experience, mangrove seedlings are planted many are killed. For mangrove seedlings, obtained from the aid of donors raised by Adi Sutrisno. "Although many are dead, we are still excited," Chairman of KMKPLP.

Chairman of KMKPLP said in 2012, in line with the funding support from the Office of Marine and Fisheries, established KMKPLP. The group houses several small groups of 20 people. "With the attention of Bengkalis regency, we are more excited and Alhamudillah now we continue to exist".

5. CONCLUSIONS

The conclusions in the Community Empowerment Study in the Implementation of Village Kampan Climate Program in Kecamatan Bantan Bengkalis District is to encourage the community to increase adaptation capacity to the impact of climate change and the reduction of greenhouse gas emissions and a series of activities undertaken in order to reduce the level of greenhouse gas emissions as a form of

effort Mitigation of climate change impacts through human cultivation, business development, community development and institutional development in the form of climate change adaptation and mitigation activities including: controlling drought, flood, and landslide; Increasing food security; Handling or anticipating sea level rise, rob, sea water intrusion, abrasion, abrasion, and high waves; Control of climate-related diseases; Waste management and solid waste; Processing and utilization of wastewater; Use of new, renewable energy and energy conservation, agricultural cultivation; Increased vegetation cover; And prevention and control of forest and land fires.

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Relationship Interaction Quality with Physical Environment Quality and Outcome Quality in Improving Public Service Based Brady and Cronin Model

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Abstract:

In traditional perspective, produktivity and provitability more important than quality service. Service quality not interest because there disorientation between service provider and service receiver. Open Governance perspective have orientation that give priority to society. If measured from this orientation of open governance, bad or good of service has seen from societr perspektive. Therefore, Brady and Cronin model is one model that can measure of interaction quality between bureaucracy and society that need of service. How quality of interaction can be accured? Then, locus of research was Local Public Hospital in Padang Panjang City as a public institution in public service that aims to test Brady and Cronin Model. Qualitative methode was used to achieve these aims, with number of sample was 397 from 61520 total of population. Sample has been taken by simple random sampling. Data were collected by using a valid and reliable questionnare. This research has found that Brady and Cronin Model is a correct model. This has been proven by having connection interaction quality with physical emvironment quality, interaction quality with outcome quality and physical environment quality with outcome quality.

A. INTRODUCTION

Public service in traditional perspektive more important productivity and provitability, so quality of service is ignored. That perspective develops in some develop contries. This condition can causes disorientation between provider and receiver service and disorientation can cause incompatibility between what the receiver expectation with what the provider mus fulfill. Open governance is a perspective with priority orientation of transparency, participations and collaboration. Principle of tranparency is freedom to get information. Principle of participation is include society to input and feedback in information. Principle of

collaboration is society have active role in governance affair (CRB,2012).

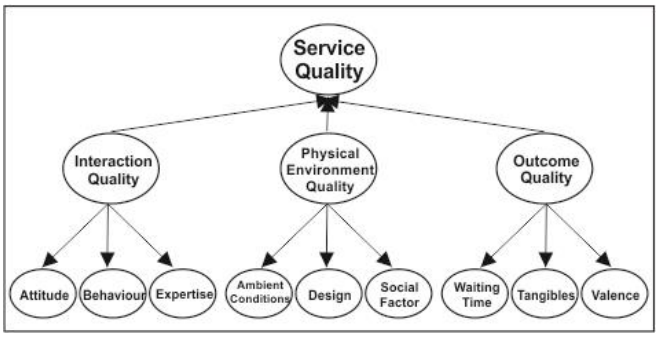
Service quality is all condition about service was given to society and emphasize to expectation and reality sustainable. to know perspectibe of society on service quality, so should be measured. But, there is no general agreement to determine the dimension used in measurement. Besides, there is also no attempt to consider that different concept have interrelatedness.

Concept of quality measurement that often used is dimention concept of Parasuraman, Zeithalm dan Berry that know as Service Quality (SERQUAL). But the quality meansurement of Parasumaran et al is already quite commonly used in previous research. Then, there are some weaknees in Parasuraman et al's concept. The SERQUAL assessed only as a term to improve some aspect of service quality. In their theoritikal, service quality is regarded as a latent variable and there must be a specification that explains what should be reliable, responsive, empathic, assurance and tangible. Therefore. Service quality model that forward of Brady and Cronin in 2001, in this research considered as a new and integrated concept.

B. LITERATURE REVIEW

Brady and Cronin integrated four models. First, model by Gronroos in 1984 that called as The Nordic Model. This model emphasizes service quality on Technical quality and fungtional quality. Second, model by Parasuraman, Zeithalm and Berry in 1988 that called as The SERVQUAL model that describe characteristic of service. Third, model by rust and oliver in 1994, that emphasize service quality on service product, service delivery and service environment. Fourth, model by Dabholkar, Thorpe and Rents in 1996 that called The Multilevel Model. This model suggest that there hierarchy in service quality. First hierarchy is overall customers perseption in service quality, and second hierarchy is principle dimension and the last subdimensions (Brady and Cronin, 2001).

Fig. 1 Service Quality of Brady and Cronin Model



First variable is interaction quality. Based on the research of Brady and Cronin, interaction quality is model in service quality relate attitude, behaviour and expertise to give satisfaction service. Intangible is characteristic of service. Interpersonal in service have big influence for service quality perception. Interaction is the key in service delivery because interaction is a direct between provider and receiver of service (Brady and Cronin,2001). There is three sub variables of interaction quality, (1) namely attitude is hospitality, willingness to help customers and show that they understand customer need. (2) Behaviour is act of employee that accorded with customer need, respond quickly to customers need, and understand what the customer need. (3) expertise, they know their job and able to answer quickly the question of customers.

Second variable is physical environment quality. Based on Brady and Cronin Research (2001), physical environment

quality is defined as provision of services with physical reality conditions. Physical environment quality become important in service. Service as intangible, requires customers to be able to attend and feel the service directly. There are three sub-variables of the quality of the physical environment. First, ambient conditions are conditions related to things that non-visual, such as temperature, odor and music. Second, design is conditions that refer to the layout or architecture of buildings that can be seen physically to meet the needs of both functional and aesthetic. Third, social factors that is related to the number and types of customers in service settings including customer behavior.

According Brady and Cronin (2001) outcome quality is the provision of services by providing services based on the right results. Brady and Cronin also stated that the technical quality of service quality has a significant effect on customer perceptions. Technical results are also a determinant in rate service quality. The essence of the outcome quality is the result obtained by the customer when the production process has been completed. There are three sub-variables of result quality. First, the waiting time is the customer's perception of the length of time waiting in service delivery. Second, tangible, is the existence of concrete evidence required by customers to assess performance. Tangibles reflects the physical facilities related to service. Third, valence, a belief in good or bad service that reflects the extent to object is considered pleasant or unpleasant includes attributes that affect customer perceptions about the good or bad of a service, regardless of the evaluation of other aspects of the experience.

C. RESEARCH METHODS

This research used quantitative method. The Locus of this research is Regional General Hospital of Padang Panjang City which is located at Jalan Tabek Gadang, Ganting, Padang Panjang East Subdistrict, Padang Panjang City. The population in this research is all patients who get health services at Regional General Hospital of Padang Panjang City in 2016, which is 61,520 patients. The sample of research as many as 397 respondents and sample taken by using simple random sampling technique. Data collection using a valid and reliable questionnaire. Data analysis technique used is Chi square.

D. RESULT

There is average of service quality variable based on Brady and Cronin model in General Hospital of Padang Panjang City:

Table 1.
Average of service quality in General Hospital of Padang Panjang City

Item	Mean
Attitude	4.11
Behaviour	4.06
expertise	3.97
Interaction Quality	4,05
Ambient conditions	4.07
Design	4.03
Social Factor	3.87
Physical Environment Quality	3,99
Waiting time	3.60
Tangibles	4.08
Valency	4.02
Outcome Quality	3,90
TOTAL	3,98

Based on table, it could see that average quality of interaction in RSUD Kota Padang Panjang with a scale of 1 to 5 is 4.05 with the category slightly above the

minimum standard. This means that the interaction in service is sufficient to meet the requirements.

This research found that there is an internal relationship of interaction quality. For more details can be seen as follows:

Table 2.
Internal relationship of interaction quality

Item	Value	Sig
Attitude with behaviour	1.485E2	.000
Attitude with expertise	36.719	.000
Behaviour with expertise	37.330	.000

Based on the table, it can be stated that attitude relationship with behavior, attitude with expertise, and behavior with expertise can be trusted 100%. The error to state that the relationship is 0%.

In addition to the relationship with variable interaction quality and outcome quality, the physical environment quality also has an internal relationship described by the following table:

Table 3.
Internal relationship of physical environment quality

Item	Value	Sig
Ambient Conditions dengan Design	1.458E2	.000
Ambient Conditions dengan social factor	36.558	.000
Design with social factor	25.245	.000

Table above explain that there is relationship of ambient conditions with design, ambient conditions with social factor and design with social factors. The relationship can be trusted 100%, because error to state that there is relationship between sub variable is 0%.

The outcome quality also has an internal relationship, which is described in the following table:

Table 4.
Internal relationship of outcome quality

Item	Value	Asymp. Sig. (2-sided)
Waiting time with tangibles	21.400	.000
Waiting time with valence	32.214	.000
Tangible with valence	1.145E2	.000

Based on the table, there is a relationship of waiting time with tangibles, waiting time with valence and tangible with valence having 100% confidence value. The results of this research found that there were; (1) the relationship between interaction quality with physical environment quality; (2) the relationship between interaction quality and outcome quality; (3) the relationship of the physical environment quality to outcome quality. The relationship is explained by the following table:

Table 5.
The p-value and significant

No	Item	Value	Sig
1	IQ → PEQ	49.138	.000
2	IQ→ OQ	87.465	.000
3	PEQ → OQ	1.252E2	.000

On the table, we could see that the significance of the test value of interaction quality relationship with the physical environment quality, the interaction quality with the outcome quality, and the physical environment quality with the outcome quality has a value of 0.000. The significance of test

values was found using chi square analysis. P value <0.05 indicates that there is a correlation between the interaction quality and the physical environment quality that can be trusted 100%. It is also for the relationship of interaction quality with the outcome quality and the relationship of physical environment quality with the outcome quality. The relationship is described as follows:

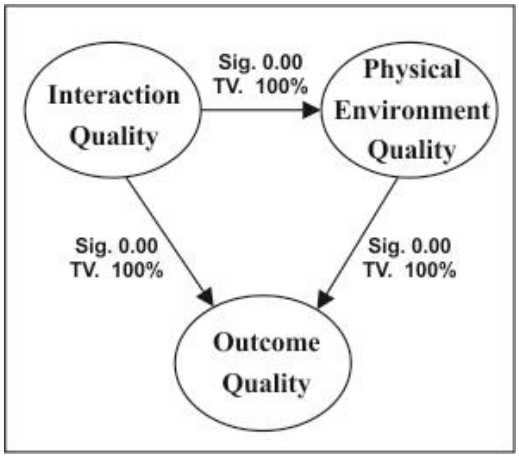


Fig. 2 Relationship all variables of service quality in Brady and Cronin model

E. ANALYSIS

Based on the research, we could stated that between the interaction quality and the physical environment quality, the interaction quality with the outcome quality and the physical environment quality with the outcome quality there is a significant relationship with 100% confidence value. In addition, the internal relationships of the interaction quality, the physical environment quality and the outcome quality are also relation with 100% trust value. In other words, that nine sub variables have an influence on their respective qualities.

Interaction is specialo characteristicof service. The service will occur if there is an interaction between the provider and receiver of service (Svensson 2004). Therefore, the interaction that occurs is influenced by the ability of employees in attitude, behavior like help and the ability to grow trust to him (Dabholkar 1996). Gronroos (1993) also states that in service context , expressive performance is concerned with the interaction between providers and receiver of service. While expressive performance associated with psychology in a performance. One form of interaction that occurs between employees with the society is through communication. Good communication is when the service provider understands and can adapt to the needs of the recipient Then can listen to complaints and provide advice appropriate to his needs (Parasuraman, et al in Tjiptono 2011).

In the service, the physical environment will affect the customer's perception of the given quality. Like the interaction quality, the physical environment quality also affects the customer's perception of the overall service quality. Physical and environmental conditions of good service during service will support positive thinking from customers to service (Gronroos, Garvin in Tjiptono and Chandra 2016). The physical layout of the accessible facility is also a factor that affects the assessment of a service quality Dabholkar (1996, 6). It is also stated by Garvin in Tjiptono and Chandra (2016, 134) that makes the physical environment one of the dimensions in measuring service quality. Garvin calls it a feature that is a secondary characteristic or complement. While Bitner (1992) states that the environment or what he called as servicescape is the setting and facilities

needed in providing services to customers have an influence on the beliefs, attitudes and performance of employees. It is also supported by Canny (2013) which states that the physical environment is believed to be a help to provide experience to customers and positively influence customer satisfaction. Therefore, Brady and Cronin (2001) stated that the quality of the physical environment can be seen from ambient conditions, design and social factors.

The outcome quality is a variable that is also very important in the service. The outcome quality affects the customer's perception of the quality of service provided. This is because the quality of the results obtained when the service is received by the patient (Brady and Cronin, 2001: 40). This is similar to what is stated by Gronroos (2000) which states that one quality model is technical quality related to the quality of the perceived output by the customer. Brady and Cronin (2001,42) in his research also found that waiting time not only affected the quality of results but also the perceptions of employee performance. This can happen in a short period of time through negative things. Therefore for waiting time and interaction quality should be checked. The strong outcome quality affects the service quality also proposed by Kang and James (2004: 267) which states that the concept of image is considered in the process of perceiving the service.

F. CONCLUSION

Based on the result of research , it can be concluded that the quality of service in Regional General Hospital of Padang Panjang City is slightly above the minimum standard and there is a significant relationship with different intensity between the interaction quality with the physical environment quality, the interaction quality with the outcome quality, and the physical environment quality with the outcome quality. Therefore we state that the Brady and Cronin models are the correct models.

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Leadership Model of Handling Conflict in Central Sulawesi Province

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Keyword:
leadership model, handling conflict.

Abstract:

The purpose of this study is to analyze and find out the model of leadership style that is applied by the Government in the responding policy of handling conflict in Central Sulawesi province. On the one hand, the principal in the exercise of leadership is the ability to apply situational leadership styles. Then, leadership style reflected his ability to create (competitive, collaborative, compromising, accomondating). On the other hand, often conflict old grudges; There was a suspect due to provocation and some assume because the unemployment rate is high. To be able to resolve conflicts in accordance of LAW number 7 in 2012 about the handling of social conflict, it is very precise, because it has the aim to create a safe community life, serene, peaceful and prosperous, maintain a harmonious condition in relation to social development, as well as improving tolerance tolerance in the life of society and State.On the other hand, often conflict old grudges; There was a suspect due to provocation and some assume because the unemployment rate is high. To be able to resolve conflicts in accordance of LAW number 7 in 2012 about the handling of social conflict, it is very precise, because it has the aim to create a safe community life, serene, peaceful and prosperous, maintain a harmonious condition in relation to social development, as well as improving tolerance in the life of society and State.The leader can give an opportunity to all members of the group to state his opinion about critical conditions, which, according to the perception of each must be filled with the utilization of a wide range of resources and funds available. This research uses descriptive qualitative approach method by doing interviews on informants who are considered better understand issues that are examined. Data analysis using model Mills & Huberman. The results of this research show that the model of leadership in responding to the Government's policy is applied to the handling of conflict in Central Sulawesi Province was more dominant collaborative leadership style with stakeholders (Government, private and public).

INTRODUCTION

Accordance of LAW number 7 in 2012 about the handling of social conflict, it is very precise, because it has the aim to create a safe community life, serene, peaceful and prosperous, maintain a harmonious condition in relation to social development, as well as improving tolerance in the life of society and State. The responsiveness of Government against the policy about the handling of the conflict need attention (empaty) serious of the Government together with the community. The Government is carrying out the task in a structured and organized can be seen from the various agencies or the Department each headed by a leader. Leader as mediator is very expected in responding to handling conflict, as a leader in implementing leadership largely determined by the ability of moving the members in implementing policies relating to handling conflict areas of conflict can not be off guard, because the conflict suddenly happened caused a variety of problems that actually don't need to question, for example, personal problems, problems of the group as a trigger for the onset of the conflict. Central Sulawesi province is the meeting point of the varied elements of indigenous culture, ethnic, understand and beliefs and religious adherents, this diversity condition, very vulnerable to the emergence of social conflict society are sourced on the mental condition of the psychological community that is still vulnerable to a wide array of issues by the friction, clash and conflict (Conflict Mitigation work meetings, 8 August 2015).

Sigi is a Regency in Central Sulawesi province that is located directly adjacent to the capital of Central Sulawesi province, the city of Palu. When people engage conflict comes from the ethnic group and the same culture and have a close kinship ties sanagat. A variety of assumptions and speculations of a society causes the occurrence of conflicts. For example there are suspect because of the problems the old grudges; There was a suspect due to provocation and some assume because the unemployment rate is high.

Incident frequency rate of social conflict in the Regency Sigi who once was part of Donggala can be classified include most high. For example, in a report on one of the Private Television, more or less there are 20 times the incidence of social conflict occurred in Regency Sigi in 2012.

Based on early observations, the model of leadership of leaders in responding to the policy related to the conflict has not been fully implemented leadership style model Kenneth Thomas and Ralph Kilman, therefore researchers interested in conducting research by examining what leadership style model applied in responding to the Government's policy on the handling of conflict in Central Sulawesi Province

to examine this issue, researchers do observation, study of literature, interviews, using qualitative methods approach for describing various models of leadership style of Government in the handling of the conflict. The purpose of this research is to know the model of leadership style is applied to the Government in the handling of conflict in Central Sulawesi city of Palu.

THE STUDY OF THEORY

1. Conflict

Konflicts are a way of life in project enviroments and generally occur at any time or stage in a project life cycle. Kohlrieser (2007) quoted on IJRSP (Thaddeus Wafula Weehull, Stanley

*Kavale, 2017, Volume 7 Issu 3) argues that conflict manifest itself as difference between two or more persons or groups characterized by tension ,disagreement, emotion or polarization, where bonding is briken or lacking (*Conflict is a way of life in the environment of the project and generally occur at anytime or in the life cycle of the project. Kohlrieser argues that the conflict manifests itself as a difference between two or more people or groups characterized by tensions, disagreements, emotions or polarization, where their bonds underestimated or less).

Observing the Kohlrieser opinion, prove that the conflict always happen anytime and anywhere people might and do the interaction with one another. The interaction of differences often occur between two or more and is characterized by the attitude and behaviour.

2. The concept of leadership.

Based on the concept of leadership expressed by Gribbin (Daswati, 2014:7), there are several things that can be seen are (1) the existence of influence, there is a leader's ability to influence the group so that they are willing to voluntarily rather than through coercion to perform activities (2) in certain situations, a successful leadership cannot be separated with a person's ability in tailoring the leadership style leaders with the demands of the circumstances facing (3) leadership emphasized efforts to affect members in order that they voluntarily work together to achieve the goals of the group. Volunteering in this case can only be realized if the granting of the motivation of the leader touches their motives, (4) satisfaction, complete the type/style of leadership.

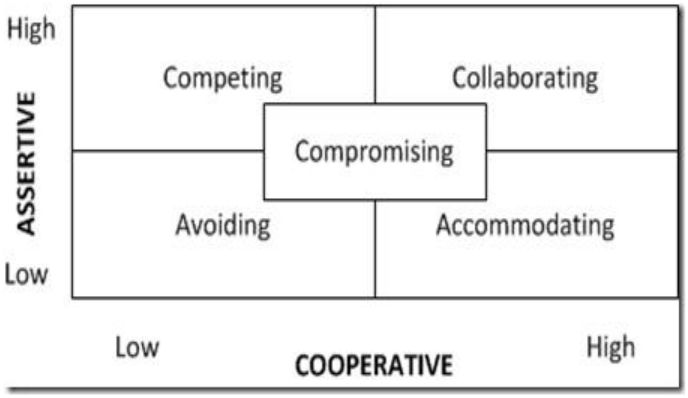
3. The concept of leadership

3.1. The Kontigensi Model of Fiedler (Judge, 2015:253)

The leadership Model of Fiedler (1967) referred to as contingency model because the model assumes that the contribution towards the effectiveness of the performance of the leader of the group depends on the manner or style of leadership (leadership style) and the suitability of the situation (the favourableness of the situation) that exposes itself. According to Fiedler, there are three main factors that affect the conformity of the situation and the third of these factors affect the subsequent effectiveness of leaders. The third factor is the relationship between leaders and subordinates (leader-member relations) mutual trust following the instructions pemeimpin, structure tasks (the task structure) which come with instructions and procedures and raw power of a position (position of power) from showing in the implementation authority tasks.

3.2. Leadership Model of Kenneth Thomas and Ralph Kilmann (2010:2)

The fifth model handling conflict fit research results Kenneth Thomas and Ralph Kilmann suggests that a leader usually has conflict resolution style favorite. But not every style of solving it works effectively in any situation. More clearly can be seen in the image below:



Sumber :Kenneth W.Thomas dan Ralph H. Kilman n: 2010:2

1. Compete (competitive), leaders who enjoy negotiations because they give you the chance to win something. Competitive negotiators have strong instincts for all aspects of the negotiations and often strategic. Because their style is often happy to dominate the process of bargaining, competitive negotiators often overlook the importance of good relations.
2. the Collaborator (collaborative), leaders who enjoy negotiations, which involve solving a difficult problem with creative ways. Collaborator of the clever use of negotiations to understand the concerns and interests of the other party. They can, however, create the problem by changing a simple situation becomes more complex
3. The compromise (compromixing), a leader who wants to close the deal by doing what is fair and equal for all parties involved in the negotiations. The compromise could be useful when there is limited time to complete the deal; However, the compromise often doesn't need to hurry in the process of negotiating and making concessions too quickly.
4. Acomodating (Akomodir), impressed budge, since this type of leader is more concerned with co-operation than concerned with its own interests. Leaders of this type are usually more sensitive to her feelings, more sensitive in reading body language and emotional, the signal from the other party. However the type of leaders like this will feel exploited by his opponent. The Manager is considered a wise because it prefers good relations than his own ego.
5. Avoiding. a leader who does not like to negotiate and do not do so unless justified. When negotiating, the leader of this type tend to delay and avoid confrontational aspect in negotiations; However, they can be regarded as a wise and diplomatic

The fifth model of leadership style, shows that there is no effective leadership model. Therefore researchers choose a model leadership of Kenneth Thomas and Ralph Kilmann (2010:2) citing ever do research about the conflict by applying a model of leadership style 70s. Kenneth Thomas and Ralph Kilmann (2010:2) identifies five main styles of how a leader face the conflict. Their research showed that a leader usually has conflict resolution style favorite. But not every style of solving it works effectively in any situation. The Thomas-Kilmann Conflict Model of Instrument (TKI) judging someone's behavior in conflict Situations-i.e. a situation in which two men severely screwing things doesn't seem to fit. Conflict situations, we can describe the person's behavior along two basic dimensions: (1) Assertiveness, the extent to which the individual seeks to satisfy his own kehawatirannya, and (2) a partnership, to the extent where individuals seek to satisfy other people's concerns. Two dimensions of this behavior can be used to define the five methods to deal with conflict that is

competitive, collaborative, compromising, avoiding, accomondating.

The leadership of someone who gets the trust responded to a policy of resolving conflicts is a very necessary skill today that his organization could successfully achieve the goal. Various styles of leaders committed to resolve conflict may vary, depending on the ability, knowledge and experience of their owned

EXPLANATION

Any form of organization and type is to set a number of humans (two or more) cooperating realize certain goals. For it any and all organization requires leadership includes activities that are specifically in the form of handling conflict. Leadership theories gives instructions five techniques that can be used by a leader in mediated conflicts, namely competition (competitive); collaboration (collaborative); compromise (compromising); accommodation (accommodating); equivocation (avoiding).

1) Competitive

The research results showed that the attitude of the leader firm and know what they want, so that it is capable of moving towards the achievement of goals through work meetings, such as the police, NGOs, academics, custom shops. Leadership style synonymous with autocratic style is that leaders more direct with a watchful eye. This style is very useful when used in an emergency, and when decisions must be made quickly, as well as civil defence emergency, such as a conflict-prone region in the area of conflict. Based on informant that conflict often occurs with sudden, there was a little friction inevitably burst caused due to old grudges. However, the weakness of this approach could give rise to a lot of dissatisfaction of community members as well as antipasti endearing if frequently used, especially when the situation is normal. Some say "the biggest Disadvantage of using styles is that relationships can be damaged and may be difficult to repair." If it is in use then the leader has a leadership orientation behavior on duty. The leader of this sort seems to say so to others, "If you don't agree with me, then you are against me." This style leaders wearing approach: "I win, you lose (we win you lose) https://kuncoroadionleadership. WordPress. com/2012/10/17. "

2. Collaborative

The results of the research, a leader in handling conflict categorized entwined good cooperation in creating harmony between the warring regions. Leaders who use the collaborative style usually try to meet the needs of everyone involved, including himself. The leader of collaborative type often see the conflict as a problem to look for possible solution but a workaround so that it will satisfy all the parties involved. The leader of this approach can be firm, but at the same time they are willing to work together effectively, and recognizes that each person is important. This style is very effective when there is a need to bring together a variety of viewpoints to get the best solution, when there is a conflict earlier in the group, or when a situation is too important to be "made" into simple. However, the weakness in this type is when a decision must be made quickly or if there is someone who does not want to cooperate in solving the problems that are going on. The leader of this style was not able to take decisions quickly, but they are able to cultivate respect, trust, and build a relationship with a subordinate. The type of

principled leaders like this: "I win, you win. (I win you win) "(https://kuncoroadionleadership. wordpress. com/2012/10/17).

3) Compromising

Research results, the leader always strives to find the best solutions in the handling of conflict in Central Sulawesi Province, so do work meetings involving stakeholders with the goal of finding the best soulusi. Leader in the style of Compromise are generally trying to find a solution that is at least partly satisfy everyone. The disadvantage of this approach is, if done continuously will cause the latent culture of discontent is high because everyone never really felt that the name "win. If not implemented what was decided will cause disappointment "approach is also potentially be" easy "to solve the conflict rather than aiming at a" difficult road "but creative in solving the conflict. Leader in the style of such an approach is to say: "I win some, you win some. (I win some and you win some)"(*https:// kuncoroadionleadership. wordpress. com/ 2012/ 10/17/gaya-pemimpin-menangani-konflik.)*

4) Accommodating

Research results, the leaders in General beriorentasi on cooperation in carrying out the tasks, having regard to the interests of the group, because this type of leader is more concerned with co-operation than concerned with its own interests. The leader is considered a wise because it prefers good relations than his own ego. This type of leader is indeed less firm, but very cooperative. He is very concern on keeping a good relationship. Approach to Accommodation being the right option when peace is worth more than winning. However, the downside of this approach is, it is not possible to give you the best results. This type of leader is willing to principled, "I lose, You win (I Lose you win) (https:// kuncoroadionleadership. wordpress. com/2012/10/17/gaya-pemimpin-menangani-konflik).

.

5) Avoiding

Research results, the leaders remain delegate tasks to subordinates, but keep doing an intensive coordination. This leadership style is more delegation, do not want to know what's going on in the area of conflict, all delivered on that authority, but the leaders in Central Sulawesi Province do not delegate in full but will remain koordinatif. The leader of this style was marked by the controversial decision to delegate his habit, put off the conversation is difficult until it no longer can be avoided, and not wanting to hurt anyone's feelings. This approach could be appropriate when victory is not likely to be achieved, when the controversy occurred only a trivial issue, or when someone else is in a better position to solve the problem. However, in many situations, this is the approach that is weak and ineffective to take. A leader with such an approach is principled, "I lose, You lose.*(Aku kalah kamu kalah)*"https:// kuncoroadionleadership. wordpress. com/2012/10/17/gaya-pemimpin-menangani-konflik).

CONCLUSION

Research result indicates that to the five models of leadership styles that are applied in responding to policy pananganan the conflict more emphasis on collaborative leadership style (collaborative) and compromise (compromising). It is evident the Government implement rakor by involving stakeholders to deliver the best

solution handling conflict. The leadership style of competition (competitive); accommodation (accommodating); equivocation (avoiding), were still on the category has not been implemented to its full potential.

ADVICE/ Suggestion

the leaders Should have the ability to apply leadership style model 5 alternates, meaning that use customized alternates situations and problems encountered.

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The Implementation Model of Deliberative Democracy Based Public Sphere in the Child Friendly Integrated Public Sphere (RPTRA) in North Jakarta

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Abstract:

Provincial Government of DKI Jakarta is making efforts to build public spheres to change the image of the city to a more humanized city by building a Child Friendly Integrated Public Sphere (RPTRA) as an effort to support Jakarta to be the City of Child Friendly. Although RPTRA is the result of a partnership between the government and the private sector, RPTRA development project remains a momentum to optimize and expand public spheres that are accessible and controlled directly by the public in DKI Jakarta. This research is aimed at mapping the implementation model of deliberative democracy based RPTRA. The location of this research is RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri which are located in North Jakarta Administration City. The research method used in this research is qualitative research by collecting information and data through direct observation, in-depth interview, and documentation, and also using literature study approach. The result of this research is the antithesis of RPTRA's current policy implementation practice which still has not made deliberative democracy as the basis of the whole implementation process of RPTRA development. Therefore, community involvement becomes an important input which should be taken seriously by the government from planning, development, management, to evaluation of RPTRA.

Keyword:
Deliberative Democracy, Public Sphere, RPTRA

Introduction

Jakarta is a city that has a very dense population. Population and capital continue to grow every year. The latest data informed that residents in DKI Jakarta are calculated more than ten million people in 2014. Population density problem has overwhelmingly affected many other social issues, including public welfare. This is a shared responsibility for governments, especially the Provincial Government of DKI Jakarta. In addition, the most immediate impact is the decrease of public space for people to live and socialize. Empirically, public space is getting decreased because the lands in Jakarta have been utilized for housing and business district development. Yet, communities need space that is used to gather, express and aspire. In this context, the Jakarta Provincial Government is currently making efforts to build the public sphere canals to

transform the city into a more community-friendly city.

The National Commission for Child Protection *(Komisi Nasional Perlindungan Anak)* stated that Jakarta is a city with the highest level of violence against children (www.tempo.com, 2015). This is clearly an irony for the life and future of the Indonesia capital city. Many cases relate to children are still being investigated, such as physical violence, child neglect, child exploitation, and even child rape. The Center of Integrated Women and Child Empowerment (P2TP2A) of DKI Jakarta has released the number of cases of violence against children which relatively increases per year.

Table 1. Number of Child Cases in DKI Jakarta Handled by P2TP2A

No	Year	Number of Child Cases
1	2011	251
2	2012	325
3	2013	468
4	2014	553
	Total	1597

Source: P2TP2A DKI Jakarta, 2015

It should be admitted that there are many factors causing the rise of cases of violence against children in Jakarta, which are economic, social and regulation problems. Therefore, as one of the provinces appointed as the pilot project of the child-friendly cities development led by the Ministry of Women and Children's Empowerment *(Kementrian Pemberdayaan Perempuan dan Anak)*, Jakarta needs to show strong commitment to actualize these ideas into concrete policy. RPTPA is expected to meet the 31 Indicators of child-friendly city development set by the Ministry of Women and Children's Empowerment. The commitment has already been firmly demonstrated by the Provincial Government of DKI Jakarta by developing a Child Friendly Public Sphere (RPTRA) in many places in the region. There have been, at least 185 RPTRA inaugurated by the Provincial Government of DKI Jakarta since March 2017.

Jakarta Provincial Government initiative has turned into an interesting momentum in the midst of the increasing complexity of social problems caused by the decrease of public space. There is a hope that the built space becomes a meeting point between for communities with diverse social backgrounds to learn from each other and organize various activities with the spirit of togetherness and empathy. To be noted that, if this activity managed as an ongoing basis to encourage learning process for the community to understand each other and sharing space among different communities, the understanding of the significance of *Bhinneka Tunggal Ika* which is now fading will be enhanced.

On the other hand, the development strategy of RPTRA is an open sphere located near the settlement, especially the poor. So that, RPTRA can be used as a community center for the community surrounds (www.news.detik.com, 2016). As a community center, RPTPA has several social functions which can accommodate the activity and aspiration of the community, such as sports, mother and child health activities, even as a means of political education. In addition, there are also a library, futsal playground, jogging track, and *amphi theater*. These facilities provided by the provincial government to support child and youth activities (www.fastnews.com, 2015). The functions of RPTRA, in accordance with the Provincial Governor Regulation No. 196 of 2015, Article 6 are conveyed as follows:

1. Public open park
2. Games and child development facility
3. Infrastructure and means of partnership between local government and community in fulfilling the rights of children
4. Part of the infrastructure and facilities of a Child Friendly City
5. Green open space and ground water absorption
6. Infrastructure and facilities of social activities for citizens, including the development of knowledge and skills of PKK cadres
7. An attempt to increase family income
8. Family information and consultation center
9. A green, beautiful and comfortable family yard
10. Management information system

Various functions of RPTPA are expected to be explored extensively by the public. Of course, particularly in this case, local government also expects the biggest benefits of the existence of RPTRA are perceived by citizens around the RPTRA. It is due to, theoretically, the development of RPTRA, regarding Jürgen Habermas's idea, is considered to be a public sphere for community development. Although at the realization stage, RPTRA is jointly developed by a number of companies through CSR mechanism. This certainly contrasts to Habermas's thinking which explains the concept of public sphere as an independent sphere which separates from the state and market. Financial assistance for RPTRA development is led by 11 private companies contributing CSR to help realizing RPTRA such as Agung Sedayu Group, Summarecon Agung, Agung Podomoro, Ciputra, Intiland Development, PT. Djarum (Bli-bli.com), Metropolitan Kencana, Barito Pacific, Alfa Goldland (Natural Sutra), Nestle Indonesia, Holy Dharma. While the universities are University of Indonesia, University Hamka, University Mercu Buana, University of Ibnu Chaldun, and University of Bunda Mulia (www.jakarta.bisnis.com, 2015). However these facts are what make RPTRA becomes an interesting matter. This trend does not necessarily make Habermas's idea becomes "a not contextual idea", yet, precisely Habermas's idea can be the starting point in seeing the public spirit of public sphere facilitated through partnership between the state and market.

The research's site is located in RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri, North Jakarta. Based on data, 24.1% of 12,500,000 residents of DKI Jakarta live in North Jakarta. This indicates that the population in North Jakarta is very crowded. The consequence of this population density problem is the narrow space of society. The total area of North Jakarta Municipality is 139,560 KM², while the data obtained from North Jakarta Administration Sub-Department (2014) displays the total park area is 320,391,14 m². Again, it shows spatial development policy in North Jakarta is still not optimal. Therefore, the establishment of RPTRA is the momentum for North Jakarta to expand the open sphere for the public, surely, by more actualizing direct active role from the emancipatory community.

This research is a reflective follow-up study from previous research on the study of RPTRA development and management in North Jakarta which is viewed from the perspective of deliberative democracy with the same research locus. The results of the study indicate that the participation that RPTRA basically meets the character of public sphere as a space of community interaction; is managed and controlled

together for the benefit of the public; is open to all without exception, and is relatively a space of freedom and actualization for the citizens. However, in the perspective of deliberative democracy, problem occurred during the development process of RPTRA is a passive community participation, which allows citizens are not actively involved in the planning process. The dominant actors in the development process are the private and the government. The deliberative democracy transformation is created in the process of managing RPTRA (Faedlulloh, Prasetyanti, & Indrawati, 2017). The purpose of this research is to hold a model mapping in RPTRA management so that it can be used as a consideration for the stakeholders involved in the implementation process of RPTRA policy.

Research Method

This paper is a qualitative method based research. Qualitative method is a data collection procedure which produces descriptive data in the form of written or oral words and behavior of the observed informants (Moleong, 2004). The researchers used purposive sampling to select research's informant. The locations of research are RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri. To measure the validity of the study, the researchers conducted triangulation of sources by comparing observation and interview data; situation and informant's perspective; and, interview result and document content (Moleong, 2004). In addition, to sharpen the analysis of the result in the formulation of management model, the researchers also used a literature study approach with secondary data-based research. Literature study is a technique of data collection which conducts a study of books, literature, records, and reports relating to problems to be solved (Nazir, 2009). This research is also supported by some relevant theories explained in previous researches as well as data and concrete evidences. Researchers look for a variety of supporting references and theories that can help explaining the problems of research, in this case to find a model in the management of deliberative democracy based RPTRA.

Result and Analysis

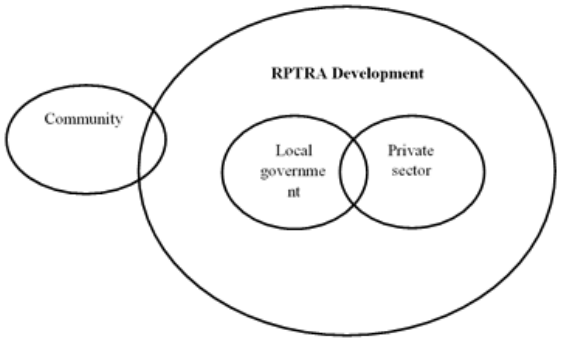
Public Participation and Public Sphere

The comprehension of deliberative democracy cannot be separated from the conception of community participation. Community participation is one of the most substantial and fundamental aspects of deliberative democracy. Without community participation, there will never be a deliberative democracy. Community participation defined as an active participation of the community starts from the process of identifying the problems and potentials that exist in the community, as well as searching for alternative solutions to solve problems, implementing the selected solutions and monitoring the policies affecting their lives, as well as direct evaluating the changes Occurred (Isbandi, 2007)(Sumarto, 2009). Thus, the success of RPTRA development cannot be judged solely from how great the role of private companies and local government through CSR development, but also from how active the role of community itself. It is simply because community is the main subject of development. By eliminating the presence of society, development has a risk of unsustainability. In the context of the implementation of RPTRA development, people were not actively involved in many processes.

The role of the community was (limited) to the process of appointing the development site through *rembug*, or closed discussion and as a participant in the socialization of RPTRA implemented by local government. In fact, the ideal position of development that puts community as the subject of the bottom up approach requires an integrated community engagement in the very first process of problem identification and planning in order to minimize bias of interpretation between government and corporate.

The transformation of community participation in RPTRA management has currently become public concern. Basically, people begin to have a sense of confidence in a public policy or program if they feel involved in the process of preparation, planning, and implementation (Conyers, 1994). This sense was not found in either RPTRA Sungai Bambu or RPTRA Sunter Jaya Berseri. For example, in the implementation process, RPTRA Sungai Bambu as one of the pilot projects of RPTRA is dominated by the role of government and corporation, rather than the role of community. Of course, it dragged to deficiency that is practically harmful. Otherwise, community involvement in RPTRA is inherent in RPTRA policy which is directly initiated by the Provincial Government of DKI Jakarta. Conceptually, it may create a false understanding among stakeholders, even though ontologically this does not bring risk of major problem for the surrounding community.

Figure 1. Graphic of Deliberative in RPTRA Development



Source: Analysis by writer (2017)

Reality is often different from ideality. Yet, that does not mean the ideal ideas denied, it becomes a direction that needs to be achieved unexceptionally in the context of community participation. Indeed, not all policies involve massive community participation. However, in the context of public policy, RPTRA holds position as public sphere which requires public participation and brings great social implications. Regarding this, Moeljarto (1987) once considered the importance of community participation in development because a) participation develops self-esteem and personal ability to be involved in decision making process both in individual and community life, b) participation provides conducive circumstances which gives information feedback on attitude, aspirations, and the needs or conditions of undisclosed area, c) development is carried out better starting from where the people are and what they have, d) participation expands the acceptance area of the development program, e) expanding the reach of government services to the community, f) Participation sustains development, g) participation provides a conducive environment for both actualization of human potential and human growth, h)

participation is an effective means of human capacity building for the management of development programs to meet regional needs, i) partitioning is seen as a reflection of the individual's democratic rights. These reasons can also be the basis for encouraging community participation in RPTRA management.

Public spheres are ideal if the discourses built among the community as participants are limited to the concern on public interests, not the individual's interests (Kadarsih, 2008). Participants or community conduct an open and equal communication process in achieving consensus. Habermas emphasized that the process of communication must be equal to the achievement of an agreement that can be accepted by all parties. In other words, for Habermas, social integration can only be achieved through a process of communicative action that leads to the achievement of consensus. In this regard, Habermas notes that communicative acts should be interpreted as,

> "…reach understanding [*verstandigung*] is considered to be a process of reaching agreement [*einigung*] among speaking and acting subjects… it has to be accepted or presupposed as valid by participants… a communicatively achieved agreement has a rational basis; it cannot be imposed by either party, whether instrumentally through intervention in the situation directly or strategically through influencing the decision of opponents…" (Habermas, 1984)

Through mutual understanding among all subjects or participants in the forum, a communicative action is able to conduct effectively, but when coercion and lies occur, the communicative action turns into a strategic and instrumental action that will not lead to consensus but the mastery and fulfillment of self- Interest. This means that community uses a consensus deliberative approach to explore what they need and what will be done together to achieve the goal.

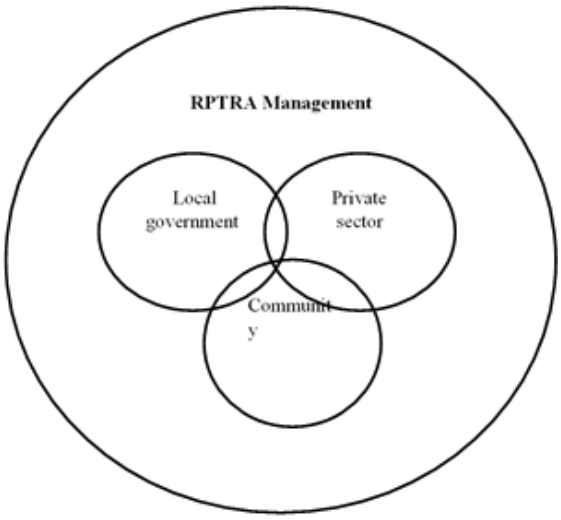
Having finished with the development of RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri, the maintenance cost for the first six months was funded by CSR. In practice, there are several obstacles related to bureaucratic system in the process of CSR funding, and still, local departments passively participated in the process of maintenance and management. However, fortunately, so far, these constraints have less negative impacts on the sustainability of RPTRA. Daily administrators are recruited professionally and gradually. The test starts from open recruitment system through fit and proper test conducted by the assessment team appointed by TP PKK DKI Jakarta. There are some criteria, for those who have fulfilled the criteria will be appointed as an administrator of RPTRA with the status of Daily Officers (Pekerja Harian Lepas). However, in practice, each urban village prioritizes local resources, i.e., residents to become permanent officers. The officers at RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri indirectly play as catalyst for the surrounding community to get them motivated and involved in every activity held in RPTRA because they manage not only the sphere, but also the public, communities who every day visit to RPTRA .

The most visible public participation in the implementation of RPTRA both in Sungai Bambu and Sunter Jaya Berseri is the process of utilizing public space.

However, people finally understand each other and discover deliberative democracy in their own way of learning during the RPTRA's management and maintenance process. This indicated by the participation of the communities including PKK, community leaders, youth community, and children in every activity held in RPTRA. RPTRA has become a center of community activity and interaction for everyone. Every person has the right to access and memorize RPTRA in accordance with its function. By holding small discussion, communities arranged daily schedule for routine activities in RPTRA. The enthusiasm shows that their sense of ownership of RPTRA is so high so that they engage without the need for any rules that bind them. The social bonding has become more intense. Communities independently set the cleaning and maintenance activities regularly every month. RPTRA put communities as owners and officers of the park, not just a visitor. This simple technical work is crucial to enhance the spirit of publicity; in addition, small work carried out by communities can create a sense of ownership to the public sphere so that they consider making innovation and improving their acts to keep their public sphere sustained. Surprisingly, several communities initiated to conduct fund raising to succeed various activities held in RPTRA. This condition reinforces what has been emphasized by Davis and Newstrom (2007) that participation is not merely a physical activity, but also involves mental and emotional members (community).

RPTRA has socially become the site of transformation for deliberative democracy. Communities in all levels, not only the officers, have started to actively engage and feel the direct benefits of the RPTRA development project. Public ownership creates participation, while participation creates empowerment for citizens. Indirectly, RPTRA also shared economic benefits for small and medium businesses around RPTRA so that it dynamically creates socio-economic sustainability. Despite this achievement is still temporary and very small, it can be a new potential to explore more benefits from deliberative democratic process towards community empowerment. The illustration of the transformation of deliberative democracy based RPTRA management can be seen from this following figure:

Figure 2. Graphic of Deliberative in RPTRA Management



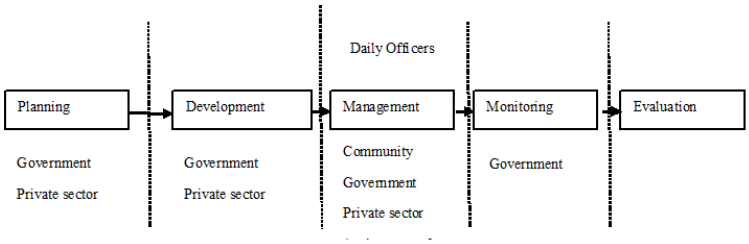
Source: Analysis by writer (2017)

Initiating Deliberative Democracy Model

Public sphere experiences fast and dynamic changes. Political and market maneuvers will always cause impacts and dynamism of public sphere. In this context, a critical agenda for the public is initiated. This is how the public can secure the character of publicity that is inherent in the public sphere. So the purpose of this research is to provide inputs to the implementation of RPTRA development policy by building a model of

implementation of RPTRA based on deliberative democracy. Theoretically, a model is a simple framework that becomes an effort to facilitate explanation of phenomenon (Indiahono, 2009). Things that need to be noted from the results of this research in RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri is the finding that deliberative democracy has not become a basic foundation of the whole process of RPTRA policy. Still, community participation in the planning and development process is less actively involved (see figure 3).

Figure 3. The Role of Government, Private Sector and Community in The Implementation of RPTRA Policy

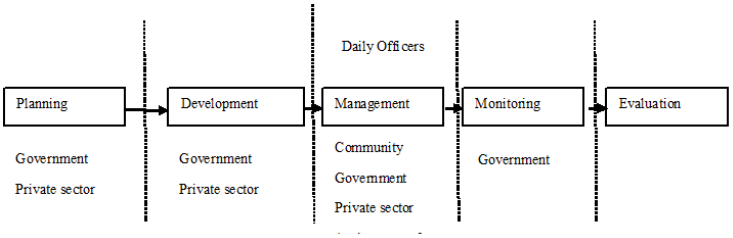


Source: Analysis by writer (2017)

RPTRA can actually be articulated as a public sphere in the form of a joint deliberation involving all elements of stakeholders, both in material and immaterial form. In the form of material, things are pursued to organize a joint dialogue, not only between governments and private sector but also community to determine the standards of development and management of RPTRA. For example, communicative actions continue to be encouraged until consensus is achieved. So the process of analyzing the development of RPTRA should no longer be done only by technocrats or professionals alone, but all parties directly involved (Faedlulloh, 2015). Furthermore, the decision of the outcome of this dialogue forum is the division of role for government as a reference in making policies and standards of RPTRA.

The RPTRA policy-making process generated through this deliberation is much different from the technocratic model because the roles of the government in this case, are facilitators to assist communities determine their own decisions (Faedlulloh, 2015).The process can be described as follows:

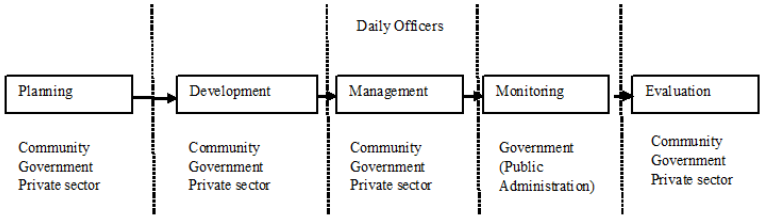
Figure 4. Deliberative Process in RPTRA Policy Formulation



Source: Adopted from Nugroho (2012)

The role of the government here is more like the legislator which initiates "the public will". While the role of experts, represented by universities can be a processor of the process of public dialogue in order to produce a decree of public service agreed upon by consensus (Nugroho, 2012). This model is known in Indonesia as *musyawarah mufakat*. The policy results from the deliberative process needs to be monitored by the public spirit, therefore, the whole process in the implementation and management of RPTRA should prioritizes the initiative and the direct role of the community, so that the good willing of the Provincial Government of DKI Jakarta in developing RPTRA for community is not injured by biases beyond the public interest.

Figure 5. The Role of Government, Private Sector and Community in The Implementation of Deliberative Democracy based RPTRA Policy



Source: Analysis by writer (2017)

Conclusion

The presence of RPTRA as a means of public service innovation initiated by Jakarta Provincial Government assuredly needs to be appreciated in the midst of highly uncontrolled urban modernization which caused the diminishing of public sphere as the socio-economic impact of commercial development. RPTRA can change the image of the Capital City to be a more decent and friendly city for children. RPTRA is a public sphere that is not only a means for children to gather and play, but also has the potential to become a melting pot of citizens with heterogeneous backgrounds. Recently, RPTRA is also managed to become a catalyst for various community activities, starting from socio-cultural activities, and even family recreation. In further development, it can encourage community to understand each other and provide the discussion space for communities, so that the potential of deliberative democracy can become stronger to inspire community promoting multi-dimensional sustainability. To strengthen deliberative democracy, consequently, community participation becomes a significant aspect that certainly needs to be revitalized. The implementation model of deliberative democracy based RPTRA provides space and opportunity for the society to be the subject of development that seeks for an egalitarian-direct participation path which is free from domination and control of one particular party. This needs to be maintained in order to enhance the public spirit of RPTRA, so that RPTRA can keep running as it should.

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Renewable Energy in Riau Islands

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Keyword:
new and renewable energy, energy, energy policy

Abstract:

Riau Islands is a maritime province characterized by archipelagic landscape which consists of thousands of inhabited and uninhabited islands across large body of water. Its geographical setting presents challenges to supply power mainly to those live in scattered small islands. Local communities in these small islands is lacking access to on-grid power connections, therefore they are highly dependent on independent power generator or does not have any at all. This technical infrastructure barrier is a major constraint because it hampers development and creates disparity in the region. To overcome this issue, Riau Islands must find a solution on how to maximize its domestic energy resources, especially renewable energy. Renewable energy could power local communities in small islands that are not connected to on-grid power connections from the main islands. Riau Islands has the potential to utilize its geographical location and large body of water for power generation. Mini or micro scale wind and solar energy could be seen as viable option and are in need to be promoted. Furthermore, the use of renewable energy is also gaining momentum. The Government of Indonesia with the revised Kebijakan Energi Nasional (National Energy Policy) emphasizes diversification, environmental sustainability, and maximum use of domestic energy resources. It also set a higher target in utilizing new and renewable energy in the national energy mix; minimum of 23% and 31% in 2025 and 2050 respectively. The revised energy policy sets target to achieve in the near future. Riau Islands, by harnessing its renewable energy potential, could contribute to this long-term goal.

BACKGROUND

Indonesia's total primary energy need has increased 58% since 2003 to 2013 or increased 5% on average per-year. The trend of increasing energy demand is also reflected in Indonesia's final energy consumption[1]. In 2013, it reached 1.643 billion BOE, increased from 1.566 billion BOE (Barrels of Oil Equivalent). The highest consumption on Indonesia's total primary energy was the industrial sector with 399 million BOE followed by households with 338 million BOE, and transportation which consumed 323 million BOE. Out of the final energy consumption in 2013, fuel was the highest consumed source of energy with 399 million BOE[2].

Indonesia's energy supply is dominated by fossil fuel such as oil, coal, and gas. Fossil fuel contributed for 96% of final energy consumption in 2013, while renewable energy contribution was 4%. The highest usage of fossil fuel was oil (48%) of total energy consumption followed by coal (30%) and gas (18%)[3].

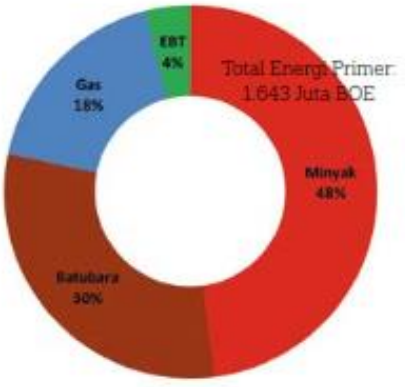

Figure 1: Energy Mix in 2013[4]

Figure 1: Final Energy Consumption Growth[5]

To overcome the high energy consumption and to ensure energy security in the future, the Government of Indonesia launched its national energy policy which aimed to conserve energy (demand side) and to diversify its energy sources (supply side). The policy is to be carried out in alignment with the implementation of the Presidential Decree No. 5 /2006 *(Peraturan Presiden Nomor 5 Tahun 2006)*. The Presidential Decree mandated that the optimum primary energy mix of Indonesia in 2025 with the role of each type of energy in national energy consumptions would be: oil would be less than 20%, gas would be more than 30%, coal would be less than 33% and renewables would become 17% on primary energy mix[6].

However, The Government of Indonesia with the revised *Kebijakan Energi Nasional* (National Energy Policy) in 2014 emphasizes more on diversification, environmental

[1] Laporan Dewan Energi Nasional 2004, drawing on data from Ministry of Energy and Mineral Resources. "Handbook of Energy & Economic Statistics of Indonesia 2014."

[2] Handbook of Energy & Economic Statistics of Indonesia 2014.

[3] Laporan Dewan Energi Nasional 2004, drawing on data from Ministry of Energy and Mineral Resources. "Handbook of Energy & Economic Statistics of Indonesia 2014."

[4] Laporan Dewan Energi Nasional 2004, drawing on data from Ministry of Energy and Mineral Resources. "Handbook of Energy & Economic Statistics of Indonesia 2014."

[5] Ministry of Energy and Mineral Resources. "Handbook of Energy & Economic Statistics of Indonesia 2012."

[6] Energy Efficiency Indonesia. http://www.energyefficiencyindonesia.info/energy/indonesia/vision25.

sustainability, and maximum use of domestic energy resources. It also set a higher target in utilizing new and renewable energy in the national energy mix; minimum of 23% and 31% in 2025 and 2050 respectively, while lowering the use of non-renewables.

This momentum provides opportunity to harness new and renewable energy by aligning local energy policy to the revised national energy policy. Nevertheless, the increasing share of renewable energy on the revised national energy policy shows a sign of commitment to harness clean renewable energy. The commitment also shows that the country is moving towards green energy in the future by aiming a sustainable development and reduces dependency from non-renewable fossil fuel.

Geographical setting: Riau Islands

Administratively, the Province of Riau Islands is divided into 7 municipalities with two cities and five regencies. It consists of thousands of scattered small islands and several large islands (main islands). It sits at the front gate of Indonesia, to the east, it boarders East Malaysia; to the North, it boarders Vietnam and Cambodia; and to the west, it boarders Singapore and Peninsular Malaysia.

Riau Islands' archipelagic landscape presents opportunity in economic development as well as presents challenges to supply power mainly to its small inhabited islands. Local communities in these small islands are lacking access to on-grid power connections provided by large-scale power plant found in larger main islands. These small islands housed small communities, and therefore are not economically viable if power is supplied by on-grid power plants.

Due to its geographical setting, these communities are highly dependent on independent power generators as a means of providing power or they do not have any at all. To provide power, these small communities therefore, utilize make-shift power generator which are more often than not proved to be unreliable. The make-shift power generator is a diesel-powered engine converted to provide limited power to households in small communities with operating hours typically lasted from 6 pm to 12 am.

The technical infrastructure barrier therefore is a major constraint. It hampers development and creates disparity in the region. Households in these small communities are deprived of basic necessity to improve livelihood which greatly diminish the quality of life. Lack of reliable power source also meant that almost no electronic devices are used to increase productivity, thus reducing productivity and efficiency.

To overcome this issue, Riau Islands must find a solution on how to maximize its domestic energy resources, especially new and renewable energy potential. New and renewable energy could power local communities in small islands scattered around the archipelagic landscape that are not connected on-grid from the main islands. Riau Islands has the potential to utilize its large body of water for power generation. Small or micro scale wind, tidal, wave, and solar energy could be seen as viable options and are in need to be promoted.

New and Renewable Energy

Riau Islands, as part of Indonesia has a substantial new and renewable energy resources. However, the majority of these potential have not yet been utilized to the

maximum. Despite Indonesia's wealth in natural energy resources, Indonesia remains unable to utilize its resources to power increasing energy demand. Renewable energy only makes up to 4% of total primary energy of Indonesia[7]. Thus, the undeveloped potentials are still huge compared to the installed capacity.

NO	ENERGI NON FOSIL	SUMBERDAYA (Sd)		KAPASITAS TERPASANG (Kp)		PERBANDINGAN Sd/Kp (%)	
		2008	2013	2008	2013	2008	2013
1	2	3		4		5= 4/3	
1	Tenaga Air	75.670 MWe	75.000 MW	4.200 MW	7.572 MW	5,55	10,1 %
2	Panas Bumi	28.170 MWe	28,62 MW	1.189 MW	1.343,5 MW	4,20	4,7 %
3	Mini/MicroHydro	500 MWe	769,69 MW	86.1 MW	228,983 MW	17,56	29,75 %
4	Biomassa	49.810 Mwe	49.810 MW	445 MW	1.716,5 MW	0,89	5,26 %
5	Tenaga Surya	4.80 kWh/m²/hari	4.80 kWh/m²/hari	14.1 MW	42,77 MW	-	-
6	Tenaga Angin	3-6 m/detik	3 – 6m/s	1.4 MW	1,87 MW	0,02	-
7	Uranium	3.000 MW (e.q. 24.112 ton) selama 11 tahun	3.000 MW	30 MW	30 MW[1]	1,00	0 %
8	Energi Laut		49 GW		0,01 MW[2]		0 %

Figure 2: New and Renewable Energy Potential[8]

Data above shows how substantial Indonesia's renewable energy resources are. The significance of the untapped resources are staggering which if utilize correctly could boosts economic development. Take example of the water powered sources Indonesia has. Out of 75.000 MW of potential power, only 10% is harnessed. It is the same with geothermal energy as with the potential of around 28.62 MW, the tapped energy resource was only 4.7%.

Riau islands has also abundant and untapped renewable energy resources, among others are mountainous areas with potential forests containing water as energy resources, and biomass and biogas energy from agricultural and livestock products. The use of solar energy *(Pembangkit Listrik Tenaga Surya)* has been utilized by some districts in Riau Islands, covering the Regency of Lingga, Bintan, Natuna, and Anambas Islands, as well as Batam City. Centralized solar power plant *(Pembangkit Listrik Tenaga Surya)* is one of the viable solutions to meet the needs of power to the community in Riau Islands living in small islands[9].

Solar panel could be installed on any island, and due to its tropical climate, Riau Islands is a perfect place to harness the power of the sun. Mini or micro wind power plant could be seen as another viable option to power communities in small islands. Due to its close proximity with the sea, a small scare wind turbine could be powered by endless breeze of wind, thus providing a power source for islands' communities.

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[7] Laporan Dewan Energi Nasional 2004, drawing on data from Ministry of Energy and Mineral Resources. "Handbook of Energy & Economic Statistics of Indonesia 2014."

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Dilemma of Local Institutional Reforms after the release of Government Regulation No.18 of 2016

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Abstract :

Politically, the implementation of regional autonomy has been running for 17 years and a lot of benefits and added value. Nevertheless, there are still many issues that arise in the area, both from the political, economic, social and institutional. To accelerate the objectives of regional autonomy is better, has issued Law No. 23 of 2014 on Regional Government, and Government Regulation No. 18 of 2016 regarding the arrangement of bureaucratic institutional structure in the area to support the efficiency and effectiveness of the performance of the apparatus. In line with this, it is very interesting and challenging to conduct a study of sight, readiness and challenges apparatus to carry out institutional reform of the bureaucracy at the local level. This study is descriptive qualitative, and took 29 selected informants representing various institutions. The research location is in three local government, namely the government of Malang regency, Probolinggo and Pasuruan in East Java province.

BACKGROUND

Selection of regional autonomy or decentralization in Indonesia, many rated giving space and opportunity to create a democratic development, repair services, and equitable development. As a process, decentralized system of government has always made adjust-ments, repairs or changes to accommodate the challenges and the development demands of the times. The regional autonomy policy has run for seventeen years, and has experienced four times of change, namely: 1). Law No. 22 of 1999; 2). Law No. 32 of 2004; 3). Law No. 23 of 2014; and 4). Law No. 9 of 2015 on Regional Government.

Normatively, policy autonomy rated to give a clear framework, how the division of authority and powers between the central government and local governments. Clarity followed by the budget authority has been given a boost, and a new spirit for the regions to accelerate the process of development and improvement of services to the community. Empirically, autonomy policy has a positive impact, such as the emergence of a new public service innovation diversity in each of these areas, infrastructure improvements, greater

improvement of education and health services and ease the permitting process.

Nonetheless, regional autonomy or decentralization asymentris like a coin. On the one hand gives a lot benefit and have a positive impact, but also trigger an adverse impact, the increased and widespread escalation of the conflict that the vertical and horizontal dimensions. Barriers to optimize the goals of decentralization, not only bothered by the reality of escalation of conflict, but also influenced by the local bureaucracy's own internal factors, among others: the issue of unpreparedness and inability resources of local bureaucra-cy, the strong commitment by the political culture of nuanced narrow; lack of personnel trained and skilled labor in the local units; lack of funding sources to carry out the duties and responsibilities; their reluctance to delegate authority; and lack of infrastructure, technology and physical infrastructure in supporting the implementation of the tasks of public service. (Crouch, 2003; Rondenelli, 1981).

Basing this reality, it is a decentralized government system asymetris always adapted to the development and needs. To support the optimization objective of decentralization, the reform of local institutions carried out as a mandatory prerequisite. Institutional reform of the bureaucracy at the local level, has experienced two times changes. *First*, in 2007 with Government Regulation No. 41 of 2007 on regional organization. *Second*, in 2016, with the issuance of Government Regulation No. 18 of 2016 concerning the regional organization as a consequence of the presence Law No. 23 of 2014. Under Article 410 in Law No. 23 of 2014, confirmed that the Regulation Implementation of this Act must be completed on October 2, 2016, among others, government regulation of the Region in lieu of Government Regulation No. 41 of 2007 on regional organization.

Approach to institutional reform at the local level of volume II, using the perspective of an asymmetric approach, where each region will have a priority in Government Affairs and Institutional different from one another in accordance with the character of the Regional and community needs. The magnitude of the regional organization, both to accommodate the Mandatory Government Affairs, least expensive option 4 (four) factors, namely: factor of the population; increased the area, workloads, and financial capabilities of Regions. To accommodate variations in workload every Affairs Governance for different in each region, the magnitude of the regional organizations are also not the same from one Region to another Region. Meanwhile, to determine the type of device carried by a common variable region that includes the number of population, area and local financial capacity and technical variables that reflect the magnitude of the burden of duties in accordance with the affair must be implemented by each region through the area.

Volume II regional institutional reform, seeks to strengthen the principle right and proper function of size based on workloads that correspond to real conditions in each region. This is in line with the principle of regional organizations structuring a rational, propor-tionate, effective and efficient. As for the grouping of elements magnitude of the organiza-tion, has been used 5 (five) elements, namely the strategic apex (regional head), middle line (regional secretary), operating core (local agencies), techno-structure (body/ function support) and supporting staff (supporting

properties). In line with the release of Government Regulation No. 18 of 2016 concerning the regional organization on June 15, 2016, it is interesting to examine how the response of local bureaucratic apparatus of the readiness of change, hope and the challenges they face with these rules ?

THEORETICAL FRAMEWORK

Demands for reform in the field of governance in most developing countries from a centralized system to a decentralized system should be followed by other changes, both in the social, political, economic, legal and institutional. The decentralized system many benefits and added value for local and community institutions as customers, accelerating decision making for problem solving and improving public services. For Islamy (2010), all govern-ments in the world, are now under pressure to be able to work better, effective, efficient and economical. Regional autonomy requires the transformation of the changes to increase the ability of local governments in the aspects of the system, of institutional management and increasing the quality and capacity of the officials in the implementation process of development and public service.

In that context, Osborne and Gaebler (1992), has offered the idea of thinking about 'reinventing goverment', as an effort to transform the entrepreneur into a bureaucratic organization which has two objectives at once, namely: (1) improve the performance of the bureaucracy role in the running of public services; (2) creating bureaucratic efficiency, aimed at tackling the resource crisis facing the government. Meanwhile, according to Shah (1998), the transformation will bring a change in the cultural aspects of the bureaucracy itself, namely: a). From the bureaucratic to the governance model that involves community participation; b) From the nature of the command and control to the accountability of the results achieved; c) From the reliance on internal systems to be competitive and innovative, d) From that are sealed into an open; e) From which does not tolerate the risk of being exposed to the risks of success or failure. A similar view was also expressed by Caiden (1982), that all forms of renewal core of the transformation of value/behavior/culture; and simultaneously has two pillars, namely: (1) institutional reform and (2) attitudinal reform.

Theoretically, local government organizations can reflect as part of a bureaucratic entity. Bureaucracy is a system of government run by government officials because it has adhered to the hierarchy and the hierarchy. The term bureaucracy was first introduced by a French philosopher Vincent de Gournay by calling the term "bureaumania" which describes the behavior of government officials who tend arbitrarily, the essence of which is not serving people, but serve their own interests (Albrow, 1996).

The term bureaucracy eventually widely adopted in the realm of social science and political debate, both in Germany by the term “bureaukratie/burokratie”, in Italian and English by the term “burocratiza” be “bureaucracy”. In addition, the term bureaucracy is also interpreted by diverse and different meanings. For Friedrich and Mason (1940), mentions as “Irresponsible bureaucracy”; “underdeveloped bureaucracy” (Einsentadt, 1965), “dis-functional bureaucracy”, “low standard bureaucracy” (Blau, 1968), “imperfect bureaucracy” (Merton, 1978), “arrogant

bureaucracy" and "bureaucratic fallacy" (Niskaren, 1971), "malo-dorous bureaucracy" (Weiss and Barton, 1980), "weak and imperfection of bureaucracy" (Wood, 1985), "unethical bureaucracy" (Gay, 1994), "bureaucratic polity and bureaucratic rents" (Karl D Jackson, 1978; Arief Budiman, 1991).

Through the policy of regional autonomy, the bureaucracy of local government is required to prepare the organization and structure of governance in the region more efficiently and effectively and be able to accommodate the interests to be able to serve the public in an optimal and satisfying. Although the local government organizations often have changed, but often still visible in the area of institutional bureaucracy leaves many diverse issues and problems, as indicated by Garrett stating "*...the principle of classicists still determine the form of most organisations in public administration"*. The same thing also expressed by Baker, who asserted that "*...until very recently all discussion of management and organisation in local government ... implicitly assumed frameworks of thinking which were identical with those of earliest classical management theorists*" (Hayens, 1980).

To many scientists, judging that the use of a classic bureaucratic pattern eventually be much harm because it is considered no longer be able to accommodate the needs and growing demands on society and on the other hand it would be very ineffective. Bureaucratic ineffectiveness partly due to the characteristics of the bureaucracy itself which is not in accordance with the circumstances that exist at the moment. For Kanter (1996), the characteristics of a classic bureaucracy, among others: 1). Bureaucracy tends to focus on positions, authority, status and rank. Rank or position is always synonymous with power and improving the quality of life; 2). Management lawyer-oriented bureaucracy repetition, see efficiency through doing something the same work over and over again; 3). Bureaucratic management oriented to the rules, procedures and payroll; 4). Bureaucracy runs through formal structures; 4). Bureaucracy perform specific tasks and areas of work; 6). Bureaucracy shows ownership and control.

In line with the changing demands of the environment and the existing development, the use of classical and organizational perspective the concept of bureaucracy ideally Max Weber considered less suitable. Organizations in reality is not static, but rather dynamic, so there is always the potential for change in line with the changing demands within the organization, both micro and macro environment. To that end, the form of the organizational changes necessary to adjust to the changes, such as what is stated by Warren Bennis.

> "*....The bureaucratic organization is becoming less and less effective, ... it is hopelessly out of joint with contemporary realities, and ... new shapes, patterns, and models are emerging which promise drastic changes in the conduct of the corporation and in managerial practices in general. So within the next twenty-five to fifty years, we should all be witness to, and participate in, the end of bureaucracy and the rise of new social systems better able to cope with 20th and 21st century demands...*"

Bennis statement written in 1964 has been predicted that bureaucratic

organizations over time increasingly ineffective and can not be expected to solve the problems or needs of the contemporary. Patterns and new models emerge, leading to drastic changes in corporate management and general management practices. Within 20 to 50 years into the future we will be witness to the end of the bureaucracy and the emergence of a better social system that can address the demanding needs of the 20th century and 21. The same was felt by Robert Simmon (2005), which states that

> "*.....As we begin the twenty-fist century, the forces affecting organizations have changed significantly from those of earlier generations. New technologies have increased productive capacity, market have become global, the pace of competition has quickened, work has become more complex, and the capabilities of workers have been enhanced. Information technology, outsourcing, and alliances have changed the traditional boundaries of the firm....*"

Basing a view Warren Bennis and Robert Simmon seen that improvement efforts and changes to settlement of the bureaucracy is very important, especially to accommodate the reality of the changes that have occurred there and the possibility that the days ahead. More Gifford & Pinchot (1993), trying to explain the reality of change in the current employment situation is considered to be no longer appropriate when they approach Ideal Bureaucracy Max Weber. The amendment, among other things involves six things, namely: 1). Of jobs that do not require expertise or skills of the technical jobs that rely on muscle into jobs pengetahu's the job that rely more on brains than muscles; 2). Of jobs or tasks that are repetitive into a job or a task that requires creativity and innovation; 3). Of work are individual into a job that is a group; 4). From employment to be a work that is functional project; 5). From a single job that requires skills into jobs requiring a variety of skills; 6). Namely the coordination of vertical coordination by the leader becomes horizontal coordination that coordination is done peers.

To the circumstances that have changed, experienced a malfunction bureaucracy is "Dysfunctions of bureaucracy". Hayes (1980) suggested five (5) grouping malfunction bureaucratic, namely: a). Inflexible behavior; with the bureaucratic system, the behavior is rigidly patterned bureaucrats when circumstances have evolved and conditions require behavioral responses are not the same; b). Reduced incentive for high personal achievement; bureaucratic system causes clicking employees with good performance are not motivated; c). Goal displacement. It often happens improper purpose, because more attention on the procedures to be performed. d). Poor internal and external communications; Formal relations were highlighted resulted in informal communication both internally and externally is very minimal; e). Lack of adaptive capacity; the bureaucracy is often a gap in adapting the skills needed.

The idea of a change from the classical organization into a modern organization is in line with the change of mindset that surfaced that the organization likened to a living being creative and dynamic, not static like a machine. Bureaucratic system more emphasis on the conception that an organization is a machine and members of the organization

should behave like a machine that is rigid and monotonous.

In line with these thoughts Kanter (1996) offers a model other organizations to change the model of bureaucratic organization called Post Entrepreneurial Organization. This new organizational model trying to see the organization not as stark as the views of classical organizational paradigm but a flexible follow developments in the field. Kanter argued traits or tendencies entrepreneurial organization organisasi post as follows:

1. Post-entrepreneurial organizations tend to be more person centred, with authority deriving from expertise or from relationships.
2. Post-entrepreneurial management is creation-oriented, seeking inno-vation as well as efficiency.
3. Post-entrepreneurial management is results-oriented, rewarding out-comes.
4. Post entrepreneurial organizations tend to pay for contribution, for the value the person or team has added, regardless of formal position.
5. Post entrepreneurial organizations find opportunities through the expansion of information, through the ability to maximaize all possible communication link-with coalition partners inside and outside the organization.
6. In Post-entrepreneurial organizations, charters and home territories are only the starting point for creation of new modes of action; furthermore, opportunities come from the ability to make relationship across territories.
7. Post-entrepreneurial organizations seek leverage and experimentation.

That view shows that the modern organization is a dynamic organization and members of the organization have the flexibility to develop creativity and innovation in improving organizational performance. Bureaucracy is not just rely authority legalistic, but it needs to be supported by expertis authority and the authority to build the network. In line with this thought, Ashkenas (2002) tried to appreciate an indicator associated with the success of an organization that is viewed from four aspects, namely: a). The magnitude of the organization; an organization is considered successful when he grew and developed, capable of achieving the production or services efficiently, is also able to raise capital; b). Clarity of roles; to achieve efficiency in the implementation of tasks and work in a large organization then the task is divided, clearly distinguish between managers and workers, power settings; c). specialization; as well as the tasks are divided, the division is based on the expertise eg finance, planning, human resources, IT, surveillance and many more tasks that can be in specialization; d). Supervision; with the specialization of work and then takes their oversight role to ensure the work is progressing in accordance with a predetermined.

FINDINGS AND DISCUSSION

Responses to Institutional Reform of local bureaucracy Volume I.

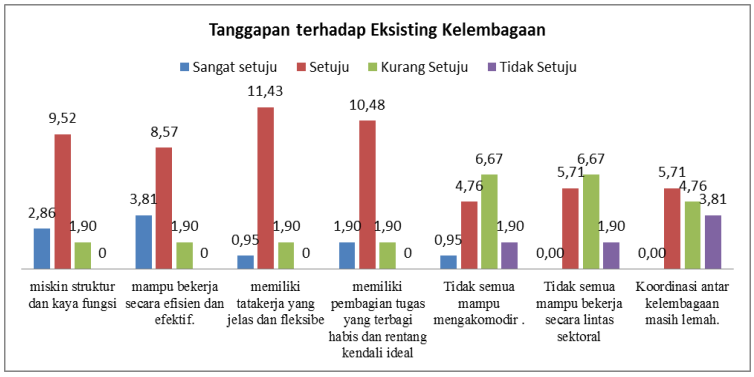
Since regional autonomy goes, has a lot of adjustments and policy changes are made to support and optimize the achievement of the objectives of decentralization, and one of them is institutional policy adjustments in the area. Of goverment regulation 41/2007 on regional organization, can be considered as the beginning of a process of institutional

change in the local bureaucracy (Volume I) in order to work efficiency and efektive.

Institutional reform of Volume I, originally was designed to respond and adjust to the changes to the system of decentralization of government and other parties to reorganize and streamline the organizational structure of the region is still considered extremely obese. The existence of institutional policies of local bureaucracy vol has been running for more than nine years, and certainly have been able to give a positive meaning to the apparatus as a guideline to behave and work.

In line with that, then assess the responses of informants to reflect back to the existing local institutional reform bureaucracy volume I, become very attractive. For that, there are 7 (seven) instrument used to assess the institutional existence, among other things: a). Poor local institutions describe the structure and function rich; b). Local institutions are able to work efficiently and effectively; c). local institutions have the workings of a clear and flexible; d). local institutions have a division of tasks that were given out and the ideal control range; e). Local institutions have not been able to accommodate the needs of the community; f). Local institutions have not been able to work across sectors; g). Coordination is still overlap.

Basing the response of the informants, it appears that most agreed that the existence of Government Regulation 41/2007 has been able to become a strong basis for improved performance of local government organizations. Of 7 (seven) instrument, shows that there are four (4) instrument is considered positive, where most of the informants felt that the policy of institutional reforms volume I, has been able to guide and means for the performance of the apparatus can move better. Most informants agree that the institutional reform of local bureaucracy volume I, considered to be able to reflect a poor institutional structure of local government and rich functionality. The same is seen in the ability to work efficiently and effectively. In addition, most of the informants also could feel that the institutional reform of the local bureaucracy volume I, able to drive the workings of a clear and flexible, and has a division of tasks that were given out and the ideal control range. Nonetheless, there are three (3) instruments were slightly different, with most of the informants still doubting the positive impact of the institutional reform of the bureaucracy Volume I, especially concerning aspects of coordination skills, ability to work across sectors and the ability to accommodate the needs of the community.



Most informants judge that the institutional reform of the bureaucracy Volume I still leaves the question of the ability to be able to optimize the coordination between levels of government or between parts of the organization. The same is seen in the ability to work with cross-sectoral manner. This context shows that the reform of the local bureaucracy is still not able to give birth to a rational action is mainly to coordinate the programs and activities or duties between departments

and also between the parties or the level to be able to work toward a common goal. The term 'sectoral ego' seems still a scourge and into existing value in the local bureaucracy, even the level of responsiveness of the bureaucracy to the demands and needs of communities are still considered low. Seeing this reality, then the context of the reform of the bureaucracy Volume I, can be said to be experiencing what is called by Hayes (1980) as "Dysfunctions of bureaucracy", especially concerning Lack of adaptive capacity; where in the bureaucracy are often gaps in adapting the skills needed

Responses to Institutional Change Process Local bureaucracy Volume II

As a process of decentralization continues to experience adjustments, repairs and alterations. Until now, changes and adjustments to the Law on Local Government has made four (4) times. In line with these changes, it also has implications for changes in others, such as adjustments and changes to the institutional arrangement of the bureaucracy in the region.

Appearance of PP No. 18/2016 concerning the regional organization, can be regarded as a process of institutional reform of local bureaucracy volumes II and assessed fairly basic. There are three spirit triggered, among other things: First, the spirit to overcome the confusion of nomenclature duties and control range of regional institutions as set out in Regulation 8/2003 and Government Regulation No. 41/2007 on regional organization. Second, the excitement to continue limiting the number of regional institutions that are considered far too "fat" by doing reightsizing with the principles of proper function and proper size based on workloads that correspond to real conditions in the respective regions. Third, encourage clamp-existing institutional reforms in the area capable of sustaining principles structuring principle is rational, proportionate, effective, and efficient.

In line with this, interesting to see the response apparatus of the institutional reform process in the local bureaucracy volume II. It seems that the process of institutional change of volume II is addressed enthusiasm by all officers in the area of research, as expressed by the authorities of Regional Employment Board Pasuruan, that '..the process of changing the institutional reform are now included in the determination stage Law of regional organiza-tion..". The same thing, also expressed by officials Regional Employment Board Malang.

> "..... As staff of Employee Development explained that the steps already taken their PP 18 2016 is the District Government is already entered in the wording of Parliament, which would then be into law. While BKD itself is being done is to draft a new organizational structure and the establishment .... "

The response to the process of institutional change that is in the process of discussion in each area of research, also appear to be corroborated by several other officers, a fairy confir-med by officials of the Department of Marine and Fisheries Malang, where "....Until now, the Office fisheries are still waiting for the results of the discussion in the Council about the new organizational structure. Fisheries Department is still there, but the authorities are little changed .. ".

Seeing this reality, it appears that officials in all sectors in the study area appears to have the same workload to draft organizational structure and to become part of the institutional form of new local governments. To support the creation of new local government institutions, then there is need to set up the first academic paper that contains on what basis the changes in the institutional reform in terms of the juridical, sociological and policy rules. The process, seems to have done in Malang, as stated by officials of the Bureau of Legal Affairs, Malang.

> "..... If we appropriate duties, we oversee the filing of the WTO regulation. According to the plan, we will discuss legislation and repeal legislation. All of these designs of the organization, we simply adjust how his legal drafting, how legal language, now it's a part of us. But if the draft all the academic paper that all of the parts of the organization. It further discussion of the draft law, is now being discussed in the council. It's still a discussion process so do not know the result because I heard that no one in East Java, Banyuwangi .... "

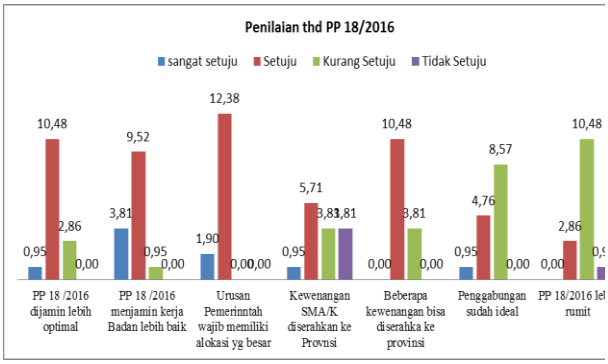
Apparently, the process of change or reform of local government institutions are not the one as simple as one might imagine, because the process is also quite long. Each local government should provide an academic paper on institutional reform and after that must be entered discussions with the Parliament. The reality is also expressed by officials of the Organization Bureau, Malang.

> ".... Yeah response to the issuance of Regulation No. 18 in 2016, we have conducted studies in which these results will be the basis or reference in preparing the draft law related to the organization of this area. We also conduct an assessment to determine the type of each SKPD yes as set out in the Regulation. For the current draft legislation we have made cooperation with the legal department in the formulation so that we then submitted to the board. Incidentally lately is we often do special meeting to discuss the draft regulation as it should have started in 2017 implemented new. For now there is no right had I told you that today is still discussion with Malang Regency. Well if it is approved then we have proposed to the province. Clearly we have no draft regulations as a follow-up of the goverment regulation 18's ..... ".

The process of institutional reform of local government, it seems quite complicated and complex and time consuming, because the process of drafting the institutional organization of the region should be discussed with the parliament to be ratified and standardized legally in the form of regulations. In fact, the process of institutional reform in the area of breastfeeding is not simply linked an administrative process that can be completed at the executive level, but must pass through the political process because it must be approved by the legislature in each region. While the administrative process is not as simple as one might imagine, because the administrative process itself passed through two stages, the first stage, through the administrative process at the local level (district/city), the second stage, the administrative process at the institutional level is higher, namely at the provincial level.

Problem and administrative complexity at the level of cities/regions, as

perceived by officials from the Department of Energy and Mineral Resources Malang regency which states "... we must prepare all HR personnel. But not all of its HR moved there only male or courageous. EMR missing participating centers, to the location of its assets do not know where you later want to put in a head to follow ..". Then the difficulties and the complexity was also felt by officers from the Forestry Department, Malang Regency,. "...The forest service waiting for the decision on 2 October and start of June has completed files. Employees, assets, buildings, and all the affairs of Malang Regency Government will be taken over by the province ...". It also expressed by officials from the Department of Education, Malang and the Department of Fisheries and Marine Resources, Pasuruan.



Basing response of the informant above, it is clear that the institutional reform of local bureaucracy volume II is regarded as a consequence of a change in policy. As a process, the institutional reform of local bureaucracy volume II can be said to be very complex and complicated because it must pass through a few things, namely; 1). Rate and calculation for determination of the type of organization; 2). The design of the new organizational structure and form; 3). Calculation of Personnel, Assets and Funding, in particular for the Department of Education; 4). The needs of the academic preparation of the manuscript; 5). The process of consultation with the Institute for the level above it; and 6). Legislative approval; 7). Setup local Regulation.

Seeing the reality of the above, then the local institutional reform volume II, can be seen as an effort adaptive process to the demands of existing policies. The same thing as described by Warren Bennis and Robert Simmon, where efforts to improve and change the arrangement of the bureaucracy is very important, especially to accommodate the reality of the changes that have occurred there and the possibility that the days ahead. If assess the considerations on changes in the local bureaucracy volume II, appears in line with some of his views Gifford & Pinchot (1993), especially regarding the change of jobs or tasks that are repetitive into a job or a task that requires creativity and innovation, and of coordination ie vertical coordina-tion by the leader into the horizontal coordination for coordination in peer.

In addition to the hassle and complexity in the process of adjustment and institutional change in the region, seen also how the judgment of informants against goverment regulation 16/2016. To find out the views of informants on the new local institutional, has set 7 (seven) instruments, namely: 1). Office work more effectively; 2) Body work better; 3). Affairs are required to obtain a higher allocation; 4). The authority SMA/SMK more effectively; 5). Handover of authority to the provinces 6). Incorporation was ideal; 7). Hassle to PP 18/2016. If you see the results, then us can see that in fact it is generally all informants agree and believe that the institutional reform of the local bureaucracy volume II will be better. While passing reference could also be drawn that most of the local bureaucracy believes that the reform of volume II was able to give a positive impact

mainly concerns the performance improvements Regional Office and the Regional Board. On the other hand, that the institutional reforms is primarily the takeover of authority to the province or to the center, is also considered to be more effective. Nonetheless, there are two instruments that are believed by very dubious informant, ie taking over of authority associated with SMA/SMK to the provinces over rated less effective and that the merging institutions in the region based on PP 18/2016 assessed also not ideal.

Response Challenges and Constraints New local Institutional

Institutional reform of the bureaucracy in the volume II, in fact, been nurturing diverse responses, both pitched dubious and support. At least, institutional restructuring in the area contains three things: *First*, the streamlining of the organization. When compared with the old institutional structure, the new regional institutional organization seeks to reduce some of the structures and echelons must be adjusted by the amount of the organization. For example, in the city of Surabaya, after the discussion of the WTO gave the signal will remove general administrative assistants (assistant III) which will be merged into other assistants. The other thing, which would cut the number of expert staff, from four to three. In addition, the municipal government will also adjust the secretary rank districts (sekcam) in the District of type B that should be filled by echelon III. *Second*, the name change and merger Nomenclature. Merging nomenclature among organizational units that there will be an impact on changes in the nomenclature name of the institution, such as the Department of Hygiene and will be changed to the Office of cleanliness and green open space. In addition, there is also a merger between Disaster Management Agency with Bakesbangpol Linmas into Disaster Management Agency and Public Protection. *Third*, the Delegation of Authority. In this new institutional restructuring also contains the reduction of some authority in the area that must be submitted or given at a higher level of government, the provincial governments.

No	Indikator	Kendala/tantangan
1	Sumberdaya Aparat dan Aset	1. Dengan adanya moratorium CPNS/PNS sampai tahun 2019 khu-sus jabatan administrator (struktural), apabila kelembagaan terlalu gemuk (tidak efektif dan efisien) dan jumlah PNS yang purna, maka di struktur organisasi akan terjadi; 2. Validasi data terhadap personil (guru) yang akan ditangani provinsi; 3. ESDM hanya membentuk 3 UPT penegawasannya bagaimana kan lebih sulit nantinya. Ya memang sumber daya (SDM) kita jelek banyak yang tidak qualified karena tidak sesuai bidang
2	Nomenklatur dan Jabatan	1. Ada pejabat tidak ada staff; 2. Akhirnya pejabat kurang pekerjaan banyak waktu yang nganggur; 3. kendala yang dihadap BKD menurut Pak Firman adalah karena BKD marger dengan Badan Diklat yang maka dikhawatirkan adanya pegawai yang tidak mendapatkan pekerjaan; 4.
3	Tupoksi	1. Tupoksi antar pejabat berebut (tumpang tindih); 2. sekarang itu yang masih terkendala di pemerataan tupoksi aja jadi nanti mungkin masih ada beberapa eselon IV itu yang sasarannya lebih sempit dibandingkan yang lain; 3.
4	Keuangan	1. Bila tunjangan penambahan penghasilan (TPP) dijadikan tunjangan kinerja, maka ada pejabat yang tidak menerima tunjangan kinerja...."; 2. Anggaran yang harus melakukan penyesuaian ulang sesuai kebutuhan dan kepentingan Dinas Kehutanan dengan berkurangnya tugas karena merupakan kepanjangan tangan dari Pemerintah Provinsi; 3. anggaran yang terbatas, harus dilakukan penyesuaian anggaran dengan tugas yang baru; 4.
5	Mindset	1. Kerangka pikir rekan-rekan di SKPD masih banyak yang berpola pikir PP 41. jadi terkadang ada kendala dalam memberikan pemahaman dengan pola pikir yang baru PP 18...." 2. Ada kemungkinan juga karena susunan organisasi yang baru ini maka pegawai jadi bingung dan perlu diberi pemahaman; 3. Tantangan yang ada itu ya mungkin dalam masa peralihannya ya karena harus melakukan penyesuaian;
6	Koordinasi	1. Hambatannya adalah mengenai koordinasi pemerintah provinsi dengan pusat maupun daerah;

The delegation of authority should be given to the provinces, among others: a). the field of education, especially the management of secondary education and special education; b). the social sector in the management of rehab, c) the employment sector, the implementation of supervision; d). the transportation sector in the management of type B terminal; e). Forestry, on the implementation of the extension and protection; f). Energy and

Mineral Resources, on the conduct of counseling and protection.

Along with institutional reforms, especially regarding the delegation of authority of the six areas, then automatically the number of civil servants in the East Java provincial government will increase. According to the Regional Secretary of East Java province, Ahmad Sukardi, an additional number of Employees in 2017 will reach 35.613 civil servants, which consists of 34.312 teachers and lecturers, 9 Officer Rehabilitation Center, 206 labor inspectors in the field of employment, 376 officers terminal type B, 700 forestry supervisors and 10 areas of EMR. (Jawa Post, Saturday, October 1, 2016)

In addition, the delegation of authority also occur in Bakesbangpol Linmas, will be drawn and submitted to the central government. Seeing this reality, it is possible there is resistance and tantanangan on the implementation of goverment regulation 18/2016, especially regarding the delegation of authority to the district/city to the province especially the authority of the transfer of education. As an example of her, is the struggle waged by the Mayor of Surabaya and Blitar, filed a judicial review against the existence of Act No. 23 of 2014 to the Constitutional Court. Basing informant assessment, it appears that obstacles and barriers perceived by informants on the implementation of goverment regulation 18/2016 can be grouped into 6 (six), 1). which concerns the resources and assets; 2). Nomenclature and Occupation; 3). Auth; 4). Finance; 5). Mindset, and 6). Coordination.

Basing to the reality of the above, it was clear that actual informant responses against goverment regulation 18/2016, not only believes in the goodness or the potential success of the new institutional reforms, but also contains the challenges and obstacles. If the reality is read through the eyes Ashkenas (2002), then the challenges and barriers to touch in two ways, namely: 1) Vertical boundaries; This kind of vertical barriers are barriers between superiors and subordinates including differences in status, authority and power, span of control, authority limits and other things that show herarkisitas in the organization and; 2). Horizontal boundaries; barriers that are horizontal in part because the functions, organizational units and production flow.

Conclusion

Bureaucratic reform after the 2014 elections, not only to touch a variety of improvements in economic policy with the issuance of the policy package I to 12, but also touched also on the institutional reform/local government organizations with the release of Government Regulation 18/2016. In line with that, the process of institutional reform of local bureaucracy volume II continues in synchronization with a budgeting framework that came into force in 2017. Basing on the results of the field study, reflecting the dilemma in the implementation of Government Regulation which can be seen from the results, between other:

1. In view of the informant ratings of the 7 (seven) instrument long associated with existing institutions, it appears that almost all the informants judge that the old institutions (PP 41 in 2007), considers the existing institutional structures have been describing 'poor structure, rich in functionality; able to work efficiently and effectively; have a clear work procedure and flexible and has a division of idel. Nonetheless, in response to the informants

'coordination between institutions'; ability to absorb the aspirations and thinking across sectors, may be deemed to be lacking.

2. In view of the informant ratings of the seven (7) new local institutional expectations related instruments, it appears that there are five (5) instrument confirmed that the new local institution will be many benefits, among other things that the Government Regulation 18/2016 will be implemented optimally especially the performance of the Department; will ensure better performance of the Agency; able to provide access to finance for the authority and some authority shall be left to the provinces would be better; Government Regulation complexity. While the assessment of the two (2) other instruments, which is submitted to the management authority of the province and the incorporation was ideal, many are not recognized by most informants.

3. Basing informant ratings of the new institutional expectations, it appears that most or 65%, states 'consent', and 35% other informants that states 'disagree'. This context officers concluded that most informants in the study area did not object to the birth of Government Regulation 18/2016 as a guide in the preparation of new local institution.

4. Although the Government Regulation 18/2016 lots of encouraging the creation of efficiency and effectiveness of local government performance, but contained 6 (six) constraints, both involving officials of resources and assets; Nomenclature and Occupation; Auth; Finance, Mindset and Coordination

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Transparency in Policy Process through Public Participation

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open government, policy process, public participation, transparency,

Abstract

Open government in Indonesia is supported by policy among others act of the Republic of Indonesia number 5 of 2014 concerning Public Information Disclosure; and act Number 12 of 2011 concerning the Establishment of Laws and Regulations; has given space for public participation in the policy process. However, transparency in policy process is still not optimal. Therefore, it is necessary to conduct a study transparency in policy process through public participation, using library research method, with the formulation of the problem how far the public participation in policy process implemented? The purpose of the research is to encourage policy process through public participation efficiently and effectively.

INTRODUCTION

Public aministrastration response to freedom of information act, especially transparency in policy process through public participation is a necessity. This can be seen in the policy process in Indonesia in the era of bureaucratic reform especially the era of open government. Ministry of PPN/Bappenas (2013) in the evaluation report of bureaucracy reform policy says bureaucracy reform is important because the level of transparency and accountability of government bureaucracy is still low.

In addition, policy formulation in the form of legislation still has problems as stated in the Grand Design of Bureaucracy Reform 2010-2025 below.[10] Some legislation in the field of civil servant is still overlapping, inconsistent, unclear and multi-interpretive. In addition, there is still a conflict between legislation with one another, either equal or between the higher regulations with the rules under it or between the central regulations with the local regulations. In addition, many laws and regulations have not been adapted to

[10] Presidential Regulation No. 81 of 2010 concerning the Grand Design of Bureaucracy Reform 2010-2025.

the changing dynamics of governance and community demands. Therefore, legislation is one of the important areas of change in bureaucratic reform programs.

Public policy is a product of a policy process mechanism. The good public policy that is produced depends on the good policy process mechanism. For example, how far is the mechanism of public participation in the policy process. Some experts explain the policy process as described below.

Mustopadidjaja (1992: 22) states that the policy process examines socio-political and institutional factors and dynamics in relation to some or all of the policy cycle in the policy making and policy implementation phases, as well as policy monitoring and control. Because the policy process examines socio-political factors and dynamics, the policy process is related to the factors of public participation. This policy process can be seen as a model of transparency in policy process trough public participation.

And then Syafri (2012: 116) also states that the State policy process, including: (a) policy formulation; (b) approval of the policy; (c) implementation of the policy; (d) supervision and control of policies; (e) assessment of results (performance evaluation) policies in various aspects of community life (social, economic, political, law, religion, environment, and others.

The policy process covers a variety of complex factors that need to be simplified into a model. The National Institue of Public Administration's (2010) Review of the Policy Formulation Guidelines illustrates the policy process model based on Act Number 10 of 2004 on the Establishment of a Legislation Regulation. In the Act is given space public participation. The public has the right to provide input orally or in writing in preparation and discussion of draft laws and draft local regulations (see article 53).

The policy process model is described as a policy formulation scheme that provides space for public participation until the policy deliberation stage. As it is known that the stages of policy formulation consist of: (1) Policy formulation (needs identification, alternative development and policy formulation); (2) Discussion; (3) Legalization; and (4) Dissemination. Thus, in the framework of policy formulation, it is necessary for public participation to provide inputs in the formulation of policies so that policy formulation can be efficient and effective.

It is ideal, if policy formulation is done by accommodating public participation in the policy process. However, the implementation of public participation in the process of policy formulation was not optimal, because the public participation space was also not well established. As a result, policy implementation problems can be found. A policy can not be implemented because public participation is not optimal in the formulation of policies so that people reject the policy.

Based on the background of the problem then the formulation of the problem, how far the guarantee of public participation in the policy process implemented efficiently and effectively? To answer the problem, it is necessary to conduct a study "Transparency in Policy Process through Public Participation".

Considering the limitations, the scope of this study is limited to the implementation of the Law related to public participation, as follows (1) Act Number 14 of 2008 concerning Public Information Openness; And (2) Act Number 12 of 2011 concerning the Establishment of Laws and Regulations. The study was conducted using library research method, with the aim of increasing public participation in policy process efficiently and effectively.

Results and Discussion

In Indonesia there have been published policies in order to transparency in policy process through public participation. These policies include: (1)

The Act 14 of 2008 concerning Public Information Transparency; (2) The Act Number 12 of 2011 concerning the Establishment of Laws and Regulations; (3) Presidential Decree No. 13 of 2014 concerning the Establishment of Indonesia's Membership in the Open Government Partnership. (4) of Presidential Regulation No. 2 of 2015 concerning the National Medium Term Development Plan 2015-2019; And (5) National Action Plan of Open Government Indonesia 2016-2017 document.

First, the Act Number 14 of 2008 concerning Public Information Transparency. Contains rules that encourage transparency in policy process through society participation, as follows. The act has the following objectives: (a) to ensure the right of citizens to know the plans for public policy making, public policy programs, and public decision-making processes, and the reasons for the taking of a public decision; (b) encouraging the public participatory in policy process; (c) enhancing the community's active role in public policy making and the management of good public bodies; (d) realizing good state administration, which is transparent, effective and efficient, accountable and accountable; (e) find out the reasons for public policy affecting the livelihood of the public; (f) develop science and intellectual life of the nation; (g) improve the management and information services within the public body to produce quality information services (see article 3).

Everyone has the right to obtain public information in accordance with the provisions of this Act (see article 4). Furthermore, each public agency regularly discloses Public Information. The information includes: (a) information relating to the public agency; (b) information regarding the activities and performance of the relevant public agency; (c) information on financial statements; (d) information regulated in legislation (see article 9).

Second, Act Number 12 of 2011 concerning Formation of Legislation. This law provides space for public participation in the policy process. Public participation rules are as follows: (1) The public has the right to provide written oral input in the formulation of laws and regulations; (2) The oral or written input may be made through: (a) a public hearing; (b) working visit; (c) socialization; (d) seminars, workshops, and discussions; (3) The public who has the right to provide input is an individual or group of persons having an interest in the substance of the draft laws and regulations. (4) To facilitate the public in providing input orally/in writing. Every draft legislation should be easily accessible to the public (see article 96).

Third, Presidential Decree No. 13 of 2014 concerning the Establisment of Indonesia Membership in Open Government Partnership. Contains provisions that encourage transparency in policy process through public participation, as follows. Establish Indonesia membership in Open Government Partnership (article 1). The reason for Indonesia's membership in the Open Partnership, that the Open Government Partnership encourages its Member States to realize transparency, public participation, and accountability in the implementation of its governance system as a natural consequence of a democratic State; As well as to enhance Indonesia's participation in these Open Government Partnership activities, Indonesia is a member of the Open Government Partnership. Furthermore, in the framework of Open Government Partnership has been formed Open Government Indonesia (OGI).

The OGI is a concrete form of the Indonesian government's seriousness in conducting public sector reform in Indonesia as a whole. Through OGI is expected to be born ideas, initiatives, and practices of government openness that can accelerate the achievement of national targets and priorities. Primarily in the

realization of clean, effective, democratic, and reliable governance. With OGI, the government seeks to open the door as much as possible to all levels of society to collaborate and play an active role in determining the priorities of governance in Indonesia. With the growing collaboration is believed to be a solution to strengthen the quality of public policy implementation of the government. In addition, through an open government process, the Indonesian government believes that there will be many public policy innovations that are more suited to the needs of the people.

OGI has institutional facilities such as the OGI National Secretariat. The OGI National Secretariat is an institution established to facilitate and encourage the process of realizing policies to create a more transparent, accountable and participatory government. The OGI National Secretariat is coordinated jointly by the OGI core Team consisting of both government representatives and civil society representatives.

Fourth, Presidential Regulation No. 2 of 2015 concerning the National Medium Term Development Plan 2015-2019. In the RPJMN Book II Chapter 1.1.2, declared activities that encourage transparency in policy process through public participation. The main objectives of mainstreaming good governance are (1) increasing information disclosure and public communication, (2) increasing public participation in public policy formulation, (3) increasing bureaucratic capacity and (4) increasing quality of public service delivery.

To achieve these objectives, the policy and strategy are as follows: (1) improvement of information disclosure and public communication, among others through completion in the framework of public information disclosure; (2) increasing public participation in policy formulation, among others through the creation of public consultation forums; (3) enhancing bureaucratic capacity, among others through the expansion of bureaucracy reform at the central and regional levels; (4) Improving the quality of public services, among others through strengthening the capacity of public service performance control, which includes monitoring, evaluation, assessment, and supervision including supervision by the community.

Therefore, the indicators of mainstreaming governance related to the national policy issue of increasing public participation in policy formulation, which should be applied at the ministry / institution level, are presented in the following table 1.

Table 1
The Implementation of Policies for Mainstreaming Good Governance

Issues / National Policy	Institutional Policy in the Work Plan	Indicators in each Institutions	Goal 2019
Increased public participation in policy formulation			
Creation of spaces for public participation and consultation	Establishment of Public Consultation Forum in policy formulation	% of institutions implementing the Public Consultation Forum	100%
	The development of information proactive publication system an accessible and easy to understand information proactive publication system	% of institutions that have an information publication system and are easy to understand	100%
	Development of websites that interact with the public	%of institutions that have websites	100%

Source; RPJMN Book II.

Fifth, the Document of the Open Government Indonesia National Action Plan 2016-2017. One of the prerequisites for Indonesia's participation in the Open Government Partnership is the transparency and public participation in the national budgeting process. Thus the Indonesian government is committed to realizing transparency and public participation in the budgeting process. This demonstrates a strong Indonesian government effort to encourage transparency in policy process through public participation.

The various policies that have been taken indicate that the Indonesian government has a commitment to realize transparency, public participation and accountability in the implementation of the governance system. This shows the Indonesian government's efforts to encourage transparency in policy process trough public participation. Based on the

above description, the policy formulation scheme that explains the pattern of transparency in policy process through public participation, can be described as follows.

Figure 1
The Scheme of Policy Process and Public Participation

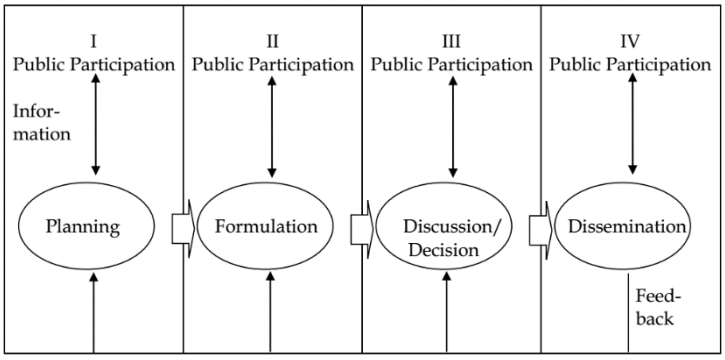

Figure 1, the scheme of policy process and public participation describes a policy process that provides space for public participation through information disclosure in every stage of the policy policy process. The stages of the policy cycle include: (1) Planning; (2) Formulation; (3) Discussion/Decision; And (4) Dissemination.

The results achieved by the Indonesian government in the context of transparency in policy process through public participation can be seen in the transparency of the budgeting process (see table 2).

The Indonesia's open government national action plan 2016-2017 declared a two-year index indicator related to budget disclosure issued by International Budget Partnership (IBP) a non profit organization that survey and facilitate global budget transparency movement. Indonesia's budget disclosure level from 2008 to 2016 according to IBP continues to increase. In Southeast Asia, Indonesia is ranked no. 2 (after Philippines, with score 64/100).

Table 2
The Availability of Budget Documents Over Time in Indonesia

Document	2006	2008	2010	2012	2015
Pre-Budget Statement	🟡	🟢	🟢	🟢	🟡
Executife's Budget Proposal	🟢	🟢	🟢	🟢	🟢
Enacted Budget	🟢	🟢	🟢	🟢	🟢
Citizens Budget	🔴	🔴	🔴	🟢	🟢
In-Year Reports	🟡	🟢	🟡	🟢	🟢
Mid-Year Review	🟢	🟢	🟢	🟢	🟢
Year-End Report	🟢	🟢	🟡	🟢	🟢
Audit Report	🟢	🟢	🟢	🟢	🟢
Score	42	54	51	62	59

🔴 Not produced/oublished late 🟡 Produce d for internal used 🟢 Published

Source:
(1) http://www.internationalbudget.org/wp-content/uploads/OBS2015-CS-Indonesia-English.pdf;
(2) Ministry of PPN / Bappenas and the National Secretariat of Open Government. 2016. National Plan of Open Government Openness 2016-2017, Jakarta.

On the other hand, concerning public participation, the open budget survey 2015 Indonesia said that public participation Indonesia's score 35 out of 100. The government of Indonesia is weak in providing the public with opportunities to engage in the budget process.

Therefore, despite the increasing trend of ranking results since 2006, there is still much to be done to improve transparency, public participation and controlling of the budgeting process in Indonesia.

Conclusion

There is increasing publication in policy process in budgeting; While public participation in the policy process in the field of budgeting is weak in providing the public with the opportunity to engage in the budget process. It is recommended that public participation should be increased in every stage of the policy process from planning, preparation, discussion and determination and dissemination by

opening public spaces that are easily accessible and easy to understand.

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Potential Development of the Community in Development in the Pekanbaru City

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Keyword:
development, development, potential, city community

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Abstract

The number of poor people in Pekanbaru City is still high (8,5%). Various measures to reduce the number of poor people have been done in the form of community empowerment programs. However, the implemented program has not given significant impact, so it has not succeeded in reducing the existing poverty rate. This study aims to analyze the development of community potential in development in Pekanbaru City by knowing the steps of developing the poor through Economic Enterprises of Urban Savings and Loans (UEK-SP); As well as analyze the factors that influence the potential development of the community. The implementation of this research using qualitative method to describe and explain about the phenomenon studied. The results show that poor community development programs in the form of UEK-SP that have been run long enough have not succeeded in accordance with the intended purpose. The financial assistance provided is mostly used for consumptive uses. Skills aids are not applicable in accordance with processes and procedures, as the developer does not yet have sufficient skills for community development. Business administration support by developers is almost nonexistent. The unsuccessful development of the poor is due to several factors that affect: First, fear, this factor occurs in people who are afraid of not being able to repay the loan. Second, the inconvenience factor, this factor occurs on the part of the developer and is developed because it is tied to the rigid rules so they feel not free to innovate. Third, the tendency to use the old way, this factor occurs because the developers are still using the old ways.

INTRODUCTION

Implementation of autonomy is expected to give real purpose to local government in improving quality of life of society. This is because in reality human and society is a very important factor in determining the success of a development process in the region. Because the development of the region is a development that is carried out based on the principles of local communities in accordance with the potential, both human and natural resources.

Regional development should be aimed at community empowerment that provides an opportunity for each community to participate in the development process. Community involvement in development by obtaining equal opportunities to enjoy development

outcomes. The main requirement in community involvement is related to the ability to have equal opportunity, so that the community can be empowered in the development process.

Implementation of the community empowerment program is done by looking at social problems that exist in the neighborhood community. The problem of social life of the local community so far is very influenced by various things that concern. This problem is caused by several factors between them are educational background, culture, livelihood and mindset and lifestyle of local community. Starting from the various conditions in the life of the community, will lead to different forms of treatment when a person or group wants to run a community empowerment program to support the advantages that exist in an object area of the implementation of empowerment program pertaining.

A participatory development approach must be followed by developing knowledge, skills, and awareness of the community to change the situation for the better. Mikkelsen (1999) argues that the paradigm of participatory development requires two perspectives, namely the first involvement of the local community in the electoral process, design, planning and implementation of development that will color their lives so that it can be ascertained that the pattern of attitude and mindset as well as the values of knowledge They take into account the maximum. Second, create feedback that can not be separated from development activities undertaken.

Indeed, the pattern of development implementation with a participatory paradigm is how to optimize their skills, skills and willingness in every development process. Thus professionalism is the key to participatory development. Therefore, the development of human resources in each unit should be the main focus. If every umit has been properly constructed, the active role of all units should be prioritized by positioning the concepts of community empowerment. In this case, community empowerment is a very important step for the movement of participatory development.

Implementation of participatory development should aim to empower communities to be directly involved in each development process. Therefore, society must be empowered so that they can play a role in development. For if society is not powerless, then they will not be able to run the development properly. Thus the concept of community empowerment should be a top priority to run. Implementation of community empowerment program can be run by anyone, either individual or through government officials and private parties. Implementation of the program is usually adapted to the circumstances of the socio-cultural and socio-economic areas of the local community that will be the object of empowerment, of course, by looking at the development of society so far.

Implementation of community empowerment program is not only focused on rural community which is considered not yet touched maximally by information but also focus on city and outer city. Where the existence of the community is very diverse, therefore the flow of information and the impact of urbanization flows both areas greatly affect the mindset and lifestyle of the subjects and can not be equated with other areas, because each region is different from each other.

The poor community empowerment program in Pekanbaru City has been done in order to eradicate poverty. However, the poor people in Pekanbaru City are still high in number. Recorded the poor numbered + 160.942 people or about 8.5% of the total population of Pekanbaru City, which is 1,205,612 people spread in 12 districts. Of the poor, only a small proportion have received a program for the empowerment of the poor, such as the Economic Program of Kelurahan-Simpan Pinjam (UEK-SP).

UEK-SP program is a program in the framework of improving the community's economy in cooperation of

Riau Provincial Government with Regency and City Government in Riau Province. This program is related to community empowerment called Village Empowerment Program (PPD). The PPD run by the Community Empowerment and Protection Agency (BPPM) is a tangible embodiment of the effort to eradicate poverty in Riau Province. PPD is one form of poverty eradication program as an effort to accelerate the settlement of the lack of public welfare which is the obligation of the government as long as the main agenda of National Development as stipulated in the National Development Program (Propenas) 2000-2004 and in Governor Decree No. 592 / IX / 2004.

METHOD

The implementation of this research using qualitative method to descriptive and explanatory. The reason for the selection of qualitative methods is the desire to analyze and recognize problems and to justify the focus of ongoing circumstances and practices, to verify for later results for future plans (Sugiyono, 2006). The qualitative research of the research process is cyclical, which means the activity of data collection and direct data analysis simultaneously. For that very necessary theoretical sensitivity in the process of data collection and data analysis in the field, therefore researchers themselves who act as the main instrument. Furthermore, in the data analysis will be used dialogical interpretation approach, which is a dialogue between the understanding of emic with the understanding of etic to understand the symptoms encountered in the field. From the dialogue will be generated negotiate meaning to then poured in the form of reports. Data analysis techniques using flow analysis techniques (Miles and Huberman, 1992).

RESULTS AND DISCUSSION

The essence of the development of society is the ability of individuals who are concerned with the elements that make a society survive and build its own empowerment. The ability and potential possessed by each individual, of course, the deceive will be able to make an introduction to be able to design the appropriate development program in community empowerment. The process of recognition of the ability and potential of the community will be found classification capabilities and potentials owned by the community to be empowered.

Then through the distribution of the types of abilities and potentials undertaken, the empowerment can know what will be done and implemented through community development programs. In addition, the search for the type of ability and potential that will certainly introduce the powerlessness of the community in what area. So that the empowerment can know the weakness of the community and of course can provide guidance before the community empowerment program implemented. Therefore, the relative community development program is implemented after the community receives assistance in carrying out activities that have been prepared by the empowerment through community empowerment program.

Potential development process can be found in the powerlessness of society in the field of finance, skill, administration, facilities and so on. So with the findings made, the empowerment course can prepare the needs of the community better. If such conditions can be implemented by the empowerment, then the community development program implemented can achieve satisfactory results. Because people do get their needs in community development programs, not just programs that are carried out without orientation to output, outcome and impact.

A. Development of Community Potential in Development

Potential community development programs in development in Kecamatan Tampan Pekanbaru City designed by the

government should indeed really rely on improving the quality of life, quality of life, and prosperity of society, which in this case seen from three aspects, namely financial development, skills development, and Administrative development.

1. Financial Development

Every organization, company and other commercial activities require money in carrying out its activities, both in large and small capacity. Finance is a very important factor in moving the operational of an organization. Therefore, finance is the sum of the long-term debt, stocks, and equity shares of common stock, short-term debt subject to bank interest. In another sense, finance is the result of a company's assets after deducting all liabilities. The finances used in the day-to-day activities are called working finances. Where the financial work is the entire property owned by the company, or it can also be intended as a treasure that must be available to finance the operations of the company. So with sufficient financial availability, will ensure the implementation of operational activities of a company.

The financial assistance given to the poor as a beneficiary of the government program in the form of UEK-SP activities in Kecamatan Tampan has not been used optimally. Because there are still many poor people who have not fully utilized the finances provided to develop the business undertaken. This situation makes the purpose of providing financial assistance to run the business community is not running properly. The main factor the poor do not use fully accepted finance to develop the undertakings is constrained by the fulfillment of other more urgent and necessary needs of society in their lives. This reality makes the recipient community of financial assistance should make the choice to advance the business run or fulfill the need. This difficult choice makes the poor more secure to meet urgent needs first.

Then another obstacle is the unfamiliarity of the poor who have a lot of money, making them think practical to use the financial owned in fulfilling the needs of life that have not owned. The above reality is indeed among some beneficiaries, consequently the business finance provided can not help the business it takes care of. In addition, the result of the inability of the user in using the financial provided makes it difficult for the community to explain the origin of the business money they have received. Impact of it of course the process of initial explanation of the financial conducted obstacles, the result of the community is less able to explain the origin of the business finances that have been received. This is certainly caused by the unsuccessful effort, because the finances received are not fully utilized to run the business.

Development in the field of finance is done requires a better design, so that the expected program objectives can be realized. Because of the successful start of the program implementation that started from the good design. Therefore, it is very important to formulate and draw up a good financial design, with the following details:

- First, good design is used as a guide and guidance in running the program.
- Second, good design can be used as forecasting for the effort of achieving the objectives set by the program.
- Third, good design can be an option in running the program.
- Fourth, in preparing the design there is a priority scale that can be the core of the achievement of the program.
- Fifth, with the design may be supervised and evaluated the implementation of the program undertaken.

With the above formulation, proving that good design is needed to realize the successful implementation of the program. One of the important activities of good design is program socialization. Because the socialization of the program is done to the poor people knowledge of the program. So that the poor can use the program to run the business. In addition, socialization conducted can provide information to the poor about the

government's financial assistance program. Based on the information received, the poor can know the embodiment of the program provided. So that the poor who meet the requirements with the target program can utilize the program to run the business. It is hoped that the financial assistance provided may help the poor to increase family incomes and promote the local economy.

Every poor or beneficiary desperately needs mentoring and guidance to be able to take advantage of the finances it has received. Due to the lack of education and guidance given, the community has not been able to maximize the business finance it receives. In reality there are still many people who have not been able to utilize the finances it receives with the maximum. The impact of business finance provided is used for purposes that are not related to the development of the business undertaken. Therefore, a strategy must be provided to provide assistance to each poor community who has been confirmed to pass the examination and should receive the financial assistance provided. Assistance is given primarily to the administration of business financial utilization, business opportunities, and penalties from irregular financial explanations of the business it has received.

This advisory effort is intended to understand the utilization of the maximum financial utilization while looking at business opportunities that do. Given this knowledge, the poor or beneficiaries can use the strengths and opportunities they have in developing the business. Because the development of the business will bring important implications for the increase in income of his typical family and local economic development. In addition, information about the punishment of inability to explain the source of money that has been given also needs to be done, so that the poor really take advantage of the business finance provided in accordance with its intended.

2. Skills Development

Skills are very necessary in an effort to advance the business undertaken. Because with good skills, an entrepreneur will take into account all the possibilities that will happen to the business to be run. A good business calculation will give effect to the success of the undertaking. The business calculation process usually covers business finance, business type, location or place of business, customer and business appeal. Efforts to calculate the business requires a mature skill, so the calculation is not wrong.

For community development in the field of skills in UEK-SP Program should be done to provide additional knowledge and ability of society in good entrepreneurship. Because the poor who are entrepreneurs do not all have an understanding of good entrepreneurship. Even the desire to entrepreneurship materialized simply or even because forced to no longer work. So it is very necessary once Supervision or training for the improvement of skill in entrepreneurship.

This effort is done so that the poor can run their business well, and bring benefits that are useful for him. Where with the addition of replicates berbeliai will provide economic improvement of families and local economic development and poverty eradication in the community. Therefore, community development programs in the field of proficiency is necessary so that the poor have a direction and hala tuju in carrying out entrepreneurial activities undertaken.

Most of the poor people in Kecamatn Tampan have talent and are supported by the circumstances to fulfill the living cost of living by doing business such as selling barangan ropit, home industry, animal husbandry, small scale farming. Therefore, the assistance of proficiency is needed in the development of the business that is being run. In the development process, the developer is obliged to provide such skill assistance in addition to the

financial given, in order for their business to succeed.

Good skill skills with strong commitment and willingness support from the poor or beneficiaries to succeed will inevitably make it easier for poor people to become mighty and out of poverty. On the contrary, high proficiency of proficiency without the strong will of the poor to succeed only makes the business finance used for the less useful. Therefore, in the process of delivery done in the implementation of UEK-SP Program, should be guided or directed to each potential beneficiary of financial assistance provided.

Business development process that gets a solid support from the government through financial assistance business. So with this assistance every poor or beneficiary has the intention to change and get out of poverty. The changed wills that are born in the community will bring positive impacts on the financial utilization of the business it has received. Where the poor or the beneficiaries will use the business finances it receives to advance the business it is taking care of. In addition, in an effort to make changes made by the poor or beneficiaries, the developer must also be diligent in providing guidance and guard. So that the process of change desired by the poor or the beneficiaries does get a unified support of all parties. So that the process of change made can give maximum results.

The low skills possessed by the poor or the beneficiaries are at the low educational level of the poor. Where the results of observations made and the data obtained, the majority of the highest educated middle-class society and not the lowest school. This reality is certainly very apprehensive in the effort to implement a poor community development program that stipulates business financial assistance. The board should also consider the level of education held by the poor or potential beneficiaries as the principle of the financial aid grant agreement. Due to the consideration of the level of education held by the poor it will be thought of the poor to get the help provided.

Given these considerations, the business finance program can be channeled to the poor who really have the will or desire to get out of poverty. In addition, other considerations that can be developed the length of business that was cultivated and proposed to obtain financial assistance provided business. So that by knowing the duration of effort being pursued by the UEK-SP Program's successor can consider the strengths, weaknesses, opportunities and threats of the efforts undertaken by the poorest communities. This effort will eliminate the problem of failure to implement UEK-SP Program in enriching the poor caused by skill factors.

The poor or the beneficiaries are expecting a guidance or training program provided by the UEK-SP Program's board in carrying out community development. Because the poor or the beneficiaries are well aware of the low level of education they have, it has made it difficult for the poor to manage their business finances well. Therefore, it is necessary guidance and training to the poor to be able to provide new knowledge about entrepreneurship is good and right. But the expectations desired by the poor or the beneficiaries did not materialize. As a result, the poor or the beneficiaries are forced to be powerful and able to use the financial aid the business has given.

Where the awareness of UEK-SP Program officials to provide direction to the poor or beneficiaries who receive business financial assistance is still quite low. The impact of the poor or the beneficiaries walk alone to be able to use and utilize the business finances it receives in advancing the business. Supervision conducted by the UEK-SP Program's management is also not maximized, so there are still many business activities conducted by the poor or those who are not at all guarded. This condition should be the maximum concern of the board so that the poor are really guarded in

taking advantage of the financial assistance they have received.

3. Development of Administration

Administration strives to realize a predetermined objective, so that activities in the organization must be directed by the leadership to realize the specified goals. The measure of success or failure of an organization to realize its objectives is seen from the achievement of what is being targeted of all activities within the organization. The importance of this administration in particular is to divide the work, duties and responsibilities to each person in the organization. With the job description, it will form cooperation and hubungkait rasmi in an organization, therefore heavy and difficult work will be completed properly and desired goals can be achieved very well as well.

Community knowledge as a beneficiary UEK-SP program has a low knowledge of business administration. This reality is seen from the lack of ability of the community to do business administration that is obtained, so that the business run can not succeed. In addition, the low comprehension of business administration by the user makes the run effort is not working well, can even lose money. This case certainly makes the depressed users in their life, because they have to meet the needs of their lives and explain the originally borrowed business finances.

It is this reality that makes the implementation of UEK-SP Program fail. Only a few areas have very high election rates for potential beneficiaries who can achieve success. Only prospective beneficiaries actually have the appropriate terms that actually receive business financial assistance. But for the community of prospective beneficiaries who do not meet the requirements are required to fulfill them first to apply for borrowing. This situation certainly makes the prospective beneficiaries can be elected well. In addition, the board also create a new strategy by providing training to every prospective user or beneficiary in an effort to manage business finances in advance business. Where through the training of the beneficiaries will get a basic understanding of entrepreneurship and business administration. So that the understanding can be utilized to conduct business administration developed by the user.

There is no implementation in the field of administration because there are no regulations designed by the government in related activities. There is no law that regulates making the management does not have the courage to carry out administrative development to the prospective beneficiaries and users. This fact makes the beneficiaries manage their business only based on the experience they have. By that way, it is only natural that there are still many users who have difficulty in advancing their business.

The board should be able to provide a view to the government to change the guidance of skills / execution in order to provide opportunities to conduct training in the field of business administration. With this opportunity, the board can utilize operational cash to add knowledge to potential users and users in the field of business administration. In addition, the board can also work with NGOs, NGOs or Community Service Organizations at local universities to provide training to potential beneficiaries and users.

This cooperation is expected to be a solution to the inability of administrators in doing development in the field of administration. Because the cooperation developed may only reduce board members in doing development in the field of administration. Because some NGOs or NGOs are indeed using their institutional activities to provide understanding to the community. Likewise with the Institute of Community Service of Higher Education that has provided a bajet for community service through training activities, both from the university's own bajet and from the Ministry of Higher Education.

The low level of business administration capability possessed by prospective beneficiaries and users, which is evidenced by the number of users who can not carry out their business administration, so there are still many unsuccessful businesses run by the community. This situation certainly makes the business finance provided can not provide benefits to the community in developing the business.

Whereas at least the prospective beneficiaries and users already have an understanding of business administration, both from experience or education ever done. With experience or education owned, every user can take advantage of business finance that is given with the maximum in advancing their business. But the fact is that many users who have no experience in entrepreneurship and business administration. Because almost the majority of the beneficiaries are new entrepreneurs, because hearing of financial aid business.

Characteristics of unskilled users who are not very good at managing the administration almost half of the existing amount, so it is only natural that such a lot of users who do not succeed. Another impact is the inability of such beneficiaries to restore the original financial business loan. Then other beneficiary characteristics are the poor who are entrepreneurial without having enough finance, once received financial assistance there are businesses that use it to develop the business but there are also utilize it to meet other needs.

The low knowledge of business administration owned by the beneficiaries makes achievement of business development results difficult to be realized. This fact is almost encountered throughout the implementation area of UEK-SP Program. As a result there are still many types of community efforts are not successful. Because the user community has not been able to manage the business. This reality must of course be a teaching for the management to be able to make new strategies to overcome the problem of low knowledge of business administration run by the users. If continue to be forced to provide financial assistance to businesses that are less understood the administration of business, would certainly achieve the same achievement results in every implementation.

B. Factors Affecting the Development of Community Potentials in Development

Efforts that are made to transform a situation into a better state, are always blocked so as to be a barrier to the progress of the business concerns. Initially many people predicted that community development programs would succeed in accordance with the goals and expectations for poverty alleviation. But after this program run many found barriers, namely:

1. Fear

The development of community potency in Economic Enterprise of Kelurahan-Simpan Pinjam (UEK-SP) is known that its implementation does not apply as what is expected. One of the obstacles that the problem is the sense of fear. This fear is a psychological condition or a feeling that is owned by implementers of community development programs, both by developers and developed. It is this psychological condition that encourages developers as well as those developed, because they are afraid of being unsuccessful in the program, they end up running the patterns they think are right.

Fear is a feeling of guilt that exists in every person both developer and developed. These feelings are always present in the individual who is afraid of failure in implementing the community development program. Feelings that constrain society and implementers to be very careful that the process of community development becomes rigid or inflexible. From the point of view of the developing party, the public is seen that a sense of excessive fear is clearly visible. They are recruited to assist and carry out activities

and are bound by formal rules that sometimes do not match the existing conditions and ultimately their performance does not work. As a result, the community development process is not running as expected.

People's point of view developed, the fear of non-success is always there, they are afraid to be unsuccessful, afraid of not being able to repay the loan and others. These feelings bring impact to them being very careful in implementing a program that ultimately they do not succeed. This fear factor occurs in most programs where the program's goal is to develop the community, which occurs just like a conventional financial institution in general. Thus the fear factor is also a constraint on the unsuccessful implementation of community development.

2. Role of Clarity

Discomfort is a psychological condition that relates to the feelings of each person in the work, place, time and new ways. Feelings of uneasiness start from a hesitancy, due to lack of understanding or less like the work or new activities. Discomfort is a feeling or attitude possessed by the developer, in this case UEK-SP management and assistants as well as parties who developed or utilized that occurred during the development process. This feeling of discomfort is due to rigid rules, resulting in an obstacle that does not allow them to succeed.

People's point of view as a developed party, these feelings of discomfort always arise because people find it difficult to adapt to jobs and new rules that are too binding on their freedom when they are used to the ways they have been doing. Beneficiaries find it difficult to adapt to activities directed by the developer. The direction and verification performed by the developer is difficult to understand by the community, while the finances provided, the skills and administration are not in accordance with the conditions expected so that feelings of discomfort are always there.

This factor has a great influence on the success of the community so that this uncomfortable feeling becomes the most powerful inhibiting factor in the process of community development in the UEK-SP Program. From the standpoint of the developer there is a feeling of uneasiness because on the one hand they are bound by formal rules, on the other hand people often ignore what they run. This problem occurs because of their difficulties to understand what is needed by the community.

In addition, the empowerment, experience and business capabilities possessed by the developers are always overwhelmed by the ability of the community in running the business, consequently the feeling of discomfort becomes a strong barrier for development. This inconvenience factor applies to most of it, thus making the community development process unsuccessful as expected.

3. Resistance to Change

Resistance to change is a condition or condition experienced by the developer, in this case the Government of Pekanbaru as the community developer. The condition is to use the ways that have always been used in the process of community development, by looking at examples of successful areas and trying to apply to other areas.

The tendency to use these existing methods is a process of aligning the use of the same program on different objects. In this case there is the thought of the developer to implement the previously successful program, it will be easier compared to start a new one with a new idea to create a new activity. Finally, the community development process still uses the existing ways even in different objects.

As the developer in running the development process prefer to use the provisions set by the government, while in the process of community development

may not necessarily accept it for reasons that are too rigid. Developers prefer to focus on business financial aid only, while others sometimes get less support. Then what's the difference with a conventional bank?

Factors using these old ways do work in accordance with established provisions such as development activities based solely on financial grants. The processes and procedures undertaken tend to the guidelines and assurances of the beneficiaries.

CONCLUSION

1. From the analysis that has been done to the development of community potency in development is found that: First, the development of community in the form of providing financial aid for business finance has been administratively done in accordance with procedures and processes applicable, but still found financial assistance provided more widely used For consumptive use. Second, community development in the form of skill support for the implementation of business activities has not been optimally done. This means that skills support does not apply in accordance with the process and procedures, because the developer does not have sufficient skills for community development. Third, community development in the form of granting of administrative assistance has not been run in accordance with the provisions, processes and procedures that apply. This means that the help or development of business administration conducted by developers is almost nonexistent, because the administrative capabilities of the developers are not better than the people who want to be developed.
2. Implementation of the potential development of the community is still encountered several factors that affect, namely: *First*, fear, this factor occurs in people who are afraid of not able to repay the loan. *Second*, role clarity, this factor occurs on the part of the developer and is developed because it is tied to the rigid rules so they feel not free to innovate. *Third*, resistance of change, this factor occurs because the developers are still using the old ways.

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Towards Management of Regional Assets the Productive And Professional

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Abstract

The existence of regional assets is still a tough job for most local governments in its management. Instead of providing a real contribution to the region, where assets instead become a burden in development. This study aims to asset management strategy in delivering value added areas for development in Riau Province and the factors that influence it. This study used a qualitative method is mainly used to descriptive and explanatory. Selection of qualitative methods are used from the desire to analyze and recognize the problems and justification of the status and practices are ongoing, and to verify the results obtained in order to then making a plan in the future. From the research data showed that the strategy of asset management area in Riau Province as observed and analyzed not run optimally, because there are many local assets that have not inventoried well, the valuation of assets held less careful, optimizing asset utilization is still low, and the development of information systems adequate asset management. All this greatly affects the contribution of local assets to the reception area. It can be said that there has been no positive impact on the area of asset management for local development in the province of Riau. Found factors or conditions outside of management strategies that would affect the success or failure of regional asset management strategy in providing added value for local development. These factors are the low quality of human resources and the neglect of the principle asset manager of public accountability that includes accountability honesty and accountability law, accountability processes, and accountability policies.

INTRODUCTION

Asset management is a difficult task for most local governments in Indonesia. This is evidenced by the many exceptions of fairness over the value of regional assets in the opinion of the Supreme Audit Board (BPK) of RI on financial reports in many local governments. These conditions indicate that local governments have difficulty in asset management so as to present the regional assets with less or unnatural. Managing regional assets is not like handling the inheritance of ancestors that can be done on their own (Sutaryo, 2011). Regional assets are the next generation entrants that require strong professionalization and political will. It is undeniable that asset management, including central and regional government assets, is a profession or specialty.

In addition, the management of regional assets is not merely an administrative exercise, but more advanced thinking in handling the asset, that is by how to improve efficiency and effectiveness and is a value added in the management. Therefore, the scope of asset management covers the logistics cycle in the form of needs and budgeting planning; Procurement; use; utilization; security and maintenance; Assessment; Deletion; transfer; Administration; Coaching, supervision, and control. The process becomes more detailed because it is based on consideration of the need for adjustments to the treasury cycle in the broader context (state finances).

Effective and efficient asset management and added value requires asset managers who must be able to formulate accurate and definite local property needs, as well as improve the usefulness and value of the asset. The challenge is not light, it needs hard work of all parties considering the problematics in the management of local assets is so complex. Professional and modern asset management by prioritizing good governance is expected to increase the confidence of state financial management from the community. Therefore, the management of local assets must be handled by professional and reliable human resources, and understand the rules of legislation governing these assets.

Riau Provincial Government looks not satisfied its performance in the governance of this area asset. It is seen for example when hearing Pansus Asset DPRD Riau Province with provincial parliament of Riau Islands on December 10, 2012 in Batam (Zulkarnaini, 2013). In the meeting it was revealed that there are still many Riau provincial assets residing in the Riau Islands are not clear status. According to one of the members of the Riau Islands Provincial Legislative Assembly, who is also a former member of the Special Committee on Regional Property Management of Riau Islands Province, there are at least 22 Riau assets in Riau Islands in uncertain status. One of the examples is Rear Market Padang (Batam) which he said had never been handed over from the Riau Government to Riau Islands so that the status is still floating. Though this market as they admit is still an asset belonging Riau Province.

After the implementation of National Sports Week (PON) XVIII 2012, the Riau Province asset will increase in the form of venues-venues matches and athletes' dormitory spread in various districts / cities. Unfortunately the existence of PON 2012 post-asset received broad spotlight from the community because of its existence many abandoned alias not functioning properly. Riau Main Stadium which is located in the campus area of Pekanbaru University of Riau for example, which cost hundreds of billions of dollars of this development, now the situation is increasingly worn and shabby. Until now there has been no real action from the local government to function properly.

The above conditions indicate that if not properly managed, then the existence of assets built public funds (read: APBD) this will not bring any benefit to the region and society. In fact, its existence becomes a big burden in the future, because the local government must pay big expenses for its maintenance operations over time. In general, the picture that becomes an obstacle of the management of regional assets in Riau Province is; First, the complete data on the number, value, condition and status of ownership (identification and inventory). Secondly, the availability of an accurate database for the preparation of the Government Balance Sheet. Third, the arrangements are still fragmented on various SKPD and not yet coordinated adequately. And fourth, the cost of managing local goods, especially related to security and maintenance, only become a burden on the budget.

To deal with regional autonomy, local governments not only optimize the potential taxes of the asset sector alone, but also must know the amount and extent of

asset management it has at this time. According to Siregar (2004) asset management requires at least three important things, namely minimization cost of ownership, maximize asset availability, and maximize asset utilization. Asset management is very important to know because in addition to the determination of fixed assets in the addition factor in the total assets of the region can also be utilized as one source of revenue that sustains Pendapatan Asli Daerah (PAD).

Soleh and Rochmansjah (2010) argued that the strategic objectives to be achieved in the policy of management / utilization of regional assets include: (1) The realization of administrative order regarding the wealth of the region both concerning inventory of land and buildings, certification of regional wealth, removal and sale of regional assets, reporting of exchange activities, grants, and ruislag; (2) Creation of efficiency and effectiveness of regional asset development; (3) Securing local assets; and (4) Availability of accurate information on the amount of regional wealth.

This study aims to asset management strategies in providing value added for development in Riau Province and the factors that influence the asset management strategy of the area.

METHOD

The implementation of this research uses qualitative methods used to describe and explain. The reason for the selection of this qualitative method is the desire to analyze and recognize the problem and justify the ongoing circumstances and practices as well as verify for later results, in order to make plans in the future. Qualitative method is basically a research procedure that produces descriptive data in the form of written or oral words of the people and behavior observed (Moleong, 2002). The qualitative approach is rooted in the data, and the theories relating to the approach are defined as rules and rules for explaining propositions or propositions that can be formulated descriptively or proportionately. Techniques used in obtaining informants of this research is a snowball sampling technique is a technique of determining the source of information such as snowball rolling to find the most appropriate source of information in providing responses. After the data collected from each research infomation, then will be used method triangulation with ceck and cross ceck to result of response given by informant research.

RESULTS AND DISCUSSION

Regional assets should be an important resource for local governments as the main pillar of PAD, therefore local governments need to manage assets adequately and professionally. In asset management, local governments should use consideration of aspects ranging from planning needs and budgeting, to coaching, supervision and control, in order to asset the region is able to provide optimal contribution for the local government concerned. The regional asset manager must understand correctly the latest version of Regional Property (BMD) in accordance with the Minister of Home Affairs Regulation No.17 of 2007. In the Permendagri it is stressed that the basic principle of the utilization of regional goods is not to burden the APBD in terms of maintenance and annexation By others and create a significant source of PAD.

Toward a Productive Asset Management Area

The strategy of asset management in Riau Province in this research is divided into four stages of work which are mutually related and integrated, namely asset inventory, asset valuation, asset optimization, and Asset Management Information System (SIMA) development.

Inventory of Assets

The inventory asset stage consists of two aspects, namely physical inventory and juridical or legal inventory. Physical

aspects consist of shape, area, location, volume / number, type, address and others. Then the meaning of juridical aspects is the status of mastery, legal issues owned, the deadline of mastery and others. The process of work done in the first stage is data collection, codification or labeling, grouping and bookkeeping.

Riau Provincial Government has not been moved to register and manage its assets properly. Even if there is, it is only incidental or a momentary project and not yet systematic in the framework of asset management. Regional Asset Management Agency (BPKAD) of Riau Province as an instanti appointed as a regional asset manager admits that there are still many regional assets, both movable and immovable assets owned by the Riau Provincial Government, whether in the form of vehicles, land and buildings, which have not been inventoried. Currently BPKAD is conducting an inventory of these assets in various ways, one of which is by cooperating with BPKP Riau in reordering. It does not want to blame why just now the inventory of the asset is done, because BPKAD itself was officially established at the end of 2013 ago along with the release of the Provincial Regulation No. Riau. 2 of 2013 on Guidelines for Management of Regional Property.

As a result of no proper asset inventory, many parties suspected of having undermined local assets, causing uncertainty over the status of the asset, which has an impact on development and investment. An example of the asset being undermined is the discovery of some heavy equipment of the Public Works Office controlled by an unclear person. On this case, to the point that Plt. Governor of Riau commented in the media for the relevant SKPD requesting the heavy equipment is returned. If not yet returned. He asked the officers to make a withdrawal. Further disclosed Plt Gubri, in terms of this asset problem should SKPD be able to be assertive and fast, even if necessary if it is proven that it is true owned by provincial assets, without warning letter can be withdrawn force.

To avoid mistakes and negligence of the past, then in the future planning the BPKAD Riau Province has launched the so-called "orderly recording" which must begin from the procurement stage. In the procurement stage the detailed specifications of the asset must be clearly specified for both fixed assets and for fixed assets. But admittedly there are still many weaknesses in this regard, among others, there are errors in the writing of specifications or quantity size on the contract, but this becomes very kruisal and influential for the next process.

In the case of this inventory is also found the problem that there are many assets that have a lifetime is still small, but experienced a lot of damage or can not be used. The non-functioning of these assets with less lifetime as a result of the lack of maintenance of the assets. Suppose that if this happens to a fixed asset such as a building, in case the building collapsed there is not only material losses but also a loss of life.

Asset Assessment

Besides not yet orderly in recording of regional assets, Riau Provincial Government as owner and manager of local property is faced with difficulty problem in asset valuation. Though assessment of this asset is very important to know the actual fair value of the asset value. With the assessment can be known whether the asset needs to be reassessed or not. And the important thing is this assessment becomes one of the components that became the object of inspection from the inspection agency (Inspektorat, BPKP, BPK-RI). In the absence of appropriateness of reassessment, this may be raised as a finding. The existence of the findings of this examining agency will lead to the evaluation of Local Government Financial Statements.

Assessment of assets owned by the Government of Riau Province in a

condition of concern because the assessment is not done effectively, efficiently and profit. As a result, not a few of the regional assets that move arbitrarily or are managed by other parties with very little rent. This condition is due to lack of professional asset management in assessing the price of the asset. The lack of professionalism in the management of local assets in the valuation of these assets raises serious problems in the wake of the day, for example the huge potential that is already in sight is not explored optimally. Supposedly the greatest area assets are managed better so as to generate optimal benefits.

The important thing to be noticed is the low bargaining power of the provincial government in the event of a swap over assets, especially fixed assets. As explained earlier, many government assets are in the form of immovable assets that are shrinking or even disappearing when there is exchange with other agencies or private parties. In this case, there is also an indication of corruption / bribery from the manager or the position of the manager because of the lack of understanding of the manager on the assessment of the assets themselves.

The direction of controlling assets includes the assessment of future assets is how the management of local assets in each user of goods becomes more accountable and transparent, so that these assets can be optimized use and utilization to support the service function to the community. Management of local assets provides guidance that state assets should be used to the maximum extent possible to support the smoothness of service tupoksi, and possible budgetary functions in asset utilization to contribute to the acceptance of the state. Handling of state assets following good governance rules will be one of the most important basic capital in the preparation of accountable LKPD.

Asset Optimization

Asset optimization is a work process in asset management that aims to optimize (physical potential, location, value, amount / volume, legal and economic) contained in the asset. At this stage, the assets controlled by the local government are identified and grouped into potential and potentially unutilized assets. Potential assets can be grouped by the leading sectors that serve as the foundation for regional economic development strategies, both in the short term, medium and long term. Certainly the criteria for determining it should be measurable and transparent. While assets that can not be optimized, should be sought the cause factor. Are the factors of legal, physical, low economic value or other factors. The end result of this stage is recommendations in the form of targets, strategies and programs to optimize the controlled assets.

The optimization of regional assets in Riau Province is still far from being expected, because many of the assets of the region are left abandoned, diserobot or rent cheaply to other parties under the table. Therefore, the importance of evaluating the optimization of asset utilization by evaluating in detail the utilization of existing assets with the same thing outside the regional asset. For example the rent, the level of production, the price of goods and other parameters. Also important is the evaluation of revenue comparison of assets or Return on Assets (ROA). From the evaluation results on the receipt of each asset can be taken firm action and strategic steps forward.

Other issues related to the optimization of this area's assets are the frequent occurrence of central government-budgeted asset but usage for the region through deconcentration, co-administration and joint affairs. For example, for mobile assets that require electricity or internet network, in planning should be mapped whether the budgeted asset can be used in the region. This can be a problem when the central asset in the area is not immediately granted. The local government for example, when going to budget for maintenance of central assets, can not be done away,

because the asset is a central asset, then for the maintenance budget can not be taken from the region.

Conversely, if the maintenance budget is taken from the center, at the central level there is no allocation for maintenance. This has caused many central assets in the area to suffer damage even though the working life is still low, due to lack of maintenance. Therefore, since budgeting of the procurement plan of state property is required, a grant mechanism / submission to the regions should be prepared so that no problems will occur, which will lead to the opinion of the examining agency on the ministry / agency financial report.

In an effort to optimize the assets of this region, the Government of Riau Province through BPKAD has designed Roadmap Riau Strategic Assets Management (RSAM) since 2014. Through the RSAM Roadmap, BPKAD Riau Province seeks to integrate local asset planning and budgeting and optimize the management of local assets highest and the best use. However, until the beginning of 2016, the integration of budget planning and regional asset planning has not been carried out yet, the administration of local assets still has problems, and the improvement of regulations and follow up of BPK RI findings still need to be resolved, so that the RSAM Roadmap ever made needs adjustment.

The essence of the RSAM Roadmap is that there is a mindset that to manage the country's wealth properly, BPKAD Riau Province must have a complete and qualified organizational attribute, a data management bank and the administration of BMD and its problems, and awareness that state assets are important indicators of effective APBN, Efficient, and accountable. The ultimate goal to achieve is the creation of the RSAM with its ultimate goal, a regional asset as an important indicator of effective budget execution.

Development of Asset Management Information System (SIMA)

The fifth strategy is the development of Asset Management Information System (SIMA) as a vehicle for supervision and control of assets. Through these vehicles, transparency in asset management can be guaranteed, so that any handling of an asset can be clearly monitored. Starting from the scope of handling to who is responsible for handling it. All this to support the efficient and effective management of regional assets and to create transparency of local asset management policies.

Viewed from the philosophy, the establishment of BPKAD in the end of 2013 is the effort of Riau Provincial Government in the management of assets that are transparent, comprehensive, and reliable as a tool for decision making concerning local assets. Previously the management of regional assets was only managed by the Provincial Regulatory Supplies Bureau of Riau. Instance change and management structure is more because it is understood that to achieve the goal of asset management, integrated, and able to provide data and information desired in a short time, required a decision support system supporting information (decision support system) SIMA.

The existence of the system later to explain the management of regional assets efficiently and effectively and create transparency of policy asset management area. Through the implementation of this system, the availability of a comprehensive and accurate regional asset database can be realized soon. The availability of regional asset databases will play a strategic role in any decision making of local goods needs planning by the Goods Manager and the proposed allocation of budgeting in the APBD.

Moreover, the availability of this database will create a synergistic relationship between budget planners and goods managers to sit on a table formulating and determining the size of the

planned needs of local property in the budget year. The physical capital expenditure budget can be more accountable and truly reflects the real needs of goods / assets in accordance with the conditions in the field and is able to create an effective, efficient and targeted capital expenditure budget.

Factors Affecting the Management of Regional Assets Productive and Professional

Strategic management of local assets properly and adequately will certainly bring the source of funds for pembiyaan optimal regional development. Therefore, in managing regional assets, local governments should pay attention to many aspects, ranging from planning needs and budgeting to security and maintenance, along with supervision and control. All of these activities are important factors that need attention in the management of local assets. Other factors that are not less important which is the discovery in this study is the capacity of human resources manager and unclear status of assets that are managed.

Quality of Asset Management Manager

Riau Provincial Government has many productive assets that can be utilized in supporting the performance of regional development. Yet these abundant assets often can not be optimized properly for many reasons. One reason is the low quality of human resources (HR), or less good management of human resources itself. Local agencies responsible for managing assets often do not pay attention to the specificity of skills of human resources in terms of placement in the work area. Nor is the manager in control of the intangible asset placed elsewhere unrelated to the asset.

Provincial Inspectorate Agency of Riau once noted that the Government of Riau Province has not been able to manage asset management professionally. This is evidenced by the findings of problems in the management of regional assets in BPKAD Riau Province, ie many human resources placed in the asset management that is not in accordance with the portion of its work. In other words, those employed in these instances are not professionals. Parts of the goods for example placed people who do not fit. It was as if they were just exiles. Therefore, the inspectorate recommends that the proportion of employees placed in the asset management department should be of particular concern to the Riau Provincial Government.

As a result of the low quality of human resources managers, there is often no orderliness in terms of asset control, especially for assets in the control of a full-time official, or assets used by third parties. The DPRD Riau also considered less assertive than the asset manager to withdraw the completed assets in its lifetime. An example would be the withdrawal of an official car from a former provincial government official or a member of the local parliament, the manager being halfhearted to act.

Principles of Public Accountability

Management of local assets must be done properly and correctly, that is professional, transparent and accountable so that the property of the area provides benefits, whether for the way the wheels of government and for the welfare of the community. However, there is often inadequacy since the planning of procurement of local goods which resulted in less optimal use of assets. In the planning process, there is still lack of accuracy in the selection of assets to be held, so after the asset acquisition process, it is less able to function optimally to support the implementation of government performance.

In order to optimize the management of regional assets to run effectively and efficiently, BPKAD Riau Province in working less trying to meet the principles of public accountability that includes accountability and accountability for law, process accountability and policy

accountability. Honesty accountability is related to the avoidance of abuse of authority by officials in the use and use of local wealth, while legal accountability is linked to ensuring compliance with applicable laws and other regulations. Legal accountability can also mean that regional property must have clear legal status to prevent certain parties from misusing or claiming the property of the area.

Meanwhile, the accountability of the process is related to compliance with the procedures used in implementing regional wealth management. For that need to adequacy of accounting information systems, management information systems and administrative procedures. It is important to do BPKAD Riau Province to realize the accountability of policy management of local assets either vertically or horizontally. The accountability of policies related to the accountability of local governments to the DPRD and the wider community on the policies of planning, procurement, distribution of use or utilization of local wealth, maintenance until the removal of local property.

CONCLUSION

The result of the research shows that the strategy of asset management in Riau Province as observed and analyzed has not run optimally, because there are still many assets that have not been well inventoried, the asset valuation is done less carefully, the optimization of asset utilization is still low, and the development of the asset management information system adequate. All this greatly affects the contribution of regional assets to local revenue. It can be said that there has been no positive impact on the management of regional assets on regional development in Riau Province. Found factors or conditions outside the management strategy that will affect the success or failure of asset management strategies in providing added value for regional development. These factors are the first low quality of human resources (HR) or lack of good management of human resources in the field of the asset itself. Local agencies responsible for managing assets often do not pay attention to the specificity of skills of HR in terms of placement in the work area. The second factor is the neglect of the principle of public accountability which includes accountability of honesty and legal accountability in addition to accountability process and policy accountability. These three public accountabilities are often overlooked due to the limited understanding of the asset management of the issue and the absence of a good supervisory pattern by other authorized institu- tions against the regional asset sellers.

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ENHANCING THE EASE OF DOING BUSINESS IN SURABAYA THROUGH ONE STOP SHOP (OSS) LICENSING SERVICE

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Abstract

This study aims to identify and analyze the implementation of OSS in Surabaya and its relation with the Ease of Doing Business indicators. The implementation of OSS in Surabaya is a way taken by the Government of Surabaya to enhance the ease of doing business. The licensing services in Surabaya are implemented using legal instruments, institutional arrangements, and operational mechanisms. Instruments of legal instruments are implemented through the Mayor of Surabaya Regulation No. 2 of 2016 on the Implementation of One Stop Service and its amendment regulation namely Mayor Regulation No. 22 of 2016. OSS implementation in Surabaya can improve the Ease of Doing Business that also has an impact on investment and economic growth in the region.

Keyword:
ease of doing business; licensing services; One Stop Shop; Surabaya.

1. INTRODUCTION

Decentralization plays an important role in bureaucracy reform agenda in almost all countries in the world, especially developing countries. In Indonesia, decentralization began after President Suharto announced his resignation in May 1998. Decentralization in public services was considered capable of making public services easier and closer to the public. In the process of decentralization and democracy, one of its effects is the decentralization of authority in managing regional finances. It allows local governments to innovate on trade and investment. In order to become an investment destination area, local governments must create a conducive climate for investments to be able to increase regional economic growth. Stern defines the investment climate as the policy and the organizational environment and behavior, both ongoing and expected, can affect returns and risks related to investment (Asian Development Bank, 2005).

The decentralization process brings dramatic impact on local politics, especially on matters relating to taxes and administrative processes. Regulations and procedures on licensing, registration, taxes and levies have been transferred largely to the local authorities. Steer (2006) from The Asia Foundation revealed three major

issues in the process of licensing services in Indonesia. First, the overlapping regulations between the central and local governments in terms of standard procedures and licensing costs are less clear. Secondly, the licenses issued add to the problem and did not solve the problem of market inefficiency. Third, most licenses in Indonesia are processed at the local level by involving different government offices and agencies with low coordination and capacity.

Based on Global Competitiveness Report, there are several factors that influence the ease of doing business in Indonesia. These factors have a role in terms of investment in Indonesia. The description of the report can be seen in Figure I below.

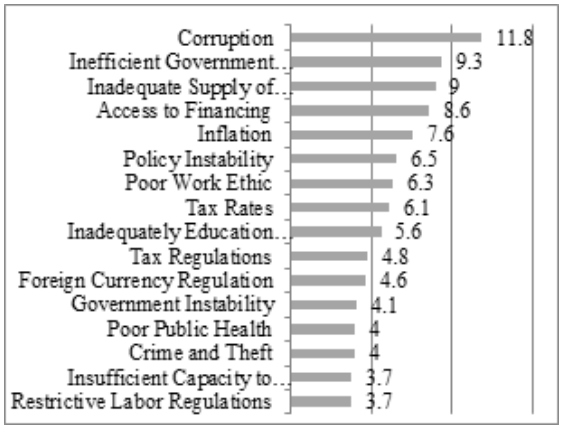

Figure 1 Problem in Doing Business in Indonesia. Source: (World Economic Forum, 2016)

This report is in line with Chalid (2005) mapped the barriers to investment in Indonesia into three main problems. It is caused by high economic costs, facilities and infrastructure. High economic costs are associated with uncertain economic, regulatory policies and economic stability. This is caused by the withdrawal of levies that are sometimes followed by threats and acts of violence and corruption committed by officials at the central and regional levels. High taxes are also a major obstacle and problem compared to tax administration and customs affairs. Infrastructure problems include physical infrastructure and land issues. The main thing to complain about infrastructure is the availability of electricity and the existence of road construction. Availability of electricity is required by employers in the process of production and business activities. While the availability of highways affects the distribution of goods between regions. As the main production factor after capital, land ownership is an important role for the business world. Land ownership can be seen from the existence of land certificates. The problem is not all plots of land in Indonesia have been certified by the owner. This has the potential to ignite conflict in the form of disputes between the public and private or between communities and governments.

In fact, Indonesia is considered a safe country to invest among emerging market countries because it does not make investors worry (Taufik, 2016). Investment is an important thing for a country because it will open new jobs and become one way to improve infrastructure in the region. Licensing in Indonesia is generally considered still complicated and very expensive. The difficulty of licensing and bureaucracy is considered a major problem that affects the inhibition of industrial and economic growth in Indonesia.

The EODB survey in Indonesia was carried out in several pilot cities, one of which was the city of Surabaya. Surabaya is the second largest metropolitan city in Indonesia. The geographical location and adequate infrastructure support are the main advantages of Surabaya so it can grow rapidly become one of the largest business and trading center in eastern Indonesia. As a city with high economic growth, Surabaya has a very strong economic attraction. Investment flows from within and outside the country continue to increase and grow rapidly. Surabaya also became one of the main investment destinations in Indonesia. Surabaya Municipal Government continues to take various steps of reform in order to improve the business and investment climate. Licensing services continue to be improved in order to meet investor

expectations for ease in starting a business. The interaction between the government and business actors is also continuously improved so that it can synergize well in building the city of Surabaya.

Implementation of licensing services in Surabaya City also faces obstacles. The existence of One-Stop Integrated Service Unit (UPTSA) does not provide good service because it is difficult to meet the requirements so that many applicants use brokers' services. In addition, the scalpers are performed outside the office services by unscrupulous employees of One-Stop Integrated Service Unit (UPTSA) in Surabaya. There is an indication that the procedure was deliberately extended by some Municipal Government causing the applicant to surrender and choose an instant line.

Great investment opportunities should be supported by adequate public services. To attract and ensure the investor in making an investment in Surabaya, Surabaya government then issued a Mayor Regulation (Perwali) No. 2 of 2016 on the Implementation of One Stop Services (OSS). This Mayor Regulation aims to improve the licensing service held by Surabaya City Government to be more effective, efficient and transparent to the public including business actors in Surabaya City. This is expected to realize the ease and legal certainty for the community in obtaining licensing services. In addition, city officials tried to realize the rights of the public and investors to get service in the field of licensing.

2. GOVERNMENT EFFORTS TO IMPROVE THE INVESTMENT CLIMATE

Regulatory simplification is one of the steps to achieve Indonesia's potential as an economic power at the regional and global level. One of the Indonesian government's supports in improving the investment climate is by issuing the Economic Policy Package. The Economic Policy Package was launched at the end of 2015 during the reign of President Joko Widodo. Until 2017, the government has issued about 15 packages of it. The Economic Policy Package was launched with the aim of (1) mobilizing the real sector of Indonesia; (2) enhancing the competitiveness of national industries to cope with the dynamics of the global economy; (3) developing cooperatives and small and medium enterprises; (4) facilitating the distribution and trade of inter-regional goods with supply chain efficiency; and (5) stimulating the tourism sector and improving the welfare of fishermen. The investment-related policies are described in Table 1 below.

Table 1 Indonesia's Investment-related Policy Package

No	Taken Policies	Economy Package
1	Legal certainty over land rights	I
2	Ease of doing business in the forestry sector	I
3	Ease of doing business in the Energy and Mineral Resources sectors	I
4	Development of SMEs and strengthening the economic function of cooperatives, by strengthening the legal basis	I
5	Strengthening the function of OSS in licensing and non-licensing services, by adjusting the nomenclature of business with sector laws, strengthen supervision, and investment facility services.	I
6	Horticulture business certainty, by giving the principle of grandfather clause.	I
7	Quick Investment Permit process in 3-hour	II

8	Acceleration maintenance, 25 days for tax allowance and 45 days for tax holiday	II
9	Simplification of land permit for investment activity	III
10	A more simple, fair, and projected minimum wage setting	IV
11	Incentives and investment incentives in Special Economic Zones (KEK), as an attractive region for investment and for economic growth in underdeveloped regions	VI
12	Certainty strives for the provision of water, by improving control through the strengthening of licensing in accordance with the mandate of the Constitutional Court	VI
13	Tax Incentives for Employees Industry Labor, in the form of tax relief of 50% of Article 21 tax rate charged	VII
14	Revised Presidential Regulation relating to Investment Negative List (DNI)	X
15	Improvements in Ease of Doing Business / EODB	IX

(Source: Kemenko Perekonomian RI, 2015)

This policy represents the seriousness of President Joko Widodo and the entire cabinet to raise the Ease of Doing Business (EoDB) Indonesia ranking to the top 40. Doing Business (IFC-World Bank) regularly conducts the ranking to countries based on the ease of business establishment. In EODB assessment, the World Bank selected five pilot cities in Indonesia, namely Jakarta, Surabaya, Medan, Balikpapan and Makassar. The ranking process is based on several indicators: Starting a Business, Dealing with Construction Permits, Getting Electricity, Registering Property, Getting Credit, Protecting Minority Investors, Paying Taxes, Trading Across Borders, Enforcing Contracts, and Resolving Insolvency. At Economy Ranking 2017, Indonesia is ranked 91 out of 190 countries around the world in the ease of business ranking. Indonesia conducted reforms related to 7 EODB indicators i.e. Starting a Business, Getting Electricity, Registering Property, Getting Credit, Paying Taxes, Trading Across Borders, and Enforcing Contracts.

A regulative instrument must be well integrated and consistent in order not to increase the complexity of the entire regulatory system. Such complexity will increase the uncertainty affecting business investment and increasing regulatory costs. The term One Stop Service (OSS) first emerged in 2006 through the Minister of Home Affairs Regulation (Permendagri) No. 24 of 2006 on Guidelines for the Implementation of One Stop Services. The regulation itself is a follow up of Presidential Instruction No. 3 of 2006 on Policy Acceleration of Business Climate Improvement. OSS implementation regulated through Presidential Regulation No. 97 of 2014. After that, some local governments start to establish their own OSS agencies or offices. However, the central OSS itself was only inaugurated by President Joko Widodo on January 26, 2015. It is one of the actions taken by President Joko Widodo to support the Economic Policy Package. Reported by HukumOnline (2015), OSS becomes a central licensee, so investors do not have to pace to different institutions to take care of permits. The existence of OSS is essential to accelerate investment and stimulate economic growth.

3. OSS Implementation in Surabaya

OSS implementation in Surabaya is done by several policy instruments. As Taufik (2005) points out, policy instruments involve three aspects: legal tools, institutional arrangements, and operational mechanisms. In the implementation of OSS in Surabaya, these three instruments are used to achieve policy objectives. The goal is to create excellent

licensing services, a more conducive investment climate and encourage ease of doing business in the city of Surabaya.

3.1. Legal tools

According to KPPOD (2015), in the stage of simplification of permits can be done by preparing a legal basis. Vedung, Bemelmans-Videc, and Rist (1998: 10) analogize the regulative instrument as a stick. It is steps taken by the government to influence society by formulating rules and directives that mandate the recipient to act according to what is ordered and directed. Most of the regulations are administrative measures that are made to facilitate legislation and are managed by government or independent government agencies. In this research, legal instruments are implemented through the Mayor of Surabaya Regulation No. 2 of 2016 on the Implementation of One Stop Service and its amendment regulation namely Mayor Regulation No. 22 of 2016. The policy of licensing services at the regional level is administrative and its provisions are regulated in the regulations at the top level. Thus the Surabaya Mayor Regulation No. 22 of 2016 governing the OSS contains all sorts of relevant information and is consistent with the higher regulation.

3.2. Institutional arrangements

Spelt and Berge (1993) states, in general, the permit contains some substance, one of which is the authority of the institution. In a permit, it is usually stated who or which agency gives and sign for the permission. In OSS licensing in Surabaya, this is done by appointment and delegation of authority. The authority that used to be in each regional apparatus organization or technical unit is then transferred to the Head of the One Stop Service Integrated Service and Services Department (Dinas Penanaman Modal dan PTSP/DPM-PTSP).

To implement the licensing service policy in Surabaya, institutional arrangement becomes one of the chosen instruments applied. Institutional arrangements relating to the order of the institution or organization involved. Licensing Services Policy in Surabaya, according to Mayor Regulation No. 22 of 2016 be implemented through OSS. Prior to the existence of OSS, licensing in Surabaya was done manually. The applicant still has to pace from one department to another. After that, there is an improvement to centralize the licensing service in an Integrated Service Unit (UPTSA). UPTSA facilitate the applicant because they just simply submit a request through it then file will be sent to the relevant technical departments automatically. UPTSA then experienced improvements with the launch of an online licensing system called Surabaya Single Window (SSW). Files that used to be sent using courier is changing. A file is processed by sharing data digitally. This can be directly accessed by all related technical agencies simultaneously. The strong commitment of the Surabaya City Government to continue to provide prime licensing services receives various inputs and recommendations to keep improving its services. Until recently, licensing services are implemented through OSS supported by the SSW system.

3.3. Operational mechanisms

Sutedi (2015) argues that the core of licensing process deregulation is in the licensing procedures. The issuance of Surabaya Mayor Regulation No. 2 and Mayor Regulation No. 22 of 2016 regarding the Implementation of OSS in Surabaya is a commitment of Surabaya City Government to simplify the permits arrangement. OSS is a form of business efficiency on obtaining permits by accelerating in time, ease of terms and procedures, and proportional costs. The entire licensing procedure through OSS in Surabaya City has been clearly described both in the Surabaya Mayor Regulation No. 2 of 2016 and No. 22 of 2016.

The delegation of authority of OSS to DPM-PTSP makes the applicant who

will apply for permission through OSS only related to it. Implementation of OSS in Surabaya is regulated in Mayor Regulation No. 2 of 2016 and conducted using Surabaya Single Window (SSW) system. OSS is done online through SSW become one of the efforts to minimize physical contact between public servants and applicants. It is to minimize the discharge of fees that are not the official retribution or done under applicable regulations.

With the use of SSW system in the licensing process through OSS, then the operational procedures of OSS in Surabaya already have established system. Therefore, seen from the instrument of policy, the operational mechanism of OSS implementation in Surabaya is a simple, clear, non-involuntary licensing process, minimizing physical contact between the serving and serving parties, and having standard operational procedures.

4. CONCLUSION

Based on the above discussion it can be concluded that the implementation of OSS in Surabaya is a way taken by the Government of Surabaya to enhance the ease of doing business. The licensing services in Surabaya are implemented using legal instruments, institutional arrangements, and operational mechanisms. Instruments of legal instruments are implemented through the Mayor of Surabaya Regulation No. 2 of 2016 on the Implementation of One Stop Service and its amendment regulation namely Mayor Regulation No. 22 of 2016. Licensing services policy in Surabaya, according to Mayor Regulation No. 22 of 2016 is implemented through OSS. Recently, licensing services are implemented through OSS supported by the SSW system. The delegation of authority of OSS to DPM-PTSP makes the applicant who will apply for permission through OSS only related to DPM-PTSP only Implementation of OSS in Surabaya conducted using SSW to minimize physical contact between public servants and applicants so as to minimize the discharge of fees that are not subject to official retribution or withdrawal under applicable regulation.

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Bela Nanda As a Form of Innovation of Birth Certificate Service in Klungkung Regency Bali Province: Perspective Of Institution Collaboration

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Abstract

The spirit of regional autonomy gives local people the freedom to build their regions, improve public services. This spirit is supported by Law No. 32 of 2014 on local government as well as some policies that support it. Of the many local government affairs one of the most crucial is population data. Many people are less aware of the importance of identity ownership, especially birth certificates. Overcoming this, several alternative innovations proclaimed by the local government. The leadership of the Klungkung Regent embarked on a movement in implementing his vision and mission through the Gema Santi program. One translation of the resonance echo program by the civil service and civil registry created an innovation named the program of Bela Nanda. The implementation of the defense program does not necessarily work effectively. The steps taken by departement of populations and civil registry is to cooperate with the health office through the local public hospital, community health center. Constraints in the form of internal factors namely cooperation is still limited and external factors in the form of culture, where the new child is given the name after kepus puser ceremony and after nyambutin ceremony. So the child's birth certificate can not be completed by the time the child is born. Strategies that can be done in order to streamline the program of defending is 1). Expanding cooperation with several parties by cooperating with private hospitals, private practice midwives, maternity clinics. 2). So cooperation can be done with customary institution at banjar level. 3) Administrative process can be done early and after the ceremony is finished and the name is set to stay put the name and printed. So the birth certificate is immediately owned by the child after the ceremony. 4) Socialize to all segments of society on a regular basis. 5) Conduct continuous evaluation.

INTRODUCTION

The implementation of local government is directed to accelerate the realization of community welfare through the improvement of service, empowerment, and community participation, and enhancement of regional competitiveness by taking into account the principles of

democracy, equity, justice and uniqueness of a region in the system of the Unitary State of the Republic of Indonesia, this statement is contained in the Law No 23 of 2014. Local governments are given the authority to regulate their areas including in the field of public services. Klungkung regency empirically many people are less orderly in obeying the special population administration in the management of birth certificate. There is also a lack of accessibility to Birth Certificate management especially in Nusa Penida Subdistrict. The government of Klungkung Regency in an effort to control the population administration has had a Regulation of Local Government (*Peraturan daerah*) of Klungkung Regency no 2 of 2011. Not enough by having a regulation, under the leadership of Klungkung Regent Mr Nyoman Suwirta launched a movement in implementing his vision and mission through *Gema Santi* program. One translation of the resonance echo program by the civil service and civil registration made an innovation called *Bela Nanda* which stands Once Born Children get birth certificate. But still the ownership of birth certificate is still low. This can be seen from the data in the following table.

Table 1.1 Birth Data and Birth Certificate Ownership in Klungkung Regional General Hospital (RSUD), Nusa Penida I of public Health Center and Nusa Penida II of Public Health Center in 2016

No	Month	RSUD Klungkung		Nusa Penida I		Nusa Penida II	
		Amount of Birth	Bela Nanda realization	Amount of Birth	Bela Nanda realization	Amount of Birth	Bela Nanda realization
1	January	31	3	Not cooperations yet			
2	Pebruary	49	12				
3	March	43	9				
4	April	38	6	18	1	-	-
5	May	46	5	11	10	2	1
6	June	47	4	16	4	-	-
7	July	45	3	7	3	-	-
8	August	59	2	10	3	1	-
9	September	40	1	11	2	-	1
10	October	42	3	10	-	1	1
11	November	44	1	11	-	-	-
12	December	46	-	7	-	-	-
AMOUNT		**530**	**49**	**80**	**23**	**4**	**2**

Data source : from Regional General Hospital of Klungkung Regency document, Nusa Penida I Public health center and Nusa Penida II and the department of populations and civil registry document.

The table 1.1 shows from three hospitals the number of babies born as 641 babies and those who attending that *Bela Nanda's* program are amounted to 73 babies who had the birth certificates. Based on the data above, it is interesting to analyze the innovations that have been done to raise public awareness to order the administration by making the birth certificate is still relatively low. Analysis is expected to find a solution in order to make the *Bela Nanda's* program being effective.

1. COLLABORATIVE INSTITUTIONAL CONCEPT

The theory for analyzing this problem is collaborative institutional. Some statements about the understanding and indicator of this theory. Collaborative Governance "encompasses all these phenomena: forums for public deliberation, community problem solving, and multi-stakeholder dispute resolution" (Bingham (2009) in Bevir, 2011, p.387). Furthermore Salamon (2002), says "for governance, public managers need skills in negotiation, persuasion, collaboration, and enablement, which include activation, orchestration, and modulation skills" (Salamon in Bevir, 2011 p.387).

Institutional Theory, Scott (1995) in Frederickson (2003 p.75) defines Institutions as "cognitive, normative and regulatory structures and activities that provide stability and meaning to social behavior," Scott calls the Three Pillars of Institutions. Furthermore, Scott describes the three pillars indicator. *The Regulative Pillar of institutions includes common elements of organization theory such as rules, laws, sanctions, a distinerinclination toward performance or result, a workforce defined by experience, forms of coercion, routines resting on protocols, standar operating procedures, governance systems, and system allocating power and its execise.*

Normative pillar of the institutions includes the logic of appropriateness as against rational goal-driven choice making, social expectations, and obligations based on the expectations, the patterns of certification and

accreditation, and the emphasis on conformity and the performance of duty.

The third pillar of institutional theory is cognitive; it includes patterns of behavior based on established categories and routines, patterns of institutional adaptation, innovation based on mimicking, a decided tendencies toward institutional isomorphism, and tendencies to risk-aversion and orthodoxy.

Hickman and Silva subsequently put forward an important issue that can be a leverage towards a new organization, the interorganizational relationship building. The forms of leverage are (1) Developing network capacity by using each resource as part of network management; (2) Developing partner competencies so that good matching occurs and the partners become compatible; (3) Develop management competencies, namely the mindset and skill of the partners as the foundation of networks (Limerick and Cunnington, 1993: 237-238).

Some opinions are very appropriate to analyze the problems related to the effectiveness of the *Bela Nanda's* program.

2. RESEARCH METHOD

The research methods such as object of the study, approaches and focus can be seen below.

3.1 Object of The Study

The object of this study is Klungkung Regency, Bali Province, Indonesia. Klungkung regency is the smallest regency in the province of Bali. Consists of four sub-districts of Klungkung, Banjarangkan, Dawan and Nusa Penida. It is an archipelago of Klungkung mainland part of the island of Bali, the island of Nusa Penida, Nusa Lembongan Island and Nusa Ceningan island. The district government center is located in Klungkung sub-district. In the implementation of local government, especially in the provision of services to the community in the three islands should be done by crossing, so that will affect the time, cost and energy including weather, facilities and infrastructure. Research and data retrieval is done in Klungkung and Nusa Penida Subdistricts. The other reason is that there are some cases to be solved as mentioned in the introduction.

2.2 The Research Approach

The approach of this research is descriptive qualitative in which describing about phenomena in the process of *Bela Nanda* implementation program in Klungkung Regency.

3. RESULT AND DISCUSSION

Efforts by the government of Klungkung Regency through the Department of Populations and Civil Registry to increase ownership of birth certificates through innovation of public service namely the *Bela Nanda's* program. The step that has been done by Department of Populations and Civil Registry is to cooperate with the Regional General Hospital (RSUD) of Klungkung Regency starting from January 2016. Also the cooperation starting April 2016 is done with the Public Health Center (*Puskesmas*) Nusa Penida I and Nusa Penida II (amount of babies born with Who take care of birth certificate can be seen in table 1.1). Cooperation undertaken contained in the collective agreement is the Birth Registration of Children born in Regional General hospital of Klungkung Regency, Nusa Penida I of Public Health Center and Nusa Penida II of Public Health Center. Agreement form of such cooperation in the form:

A. The First Party is the Department of Population and Civil Registry, with the task of:
   a. Submit the form to the second party
   b. Receive complete and correct birth registration files from second parties
   c. Records a complete and correct birth registration file in the register of birth certificates and issues birth

certificates, then submits them to a second party.

B. Second Party is Regional General hospital of Klungkung Regency, Nusa Penida I of Public Health Center and Nusa Penida II of Public Health Center, with the task of:
   a. Provides 1 (one) set of computers for birth registration service
   b. Assigned 2 (two) employees as the operator of the child registration service computer
   c. Provide assistance for child birth registration for those who meet all the requirements required for child birth registration such as:
      1) Photocopy of marriage certificate of parent
      2) Photocopy of family card and identity card of parents
      3) Birth certificate from the hospital
      4) 2 (two) witnesses shall be accompanied by a copy of ID card and the witness is expected to be present during registration to sign the register of birth certificate.
   d. Records complete and correct birth registration files at the Departement of populations and Civil Registry of Klungkung Regency.

Based on the empirical data and the results of excavation information in the form of interviews with some sources that the program of *Bela Nanda* has not been implemented effectively. This is influenced by two factors, namely internal factors in the form of cooperation made with the second party by the Department of population and civil registry records are still limited. While the external factors in the form of most of the parents have not prepared a name for the baby. This factor is influenced by the culture of local customs. Most parents prepare the name of the child after the child is born and the choice of name after the quarterly or *nyambutin* ceremony. There are also parents specifying a name for the baby after breaking the umbilical cord or *kepus puser* ceremony.

Steps that can be done by the Department of Populations and civil registration of Klungkung Regency to overcome the internal obstacle in the first form, expand the cooperation network is not limited to the government hospital in all Klungkung regency. Second, open cooperation with private hospitals, maternity clinics, private practice doctors who handle childbirth, private practice midwives who handle childbirth. Third, Expand the socialization network by distributing brochures can be through meetings at the *banjar* level, in the crowd or in the public space.

Overcoming obstacles from external factors that many parents have not prepared a name for the baby because constrained culture and trust. This can be done by: first, keeping the completeness of the administration and registering, the second printing of the birth certificate awaiting the baby's name to be paid to the officer where the parent registered.

Thus between the interests of population administration in the form of ownership of birth certificate with the implementation of the culture can be run so that the target in increasing the birth certificate ownership can be achieved a number of babies are born. In order to achieve the output and effectiveness of the *Bela Nanda's* program, it is necessary to conduct continuous socialization to all stakeholders such as all institutions in the government of Klungkung Regency, private parties, to the community, customary institutions and institutions in Klungkung Regency. Socialization can be done through the distribution of brochures, delivery in the meeting from the district level to the level of *banjar*. Evaluate every 6 (six) months to know the success rate, obstacles faced by officers and community in birth certificate service.

5. CONCLUSION

The lack of effective implementation of the *Bela Nanda's* program due to internal and external factors. The internal factors in the form of cooperation with related institutions are still limited with 3 (three) institutions namely Klungkung Hospital, Nusa Penida I and Nusa Penida II Community Health Center.

The external factors in the form of parents have not prepared a name to welcome the birth of her baby, because of cultural influences that is still waiting for the breaking of the umbilical cord and after the ceremony held custom and culture.

6. RECOMMENDATION

The suggestions that can be conveyed to resolve the obstacles about the not effective of *Bela Nanda*'s program yet, are: first, expand the networking such as increasing cooperation with government hospitals to health centers helpers, with private parties such as private hospitals, maternity clinics, midwives and doctors who handle childbirth. Both birth certificate registers are still processed, certificate deed printing awaits the paid name to the registration location. Third, continuous socialization to several segments from district level to *banjar* level. And the fourth, to evaluate continuously.

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Analysis of Gender in Supporting the Development in Karang Anyar Village Jati Agung District South Lampung

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Keyword:
Gender, Development.

Abstract:

The role of gender is public expression about public identity. The phenomenon of working women is not new in the community. At this time the Government is required to provide wide opportunities for people to work without discriminating status and position. Since the establishment of employment opportunities for women outside the household role, so far there are many women who can contribute to development. Development can be done by all citizens without exception. However, until now there is still an imbalance in the division of roles in the development, in this case is the division of roles between men with the role of women. Many assume that women are given too small and marginalized portions because their ability tends to be in doubt.

The result of research explains that the role of gender in supporting development includes three activities: productive activities (work), reproductive activities (households) and social activities. Where the most dominant activity of reproductive work is women. And also seen that there are factors that influence the development of community education, age / productive age, and culture.

INTRODUCTION

In the era of globalization, development is the most important thing in supporting the welfare of society. The government is required to take an active role in achieving a development. Until now, development is an important issue that never stops to be discussed in the least developed countries, developing countries, up to developed countries. Although the contexts discussed and the way in which they are used vary, but basically the expected goal is all the same, that is, to bring a state from its true state to a better normative state. The Government of Indonesia has provided opportunities for all people from various layers and groups without discriminating tribe, race, gender, or religion to continue to work and innovate in development in an area. The community in a region of both men and women is expected to be able to contribute in the development either in the form of contribution of energy, thought, and others and the existence of good synergy between the government and

society in order to realize the sustainable development.

A development in the region can be done by all people, both from different groups and ethnic groups without differentiating between each other. However, until now there is a difference in the role of gender in obtaining rights and duties between men and women. Women are often regarded as a weak person and always need help in completing a job and tend to be judged that women can not contribute in a development in all fields. However, not all assumptions about women is a weak figure can be judged right, because in fact many women who can give achievements and contribute in a development. So far there are still many people who give the same understanding between gender and gender. It is actually wrong because basically gender is different from biological gender. Basically, gender roles exist not because of a weak family economy, but gender should be synchronized in their rights, resources and aspirations. With the development of an increasingly advanced era, more and more women are aware of the importance of education. In the educational process there is no difference between men and women, but in equality the right to obtain the same and the same composition is very different, including equality in wages and equality of access to human resources and other productive resources that open up opportunities.

Basically gender inequality in education and health is mostly found among the poor. Because the mindset of the poor generally puts men education first, mens are considered to be heads of households that will provide for their families, the level of education tends to be higher than the level of women's education. It is also found in the village of Karang Anyar that men do have a considerable tendency in continuing education when compared with women.

It is also found in the village of Karang Anyar that village education is still relatively low it can be seen in the following table:

Table 1: Level of Education in Karang Anyar Village

Total		**Type of Education**					
Education	KK	Primary school / MI	Junior high school/ MTS	Senior high school/MA	Bachelor/ Diploma	Not finished	illiterate
14721	3875	3612	4721	3619	912	1968	256

Source : *Monograph of Karang Anyar Village, 2016*

Based on the description, it can be seen that one of the dominant factors in the development in an area, especially in the Karang Anyar village is the level of education. The increase of education both men and women are expected to give a good impact for development in an area, especially in the Karang Anyar village.

Gender Concept

Gender is a trait that is attached to men and women who are constructed socially and culturally. For example, that woman is known to be beautiful, emotional, and motherly. While men are considered strong, rational, manly, mighty. (Fakih, 2005:8).

Gender refers to the role constructed in society and the behaviors learned and the expectations attributed to women and men. Women and men are biologically different, women can give birth and breastfeed children while men isn't it. Biologically women and men are exposed to different health risks, requiring different medical treatments. All cultures likely to interpret and disassociate are brought from birth distinction into a number of societal

expectations about the behaviors and acts deemed appropriate for women and men by rights, resources, and powers they deserve. Gender roles and relationships evolve from interactions between different biological, technological, economic, and other social constraints. A number of social scientists argue that gender roles initially reflect the efficiency of survival strategies and the division of labor by sex, but with the growing technology and economy in society, gender norms change more slowly than the factors that shape them.

According to Umar (2001: 60), the outline of gender theory in grouping into two streams, namely nature and nurture. Sourced from these two great schools is the theory of gender constructed. In the flow of nature that the different roles of men and women are natural. While the flow of nurture states that, differences in gender relations between men and women is not determined by biological factors, but by community construction.

Fakih said that based on socio-biological theory. Differentiated on three views, biological, social, and cultural. Biologically shows the differences in sex (sex diferencies) that is natural, while socially and culturally, the differences arising from social construction and cultural society, which is reinforced with the social and cultural institutions that are built, resulting in different roles and class In society (Remiswal, 2013: 12).

Gender as a form of equality of human role in a culture of society, where men and women have equal access and opportunity therein, it is not permissible for certain groups of sex to impose rights on other sex groups in any way, including respect for the various forms of roles that Respectively, in which the equality of roles encompasses the domain and the public in which the role and position are not natural, and there is an appreciation of the form of role agreements that are voluntarily accepted by the members of that society. (Remiswal, 2013:16).

Gender Differences Between Men and Women

As previously discussed, gender is not the same as sex. Gender is more natural while gender focuses more on the division of roles in which a role tends to be dynamic in accordance with the development of a society. However, although both are different, gender and gender have an inseparable relationship. Gender has a focus on the division of roles by sex so that the different roles of men and women appear, which in this case emerge the portion of the role of two different sexes or gender imbalances.

The social role difference between the two sexes began to be formed early on by two decisive factors. The first is from the self of each individual based on sex that is the difference of hormonal level. Hormonal differences are innate and will appear naturally. For example, males tend to be hard, rough, macho, protective, while women are feminine as gentle, affectionate, more passive, compassionate. The Second is environmental factor. Environmental influences can lead to the determination of these distinctive traits or otherwise eliminate them. Suppose a girl who since childhood mingle with a group of boys in the complex, until he grew up to be a manly.

There are four different gender roles between women and men according to Handayani (2008: 52), namely:

1. Work. Men are considered to be productive workers, while women are more reproductive. Earning here means more value-added goods, closely related to work that requires hard work, while reproductive means continuity or management of a production. For example women who work as stone breakers are considered taboo because usually the work is done by men.
2. Working area. Mens are considered as public workers, while women are more to the domestic sector. Usually people interpret a woman's

working area in the kitchen, well, mattress.

3. Status. Men are considered to have a higher status than women. This is because men are considered as the main actors, unlike women who are considered as additional actors.
4. Male nature is closely related to the masculine as strong, dashing, brave, firm, while women with feminine relation such as gentle, merciful, also graceful.

Gender Analysis Technique

According to Mosse, (2003: 40) there are techniques of Gender analysis in a development that includes:

1. Harvard Model Analysis

Harvard Model Analysis or Harvard Analysis Framework, developed by the Harvard Institute for International Development, works in conjunction with the Office of Women In Development (WID) -USAID. The Harvard model is based on the WID efficiency approach which is the earliest gender analysis and gender planning framework.

This activity profile details activities that are real by age (individual), scheduling (time allocation) for socio-economic groups. To facilitate the analysis, the activities generally grouped into 3 categories of activities include:

1) Productive activities
2) Reproductive Activities
3) Socio-cultural and societal

Parameters used to describe these activities is:

1) Age; Identify whether adult women and men and children carry out a specific activity. Age mapping can reveal patterns of gender relations in activities and can also identify impacts.

2) Time Allocation; Affirms the percentage of time allotted for each activity and whether the activity is seasonal or daily.

3) Location of activities; Confirms where the activity is carried out; At home, in rice fields, in markets, in gardens, within the family or in the community.

4) Income; Describes the amount of money generated or earned from an activity. Calculations can be adjusted according to the type of activity, for example: hourly, per day, per month, per. Season and so forth. The process of identifying gender activities through this activity is a technique for knowing precisely the role, activities, as well as the needs of men and women in one family unit and society.

2. Moser Model Analysis

The Moser model analysis technique, also called the Moser Framework, is based on the idea that gender planning is both technical and political. This framework assumes a conflict in the planning process and transformation process and characterizes planning as a "debate". The Gender Planning Thinking Plan of Moser (Moser, 1993) was developed by Caroline Moser, a senior researcher with extensive experience in gender planning. This framework is based on the Gender and Development (GAD) approach built on the earlier approach of Women in Development (WID) and to feminist theories.

3. Model Analysis Technique GAP (Gender Analysis Pathway) or the Gender Analysis
Path Model.

The GAP method is a gender analysis tool of developed by BAPPENAS and the Ministry of Women Empowerment that can be used to assist planners in mainstreaming gender in policy planning, programs, projects and / or development activities.

Research Methods

The method used in this research is qualitative research method. According to Creswell, the qualitative research model emphasizes the exploration of a system that is limited to a case or a few cases in detail accompanied by in-depth data control

involving diverse rich sources of information (Herdiansyah, 2010: 8).

Data Resources

In data collection used data collection procedure consisting of:

1. Primary data source

Primary data source Is data obtained directly from the object of research collected and processed itself. The data required is data on the role of gender in the family economy. Where this data will be obtained by interview techniques to the community as well as the parties concerned.

2. Secondary data source

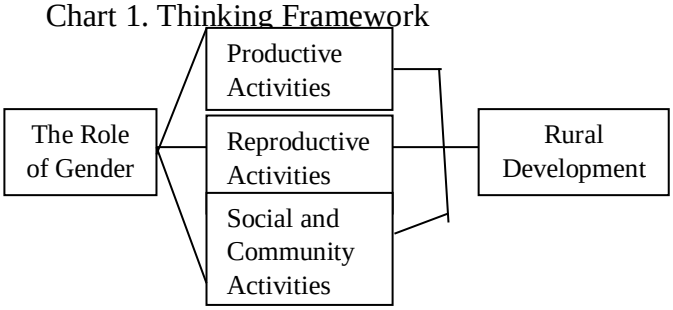
It is a collection of data that is done by reading, studying, quoting, and reviewing literature, archives, articles, documents, and other supporting materials related to the issues to be in carefully.

Analysis Of Gender In Supporting The Development In Karang Anyar Village Jati Agung District South Lampung

The populations of Karang Anyar Village are comes from various tribes, including Java, Sundanese, Lampung, Padang and others. Various tribes that together in unity so that no sound / fights that come from the SARA issues. However, in Karang Anyar village Gender equality issues in development arise when there is a tangible gap between men and women in terms of access, participation, control and benefits received from development. In this regard, the Government needs to provide real handling of gender equality in Karang Anyar Village so that gender roles can sustain development maximally. Gender roles can be valued as contributing to development, especially in rural development. In this discussion, gender roles can be studied in 3 aspects: productive activities, reproductive activities, and social and civic activities.

This is a framework for thinking about The role of gender in supporting development in Karang Anyar village:

Chart 1. Thinking Framework



1. Productive Activities

Productive activities are an activity that can produce a number of goods or services. This activity can be used as an assessment indicator for someone who is productive both in terms of age and the resulting performance. The community in Karang Anyar village is a very productive society of both men and women. However, there is still a factor affecting the productivity of the surrounding community in supporting development that is the age factor, education, and the surrounding culture. Many young people in Karang Anyar village are creative and have good ideas to improve the village but many also drop out and prefer to work rather than continue their studies to higher levels. In addition, local cultural factors give a big enough influence for the surrounding community to continue the study, it is because some of the surrounding community who still have the idea that education is not the most important aspect for them even more with the number of facilities and infrastructure that are not adequate in Karang Anyar Village So that many people still have not studied. The following is the number of educational facilities and infrastructure in Karang Anyar village:

Table 2: Education Facilities and Infrastructure

Name of Education	Total of school	Location/ hamlet
Kindergarten / PAUD	**3**	**1A Karang Mas Karang Tani**
Primary school / MI	**6**	**4A Tegalega Karang Turi**
Junior high school / MTs	**1**	**Karang Mas**
Senior high school/ MA	**-**	**-**
Private University/State University	**-**	**-**
Religious education institution / PonPes	**2**	**1B**

Source : *Monograph of Karang Anyar Village, 2016*

Although there are still many educational backgrounds from the education community, most people are contributing to the development of both men and women. Many women in the village of Karang Anyar have been working and successful in their careers and there are also young people who have succeeded in advancing the village by sharing their knowledge to the surrounding community. The local government strongly supports activities that are positive so that most of the activities that are productive and positive are responded well by the local government. In addition, most of the lowly educated community still strives to contribute in advancing the village by producing a product of good goods or services. Until now the economic level of the surrounding community has increased. People who work as farmers continue to improve their agricultural production and have contributed to development in the Karang Anyar village.

2. Reproductive Activities

Reproductive activities are activities closely linked to maintenance and development and ensure the sustainability of human resources and are usually carried out within the family. These activities do not make money directly and are usually carried out simultaneously with domestic (household) or community responsibilities. In reproductive activities this is usually done by women as executors. Women not only give birth and take care of children, but women can nurture children well and can educate children to be clever and have a very good ability. Women in the household are required to be good mothers for their children and husbands. In the Karang Anyar Village has many women who have managed to nurture and educate their children to succeed. Most of them have succeeded in educating children to a higher level of study even though most of them have never received an education up to the lecture level but they are optimistic that the next generation can surpass them. A formidable woman is a mother figure who can nurture and educate her children and take care of the household well, although most of them have jobs and must work but never forget her nature as a woman and as a mother figure at home

3. Social and Community Activities

Social and Community Activities are activities undertaken by family / community members relating to social and community and includes the provision and maintenance of resources used by everyone. This activity can make money and can also not make money. Here are the social activities that exist in Karang Anyar village as follows:

a. Arisan

This activity is done with the purpose to save, in addition this activity can also strengthen the relationship among members of the arisan. This activity is usually done every week and every month. Usually collected in the form of money,

while the nominal amount based on agreement between members.

b. Religious

This activity is done every week that is on Friday with time at 13.00 - 16.00 WIB. This activity is done with the intention to increase faith and devotion to ALLAH SWT, but also to strengthen the bond between members of the study. Not only between members in the hamlet but also between villages can meet each other in the religious event.

c. Family Economic Empowerment (PKK)

The Family Economic Empowerment (PKK)is formed by representatives from the PKK group in the hamlet. Where the activities of various include arisan, counseling and training. Each PKK member from the village will receive training and counseling from the sub-district level, and will then be distributed to PKK members in the hamlet.

d. Cooperative

In general, this activity performs savings and loan activities, which is usually done once a month. For each member who will borrow the operation will be charged a small interest rate when compared to borrowing to the bank. Profits earned by this cooperative are usually partly allocated for allowance of idul fitri event (THR) in the form of food

e. Mutual Cooperation

Mutual cooperationis usually done every Sunday, this activity to clean the environment. Usually done in the home environment and public facilities such as public graveyard and streets.

f. Environmental Security System (Siskamling)

That is the environmental security system, which is done in turns according to a predetermined schedule. Environmental security system aims to provide security in the village, especially at night, because this activity is done in mid-night until morning.

Conclusion

Based on the description, it can be concluded that:

1. The role of gender in supporting the family economy can be seen from activity profile, that is productive activity, reproductive activity and social activity of society. From these activities it is seen that women have a very influential role in supporting development in Karang Anyar Village. Women perform three functions at once in daily life, especially in the dominant female reproductive activities.
2. The Factors that support the family economy there are three aspects of education, age, culture.

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E-Government Innovation in Service Excellence: Implementation of E-Health in Health Care

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implementation, e-health, service excellence government, quality service

Abstract:

Health development has implemented evenly by the Government, not only physically but also the development of health service in terms of its quality. One of the efforts to improve the quality of health services is implementing e-health. E-health is a service in the form of information and communication technology applications are linked to the overall functional element supporting the health sector. The application of e-health is identical to the e-government which is the utilization of information and communication technologies in implementing governance by government institutions to improve the performance and the Government's relations with other parties. E-health that was applied is affected of eight key elements of the success of e-government, i.e. 1). Political environment, a State or a political atmosphere where the project in question is or was implemented. It is related to top down projects and bottom up projects, 2). Leadership, leadership factors have an important role in influencing the implementation of policies or programs, 3). Planning, planning is done prior to the initial stage of a project or policy implementation, 4) Stakeholders, is the various parties who have an interest towards organizing projects, 5.) Transparancy visibility, implementation of e-government is expected to embody the transparency in each process, 6). Budgets, the size of the Government budget is highly dependent on the level of priority given by the Government against the status of related projects, 7.) Technology, the choice of technology used depends on the budget available, 8). Innovation, human resources involved projects must have a sufficient level of creativity.

1. INTRODUCTION

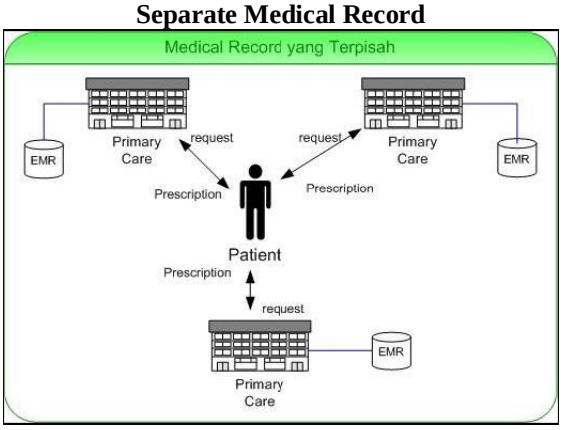
Health is one of human needs in addition to clothing, food and shelter. Various people's needs are met through the development, including the development of health. Development in the field of health is equally by the government, not only physical development but also the development of health quality services.

In the provision of health services are often encountered problems, for example in the field of administration of medical records. Administratively, electronic medical records useful for storing information electronically, which contains of health status and health care of patients throughout his life. In addition to the electronic medical record provides benefits to physicians and health care workers to access patient information and ultimately assist in clinical decision-making. Record-keeping is mandatory for doctors who perform a medical procedure to the patient, in accordance with the rules so there is no reason for doctors not to make the medical record. Electronic medical records is a solution for hospitals to overcome the various problems that often occur in hospitals as places of storage, the loss of medical records, spending the required data, and others. (www.mutupelayanankesehatan.net).

In addition to these problems, there are also inaccurate data or medical records of patients, which can lead to medical error. This happens because there is no medical records data sharing between health institutions. Each health institution has its own medical record. Medical error is caused due to lack of accurate medical record of the patient, due to the patient's medical record in several health institutions.

Therefore it is needed a system that could save the patient's historical medical records from birth to death (dinus.ac.id).

Picture1.
Separate Medical Record



Source: Supriyanto et all in Kurniadi (dinus.ac.id)

Complaints about health care have prompted efforts to improve the quality of health services for the public.

2. PUBLIC SERVICE

2.1 Definition of Public Service

Talking about public service, many opinions are expressed by experts. As expressed by Widodo (2001:271) which says that the public service as the delivery of services to the person or people who have an interest in the organization in accordance with the basic rules and ordinances that have been stated. Opinion by Sinambela (2011:15) gives the definition of public service that is "the fulfillment of desires and needs of the people by State Administrator. According to Law No. 25 of 2009 on public service, mentions that:

"Public service is an activity or series of activities in order to meet the needs of the service in accordance with the laws of every citizen and resident in the goods, services and/or administrative services provided by public service".

In the Decree of the State Minister for the Empowerment of State Apparaturs No. 63/KEP/M.PAN/7/2003, public services are grouped into:

a. Administrative Services group which services produce an official document required by the public, such as ID cards, marriage certificates, building permit.
b. Goods Services Group which service that produces various forms/types of goods used by the public, such as the

telephone network, electricity supply, water supply and so on.

c. Group Services are the type of services that generate various forms of services required by the public, such as education, health care, management of transportation, post and so on.

Based on the opinion of some experts, it can be concluded that the public service is an activity carried out by government agencies in order to meet the needs of the community through the provision of good service and quality goods and services that can ultimately give satisfaction.

2.2. Public Satisfaction

Public Satisfaction is a government's efforts to meet the wishes and demands of the public for services provided. According Sedarmayanti (2012:280) satisfaction is defined as the levels of one's feelings after comparing the performance (results) that is perceived to his expectations.

Decree of the State Minister for the Empowerment of State Apparaturs and Bureaucratic Reform of the Indonesian Republic Number 3 of 2003 on General Guidelines for the Implementation of Public Service stated that the level of public satisfaction as a measure of the success of the service is determined by the level of service recipient satisfaction. Satisfaction of service recipients achieved if the recipient of the service receive services in accordance with the required and expected. Improving the quality of health care today can be achieved by utilizing technological developments. Utilization of technology developed is by providing information and computer-based data in support of governance and development, known as e-government.

3. ELECTRONIC GOVERNMENT (E-GOVERNMENT)

3.1. Definition of Electronic Government

The development of science, technology, information and communications in this century, making the government is trying to improve its performance in meeting the demands of society requiring professional services. In this case the government takes advantage of developments in information technology or electronic based or better known as e-government. Young Opinions (2003:45) defines electronic government is the use of technology by the government especially the use of web-based internet applications.

In the opinion of the World Bank in Indrajit (2002: 2), defines electronic government as follows:

"E-government refers to the use by government agancies of information technologies (such as wide area networks, the internet, and mobile computing) that have ability to transf, the internet, and mobile computing) that have ability to transform relations with citizorm relations with citizens, business, and other arms of government"

Thus the electronic government is the use of information and communication technologies by the government.

3.2. Benefits of Electronic Government

In the application of electronic government implemented through the reform of management information systems and communication among government agencies with optimizations of utilizing information and communication technology. There are several benefits to implementing Electronic Government at a government agency. According to Yustianto in Kurniadi (portalgaruda.ac.id) the benefits of the implementation of e-government are:

a. Improving effectiveness and efficiency performance of the apparatus in the governance process.

b. Improving Good Governance by control, transparency, and accountability.

c. Empowering society through the new community creation of technology concept and able to anticipate global changes.

d. Improving quality of public services from the government to the people.

According to Gore and Blair in Andrianto (2007:46) the following benefits are:

a. Improving the quality of government services to its stakeholders (community, business and industry), especially in terms of effectiveness and efficiency performance in various areas of the country life

b. Improving transparency, oversight and accountability of governance in order to implement the concept of Good Corporate Governance.

c. Significantly reducing the total cost of administration, relations and interactions are issued by the government and other stakeholders for the purpose of activity every day

d. Provide an opportunity for the government to obtain new sources of revenue through its interaction with the parties concerned

e. Creating a new community environment that can quickly and accurately answer the various problems faced in line with various global changes and trends that exist

f. Empowering communities and other parties as the government's partner in the process of making public policies equitably and democratically

The benefits of electronic government implementation by Presidential Decree of 2003 include two related activities, namely:

a. Data processing, information management, information systems management and electronic work processes

b. Utilization of information and communication technologies for improving public services that can be accessed easily and cheaply by people throughout the region

With the benefits generated through the implementation of electronic government make the activities of government easier in providing services to the public.

3.3. Types of Electronic Government Services

There are many types of services provided by the government. Grouping the types of services is influenced by aspects of the complexity and the beneficial aspects. In connection with these two aspects then by Indrajit (2002:29) the types of e-government services can be grouped into:

a. Publish (Publication)

This type of service is a service with one-way communication. The government publishes data and information held to be accessible via the internet by the public and other interested parties.

b. Interact (Interaction)

In this type of service has created two-way communication between the government and those who concerned. There are two applications, namely the form of portal sites that deliver searching facilities for people who need the data or information and the government to provide channels so that people can have discussions with certain units concerned, both directly and indirectly.

c. Transact (Transaction)

In this type of service occurs two-way interaction, but there was transaction relating to money from one party to another party.

3.4. Success Elements of Electronic Government

Based on the research results in the of e-government field, led by Prof. David Darcy of University of Maryland, which resulted in the formulation of the eight elements of success in implementing electronic government. The elements of success are in Indrajit (2002:62) as follows:

a. Political Environment

At this element is the condition or a political atmosphere in which the project concerned is located or implemented. In connection with these elements, there are two types of projects, namely "Top Down Project" (TDP) and the "Bottom Up Project" (BUP). "Top Down Project" (TDP) type relating to the existence of a project is determined by the environmental initiatives

of the executive (e.g. President or Prime Minister) as the highest authority of government, or sponsored by the legislature (House of Representatives) as a fiduciary. In the TDP, there are two important aspects, namely through campaigns (marketing) against the desire to build e-government services to all members of society with a view to creating an efficient government and put this project as one of the highest priorities in the implementation of the country's development.

While the type "Bottom Up Project" (BUP) executed for their ideas or initiative from the head unit or employee (bureaucrats) who are in one government agency or department. There are three important aspects to be considered for the success of a project is the ease of getting links from internal circles, the clarity of the e-government application, significant benefits gained by the users (end users) of the implemented e-Government project.

b. Leadership

Leadership factors have an important role is the responsibility of the project manager to execute a project from beginning to end in accordance with the executed project cycle (project life cycle). By Indrajit (2002:63) the scope of leadership in an e-Government project boils down to the ability to manage the three things, namely:

1) Various political pressure that occur on e-Government project which lasted from both optimists and pessimists
2) A variety of resources required and allocated by e-Government project in question, such as human resources, finance, information, equipment, facility, etc.
3) A number of interests from various parties (stakeholders) of the existence of e-Government projects are executed.

A leader in order to be successful must have ability to do things as follows:

1) Articulating the vision and mission of e-Government in the implementation of the project activities
2) Developing a careful project planning and comprehensive (overall)
3) Conducting lobbying and negotiation
4) Having the ability to detect and examine obstacles that appear to happen in the middle course of the project and find a solution
5) Knowing exactly and details of the business processes associated with the implemented e-Government project
6) Learning the technical matters related to information technology and the Internet (Indrajit, 2002:64)

Leadership is not only on the ability of a good leader, but it takes a leader who can professionally carry out the strategic functions.

c. Planning

Planning has an important role because it is used to measure the extent of the results to be achieved, and the methods used in the implementation of e-government. Good planning will have a huge contribution to the overall project implementation.

d. Stakeholders

Stakeholders are parties related in e-Government implementation project. Is the leader's job to understand the interests of each stakeholder there and tried to unite in order to achieve the vision and mission of e-Government (convergence). Parties are considered as stakeholders in the e-Government include: government (agencies associated with the entire device management and employees), the private sector, communities, non-governmental organizations, companies and others.

e. Transparancy/Visibility

According to Indrajit (2002:66) the transparency of e-Government project is closely associated with the presence of stakeholder, within the meaning of the word is that all the data and information should be available on the ins and outs and the status of ongoing projects to be freely accessed by stakeholder that diverse, The availability of such information access project status, resource allocation, evaluation per stage of the project, and others aim to create credibility and legitimacy for both the organizers of the

project or stakeholder as monitoring party. Allowing for the concerned parties to access the data and information related to ongoing projects indirectly a means of marketing (marketing) is quite effective, because there involved the seriousness of the government to always provide the best to its people through the implementation of numerous projects of e-Government.

f. Budgets

The strength of allocated financial resources to e-Government project is one of the strategic elements that determine the success of a project. Based on the facts, amount of the budget provided by the government (and the other sort of private or foreign aid) is very dependent on the level of priority given by the government against the related project

g. Technology

One of the important elements is technology. The technology started from the simplest and cheapest to the most sophisticated (state-of-the-art). Selection of the technology to be applied in an e-Government project is highly dependent on the available budget. The greater existing budget, increasingly sophisticated technology that can be selected and used, which tends to increase the probability of success of a project

h. Innovation

The final element that contributes to the e-Government implementation is an ability of the project's member to perform certain innovations. Innovation is not limited to the ability to create new products, but must have a sufficient level of creativity, especially in managing the e-Government projects that exist, so that many obstacles that are often encountered in a project can be easily removed.

E-government with this eight success elements can be implemented in all areas of public service, one of which is in the field of health. Utilization of information and communication technology in health sector is known as e-health.

4. ELECTRONIC HEALTH (E-HEALTH)

According to Kristianto e-health is a service in the form of information and communication technology applications are linked to the overall functional element supporting the health sector). E-health is a service in the form of information and communication technology applications are linked to the overall functional element supporting the health sector (portalgaruda.ac.id). On E-Health, data is transmitted, stored and retrieved electronically for the purposes of clinical, educational and administrative. Eysenbach in Kristianto explains that:

Electronic health is an emerging field of medical informatics, refers to the organization and health services and information using the Internet and related technologies. In a broad sense, the term that is the way in technical development, but also a new way of working, attitude, and commitment to the network, global thinking, to improve locally, regionally, and worldwide health care by using information and communication technology (portalgaruda.ac id)

E-health is the innovation to improve the quality of health services based on the technology, as stated by the WHO, that e-health is:

Utilization of the Internet and the technology associated with it in the healthcare industry to improve access, efficiency, effectiveness and quality of clinical and business processes that run by health care organizations, practitioners, patients and

Consumers in order to improve the health status of patients (http://www.who.int/trade/glossary/story021/en/). The WHO issued a resolution regarding e-health in 2005. In that resolution, the WHO encourages countries to:

a. Developing a long-term strategic plan to develop e-health services in various areas of health is good for health administration, legal and regulatory

frameworks, infrastructure as well as public and private partnership mechanism
b. Developing ICT infrastructure for e-health
c. Building collaboration with the private sector and profit agency to support e-health
d. Developing e-health that reach people in particular are prone to health problems (vulnerable) and in accordance with their needs
e. Mobilizing cooperation across sectors in adopting the norms and standards of e-health, evaluation, the principles of cost-effectiveness in e-health to ensure the quality, ethics and security by promoting confidentiality, privacy, equity and equality
f. Developing a center of excellence and a network of e-health
g. Developing a model public health information systems for surveillance, response and emergency (http://www.who.int/trade/glossary/story021/en/)

Eysenbach in Kristianto (portalgaruda.org) explains that the "e" does not only refer to electronic, but broken down as follows:
a. Efficiency. One objective of the e-health implementation is the health services efficiency, reducing health care costs, such as lowering cost to diagnosis or consultation between doctor and patient.
b. Improving the quality of health services with the qualified informations and the believed resource, expected that information obtained by patient is more precise.
c. Based on the evidence, where all information should be based on scientific research.
d. Empowering consumers and patients, with knowledge information on medicine, treatment and electronic records of personal, health care is expected to be centered on the patient.
e. Creating a new relationship between patients and health profrsional towards a true partnership where decisions are made jointly.
f. Education for doctors and patients are sourced from on line
g. Enables standardization of information exchange between companies that engaged in the health industry.
h. Widening the scope of global health information because information technology has been able to make it happen with Internet technology.
i. Ethics. New challenges in their professional ethics and patient privacy.
j. Equity, health services should be able to reach all people of all age groups.

According J.CHealy in Kristiarto (portalgaruda.org) starring role in e-health is:
a. UN Agencies and International Agencies related to health, telecommunications and trade.
b. The government authorities from the national to local health and communicationrelated.
c. Educational institutions and research
d. The health professionals and their associations.
e. The customers, patients and their associations
f. Government organizations
g. The health industry and telecommunications
h. The mass media

It can be said that e-health is a service in the form of information and communication technology applications associated with parties supporting the entire health sector, including health departments, hospitals, health centers, pharmaceutical, universities, polyclinics and others. According to Kurniadi (portalgaruda.ac.id) basically, e-health is a healthcare application that consists of several components. The most important component in the implementation of e-health is the Electronic Medical Record (EMR). EMR contained in the health care system remotely by using telecommunications and information networks.

By implementing an integrated medical record, known as the Electronic

Medical Record (EMR), the benefits to be gained are:

a. Data is to be complete and standards-compliant
b. The searching process is faster and more accurate
c. Abstraction, reporting more easily and even automatically
d. Storage is more compact, does not require a spacious room
e. Data can be displayed quickly as needed
f. Integrated with LIS (Laboratory Information System) for the results of laboratory tests
g. Integrated with PACS (Picture Archive Communication System) for radiology results (MRI) (www.bvk.co.id)

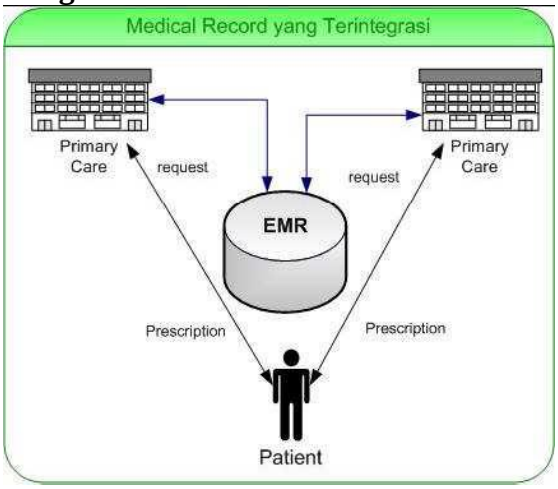
Richard et al delivers the benefits of Electronic Medical Record in improving the quality of health services, among others:

a. Increasing productivity: the use of an EMR system can reduce costs
b. Efficiency: EMR system is adopted, it can reduce the available resources to improve quality of service
c. Reduce the incidence of side effects of drugs in the treatment of inpatient and outpatient
d. EMR system can integrate recommendations of evidence-based for preventive care (such as screening tests) with patient data (such as age, gender, and family history) to identify patients who need certain services. This system can alert providers to offer services during routine visits and reminding patients to schedule maintenance.
e. EMR system can be an instrument for the management of disease (for high-risk patients, case management system helps coordinate workflow, including communications between specialists and patients)

(www.mutupelayanankesehatan.net)

Below is a picture of two health institutions that use the data in the medical record of a patient `together. With the EMR, it is possible to carry out the exchange of medical information from one place to another to assist the implementation of medical procedures with the aim of improving the quality of public health services.

Picture1.
Integrated Medical Record



Source: Supriyanto et all in Kurniadi (dinus.ac.id)

The implementation of e-health not only in terms of EMR, but also when the community of health center patients is being treated. With e-health, each patient only needs to scan the fingerprints to be checked. In addition, enables patients to get health care at the clinic, patient data will be integrated with other health centers and hospitals. This is particularly important when the patient's health center will be referred to the hospital. Therefore, all the data can be known easily by the hospital. In addition, the existing e-health data collection of stocks of medicines in all health centers and hospitals so they can know the use and drug stocks every day. Data on the number of patients, the ten most prevalent diseases, the ten most services, the type of patient and examination by fingerprints (www.jpnn.com)

With the implementation of e-health, the quality of health services is expected to increase with the availability of information quickly, easily, and quality and satisfaction materialized society.

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A System Dynamic Conceptual Framework of On-Street Parking Increasement

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Abstract:

Traffic Jam is one of the most difficult problems to solve in Indonesia. The rise of the population becomes a factor in the increasing number of vehicles in several regions in Indonesia. One of them is in Sleman Yogyakarta. Sleman is a region with high attractivenes, such as trade centers, office, tourism, health and educational centers. Development in various sectors is coupled with the number of vehiles, which results in the use of undue roads as a parking area or on-street parking. The number of vehicles on on-street parking is influenced by various variables that are dynamic. This research tries to build a conceptual framework of the system dynamic that occurs in on-street parking system. The output of this research is a Causal Loop Diagram (CLD) which can be used as the basis of system dynamic simulation to build policy proposals on on-street parking issues.

INTRODUCTION

Yogyakarta is one of the provinces in Indonesia. There are 5 (five) districts in Yogyakarta, one of them is Sleman. Sleman is the largest population districts in Yogyakarta. Based on data from the Central Bureau of Statistics, in 2015 the population of Sleman was 1,167,487 with 574,82 km2 in area. Furthermore, Yogyakarta is known as a tourism city and student city as well. Sleman is a district in Yogyakarta with the largest number of education centers. There are approximately 26 universities and high schools in Sleman. This condition makes Yogyakarta, especially Sleman, as one of the destination cities for migrants.

The large number of both resident and immigrant populations influences the growth of investment development around Sleman in the field of trade, education and other facilities. The development is in line with the increasing number of vehicle ownership by the community. The higher income per capita of the people is along with the ease of getting a private vehicle. Consequently, it causes Sleman as a district with high rates of transportation. Traffic jam becomes one problem that must be faced by socety everyday. Unfortunately, most of the developments are not balanced with adequate parking facilities.

Parking facility is defined as the location specified as a parking space for

motor vehicles and non-motorized vehicles. Parking facilities are divided into 2 (two), those are off-street parking facilities and on-street parking facilities. On-street parking is one of the causes of traffic jam, i.e. the inappropriate use of roads. The road segment that should be used to accomodate the vehicle is apparently used as parking space, so it reduces the capacity of the road. In fact, according to the Regional Medium-Term Development Plan of 2016-2021, aspects of trade, hotels and restaurants are increasing by 4.27%. If this situation continues to be left without any solutions, it will to even more severe traffic jam. In addition, roads that do not have sidewalks and street parking that forces pedestrians to walk on roads can be dangerous. The other negative impact is reducing the security and comfort of traffic.

The problem becomes more complicated because on-street parking is influenced by many variables such as number of shops, number of vehicles parking, parking time, and parking area. The problems of complex parking and changing circumstances over time suggest that the on-street parking system is dynamic. Therefore, in this research, on street parking problem will be solved using system dynamic approach. System dynamic can describe real systems with elements that change over time and can solve a complexity of problems that are difficult to resolve accurately with mathematical models.

METHODOLOGY

This research is a preliminary study in form of conceptual framework about on-street parking. The approach employed in this research is system dynamic approach. On-street parking system involves many variables that are dynamic and full of uncertainty. Starting from population, a population that is constantly changing over time will affect the number of human needs. This human need will encourage development in all fields, thus improving people's living standards and purchasing power. One of the examples is the increase of purchasing motorcycle which will eventually fulfill on-street parking and become one of the causes of traffic jam.

system dynamic is an appropriate approach to solve the problems in this study. The system dynamic was developed by Jay Forrester in the late 1950s and early 1960s at the Massachusetts Institute of Technology (MIT). System dynamic is a method of strengthening learning in complex systems and partly as a method of establishing a flight simulator, a computer simulation model, to assist learning dynamic complexity, understand the sources of policy resistance, and design more effective policies (Sterman 2000) . According to Suryani (2006), system dynamic model has several characteristics as follows:

1. Dynamics of complex systems
2. Changes in behavior system over time
3. There is a closed feedback system
4. The existence of this feedback describes new information about the state of the system, which will then result in subsequent decisions.

Sterman (2000) explains that the causal loop diagram (CLD) is one of important tools to represent the structure of the feedback from the system. Daellenbach and McNickle (2005) explain the relationship and interaction between the variables stated in the causatic diagram (causal loop diagram). Causal loop diagrams describe a causal relationship among various aspects, entities, or variables. If item A affects item B, it may cause one or more item attributes B to change, such as its numeric value or status. This is shown by connecting A and B using arrows. A changing B may be caused by a change from C, and so on, causing a causal chain. The flow polarity in the cause and effect diagram is divided into two, positive (+) and negative (-) flows. A positive sign (+) marked with the letter "s" means "same direction", indicating that the increase in the item A value causes an increase in the item B value. while a negative sign (-) or

the letter "o" means "opposite", indicating the increase of the item A value decreases the item B value. The arrow that returns to the original item is a feedback loop. An example of a causal loop diagram can be seen in Figure 1.

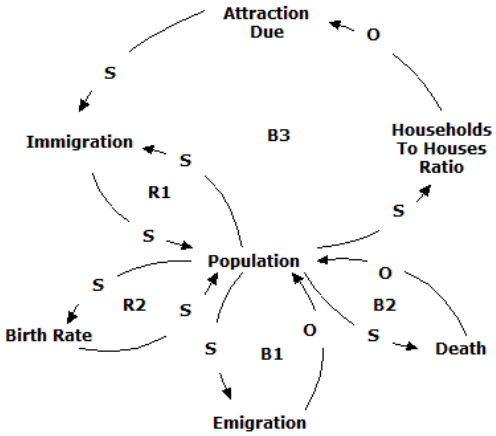

Figure 1. Causal loop diagram of population
(Source: https://www.powersim.com)

RESULTS AND DISCUSSION

Parking is one of the sources of Local Own-Source Revenue or Pendapatan Asli Daerah (PAD) that is difficult to underestimate the contribution to the region. However, if in the real system, parking activity is done on the public road or on-street parking then this will cause a negative impact of traffic jam. Basically, most of regions have already had regulations and policies related to the management of on-street parking, but its management encounters obstacles such as the lack of the given socialization and the behavior of parking officers that are not orderly (Rahmah, 2016). The most noticeable impact of on-street parking is traffic jams. Traffic jam is influenced by a number of factors, one of which is the decrease in road capacity whose biggest cause is the use of road bodies (Tamim et al, 1999).

Research proves that on-street parking causes road congestion caused by a reduction in road capacity that should be used for traffic flow. Gea and Harianto (2016) conducted a road performance analysis due to parking on the road body. The result of the analysis is the use of road for on-street parking cause the decrease of road capacity and road performance, so the vehicle speed becomes decreasing and causes road congestion. Similar research was also conducted by Budisusetyo (2004), that business owners (goods, restaurants, workshops etc.) must provide an adequate parking area or widen of the roadside in order to avoid congestion. From the research, it can be proved that the existence of vehicles that conduct parking activities on the roadside tends to lower the average speed of the flow of traffic as a whole. In contrast to previous research, Sudirahardjo (2004) conducted a study that the high number of on street parking is strongly influenced by population growth, Gross Regional Domestic Product (GDP) growth and vehicle ownership. In addition, the study also indicates that the next few years the number of on-street parking will continue to increase as the growth of variables that influence it.

Previous research is still a partial research. This means that the research is done on the basis of certain scientific disciplines such as Civil Engineering, Government Administration, and Economics. In contrast to previous research, this study will conduct a thorough analysis by building a conceptual framework of system dynamic. The system dynamic seeks to understand how the relationship between the causal variables and the effects of on-street parking. This conceptual framework of the system dynamic is illustrated in a causal relationship or Causal Loop Diagram (CLD). The following diagram is the result of CLD analysis according to Figure 1.

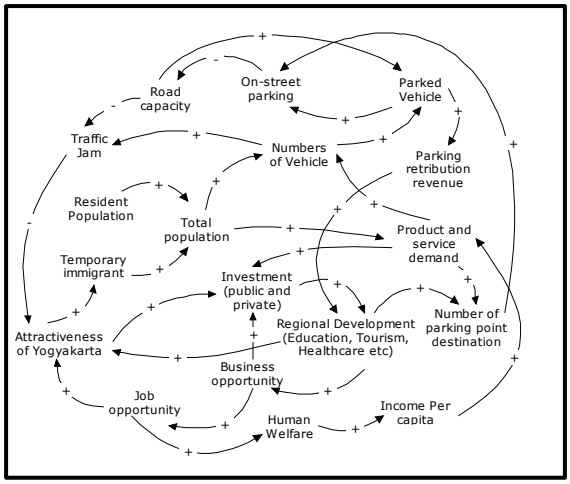

Figure 2. Causal Loop Diagram Parkir On-Street

1. Attractiveness of Yogyakarta
   Regional development in the field of tourism, education and health in Sleman, not only attracts consumers to come, but also increases the business and jobs opportunities. This attractiveness makes a lot of people outside Sleman come only for being Temporary Immigrant. The large number of immigrants in Sleman opens opportunities for the governments and the private sector to invest. On the other hand, the number of immigrants also makes Sleman become a crowded city, which can be one of the factors decreasing the interest to Sleman Yogyakarta.
2. Job and Business Opportunity
   Business and jobs opportunities are positive impacts of Regional Development in various fields in Sleman. These business and job opportunities encourage migrants to work in Sleman. Business opportunities attract investors to invest, while job opportunities can improve Human Welfare.
3. Human Welfare
   Community welfare is a positive impact of employment opportunities for the community. The higher the level of people's welfare will increase income per capita.
4. Income per Capita
   The higher the level of income per capita, then peoples will have more desire and need for goods and services. This will increase the product and service demand.
5. Investment (public and private)
   The attractiveness of sleman and high population increase the product and service demand. This attracts both government and private investors to do Regional Development, especially in the field of tourism, education and health.
6. Regional Development
   Regional development is a factor that leads the increase of population in Sleman. The more development, the more places people can visit. This leads to the need for more parking area. The retribution fee from this parking area can be used for regional development. Regional development also opens business and job opportunities. Hence, there is a causal relationship between the improvement of development and the peoples interest to come to Sleman.
7. Temporary Immigrant
   Residents from outside of Sleman who only come to Sleman for working, studying, travelling, or just visiting belong to Temporary Immigrant.
8. Resident Population
   Resident Population is a resident of Sleman who has Sleman ID Card.
9. Total Population
   The number of people, both residents population and temporary immigrant, who exist at any given time will affect the level of transportation and traffic needs. The larger population will affect on the product and service demand. This demand will lead the number of vehicles to transport people to the product and service facilities.
10. Number of Vehicle
    Number of Vehicle is the number of vehicles, both motorcycle and car, in Sleman. The higher Population and also the higher level of Product and Service Demand will lead the higher level of vehicle demand. Vehicles are used to get to the needs of products and services facilities. Due to the more the number of

vehicles, the more possibilities of vehicles parked on the road will lead to traffic jam.

11. Parked Vehicle
Parked Vehicle is the probability of vehicles that are potential to be parked at the roadside. How many parked vehicles are influenced by the wide of road capacity that allows to park the vehicle and the number of vehicle itself. The amount of Parked Vehicle will affect how much retribution will be obtained.

12. Parking Retribution Revenue
Parking Retribution revenue is regional revenue derived from on-street parking charges. The amount of income is influenced by how many vehicles are parked. This revenue will then affect the regional income which can be used for regional development in various fields

13. On-Street Parking
On-street parking is the level of road density that is used for parking. The high level of on-street parking is influenced by the Number of Parking Point Destination which can be a commercial center, school, office, workshop and oher informal sectors. The more crowded these destinations, the higher level of on-street parking.

14. Number of Parking point destination
The regional development and the product demand increase the number of parking point destination, such as education, tourism, health center and other informal sectors including commercial and workshop.

15. Product and Service Demand
The rise of population and income per capita leads the needs of product and service demand. To obtain their needs, peoples use vehicle. So, this variable is one of the factors that lead the number of vehicle.

16. Road Capacity
Road capacity is the available road for traffic. This road capacity is affected by on-street parking. More density on-street parking will decrease the road capacity.

17. Traffic Jam
The constriction of roads resulting from on-street parking causes traffic jam.

CONCLUSION

This research has produced a model of conceptual framework of system dynamic which is modeled by CLD. The result of CLD according to Figure 1 illustrates the causal relationship of on-street parking. On-street parking is basically the result of an increasing population activities to meet their needs. The needs of this population then become an opportunity to invest and do development in various fields. Development that is not balanced by adequate parking facilities will force visitors to use the roadside as a parking lot. In the future, if the number of vehicles increase and this situation continues to be left, the congestion will be higher. Thus, it disrupts the comfort of the environment. This uncomfortable traffic will reduce the public interest to come to Sleman and will impact regional development. From the conducted research, it is known that a CLD can be used to understand the phenomenon of a dynamic problem. Then, this CLD chart will be used to perform system dynamic simulations in subsequent research.

ACKNOWLEDGMENT

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THE TRANSPARENCY OF THE POLICY

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Keyword:
Transparency, Policy process

Abstract:

The transparency in the policy process consists of 1). The policy formulation 2). The policy Implementation, and 3). The policy evaluation. The transparency of policy implementation is intended to know and understand what happens after the policy is formulated and then implemented and its impact, administrative linkages and openly review factors of impact. Transparency in policy formulation is an activity of developing plans and methods (alternative policies) to resolve public problems that have been agreed upon in a government agenda and ending with an election activity against the best considered alternative (decision-making) to solve public problems conducted transparently. Transparency of policy evaluation means a process of observation to how far the formulation and implementation of the policy runs effectively and efficiently or an activity process to assess the performance of public policies that are implemented in a transparent manner.

INTRODUCTION

The transparency in conducting a government administration is included in the policy process done by the government is important. As stated by Tjokroamidjoyo (2000) "Transparency means a main principle of Good Governance, especially in the word good, integrity of the implementation of governance if governance both in government, business entities and community organizations activities.

As well as Ida (2003) explains that transparency has at least three critical aspects as follows: (1) relating to the availability of information (2) clarity of roles and responsibilities between and within institutions that are part of the processes that are required for transparency; And (3) the system and capacity behind the production and the guarantee of the systemic information. The three aspects are interdependent, since the availability of information systems is not enough if there is no explanation about the roles and responsibilities of each institution of each agency involved in various processes that take place / where it must be guaranteed based on a system surely.

Transparency in the policy process is known by many parties, especially those concerned about the policy process with the

following cycles: (1) Policy formulation, (2) Policy implementation and, (3) Policy evaluation. Transparency in the policy process is closely related to the three critical aspects of transparency: (1) relating to the availability of information in the policy process; (2) clarification of the roles and responsibilities of each of the institutions in the policy process and (3) the system and capacity of government officials in the policy process.

According to Ida (2003), these three aspects are interdependent in the policy process, since the availability of information systems in the policy process alone is not sufficient if there is no explanation on the roles and responsibilities of each agency involved in the various ongoing policy processes, It must be guaranteed based on a definite system. To realize transparency in the public policy process is not an easy task, even dealing with a variety of barriers. In addition, state organizers are in fact groups of interests that are sometimes contrary to the public interest. Especially in developing countries. State organizers put more emphasis on closed management, where what is done by the government is considered a state secret that should not be known by the public. Sometimes the management of state finances can not be known by the public, because the state's money is considered as the right of the state. This tends to open up opportunities for state officials to misuse state money. To anticipate this, it is necessary to enforce policies that force the state authorities not to do so. This is where the importance of the disclosure of policies on freedom of information to the public.

In addition Ida (2003) also explains that this principle departs from an understanding that the state party (executive, legislative and judicial) is nothing more than an executor of the mandate, or a director in a company, while the owner or shareholder is the community. But to realize transparency is not an easy task, it can even be said to be a very difficult one. Because the organizers of the state, in fact are interest groups with various hidden motives. Especially in poor or developing countries (under development country). Instead the government or the state organizers more emphasized as the principle of secrecy, in which what is done by the government is considered a state secret that should not be known by the public. Hence money managed by the government should not be known by the public, because the money is regarded as the right of the government - the beginning of which significantly open opportunities great apparatus or government officials misappropriated state money. To anticipate such a principle of secrecy then required the legal tool as a legalistic basis forcing Government to do it. This is where the importance of the emergence of the law on freedom of information as a society. In short, the law obtains information for the people, with the law the state party can not argue with the principle of secrecy.

Discussion

Understanding The Transparency and Policy Process

Tranparency, according to The New International Webster's. Dictionary Theasure (1999) in Ida (2003), is the quality of being transparent, or samething as a picture through glass. Trasparency refers to (1) degree of invisibility. Conditions in which the subject has transparent, though the quality is still subject to question, and (2) the subject can be seen by photographing it based on a particular tool. Transparency is a state in which the government is open or shows the community what is done and or is happening, at which time the community can also know and / or monitor what is happening and or done by the state organizer.

Transparency (transparency) that can be known by many parties (the concerned) about the formulation of policies (politics) from government, organizations, business entities. Formulation of wisdom, job selection

through fit and proper test by institution (either Representative, Government, Company). Auction tenders in the implementation of government procurement, as well as in the company and others are done in a transparent (Tjokroamidjojo: 2000).

Based on the description of the above definition of transparency can be summarized as follows:1) Transparency indicates degree of invisibility. Conditions in which the subject has been transparent,2) Subjects that can be seen by shooting them based on certain aids.3) Transparency has at least three critical aspects: (1) Relating to the availability of information, (2) clarity of roles and responsibilities between and within institutions that are part of the processes that are required for transparency; And (3) the system and capacity behind the production and the guarantee of the systemic information.4) Transparency is a state in which the government is open or shows the community what is done and or is happening, at which time the community can also know and / or monitor directly what is happening and or done by the state party.

Policy Process

Mustopadidjaja (2002) argues that: "From a management point of view, the policy process can be viewed as a series of activities covering at least three main activity groups, as follows: (1) Policy formulation, (2) Policy implementation, and (3) Performance evaluation Policy". Which needs to be done in the context of monitoring, monitoring and accountability known as the "Policy cycle"

Public policy processes can be understood as a series of stages or phases of activities to create public policy. Although these sequence stages are linear in nature, they are, in fact, quite the opposite, nonlinear or interactive. Public policy processes can be divided into the following five phases: (1) Determining the agenda (setting agenda), (2) Formulating policy alternatives (3) Policy setting, (4) Policy implementation, and (5) Policy assessment or evaluation (Hamdi: 2013).

Based on the above description, that the policy process in the opinion of experts shows the existence of different views. However, in general, the experts explain that the policy process with the following cycles: (1) Policy formulation, (2) Implementation of policy and, (3) Evaluation of policy. Trasparansi in policy process is transparency in the policy cycle that starts from: (1) policy formulation, (2) policy implementation and (3) policy evaluation.

Transparency In Policy Formulation

Transparency in policy formulation or policy formulation is an activity of developing plans and methods (alternative policies) to resolve public issues that have been agreed upon in a government agenda and ending with an election activity against the best considered alternative (decision-making) to solve public problems must be Transparent or a situation in which the government is open or indicates to the community what is done or is happening, at which time the community can also know and / or monitor directly what is happening and or done by the state party.

Characteristics of policy formulation are interpreted as activities where officials formulate policy alternatives to overcome problems. This stage is a critical stage associated with the process of selecting policy alternatives by policymakers who typically consider the magnitude of the direct effects that can result from the main alternative choices. This process will typically express and allocate tensile strength between various social, political and economic interests. But this process is not merely the formulation of policy alternatives but also includes the elimination of policy tools (options) to be one or several alternatives. Thus it can be said that formulation or policy formulation is an activity of developing plans and methods (alternative policy) to solve public problems that have been agreed upon in a

government agenda and ending with a selection activity to the best considered alternative (decision-making) to solve the public problem (LAN: 2010).

From the definition of policy formulation it is seen that there are at least two main activities of policy formulation, namely, the design of policy objectives, the activity is of course very related to the formulation of policy issues, but the design of policy objectives will be different from the formulation of policy issues, in line with the ongoing dynamics Within and outside the policy community, which generally consists of government officials, interest groups, academics, professionals, research bodies, think tanks and policy entrepreneurs. Second, policy formulation also concerns the strategy of achieving the policy objectives. With these activities, there is an affirmation that in each policy alternative, from the outset it is necessary to formulate the steps that should be taken if the alternative is chosen to be a policy (Hamdi: 2013).

Thus, the transparency of policy formulation is the first step or the first and important activity and the core of the policy process that must be done transparently, because if it is not transparent will impact the next stage of the policy process, meaning that if the first step in the process of policy formulation is not accurate and not transparent, Then the consequences will be inaccurate and not transparent in the next step of the policy process activities that are policy implementation and policy evaluation.

Transparency in policy formulation is an activity of developing transparent policy plans and alternative methods to resolve public issues agreed between interest groups on a government agenda and ending with an election activity against the best considered alternative (decision-making) for solving public problems.

The formulation of the policy must of course be transparent or a condition in which the state organizers are open or show the public what is done and or is happening, at which time the public can also know and or monitor what is happening and or done by the organizer country.

Transparency in the formulation of policies is the first or the first and important step and the core of the policy process, because it has a positive or negative impact on the next stage of the policy process, namely the implementation of policy and policy evaluation means that if the first step in the process of policy formulation is not transparent and inappropriate, Then the consequences will not be transparent and also not right on the next step of public policy process step (this phase is very decisive phase) that is implementation of policy evaluation sera policy.

The Transparency In Policy Implementation

Transparency in policy implementation is transparency or openness in policy implementation. Policies can be initiated or executed immediately after approval from authorized institutions. One of the good performance indicators of state or government organizers requires not only good policy, but good systems and implementation processes or policy implementation, as Mustopadjaja (2002) states: "Good governance performance requires not only good policies, but also systems and Good policy implementation process ".

Trasparency of policy implementation is intended to know and understand what happens after the policy is formulated and implemented and its impacts, administrative linkages and openly review factors of impact. Thus according to Putra (2004) that: "Implementation of the policy is meant to understand what happens after a program is formulated, and what impacts arise from the policy program. Besides, implementation of the policy is not only related to administrative issues, but also examines the environmental factors that affect the implementation process of the policy.

The transparency of the policy implementation is not only about the institutional behavior that is responsible for implementing the program and leads to adherence to the target group but also to various aspects of life such as political, economic, legal, social, which directly or indirectly influence the behavior of all Which is involved and implemented in an open manner, which ultimately affects both expected and unexpected impacts. Transparency in policy implementation is related to activities to achieve predetermined and openly implemented policy objectives. This stage is basically related to how stated organizers work to make policies produce pre-planned circumstances.

Transparency in the implementation of the policy, is transparent or open in the implementation of the policy so that it can be known the implementation either by the state organizers or by the public. Transparency in policy implementation basically includes the following: (1) Transparency in system and policy implementation processes, (2) Administrative transparency, transparency of impacts of policy program implementation (3) Transparency of institutional behavior responsible for implementing policy programs (4)) Transparency in various aspects of life such as politics, economics, social affairs directly or indirectly affect the behavior of all involved. (5) Transparency in the implementation of the policy may involve further elaboration of the objectives set by the official or implementing agency.

The Transparency In Policy Evaluation

Transparency in policy evaluation is an activity designed to assess the success of transparent policy programs. Through a transparent process of policy appraisal it will be clear that the expected or unexpected impacts of the policy, and the two impacts of the policy can be used as feedback to improve the quality of policy formulation and policy implementation.

According to Soenarko (2000) Policy evaluation is one of the functional elements of policy-making activities can determine the success of a program or government policy.

Trasparency policy evaluation is an activity to assess the level of performance of a policy in a transparent manner. According to Subarsono (2005) Policy evaluation is an activity to assess the performance level of a policy.

Transparency, supervision and monitoring activities conducted by state operators, independent research institutions, political parties and public figures also perform transparent evaluations.

Policy evaluation transparency is one of the functional activities undertaken by policy makers who make a transparent assessment of the policies taken. According to Anderson quoted Soenarko (2000) Evaluation of policy, as a functional activity, is a policy itself. Policy makers and administrators constantly make judgments about the success or impact of the specific policies, programs and projects undertaken. Thus, the transparency of policy evaluation is important and necessary, not only to examine that the policy results meet the needs and interests of the public, but also for each activity in the program to be carried out efficiently and effectively, transparently with actual and Beneficial to the public.

Similarly, according to Hamdi (2013) Evaluation or policy assessment concerning the discussion of policy implementation.This stage focuses on identifying the results and the effects of policy implementation. With that focus, policy evaluation will provide feedback for decision making on whether existing policies need to be continued or discontinued. However, there is also the view that policy evaluation does not merely determine the success of a policy implementation but involves a broader perspective. Formative policy evaluation is a policy evaluation undertaken on the

policy being implemented and focuses on an assessment of how effectively a policy is implemented. On the other hand, summative policy evaluations are evaluations made at the completion of implementation, and focus on assessing the extent to which the outcomes and impacts of policy implementation contribute to the achievement of policy objectives. Assessment criteria used are similar to the criteria used at the time of formulating policy alternatives, among others are effectiveness, efficiency, equity, and adequacy.

Based on the above description of the transparency of public policy evaluation is a process of observation to how far the formulation and implementation of the policy run effectively and efficiently or a process of activities to assess the performance of public policies carried out in a transparent manner.

Conclusion

Transparency in the policy process is transparency in policy formulation, transparency in policy implementation and transparency in policy evaluation. Transparency in policy formulation is transparent development of plans and methods (policy alternatives) to resolve public issues agreed on a government agenda and ends with a selection of the best considered (decision-making) alternative to solve public problems. The formulation of the policy must of course be transparent or a condition in which the state organizers are open or show the public what is done and or is happening, at which time the public can also know and or monitor what is happening and or done by the organizer country.

Transparency in the implementation of the policy, is transparent or open in the implementation of the policy so that it can be known the implementation either by the state organizers or by the public. Transparency in policy implementation basically includes the following: (1) Transparency in system and policy implementation processes, (2) Administrative transparency, transparency of impacts of policy program implementation (3) Transparency of institutional behavior responsible for implementing policy programs (4)) Transparency in various aspects of life such as politics, economics, law, social affairs directly or indirectly affect the behavior of all involved (5) Transparency in the implementation of the policy may involve further elaboration of the objectives set by the official or implementing agency.

Transparency in policy evaluation is an activity designed to assess the success of transparent policy performance. Through a transparent process of policy appraisal it will be clear that the expected or unexpected impacts of the policy, and the two impacts of the policy can be input as feedback to improve the quality of policy formulation and subsequent policy implementation.

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ANALYSIS OF SOCIAL POLICY:

(Case: Post-Flood Reconstruction on 2016 in Bandung District)

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Abstract:

The reconstruction in post disaster, it is carried out based on the mandate of Law no. 24 Year 2007 on Natural Disaster Management. Flood disaster in Bandung Districton 2006 is a big disaster that happened. However, the problems arise when post-flood reconstruction is limited to short-term reactive responses. This study aims to analyze the critical values that can be modeled with post-flood reconstruction case in Bandung District.
In this study,aims to describe the post-flood reconstruction process in Bandung District on 2016. The post-disaster process will be criticized about the values that exist in the community based on Value Critical Appraisal (VCA) from the reconstruction conducted in Bandung District which each year experienced flooding in some its areas, to identify the shortcomings or advantages that will be the basis in making the model of Reconstruction in Bandung District.manner.

Background

Natural disasters go hand in hand on human life. Wherever the humans are, natural disasters can occur and if they can not anticipate them, they can be life threatening. So in the handling of natural disasters it takes a new theoretical perspective and policy guidance which is needed. Disaster is very complex and has various phenomena that have great potential to cause negative impacts (Rubin 2000; Quarantelli 1993). The handling of natural disasters, especially in the aftermath of natural disasters which is consisting of the Reconstruction carried out will becomes an important point to do the next stage of disaster management.

Catastrophic events that occurred in the province of West Java are mostly in the South of West Java, with details are as follows: Bandung District as many as 233 incidents, Sukabumi 175 incidents, Garut 162 incidents, Ciamis 110 incidents, Tasikmalaya 98 incidents, Cianjur 67 incidents, Pangandaran 28 incidents, with total incidents are 873 incidents of 1604 incidents in Indonesia (Processed data from http://dibi.bnpb.go.id/data-bencana/lihat-data/per-halaman=10;halaman=1, accessed on January 9, 2017)

The management of post-disaster reconstruction in West Java is particulary concern, since its management involves not only local government but also from the central government to the smallest level. Then the stakeholders with an interest in post-disaster management are involved. There is often a delay in the completion of the reconstruction phase. Then in its management, sometimes does not become the main emphasis for the government. Governments are more likely to jump ahead to mitigation.Thus, in this study will analyze with the critical values of social policy, until it willbe described the real issue in Reconstruction phase.

Using the Chambers Concept, it can dig deeply the comprehensive funds on the problems that arise in the reconstruction phase, because the reconstruction program from stakeholders is not coordinated or socialized like that done by the government, where they first socialize about the program and the parties that will be involved in it. There are still many overlapping or under-targeted programs.

This condition is indicated causing problems in the handling of natural disasters. While it is difficult to predict the time and scale of an incident's exactly in the future, stakeholders can take a preventive measure that has been shown to have a positive impact in relation to mitigation of possible consequences.Until now, disaster management is often limited to short-term reactive responses and less oriented to proactive preparedness measures and long-term mitigation efforts. Particularly in the reconstruction phase, stakeholder points will devote the program because the community/victims of the disaster are an interesting issue for the stakeholders.

The Chronology of Flood Disaster in Bandung District 2016

Bandung District has always been a flood disaster area in the last decade with a fairly high frequency. Flood problems that exist in Bandung District is one of the problems that have not been resolved until now. This becomes a major problem that disturbs and threatens the life and livelihood of people in the area of Bandung District when every heavy rain and rainy season floods must occur.

The history tell that Citarum River is the source of people's livelihood in Sunda area since prehistoric times. Various phenomena that developed through the legend of the people are told in descending, ranging from the eruption of Mount Jayagiri which later become Mount Sunda, which eventually erupted to make the caldera as the basic foundation of the formation of Mount Tangkuban Parahu. Then the results of the eruption of the Mountain Sunda clogging the Citarum river so that in the thousands of years ago formed ancient bandung lake, the events are told through the legend of society, for example Sasakala Sangkuriang Dayang Sumbi Tangkuban Parahu.

Then a researcher in the colonial era interested and reconstruct sasakala scientifically (Van Bemmelen - The Geology Of Indonesia). The Ancient Lake Bandung finally collapsed in the border area of Bandung District and West Bandung District (Curug Jompong), and left the longest river flow in West Java Province, namely Citarum River. It flows from several springs in southern Bandung, Citarum river passes Bandung Basin Area, Cianjur District, Purwakarta District, and emptiying into Karawang District - Bekasi District. Although the Citarum river in the past was still preserved its beauty and sustainability, it is recorded that at that time Citarum had experienced floods in some areas, especially in the rainy season. Therefore in 1810, the Regent of Bandung at that time, R.A Wiranatakusuma II moved the capital city of Bandung from Krapyak area (Dayeuh Kolot) to central Bandung area until today (A.Sobana Hardjasaputra, 2010). The watershed (DAS) of Citarum is one of the watersheds in Indonesia that is categorized as a super critical watershed. The increased incidence of flooding in the Citarum watershed is largely due to non-

natural factors called human activities. Deforestation and amendment of the jungle landscape in the natural landscape-built in the rainy season have increased water running and erosion rates that trigger floods (LPPM UNPAD: 2010).

Follow-up on environmental issues in the Citarum watershed, especially the Upper Citarum's Basin has been overwhelming and is being carried out by the central government as well as local governments. Citarum River is a very vital and strategic part of economic, socio-political and security. The strategic value of the river is reflected, for example, the electrical energy has become an extraordinary effect on human life. If the electricity goes out for half an hour on the entire island of Java and Bali whose electricity is supplied from Saguling, Cirata and Jatiluhur Reservoirs, then billions of dollars in losses will be suffered by entrepreneurs and infinite social losses. In terms of utilization, this Citarum river has many benefits for many interests. From the river Citarum built three large reservoirs, among them; Saguling Reservoir, Cirata and Jatiluhur. The uses of the reservoirs are for fisheries, tourism, agriculture and power plants that supply the electricity needs of Java, Madura and Bali. So many benefits that can result from the existence of the Citarum river. But now, the Citarum river is critical. The flood disaster that hit Bandung District every year is caused by overflow of Citarum river as the main river through this area. The overflow of water in the upstream Citarum river is caused by the high rainfall in the upper reaches of the river and also affected by the sloping topography. Upstream Citarum watershed is flown by several sub watersheds including: Cikapundung, Ciwidey, Cihaur, Cikeruh, Citarik, Cisangkuy and Cirasea. Among the sub-watersheds that flow to upstream Citarum that have been significantly damaged are Citarik sub-watersheds, Cikapundung and Cirasea. So with the damage of the upstream region contributes to the deposition in the upper reaches of Citarum. In addition, the potential resources contained in this sub-watersheds area is very high. The increasing number of people from year to year, will be followed by increasing the development of units of functional activity on a land. Physical development on a land includes settlement facilities, infrastructure networks, economic facilities or other social facilities.

Based on the RKPD document of Bandung District Government Year 2015 Bandung District has the potential of hydrology in the form of water resources are abundant, both underground water and surface water. The surface water consists of 4 natural lakes, 3 artificial lakes as well as 172 rivers and streams. Utilization of surface water sources in general are to meet other agricultural, industrial and social needs. Utilization of deep ground water (depth 60-200 m) is used for industrial, non-industrial, and a small part for household. Most people use free groundwater (shallow wells) and shallow groundwater (depths of 24 to 60 meters) to meet the needs of households as well as a small portion using the facilities of PDAM, especially in urban areas. Bandung District has an average rainfall conditions reaching 1,500-4,000 mm per year or if it calculated including land area then the volume of water that fell in the area of Bandung District can reach 2.643-7.05 billion cubic meters. The potential of such large water if not managed properly can cause many puddles of flooding in various areas. Bandung District has a tropical climate influenced by monsoon climate with average rainfall between 1,500 mm up to 4,000 mm each year. The air temperature ranges from 12 C to 24 C with moisture between 78% in the rainy season and 70% in the dry season. Land in Bandung District is mostly used as agricultural cultivation area, which is 53,22% from the total area 176.238,67 Ha. The other land are used for protected area of 33.83%, non-agricultural cultivation area 12.44%, and other areas 0.51%. These results show that most of the region of Bandung District still in the form

of open space area, which is able to absorb the rain water that reaches 2.000-3.500 mm per year. Based on the open land area in Bandung District either in the form of protected area or cultivation area, the land in Bandung District has the ability to absorb water as much as 0.793-2,115 billion cubic meters each year. This potential water catchment areas if managed properly can be optimized as one way to control flooding at the height of the rainy season arrives. The water catchment area in Bandung Regency is divided into 5 categories, namely the main recharge area, additional recharge area, infiltration area, groundwater release area, and waterproof area.

The main catchment areas in Bandung District are located more in the south, including in Rancabali Sub-district, Pasirjambu Sub-district, and Ciwidey Sub-district. Meanwhile, watertight area in Bandung District is located in Kutawaringin Sub-district. The groundwater discharge area in Bandung District are located in Margahayu Sub-district, Katapang Sub-district, Bojongsoang Sub-district, Baleendah Sub-District, Rancaekek Sub-district, Solokanjeruk Sub-District, and Majalaya Sub-district.

Therefore, in the rainy season, the areas in that sub-district are often experiencing flooding problems, because it is a groundwater release area and Bandung Distritc also in the form of highland-shaped basin shaped formerly with the abundance of land functions that occur both from agriculture and the catchment areas into settlements and forest areas into seasonal agricultural land causes high sedimentation and flooding. In addition, the disturbance of irrigation system and drainage also resulted in the emergence of puddles and floods at some point locations, especially residential areas such as floods in kanal of Cieunteng-Baleendah, Dayeuhkolot and Kopo and so forth.

Geographical condition of Bandung District is seen as basin and squeezed by mountains or plateau causing Bandung District to be vulnerable to flood, Bandung District area is hilly highlands and surrounded by mountains, and is a basin area, where the River of Citarum as central basin which creeks from the north, south and east emptying into the Citarum river, and can cause puddles in the area around Citarum. So Bandung District is prone to the occurrence of high frequency. According to the Head of the West Java Environmental Control Agency, the causes floods in Bandung District, especially located in the area along the river flow citarum. This is because the natural factors damaged caused by human activities that cause environmental damage . The lack of level of awareness from people who prefer to throw to the river or dairy farmers who dump cow's dung has led to an increase in sedimentation, then green open space (RTH) that has not reached 30% of the area of Bandung District.

At first, in Bandung regency District, BPBD of Bandung District was formed on the basis that geographical location, geological and demographic area of Bandung District is prone to the occurrence of disaster. BPBD of Bandung District has duty in overcoming all disaster in Bandung District including flood. The flood disaster itself consists of 2 words, disaster and flood. The definition of disaster according to Law Number 24 Year 2007 regarding disaster management, states that disaster is an event or series of events that threaten and disrupt the life and livelihood of the community caused by both natural factors and/or non-natural factors or human factors, resulting in the death toll for human, environmental damage, property loss, and psychological impact. While the definition of flood is an event or a incident in which submerged an area or land because of the increased volume of water.

On 2014 in Bandung district,occur floods that very wide and have a water level reaches from 20 cm even up to 3 meters or more. The floods caused the economic system to stop and the industry disrupted, and this caused loss of property and

psychological impact and even casualties. Every major rainfall must became flooded, flooded like in some districts such as Bojongsoang Sub-district, Dayeuhkolot Sub-district, Baleendah Sub-district, Banjaran Sub-District, Ciparay Sub-district, Cicalengka Sub-District, Rancaekek Sub-District, Cileunyi Sub-district, Cikancung Sub-district and Cangkuang Sub-district. The floods that occur as a result of overflow of water in several rivers that cross the area, namely Cibodas River, Cisangkuy, Citarik, Cimande, and Cijalupang. Here is a recapitulation data of flood events in Bandung on 2014:

Table 1.1 Puddle Data On Flood of 2014

No	Date	Location	Water Level (cm)
1	March 2 2014	Kamasan Village BanjaranSub-district	30 until 150
2	March 3, 7 2014	BaleendahSub-district	20 until 150
3	March 3, 7, 8 2014	DayeuhkolotSub-district	80 until 200
4	March 3, 12 2014	Mangunharja Village of CiparaySub-district	20 until 200
5	March 3, 8 2014	BojongsoangSub-district	80 until 100
6	March 7, 12 2014	CileunyiSub-district	30 until 100
7	March 12 2014	CicalengkaSub-district	100
8	March 12 2014	CangkuangSub-district	50 until 150
9	March 12, 13 2014	RancaekekSub-district	20 until 150
10.	March 17 2014	Cikancung Sub-district	100

(Source: Disaster Management Agency of Bandung District, on 2014)

The data above, shows the flood on 2014 are very large and extensive. The flood caused the economy to become paralyzed because of the access from south bandung and east bandung which is the agricultural area and industrial lane become hampered due to flood disaster. Flood also can be very fatal problem, because in the puddle of dirty water there are diseases, such as: dengue fever disease, diarrhea, injury, malaria and other skin diseases, hence from Bandung District Government must seriously face flood problem in Bandung District.

Bandung District Government in solving the flood problem refers to the regulation as stipulated by the issuance of Law Number 24 on 2007 in Disaster Management followed by several rules of implementation related issues, namely Presidential Regulation Number 8 on 2008 in National Agency for Disaster Reduction, Government Regulation (PP) Number 21 on 2008 concerning the Implementation of Disaster Reduction and the Regulation of the Minister of Home Affairs Number 46 Year 2008 in Guidelines of Organization and Working Procedures of Regional Disaster Management Agency, Regulation of Head of National Disaster Management Agency Number 3 Year 2008 concerning Guidelines for Establishment of Regional Disaster Management Agency and Regulation of Head of National Agency Disaster Management Number 11 of 2008 on Guidelines for Post-Disaster Reconstruction.

The series of regulations which related to the disaster, states that:

1. Disaster management as an overall and proactive effort starting from disaster risk reduction, emergency response, and reconstruction.
2. Disaster management as a joint effort by stakeholders with complementary roles and functions.
3. Disaster management as part of the development process so as to realize disaster resilience.
4. Disaster management as an effort to re-establish the life of society after the disaster.

The National Disaster Management Agency (BNPB) is a non-ministerial

government agency headed by ministerial level officials. This institution is responsible for formulating and establishing policies on disaster management and refugee handling by acting quickly and appropriately, effectively and efficiently, and coordinating the implementation of disaster management activities in a planned, integrated and comprehensive manner. In the area of special agencies that handle disaster management is the Regional Disaster Management Agency (BPBD). BPBD is established both at the provincial and district/city levels. As well as BNPB at the central level, BPBD is tasked with formulating and defining policies on disaster management and handling of refugees and coordinating the implementation of disaster management activities.

BPBD in Bandung District carry out its duties in solving all existing disasters in Bandung District including flood. Together with BPBD, for flood prevention especially in the post disaster phase in Bandung District involving several government agencies namely Health Office, Water Resources, Mining and Energy Office, Housing, Spatial and Hygiene Office, DGH, Department of Transportation and The Civil Service Police Unit.

Bandung District was formed Implementing Unit for Disaster Management and Refugee Handling (Satlak PBP) of Bandung District, Disaster Management and Refugee Handling Unit (Satlak PBP) was established through Regulation of Bandung District Regent Number 24 Year 2008 About the Establishment of Implementers Unit of Refugees in Bandung District. Initially PBP was formed because in the regional scope, there is no body or organization that works to cope with disasters and handling refugees. The policy was followed up by the Government of Bandung District with the establishment of Regional Disaster Management Agency based on the Regional Regulation of Bandung District Number 11 Year 2010 About the Formation of Regional Disaster Management Agency of Bandung District, Bandung Regent Regulation No. 53 on 2010 in Details of Duties, Functions and Performance of Disaster Management Agency of Bandung District and Bandung District Regulation No. 2 on 2013 in the Implementation of Bandung District Disaster Management.

Reconstruction Process

Formulation of well-planned, consistent and ongoing policy and the effort as well as ongoing permanent steps to permanently rebuild all institutional, institutional and institutional infrastructures, both at government and community levels, with the main objective of developing economic, social and cultural activities, the establishment of law And order, and the rise of civil society participation and participation in all aspects of community life in post-disaster areas. Reconstruction Plan is a document that will be used as a reference for the implementation of post-disaster reconstruction program, which contains information about the post-disaster regional picture covering among others demographic, social, cultural, economic, infrastructural and infrastructural information before disaster. All information on the resulting damage, information on resources, reconstruction policies and strategies, programs and activities, implementation schedules, budget plans, implementation institutional mechanisms / procedures. Reconstruction Implementers are all work units involved in reconstruction activities, under the coordination of managers and responsible for post-disaster rehabilitation and reconstruction activities at the institution authorized to organize disaster management at the national and regional levels.

Scope of Reconstruction Implementation:

1. Physical Reconstruction Program

Physical reconstruction is an action to restore physical condition through

permanent rebuilding of settlement infrastructure and facilities, government and community services (health, education etc.), economic infrastructure and facilities (transportation, clean water, sanitation and drainage, irrigation, electricity and telecommunications and others), social infrastructure (worship, culture and so on) damaged by the disaster, to return to its original state or even better than pre-disaster conditions.

The scope of physical reconstruction activities are not limited to rebuilding physical facilities and infrastructure, it is better than the following:

• Infrastructure and facilities
• Social facilities of the community;
• Application of design and use of better and disaster-resistant equipment.

2. Non-Physical Reconstruction Program

Non-physical reconstruction is an action to repair or restore public service activities and social, economic, and community life activities, including health, education, economy, government office services, worship services and mental/social conditions of people disrupted by disasters, will comeback to original activity or even better than the previous conditions.

Based on the Regulation of the Head of National Disaster Management Agency Number 17 on 2010 in General Guidelines for the Implementation of Post-Disaster Rehabilitation and Reconstruction, the basic principles of post-disaster rehabilitation and reconstruction are:

A. It is the responsibility of Local Government and Government
B. Build back better integrated with the concept of disaster risk reduction in the form of funding allocation of at least 10% of rehabilitation and reconstruction funds
C. Prioritize the interests of vulnerable groups such as the elderly, women, children and the disabled
D. Optimizing local resources
E. Leads to the achievement of community independence, sustainability of programs and activities and the realization of good governance
F. Promoting justice and gender equality

One program will work well with organizational supporters, they are resources, both human and financial resources, that the establishment or reordering of resources, supporters of the reconstruction program can be seen from the number of counterparts, or local government work units and the facilities and infrastructure they have in Regional Disaster Management Agency of Bandung District.

Reconstruction is constrained by the main factor which is the human resources that solved by optimizing resources owned by Satgas Unit of Bandung City Local Government Work Unit. Optimizing the reconstruction carried out by the technical implementer of the Field Team consisting of BPBD officers and related agencies/NGOs outside SKPD tupoksi respectively. Because of the lack of reconstruction cooperation from outside the BPBD which resulted in limited ability to calculate the damage impact on the quality of the reconstruction itself, therefore the Regional Disaster Management Agency of Bandung District carry out the reconstruction with existing human resources. Then the facilities in the Regional Disaster Management Agency which limited can be solverd by involving disaster victims to contribute in the provision of infrastructure.

It can be said that with the lack of resources, the Regional Disaster Management Agency of Bandung District optimizes the ability of the officers as task force, and also utilizes the ability of disaster victims to both build a good reconstruction. Besides resulting in a less than optimal reconstruction, it is seen with the officials of the Regional Disaster Management Agency and the Disaster Victims as citizens who in this case contribute to the provision of facilities. For officers that already perform tasks in accordance with their main duties and functions, regarding consistency

in tasks and functions of this can be seen from each of the main duties and functions that become the officers accountability to their superiors. So when there is not in accordance with the BPBD's instructions then immediately acted by each Bandung City Government Work Unit respectively. As explained by BPBD, they must perform their respective duties well, based on their respective tupoksi, because each has a very important role in this post-disaster reconstruction program. This is the responsibility that will become the responsibility for those officers here, especially the Field of Reconstruction which is the responsible program.

In case of this application does not close the possibility of obstacles from the implementation of the program itself, various obstacles that arise more to the human resources, lack of facilities and infrastructure in the implementation of the post-disaster reconstruction program itself. And delays such as calculate the damage, for example when the Bandung District Disaster Management Agency will carry out reconstruction activities of disaster victims, so if it is important that the Disaster Management Agency of Bandung District should cooperate that it is felt for the constraints of the lack of reconstruction staff to calculate the damage then the Regional Disaster Management Agency in cooperation with outsiders to be able to provide materials or guidance in post-disaster reconstruction program, such as cooperate or request assistance with BPBD of West Java or request material against the calculation of damage to the competent in the field. Because if waiting for people to complete the task, it will be very long and it makes the delay to reconstruct the impact of the natural disaster. It is important to understand that in the reconstruction program contains a crucial crucial role that requires a change that is better than ever.

The change in question is the transformation of various aspects of life such as the concerns of behavior, patterns and habits in a better direction to become a resilient community in the flood environment, for its own impact assessment of the reconstruction program can not be seen from the conditions when this task force has been located in SKPD, but seeing the direct impact when in the field, it will hinder the others. After each activity is carried out, then there must be a report that will be used to evaluate the deficiencies that arise in the implementation of the program. For the Bandung District Disaster Management Agency itself will be made a report, making the activity report is always made after the activity is completed so the activity will be seen if it works well when it has seen the evaluation in the field of reconstruction.

Understanding of eachduties and functions shows that the relationship between organizations involved in flood disaster management has not been well established. The duties and roles of each related element will be better understood if there has been Standard Operational Procedures (SOP) which became the basis in the division of roles and tasks of elements related to flood disaster management. When there is understanding and awareness between organizations to collaborate, plus the SOP on the tasks and roles of each, then in the implementation of flood disaster management will form the synergy between organizations and facilitate for all elements related to achieve common goals. That the first indicator of the knowledge of the relevant elements concerning the common goal of flood disaster management is still there is a difference in understanding between the related elements caused by the delivery and the value of the related elements although there is an implicit statement to minimize the threat or consequences of the flood disaster. Flood disaster management is more visible during the pre-disaster and post-disaster phase. Then for the task and function of each related element in flood disaster management seen, that all elements related to flood disaster only understand and know the duties and functions of each

organization only in tackling the flood disaster in Bandung District.

Design

Flood disaster in Bandung District occurs every year. Until now, the handling of floods continues to be done. But in the context of natural disaster management process, especially in the post disaster stage, namely Reconstruction in Bandung District, running in gray area. It means that Reconstruction activities are conducted not in post-disaster corridors but carried out in every disaster management process. Even the reconstruction process is actually planned in the budget of Bandung District Government in Pre-Disaster stage.

This gray area is a condition that is formed due to flood disaster each year. Until the planning process sometimes can not follow the needs in the field. Until the program/activity is entered into each process that aimed at fund of program/activity can be used and program/activity can be implemented.

By using social policy analysis from Chambers, it can be seen that there are still critical values that emerged in the flood disaster management process on year 2016 in Bandung District. These values include the critical values that grow in the community such as empowerment, togetherness or mutual cooperation.

The design offered based on the results of research conducted, it should also be able to observe the political commitment of stakeholders who are accommodated in the form of Institutional arrangement. After the commitment is expected to be able to run in the form of reconstruction services in post disaster (Pancasilawan R, 2016).

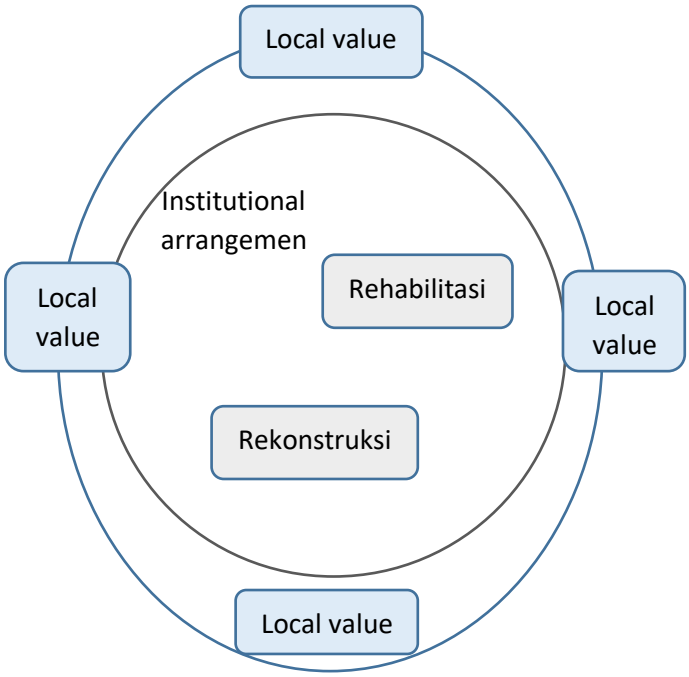

Image Design (Pancasilawan R, 2017)

Institutional arrangement is an agreement between the units to manage and find ways to connect between units can take place either through cooperation. Thus, political institutions with great powers in the handling of natural disasters must be politically committed to facilitate the post-disaster process in terms of service, human resources, infrastructure or funding system.

So if included with the collaboration, then in this agreement it will be stronger, because there commitment together to do disaster mitigation comprehensively and measurablely. Even with the collaboration of the institutional agreement system, existing local values will be accommodated. Because based on the importance of local values of the community, then the policy can be better again, because the local value is a way of life that accommodates the policy (wisdom) and the living wisdom of a region or area.

CONCLUSIONS AND RECOMENDATIONS

Conclusions

Based on the results of the interim research, the reconstruction has done in post-flood on the year 2016 in Bandung regency was done separately and there is no

integration in each stage. Even the reconstruction plan was done in the pre-disaster stage, should the reconstruction be done in post-flood disaster.

Local value that exist in the stage of flood reconstruction on 2016 was the existence of togetherness in the form of mutual help. This value has been disclosed to the local value of Bandung District which known as sabilulungan. But not yet pervasive in the post-flood mitigation process on 2016.

Temporary arranged design is the need for institutional arrangement which is supported by local value of blood of Bandung District.

Recomendations

The provisional suggestion of the results of the research development is as follows:

1. Further research in the deepening of local values in Bandung District which can be shared value in natural disaster management.
2. A special policy on disaster management in Bandung District should be developed.

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Bureaucratic Reform: The Management of Civil Servants Based on Law No.5 of 2014 about State Civil Apparatus

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Abstract:

Personnel policy reform or bureaucratic reform is a very important attempt of improving the state apparatus resource, and of realizing professional, responsible, and competent state apparatuses thereby can provide public service to the society. This research aimed to find out the management of Civil Servants based on State Civil Apparatus Law. In the law, Merit system is applied, the State Civil Apparatus Policy and Management based on the qualification, competency and performance and the recruitment, placement and promotion of position is conducted transparently and competitively, in line with the good governance. Merit System is expected to realize the high-quality, competent, neutral, integrated, and high-performing State Civil Apparatus.

Transparency of policy evaluation means a process of observation to how far the formulation and implementation of the policy runs effectively and efficiently or an activity process to assess the performance of public policies that are implemented in a

INTRODUCTION

Law Number 8 of 1974 about the Details of State Apparatus as amended to Law Number 43 of 1999 (thereafter called UU Kepegawaian) so far becoming the legal foundation and main regulation in the term of state apparatus is considered as no longer consistent with the development and paradigm to be built and realized in the management of state civil apparatus resource; therefore a new law should be developed consistent with the global demand.

Globalization requires the change of state apparatus's (Bureaucracy's) perspective in order to accommodate any change, positively and constructively. For that reasons, there should be harmony and balance between government, community, and stakeholders in providing service more professionally and effectively.

Bureaucracy is the form/medium of state civil apparatus with duty and function of controlling government management, but the performance of Bureaucracy usually undertaking its routine work seems to be static and less sensitive to the changing

challenge. Therefore it generates a bad portrait of bureaucratic performance.

Various problems or portraits of bureaucratic weakness in organizing government are highlighted by some experts, considered as occurring due to the error management of personnel (officialdom). Kaban (2004: 17) suggests that Civil Servant management system has some fundamental weaknesses: (1) emphasizing more on administrative than management aspects, particularly modern source management; (2) more centralistic, thereby accommodating inadequately the efficiency and effectiveness values in achieving the objective of organization from individual institutions at Central and Local levels; (3) no check and balance principle is available in organizing personnel management thereby encouraging the duplication at both central and local levels that in turn inhibits the accountability principle; (4) less supported with adequate personnel information system thereby affecting positively the decision making process in personnel management; (5) incapable of controlling and applying the merit system principle firmly; (6) not providing space or legal foundation for the recruitment of non-career officials; (7) not accommodating well the classification of position and standard competency thereby affecting negatively the achievement of organizational and individual performance; (8) the existence of State Personnel Commission that is less independent and has unclear position.

In addition, the bureaucratic condition often indicates low performance, expensive and wasteful cost, poor information, and selfish. As suggested by Tavip Agus Rayanto in Pramusinto and Agus Purwanto (2009), the bureaucratic issue is as follows:

"(1) less functioning accountability and transparency in state organization, (2) ethics and moral of state organizers have not been able to answer the demand of duty and function they assume completely, (3) the quality of Human Resource has not been consistent with the organization's need and the merit system has not been applied in personnel system, (4) Civil Servant system has not been realized justly and evenly, (5) Standard Minimum Service (thereafter called SPM) in organizing government, so that the service acceleration is highly inhibited, (6) no follow-up for Law no. 32 of 2004 and some arbitrary regulation product, (7) bureaucratic apparatus still encounters information technology.

The bad portrait of Bureaucracy in state organization can identify the problems representing the condition of state civil apparatus (PNS) really and needs attention: (1) performance culture of Civil Servant/State Civil Apparatus is still low, (2) "Obese" Bureaucracy (most Civil Servant Personnel are incompetent, the error occurs in the early recruitment and career development pattern), (3) over staff and under staff problems, (4) Civil Servant/State Civil Apparatus procurement has not been based on real need, (5) the Civil Servant/State Civil Apparatus has not been developed comprehensively, in integrated manner, and based on performance, (6) the assignment of Civil Servant/State Civil Apparatus formation has not passed through position analysis, workload analysis and correct human resource plan, (7) position placement and recruitment has not been based on achievement and competency, (8) personnel development has not been based on career pattern development, (9) political intervention is still very strong, and (10) Civil Servant/State Civil Apparatus has not been ready to be a profession.

Bureaucratic Reform

What does Indonesian bureaucracy need to do in uncertain circumstance? The answer is 'Bureaucratic Reform'. Bureaucratic reform is conducted through a multidimensional process. Specifically, the President has released Presidential Regulation (Perpres) No.81/2010 about Grand Design of Bureaucratic Reform in

2010-2025. The attempt of arranging a comprehensive bureaucratic development, according to Effendi (2010), is called bureaucratic reform.

Bureaucratic reform is a sustainable attempt, each stage of which gives bureaucratic change or improvement to the better one. Generally, bureaucratic reform is a part of big strategy in organizational behavioral science called change management. Implementing bureaucratic reform equals to conducting the change management in bureaucracy (Nugroho, 2013: 15).

Bureaucratic reform is implemented in the attempt of improving good governance; bureaucratic reform is expected to achieve the better quality of public service, to improve the capacity and the accountability of bureaucratic performance, and to improve the professionalism of government apparatus and the clean and free-corruption, collusion and nepotism government organization.

Various policies related to personnel, from Law No. 8 of 1974, Law No. 43 of 1999, Law No.22 of 2009 about Public Service, Perpres No.81/2010 about Grand Design of Bureaucratic Reform in 2010-2025, and State Apparatus Empowerment and Bureaucratic Reform Minister's Regulation (Permen-PAN dan Reformasi Birokrasi) No.20 of 2010 about Road Map of Bureaucratic Reform in 2010-2014 has not yielded yet the output benefiting the public and the good service performance.

In fact, the implementation of bureaucratic reform is still limited to the attempt of fulfilling any administrative requirements to lead the local government to be stated as being conducting/having conducted bureaucratic reform. Even, Sedarmayanti (2010: 29) suggests that "bureaucratic reform just touches the skin", such as nomenclature change, organizational restructuring, and remuneration giving".

Meanwhile, Anwar Sanusi (in Evaluation on Reformation Policy, 2013) suggests that bureaucratic reform deals with a number of principal problems:

1. Bureaucratic reform is still in the context of executive domain reformation rather than administrative reformation.
2. Less optimum support from the policy of bureaucratic reform particularly in local area. The institutional problems between the State Apparatus and Bureaucratic Reform Ministry and Interior Ministry often results in bureaucracy performance deceleration
3. Strong political intervention into bureaucracy. High political intervention has results in apathy and opportunism in bureaucracy.
4. Bureaucracy reform often translated into the increasing remuneration has result in financial problem for the weak areas in its APBD (Local Income and Expense Budget). The severest difficulty occurs in Regency and City.
5. Bureaucratic reform has not been able to provide significant change in mindset and working culture. Organizational culture has not been performance-oriented yet.

This less optimum implementation of bureaucratic reform program has an implication to the slow management of bureaucratic problems, including:

1. The big problem in governmental institution, both at central and local areas.
2. Disharmonious composition of apparatus human resource between public and special administration positions. Currently, there are 113 functional position clumps, but most of them are less developing, particularly in local areas. As a result, the structural position still becomes idol.
3. Non well-managed human resource from personnel recruitment, performance assessment, distribution, promotion, payroll, and pension system.
4. The low public accountability as indicated with many moral hazards.

Meanwhile, according to Setyowati (2009), the low bureaucratic (Civil Servant) performance results in the low public service quality, and even leads the service users to pay high cost (high cost economy). The representation of bad bureaucracy (low performance of Civil Servant) is due to some less competent or even incompetent structural officials in government environment.

There are some indicators to measure Bureaucratic reform used so far, according to Adi Suryanto (2012, unpublished): Corruption Perception Index (IPK), Financial Auditing Board's Opinion (Fair without Exception), Public Service Integrity, Attempting Easiness Ranking, Government Effectiveness Index, and accountable government institution (Accountability System of Government Institution Performance), but the result has not given a comprehensive representation yet. Another indicator, Fair without Exception opinion in fact does not guarantee the absence of corruption in government/local government.

It is confirmed by Dwiyanto (2011: 118) stating that: the reform failure in Indonesia is largely because the government so far tends to improve bureaucratic structure only, such as simplifying the service procedure, shortening the hierarchic level and other various debureaucratization, but tends to ignore other problem dimensions such as changing the wrong culture in bureaucracy underlying the appearance of power- and budget-oriented bureaucratic attitude and behavior, in addition to no systematic development of service culture in public bureaucratic life.

The implementation of Law No.5 of 2014 about ASN (State Civil Apparatus):

Departing from Bureaucratic Reform failure as the measure of accelerating bureaucratic reform through creating high-quality, competent, neutral, integrated, and high-performing state civil apparatus, the personnel policy should be designed through Law No.5 of 2014 about State Civil Apparatus (ASN). This law is developed departing from the expectation to make change in the prevailing personnel system, governed in Law Number 8 of 1974 about the Details of State Apparatuses as amended to Law Number 43 of 1999 based on the career system emphasizing on seniority to Merit System based on qualification, competency and performance.

Just like the definition of ASN as included into Law Number 5 of 2014 about ASN, that ASN is a profession stating that: "State Civil Apparatus, thereafter called ASN, is the profession for civil servants and government employees with work contract working in government institution. "Civil Servant, thereafter called PNS, is Indonesian citizens having certain qualifications, hired to be ASN personnel permanently by the personnel building officials to occupy the governmental position. Government employee with Work Contract, thereafter called PPPK, is Indonesian citizens having certain qualification hired based on work contract for certain period of time in the attempt of undertaking the governmental duty.

In fact, the implementation of state civil apparatus management has not been based on the comparison between competency and qualification necessary to the position and those owned by the prospective employees in recruitment, hiring, placement, and promotion of occupation in line with the good governance.

Law Number 5 of 2014 about State Civil Apparatus (thereafter called UU ASN) ratified and enacted by government on January 15, 2014 was released to accommodate new paradigm as well as reform and transformation in state civil apparatus resource management. The vision of UU ASN is "to realize integrated, professional, serving and prosperous State Civil Apparatuses" and one of its missions is "to move State Civil Apparatus from Comfort to Competitive Zone".

The main objectives of UU ASN are: (1) to improve independency and neutrality, competency, performance/work productivity, integrity, welfare, public service quality, supervision and accountability of State Civil Apparatus, (2) to create a clean and competent bureaucracy to undertake the duty and responsibility assumed, that is corruption, collusion and nepotism-free, and politicization-free.

In this law, Merit System is applied in Policy and Management of State Civil Apparatus Management (ASN). Article 1 clause 22 states that Merit System is the policy and management of ASN based on qualification, competency and performance justly and fairly without discriminating political background, race, skin color, religion, origin, sex, marital status, age, and disability condition. In the explanation it is mentioned that: in Merit System, there is a comparison between qualification, competency and performance needed by position with the qualification, competency, and performance the prospective employees have in recruitment, hiring, placement, and promotion of occupation implemented transparently and competitively, in line with a good governance.

In its implementation, according to Australian Government (2017), there are 9 principles of Merit System and 8 prohibitions of merit system. Those nine (9) principles are: (1) recruitment, selection and priority based on transparent and fair competency, (2) treating the State Civil Apparatus Personnel fairly and equally, (3) giving equal remuneration to equal works and appreciating high performance; (4) maintaining high standard for integrity, behavior and care about the public interest; (5) managing ASN personnel effectively and efficiently; (6) maintaining and separating ASN personnel based on the performance yielded; (7) giving an opportunity of developing competency of ASN personnel; (8) protecting ASN personnel from political effects; (9) protecting the ASN personnel from unjust and non-transparent law.

Meanwhile, the eight (8) prohibitions in Merit System involve: (1) discrimination (ethnic, religion, race, and gender); (2) collusion, nepotism, and favoritism; (3) hindering constitutional right; (4) using coercive political activity; (5) hindering the right to compete; (6) considering the work recommendation based on other factors than knowledge and ability; (7) affecting the people to withdraw from competition in the attempt of reducing an individual's working prospect; (8) taking action on the ASN personnel or prospective ASN personnel filing appeal, complain or grievance without giving information resulting in regulation infringement.

This Law also confirms that every ASN personnel have right and opportunity of developing competency, among others, through education and training, seminar, course, and upgrading. The development of competency can also be done through work practice in other institution at central and local level for maximally 1 (one) year, the exchange of Civil Servant and private personnel can also be done for about 1 (one) year.

Conclusion:

It is expected that the reinforcement of ASN law implementation applying "merit system", through policy and ASN management, including selecting and promoting justly and competitively, applying fairness principle, payroll, reward and punishment based on performance, standard integrity, and behavior for public interest, protecting personnel from political intervention and from arbitrary action and the ownership of right and opportunity to develop competency supporting the area competency, will be able to realize the state civil apparatus that is high-quality, professional, competent, neutral, integrated, and high-performing.

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Harmonization in Implementation of Cooperation Among Two Local Governments in Public Infrastructure Management

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harmonization, cooperation's implementation between regions, public infrastructure management, surabaya government, sidoarjo government.

Abstract:

Specially, this research aims to describe, analyze, and interpreted dynamics of cooperation between Surabaya Government and Sidoarjo Government in Purabaya Station Management, including four aspects (Patterson, 1998; Warsono, 2009; Kwon, 2011; Henry, 2004; Cooper et .al, 1998, Wright, 1982), which are: rights and obligations among two local governments, roles among two local governments, interaction of public apparatus among two local governments, and sustainability of the communications among two local governments. In fact, cooperation of Purabaya Station management has been implemented since 1991. It implies relationship both local governments in make a decision related to most profitable cooperation sustainability of Purabaya Station management. This research method has used qualitative research with case study approach. Research result has shown that imbalance in distribution of rights and obligations between Surabaya Government and Sidoarjo Government, which Surabaya Government's roles has more dominant including retribution collection, organizational and Financial of Purabaya Station management, while Sidoarjo Government's role only about local taxes collection. In addition there is also disharmony interaction among two local governments in aspects of behavior, beliefs, perceptions, and preferences. Abouth the sustainability of communication in implementation of Purabaya Station cooperation management taked partially and curatively, which has limited to solve problems that happened. efficiently or an activity process to assess the performance of public policies that are implemented in a transparent manner.

INTRODUCTION

Implementation of intergovernmental Cooperations (IGC) has consequences for the improvement of micro organizational capacities at local level (Pollit and Bouckaert, 2000: 10; Pamudji, 1985: 12-13). That improvement is manifestation of public management reforms that must be aware by government today, and not only to fix the macro organizational capacities at central level. Based on Gabriele and Tediose research result (2014: 68) in Italy that the failure of Long Term Care policy reforms is due more to the over dominance of central government intervention and neglect of the importance of inter-governmental relations as a holistic integrated interaction. According to Gabriele and Tediose (2014: 68), Zaijin and Yinan (2014: 175) stated that the model of cooperation network governance becomes an alternative solution in managing regional governments in China. Different opinions are expressed by Ramses (2007: 304), that inter-regional cooperation is more likely to be positioned as a "need" that is necessary and urgent to immediately "manage". Where cooperation are needed to optimize the implementation of local government in public services delivery, communities empowerment and economic development. The illustration of Ramses's opinion can be traced to an association in United States, National Association of Township (NATaT) that has been established since 1976. NATaT concentrates on three main issues of ensuring public service, economic vitality, and good governance. (www.natat.org accessed on March 6, 2016).

In the context of Purabaya Station cooperation management, the interested fact that the implementation of this cooperation has been running for several periods, where the cooperation is normatively has shifted normative reference, ranging from law of act 5th 1974, law of act 22th 1999, law of act 32th 2004, and law of act 23th 2014. That reality has implicated for the emergence of conflict in its implementation.

Nakkok Aruan (2007: 65) described his research result that the conflict was implicated of statue change of Purabaya Station land area from ownership right to use right of Surabaya Government, which stated in Decree of the Head Office area National Defence Body East Java number 221/530.3/35/1990. That polemic is stronger follows by the implementation of local autonomy. Furthermore, Nakkok Aruan (2007: 66-67) stated that one of the factors that became the main trigger of conflict for both local governments related to Institutional aspect, which are management principle of Purabaya Station based on Open Management, in practice not implemented properly because there are no implementation mechanism. That phenomenon indicateed need for harmonization in implementation of cooperation between Surabaya Government and Sidoarjo Government in Purabaya Station management.

METHODOLOGY

This research focus to describe, analyze, and interpreting the implementation of cooperation between Surabaya Government and Sidoarjo Government, by elaborating relationship cooperation theories stated by Patterson (1998), Warsono (2009), Kwon (2011), Henry (2004), Cooper Et.al (1998), and Wright (1982). This research method used a qualitative research sourced from human instrument, incident and document. Data collection technic used indepth interview, observation, and documentation. Data analysis refers to interactive model data analysis initiated by Miles, Huberman, and Saldana (2014: 33-36), including data condensation, data presentation, and conclusions/verification.

RESULT AND DISCUSSION

Implementation of Cooperation Between Surabaya Government and Sidoarjo Government in Purabaya Station management including:

Rights and Obligations of Both Local Governments

According to research result, data gained that distribution of rights and obligations of both local governments are not a balance administrated and distributed. About the legal status of Purabaya Station where right of lands, buildings and facilities in Purabaya Station area belongs to Surabaya Government. Based on decree of Head Office Area National Defence Body East Java number 221/530.3/35/1990 dated 30 November 1990 that land area in Purabaya Station area of 119,950 m2 became use right of Surabaya Government. That decree was renewed in 1991 with reinforced proof of ownership certificate number 2 March 15th 1991 in 110,070 m2 of land area, proof of ownership certificate number 5 March 15th 1991 in 2,196 m2 of land area, Number 6 March 15th 1991 in 1,565 m2 of land area, and proof of ownership certificate number 9 March 15th 1991 in of 6.199 m2 of land area. On the other hand, Sidoarjo Government only as Station placed, because administratively Purabaya Station located in Sidoarjo administrative area.

Sukmajati et.al as quoted by Pratikno (2007: 71) explained that inter-regional cooperation should be put on several principles, such as equal partnership, synergy and mutual benefit. This Sukmajati's statement in line with Government Regulation number 50th 2007 article 2 that inter-regional cooperation must meet 11 principles, 3 of which are principle of equality, synergy, and mutual benefit.

Based on theoretical and normative elaboration results, as well as the reality in field that contradicts with theoretical and normative reference, the arrangement of rights and obligations distribution both local governments in Purabaya Station cooperation management in next period should be re-arranged based on the principles of cooperation such as equal partnership, synergy and mutual benefit (Sukmajati et.al as quoted by Pratikno, 2007: 71).

Table 1: ***Matrix of Rights and Obligations distribution between Surabaya Government and Sidoarjo Government in implementation of Purabaya Station management cooperation***

Rights and Obligations	Surabaya Government	Sidoarjo Government
Rights	- Establish organizational structure of Station management along within personal composition (Article 4 paragraph 1 and paragraph 2) - Providing proposals on determination of station area retribution as set forth in Regional Regulations of Sidoarjo Regency (Article 7 paragraph 2) - Conduct collection of all charges at station including collection used of facilities at station and other legal collections (article 10, paragraph 2) - Obtain 40% revenue share of annual income (article 8, paragraph 2) - Station including land, buildings, and all facilities belong to first party (article 2, paragraph 1) - Land area of 119,950 m2 with use rights of first party (art 2 of 2)	- Obtaining periodic revenue notice from station management of first party (article 8, paragraph 2) - Obtained 30% revenue share of annual income (article 8, paragraph 2) - Monitoring the station management (Article 9) - Coordinate of security and physical order; Arrangement of road traffic smoothness; Law enforcement of local regulations; And other matters concerning Purabaya Station operation (article 3, paragraph 5) - Conducting local taxes (article 6, paragraph 2)
Obligations	- Organizing station management by embracing open management system (article 3, paragraphs 2 and 3) - Submit revenue notice from station management periodically to second parties (article 8, paragraph 2) - Pay revenue share to second party (article 8, paragraph 2) - Bear cost for external supervisory team honorarium/ independent auditor with second party (art. 9) - Providing TPR (Article 10 paragraph 1)	- Establish all retribution collected in station area in Sidoarjo District Regulation (Article 7 paragraph 1) - Bear cost for external supervisory team honorarium/independent auditor with first party (art. 9) - Perform TPR porporation (article 10 paragraph 1)

Source: processed from Joint Decision document number 30 and 32 1991

Roles of Both Local Governments

According to research result, founded that in theimplementation of Purabaya Station management cooperation, the role of Surabaya Government dominates in all aspects, including levy collection, financial management, and organizational management of Purabaya Station. While the role of Sidoarjo Government only in collection of local taxes in Purabaya Station area, including land and building tax, parking tax, advertisement tax, and restaurant tax.

Agranoff (2003) in his paper "a new look at the value-adding functions of intergovermental networks" explained that effectiveness of partnership implementation must addressed the existence of equality in distribution of powers, which there are no sharp inequality in power/role distribution from the parties who are members in regional

cooperation. The statement of Agranoff (2003) is in line with Wright's opinion (1974: 4) said that involvement/role of public officials/local government in cooperation has a political impact on policies and programs. In normative perspective, Government Regulation number 50 2007 article 2 explained that among 11 principles that must be considered in implementation of regional cooperation one of them need for equality and legal standing among parties in regional cooperation.

If this data research was related to Agranoff's opinion (2003) shown that in distribution of power/role in implementation of Purabaya Station management cooperation there are an imbalance, where Surabaya Government's role dominates in levy collection, organizational management and financial management. This reality has a political impact (Wright, 1974: 4) on the emergence of each party's egocentrism to demand equal rights and obligations, so implementation of Purabaya Station management cooperation is not effective.

Table 2: ***Matrix of Surabaya Government and Sidoarjo Government Roles in implementation of Purabaya Station management cooperation***

Roles	Surabaya Government	Sidoarjo Government
Collection of retribution	- Collection of retribution is fully implemented by UPTD Purabaya Station. - Retribution result reported to Surabaya Transportation Department	Not contribute
Tax Collection	Not contribute	Local tax collection is fully implemented by DPPKAD of Sidoarjo Regency
Organizational Management	- Establish UPTD Purabaya Station - Determine officers of UPTD Purabaya Station	Not contribute
Financial Management	Revenues and expenditure Management of Purabaya Station is fully managed by Surabaya Transportation Department	Not contribute
Supervision	Unclear supervision mechanism for implementation of Purabaya Station management cooperation	

Source: data processed by researcher, 2016

Public apparatus interactions of Both Local Governments

According to research result, data founded that interaction of public apparatus of both local governments in implementation of Purabaya Station management cooperation has disharmonization in behavior aspect, belief, perception and preference on each side of local government. Wright (1974: 11) stated that in implementation of cooperation, interaction among organizational units within cooperating government is crucial to how the cooperation works effectively in accordance with objectives. The interaction of public apparatus are contained in the elements of behaviors, beliefs, perceptions and preferences of public apparatus. (Wright, 1974: 11).

In the context of Purabaya Station management cooperation, behavior and perceptions of both local governments indicate a contradiction in addressing sustainability of Purabaya Station management cooperation. Data in field shown that behavior of Surabaya Government apparatus looks active and rensponsive in fighting for operational continuity of Purabaya Station is not balanced by Government Sidoarjo apparatus, where Sidoarjo Government apparatus are more passive (wait and see). Both attitude of local government apparatus are triggered by differences in perception from both parties. Where both parties have a low level of trust in relation to Purabaya Station management. Surabaya Government considers that Sidoarjo Government preference only in the effort to increase revenue sharing of Purabaya Station and never pay attention to the multi effect of Purabaya Station to the growth of community economy around station. This is not in line with Surabaya Government preferences which continues commit to improving the quality of public transport services. On the other hand, the low trust of Sidoarjo Government against Surabaya Government are triggered by their perception that during Surabaya Government are not transparent in reporting revenues and expenditure of Purabaya Station. Disharmony of public apparatus interaction in implementation of Purabaya station management cooperation until now has implication on discourse that Purabaya Station managed by central government according to low of Act number 23th 2014.

Table 3: ***Matrix of Public Apparatus Interaction in implementation of Purabaya Station management cooperation***

Interaction	Surabaya Government	Sidoarjo Government
Attitude	Responsive and active because it has a direct interest in station management	Passive. Responsive if coordination is related to revenue sharing of station
Trust	Surabaya less believe to Sidoarjo because considers that sidoarjo only pursuing profit from revenue sharing	Sidoarjo less believe to Surabaya because considers that station management is less transparent
Perseption	- Surabaya Government objected that Purabaya Station management fully charged to Surabaya Government which on the other hand still provide 30% share to Sidoarjo Government	- Since reform era, Sidoarjo Government considered that Surabaya Government seem to leave Sidoarjo Government in managing Purabaya Station
	- Surabaya Government continues to lose every year during operation of Purabaya Station	- The revenue share received by Sidoarjo Government at 30% of Purabaya Station revenues are not comparable with the negative impacts for Sidoarjo Government in handling the problems of public order and traffic congestion
Preference	Prioritize on development of Purabaya Station infrastructure and improving the quality of public transportation services	Prioritize the profit-sharing of Purabaya Station revenue

Source: data processed by researcher, 2016

Sustainability communications of Both Local Governments

According to research results, obtained that sustainability of communication between Surabaya Government and Sidoarjo Government in implementation of Purabaya Station management cooperation takes place partially and cumulative pattern is curative. Where routine communication was carried out through coordination meetings between executives, between DPRD of both regions as well as between executive and regional parliaments of both regions is motivated by problems that arise mainly related to system of profit sharing and proportion of profit sharing to both parties who cooperate. With still dominant ego of each region in fighting for their respective interests, that coordination has been woven since 2012 until 2015 has not found a new agreement in implementation of such cooperation. Surabaya party still refers to recommendations from BPKP East Java and recommendation of DPRD Surabaya, while Sidoarjo still firmly with reference to the letter of approval from DPRD Sidoarjo. This difference of interest until now has not encountered a bright spot related to its win-win solution.

Communication sustainability was an element that relies on strength or weakness of coordination that exists both regions in cooperation. Weak coordination in implementation of cooperation will impact on the failure of quality public services. Experience in Bangkok, Thailand (Rujopakarn, 2003) indicated the failure of transportation system in Bangkok due to weak coordination among various government institutions in Thailand.

According to Slack's opinion (2007: 56) stated that "coordination is especially important for those services that cross regional boundaries such as transportation, planning, and water and sewage system", both local governments should be able to undertake initiatives to promote sustainable coordination for common good as a form of accountability of district/municipality governments in providing services to their citizens. Because cooperation are built for public interest and wider interest (Kwon, 2011, Keban, 2009). This is also in line with Muttalib and Khan statements (1982: 240) that local autonomy does not mean to indicate the region is truly free, but at the same time a commitment to protecting interests in general that may not be of local interest.

Based on field data, weakness of commitment both local governments are due to sectoral ego and regional ego factors, as well as differences in interests and understanding. These matters has implicated for failure of both regions in re-formulating related changes in text of cooperation that are no longer relevant to the spirit of cooperation among regions within the framework of regional autonomy. Weichart in Warsono (2009: 1) stated that factors played a role in implementation of regional cooperation, among others, global pressure, limited ability and potential, and local ego. This shown that both regions must be able to reduce their ego and differences in order to realize implementation of Purabaya Station management cooperation more effective.

Table 4: ***Matrix of Communication Sustainability in Implementation of Purabaya Station management cooperation***

Communication Sustainability	Information
Routine communication	- Since implementation of cooperation in 1991, form of regular communication in form of station revenue report and percentage of revenue sharing for both regions until 2008
	- Routine communication is more intensively implemented by both regions in early 2012 until the end of 2014 which is motivated by emergence of problems not paid for the results by Surabaya Government to Sidoarjo Government from 2008 to 2012 and discussion of changes to cooperation agreement
	- Since enactmented Law of act 23th 2014 both local governments have not communicated anymore
Work relationship	- There are no significant work relationship in field
	- Only division of tasks in implementation of TPR by Surabaya Transportation Department and TPR portion by Sidoarjo Transportation Department
	- Since 2008, Sidoarjo Transportation Departement has stopped implementation of TPR portfolio
	- Work relationship of both Transportation Departement are now incidental (at certain moments/long holidays and holidays) in implementing public order and traffic around Purabaya Station.
Cumulative pattern	Curative only limited to solve the problems that arise

Source: data processed by researcher, 2016

CONCLUSION

According to the result data and research discussion described above, few conclusion from research findings shows that in implementation of Purabaya Station management cooperation there has been an imbalance in distribution of rights and obligations between Surabaya Government and Sidoarjo Government. This implies the role of Surabaya Government are very dominant including retribution collection, and financial management and organizational management of Purabaya station compared with Sidoarjo Government only in local tax collection. But also disharmonization of interaction both local governments in aspects of behavior, beliefs, perceptions, and preferences. About the communication sustainability in implementation of Purabaya Station management cooperation take place partially and curatively, which limited to solve problems that arise.

Based on reality above, Surabaya Government and Sidoarjo Government in current period are able to synergize in realizing harmonization of cooperation by reinforcing institutionalized model of Hard Cooperations by establishing Balance in Jointly - Formed Authorities in the form of secretariat joint cooperation among local governments that can create networking within Order to improve accountability, efficiency, and effectiveness of agreed collaborative management (Rossen, 1993: Taylor, 2003; Teles, 2016).

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Community Contribution As One of the Disaster Causes and Local Alternative Community-Based Solutions to Flash Flood Disaster in Mekarjaya Village, Cikajang Sub-District, Garut Regency

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Abstract:
Natural disaster is an occurrence beyond the control of humans. However, sometimes humans contribute to the occurrence of certain natural disasters, particularly flood. Human behavior factor often has significant influence on the occurrence of flood or flash flood, such as arbitrarily dumping wastes to river and deforestation. One of the ever occurring flash floods was one in Mekarjaya Village, Cikajang Sub-district, Garut Regency. The village is indeed flood-prone, due to its location being largely on mountain slopes and passed through by two rivers. The objective of the present research was to investigate what acts or behaviors of Mekarsari Village's people were that might trigger natural disaster and what the people should do to mitigate natural disasters, particularly flash flood. The research method used was a descriptive method with a qualitative approach, so as to obtain specific, complete, and in-depth data on the research subjects and objects from different related perspectives, to describe the situation and condition in the field as a material of analysis for drawing conclusions. The sources of research data consisted of primary and secondary data obtained by using some data collection techniques, namely, in-depth interview, non-participatory observation, and library study of various literatures relating to the research context. The research conclusions were as follows: (1) the natural condition of Mekarjaya Village which was indeed topographically flood-prone has been exacerbated by local community attitudes and behaviors who lacked awareness on the impact of their acts, especially by dumping waste to river; (2) As a measure of mitigating natural disasters, the government of Garut Regency has taken some measures, e.g., reforestation and dike building, and (3) Local government has endeavored some community-based solutions by among other performing socialization to local community for them to take part in keeping their environment well, particularly not to dump their wastes to rivers, and also implemented a voluntary movement (gotong royong) to remove river-clogging objects.Based on the research result, it was suggested that the local government and community to increasingly activate gotong royong routinely held, mainly for river tracing activity to remove water-clogging objects. The results of the study showed that the economic development in the tourism sector of Manado has negative effect on children in the community, since rapidly tourism development in Manado provides access for wealthy tourists to visit locations where children and poor families are located.

INTRODUCTION

Garut Regency has diverse topographic landscapes, including mountains, jungles, sea, beaches, and rivers. Besides from having abundant natural potentials that sustain development, Garut Regency is highly prone to natural disasters, especially when they are not properly managed. It is faced with all kinds of natural disaster potentials, including: volcano, landslide, flood, tsunami, etc. Unsurprisingly, Garut Regency, according to Indonesian Disaster Vulnerability Index (IRBI) of 2011, stood at the top of national scale by a score of 139. Moreover, according to the current data of Garut Regency Regional Disaster Mitigation Agency (BPBD), till April 2015 there were 42 occurrences, consisting of 29 landslides, 8 typhoons, and 5 floods.

Mekarjaya Village, Cikajang Sub-district, Garut Regency, is one of the areas in Garut Regency which has ever suffered a flash flood and now has developed a DESTANA (Desa Tangguh Bencana—Disaster Resilient Village). Thus, the area is interesting to study.

Mekarjaya Village is located on the slopes of Jaya and Kasang Mountains to the south and that of Cikuray Mountain to the north, 1,100 mm asl (above sea level). Geographically, the largest part of Mekarjaya Village is mountain slopes at heights between 250 and 750. To the east, it borders on Cibarengkok River, also serving as a border on Tanjungjaya, Banjarwangi Sub-district. To the north, Mekarjaya Village borders on a village road from Ciarileu Village, also serving as a border between Mekarjaya Village and Girijaya Village. And to the south it borders to Ciudian River and provincial road toward Pameungpeuk, also serving as the administrative border between Mekarjaya Village and Cipangramatan Village.

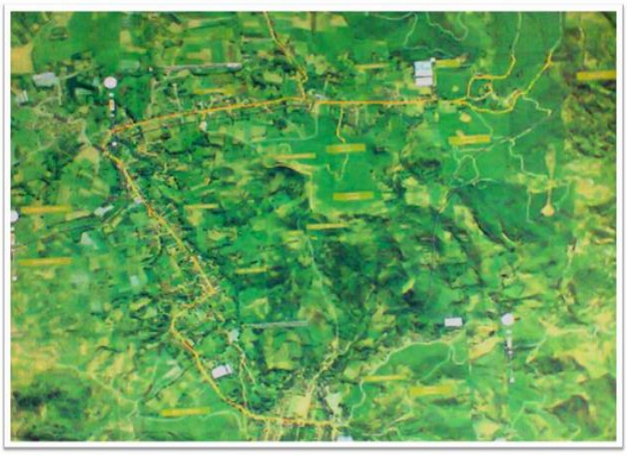

Fig. 1 Administrative Map of Mekarjaya Village

Related to disasters in Mekarjaya Village, based on Mekarjaya Village RPJMDes data of 2015-2021, in 2010 a flash flood occurred in RWs (administrative units below Village) 02-06, deluging people houses. Next, in 2014, a flash flood occurred again in Mekarjaya Village with no human death but the 2-m height, swift flowing flash flood inundated a lot of houses and even swept out three houses. It occurred so abruptly then people have no sufficient time to take anticipatory measures or to salvage their belongings.

The hydrologic aspect of a rural area is highly needed in controlling and regulating water management of the rural area. On a basis of its hydrology, the rivers in Mekarjaya Village form a Drainage Basin pattern, namely Cikuray DAS (drainage basin). There are some small, medium, and large rivers and streams in Mekarjaya Village, including:

1. Cibarengkok River (the largest river, serving as the boundary between Mekarjaya Village and Tanjungjaya Village, Banjarwangi Sub-district).
2. Ciudin River (Boundary of Mekarjaya Village and Cipangramatan Village)
3. Cicarenang stream
4. Keser stream

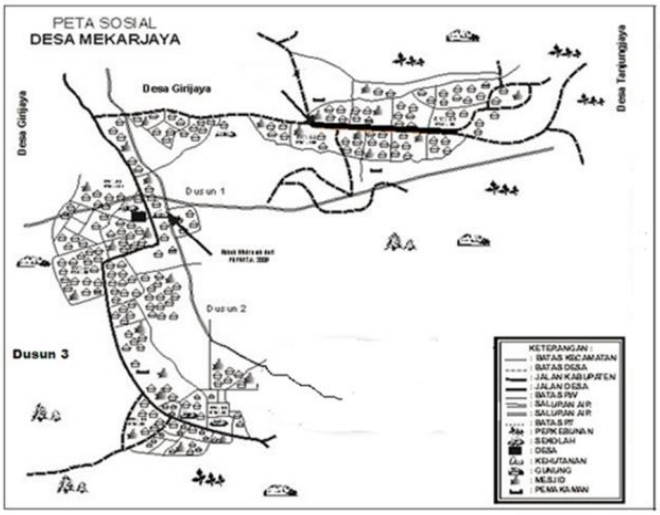

Fig. 2 Social Map of Mekarjaya Village

The problem is, whether local community should come to be the 'endless customer' of such disasters? The answer is that, besides from being our mutual responsibility, local community is actually more capable of answering the challenge. Given that disasters are a complex problem needing multiple disciplinary and multiple sector handling approaches, a strong legislation-based disaster mitigation system of institutionalization, good and implementable planning, and adequate budgeting are greatly highly required in attempt to increase the capacity of both local community and disaster mitigation agencies. It is hoped that the goal of creating a community which is stronger in overcoming disasters can be successfully achieved. The measures that are systematically implemented and then deeply rooted in the community life will expectedly be internalized and turn to be daily habits of Garut Regency's people in particular, largely living in disaster-prone areas.

Review of Concept

Nick Carter (1991) defines disaster as follows: "an event, natural or man-made, sudden or progressive, which impacts with such severity that the affected community has to respond by taking exceptional measures". Disaster inclines to reflect the following characteristics:

1. Disruption of normal life patterns. Such disruption is usually massive and sudden, unpredictable and widely spreading.
2. Has negative impact on humans, such as deaths, injuries, misery, and deteriorated health.
3. Has negative impact on social structures, e.g., destruction of governmental, developmental, communicational, and other crucial service systems.
4. Impacts the needs of community such as refuges, foods, clothes, medical aids, and social protection.

Meanwhile, natural hazard is described "as part of our environment, can occur anywhere, earthquakes, floods, volcanoes and extreme natural events, can trigger disaster when they interact with vulnerable conditions" (Awotona, 1997).

On the other hand, natural disaster is "the interaction between natural hazard and vulnerable condition (socio-economic, cultural and political) which is usually created by human action. Then the distinction between natural and man-made disaster is blurred; many of the tragic impacts of natural disaster are resulted from human misuse of resources, inappropriate actions and lack of foresight" (Davis in Awotona, 1997).

Based on the definitions above, natural hazard is natural events which can trigger the occurrence of natural disaster, particularly on humans if the natural hazard occurs under a vulnerable condition. On the other hand, natural disaster is the result of interaction between natural hazard and vulnerable condition usually created by human actions, the impact of which is so massive on people.

A natural disaster management can be brought about by mitigation. Disaster mitigation may be defined as "a series of measures to mitigate disaster risks, by physical buildings and socialization of the enhancement of capability in dealing with any natural threat".

The measures or activities of prevention and mitigation conducted are intended to avoid the occurrence of disaster and to reduce the risk resulting from any disaster. Disaster mitigation is a part of the performance of disaster handling in situations where there is a disaster occurrence potential.

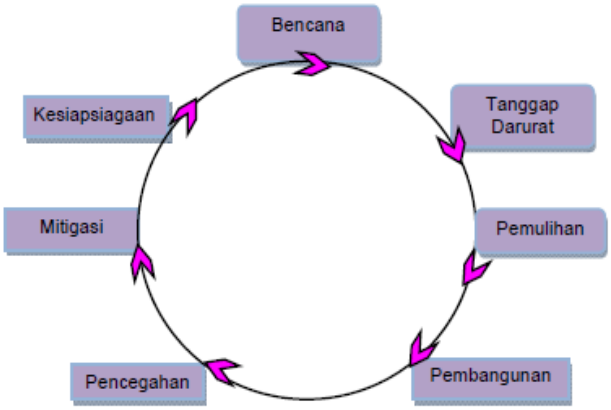

Fig. 3. Disaster Management Cycle (Carter, 1991)

Natural disasters in an area directly imply the local community. Therefore, community participation in reducing and avoiding disaster risk is crucial to take by enhancing community awareness and capacity (Suryanti et al., 2010).

Some reasons for the importance of community-based disaster mitigation are as follows (Yayasan IDEP, 2007: 38):

1. Disaster mitigation is the responsibility of everyone, not only that of the government.
2. Everyone has a right to receive protection of their dignity, safety, and security from disaster.
3. Community is the first party to directly face threats and disasters. Therefore, community readiness determines the extent of disaster impact on the community.
4. The community who are adversely affected by disaster is the active actor in reconstructing their own life.
5. Community, though being adversely affected by disaster, has a capacity that can be employed and built for restoration through active involvement.
6. Community is the fundamental actor in reducing vulnerability by enhancing self-capacity in handling disaster.
7. The community faced with disaster is the victim who should be ready to face disaster-induced conditions.

Gotong royong (mutually assistance) means that each individual under any condition should be prepared to participate actively in contributing added- or positive value to each object, problem, or need of general public around them. Such active participation may be in form of material, financial, labor, mental-spiritual, skill, thought, or constructive advice aids, and even just prayer to God (Abdillah, 2011).

Gotong royong is a kind of mutually helping that is prevailing in Indonesian rural areas. As a form of cooperation among individuals and groups, it creates mutually trusting norm status to develop cooperation in overcoming problems which affect their common interest. This form of gotong royong cooperation is a kind of social solidarity.

In order to voluntarily keep social solidarity and community participation values in development nowadays, it needs to be grown from social interactions that take place due to cultural ties, thus creating societal togetherness the elements of which include: empathy, mutual support, and interdependence, eventually regenerating social solidarity.

Social solidarity concept is Emile Durkheim's central concept in developing a sociological theory. Durkheim states that social solidarity is a situation of relationship between individuals and or groups grounded in shared moral perception and conviction and strengthened by common emotional experiences of community, and can be seen as a system composed of interdependent parts. Such is Comte and Spencer's basic assumption in seeing community. Societal members consisting of individuals, in creating ties

and influence, need relationship, in sociological terminology called social interaction.

More clearly, Roucek Warren defines social interaction as "a reciprocal process where a group or individuals as well as community may be seen as a system composed of interdependent parts.

Conceptually, gotong royong can be meant as a mutually agreed cooperation model. Koentjaraningrat (1987) distinguishes two types of gotong royong recognized in Indonesia: reciprocal gotong royong and unpaid service (kerja bakti) gotong royong.

Koentjaraningrat (in Pasya, 2000) proposes different concepts or types of gotong royong activities in rural area, among others: in agriculture, telulung layat (spontaneous gotong royong when a villager dies, guyuban (gotong royong performed to accomplish a minor work in surroundings or a yard), nyurung (gotong royong when there is a villager who holds sunat/circumcision event, wedding, birth, etc. ceremony), and also in doing any work in the common interest of the village community (Subagyo: 2012, Vol. 1 No. 65).

In the majority of Indonesia's people currently gotong royong activities have been transformed, that is, to be converted into some money. That may eventually erode a sense of togetherness and the togetherness values until recently upheld become meaningless.

The factors that caused the gotong royong activities marginalized were social changes in community in forms of:

1. Demographic Change

Demographic change is meant as either an increase or a decrease in the number of population, resulting from births and deaths, as well as from migrations, both transmigration and urbanization. Transmigration and urbanization may increase the number of population in the destination areas, on one side, and decrease it in the areas of origin, on the other side. As a consequence, changes in social structure took place, e.g., emergence of diverse professions and social classes.

2. Novel Inventions

Over time, human needs of goods and services come to be more and more complex. Therefore, various novel inventions were created by humans so as to aid or facilitate people in meeting their own needs. In a broad sense, meant by novel invention consists of discovery, invention, and innovation processes.

a. Discovery, a discovery of new cultural elements by individuals or groups in a community. The new elements may be in forms of new devices or ideas.

b. Invention, a kind of the development of a discovery so that it gets an applicable or functional form. A discovery turns to be an invention only if general public has recognized, accepted, and implemented it in their real life in a community.

c. Innovation, or renewal process, i.e., a long process including an invention of a new element and the way it is accepted, learnt, and eventually applied by a majority of the people. A novel innovation, both spiritual culture (immaterial) and physical culture (material), has different effects. The effects usually have the following patterns:

i. A novel innovation causes a change in certain area but, as a consequence, impacts other area as well. E.g., innovation of cellular phone (handphone) which leads in turn to transformation in communication, social interaction, social status, etc.

ii. A novel innovation causes changes which are then propagating from one institution to another. E.g., innovation of Internet which leads in turn to changes in knowledge, mindset, and community activities.

3. If primary relations occur in a community, there will be mutual or interdependent influences.

4. If cultural contacts take place via mass communication media (mass media),

such as radio, TV, film, newspaper or magazine, a one-way influence occurs, i.e., an influence of the community that controls the mass communication media.

Method

The research method used was a descriptive method with a qualitative approach, so as to obtain specific, complete, and in-depth data on the research subjects and objects from different related perspectives, to describe the situation and condition in the field as a material of analysis for drawing conclusions.

The sources of research data consisted of primary and secondary data obtained by using some data collection techniques, namely, in-depth interview, non-participatory observation, and library study of various literatures relating to the research context.

Discussion

In around 1990s, the largest part of lands in Mekarjaya Village plateau was cultivated by Regional Owned Enterprise, PD. AP. When the company was operating well, the land had been planted with deep-root plants, i.e., green tea, so that when rain a process of absorbing the water into soil would occur and it certainly prevented flood. However, due to the monetary crisis hitting Indonesia in 1998, a lot of factories in Cikajang Sub-district, Garut Regency, went bankrupt, leading to the dismissal of numerous workers. PD. AP also went bankrupt, and then the land previously owned by the company was illegally cultivated by local community and planted with vegetables.

The local community's act of planting the plateau with vegetables led certainly to flood, because vegetables are plants with a very low capacity of water absorption. On the other side, the soil condition in the land planted with vegetables was loose, so that when rain the loose soil would be washed out by rain water streams, because there was no big plants could hold it, and in eventually the washed-out materials, mainly soil, went into rivers. As a consequence, the rivers turned to be shallow, and thus, when rain, the capacity of the rivers could not be capable of retaining the huge water flow rate, hence flooding. Such condition caused the population living by the rivers were adversely affected directly, particularly in Mekarjaya area, a village in Cikajang Sub-district, near Cibarengkok River.

Fig. 4

Vegetables on a slope in Cikajang Sub-district

Fig. 4.2.

Barren slope in Cikajang Sub-district

The measures taken to resolve the problem encountered some barriers and constraints due to the legal status of the land ownerships, because in 2012 the cooperation contract between PD. AP and the government has expired, and there is no legal certainty of the land. Under such legal uncertainty condition, the land was then utilized by local community, by planting vegetables in mulsa, that is, black plastic bags as a growing media of vegetables, deteriorating furthermore the water absorption by water.

As a response, the village administration has issued warnings and asked the community to plant woods and coffee plants. However, they were reluctant to comply with, due to the unclear legal status of the land, and they feared that when their plants have been growing the land would be taken over by government who has a legal right on it. On the other side, the

community opted for vegetable, being perceived as more profitable and more reliable than woods, the latter being making them to wait long before they could harvest the wood proceeds.

Based on the description of situation in Mekarjaya Village above, one of the causes of critical lands in Garut Regency is human activities, such as cultivation system which did not comply with conservatory norms and utilization of woods originated in community forest. The community woods were of short-time growing trees that could be utilized (cut) within just 5 years. In addition, the occurrences of critical lands were caused by diverse natural disasters such as forest or land fires, landslide, flood, etc.

In line with the data above, still in the Garut Regency Government performance report (2015), it is stated that wood cutting rate and wood production use rate have increased in community forests in 2012 by local community, that is, for those woods that have reached their harvesting time (planting years of 2008-2009), causing new critical lands in Garut Regency. To deal with the critical lands on Cimanuk River upstream, in 2013 BPDAS Cimanuk-Citanduy performed a review of critical land data, disclosing that the critical land in Garut Regency increased to be 29,528.56 ha (Result of a review of critical land in Cimanuk-Citanduy BPDAS area, year 2013). Forestry Agency of Garut Regency has consistently performed some measures of rehabilitating the critical lands by reforestation, funded by special allocation fund (DAK) and National Budget (APBN) implemented directly by BPDAS, aids of West Java Province, and Garut Regency Regional Budget, and self supporting-based community participation and companies' CDR.

Such natural condition got worse due to local people habits who were ignorant of the detrimental impact of their acts particularly act of dumping their waste into rivers. The populasi living by the rivers very often threw their domestic wastes such as plastic trashes and even used mattress into the rivers.

Of course, such population habit was one of the causes of the emergence of diverse environmental problems and even that of natural disaster particularly in Mekarjaya Village, Cikajang Sub-district, Garut Regency. Flood disasters often occurred each year, one of which was the 2016 flash flood in Garut Town, the impact of which also affected Mekarjaya Village, being on the upstream.

The accounts on the measures of handling that the government has taken were presented in a report of Garut Government performance (2015), stating that in 2013 Garut Regency Government has performed an activity of critical land rehabilitation by 4.370.66 ha out of the target of 6.500 ha, and then in 2014 an activity of rehabilitation by 3,563.22 ha out of the target of 6,628 ha. Thus, the rest of critical lands in Garut Regency in 2014 according to a review of Cimanuk-Citanduy BPDAS data was 21.594.78 ha (29,528.56 ha – 7,933.82 ha/result of rehabilitation in 2013 and 2014). In 2015 an activity of forest rehabilitation was performed again, i.e., 4,382.7 ha out of the target of 3m500 ha. Thus, the rest of critical land in Garut Regency was 17,212.28 ha (21,594.78 ha – 4,382.7 ha).

However, in Mekarjaya Village area itself the measure taken was just to anticipate that there will be no occurrence of flash flood in Mekarjaya Village again, by building dikes around river streams and holding socialization to local community. However, a big challenge to face with is the lack of community awareness of keeping their environment, as indicated particularly by dumping their wastes arbitrarily to river. In addition, the socialization activity conducted was also of minimum effect in building community awareness not to dump waste to river.

To resolve the problems, it needs to conceptualize and prioritize those measures that directly involve all stakeholders, particularly by engaging local community

in jointly handling any problems that occurred. It begins with the domain of public policy that may overcome the problems of land cultivation on ex-PD. AP land and vicinity; planting lands on uplands with deep-rooted plants, ruling the cultivation activities thus far practiced by local community on ex-PD. AP land, and, if practicable, shifted to areas more suitable for growing vegetables; promoting the awareness of local community on the importance of keeping cleanness, and urging them not to dump domestic wastes to rivers; and preparing ultimate garbage dumps for domestic wastes and other wastes. Most importantly, local community should be always engaged in each effort made to resolve any problems.

One of the methods to use in resolving flash flood problems is by voluntary work movement of gotong royong to remove clogging stuffs of waste plants, rubbishes, and material slides in the course of river stream, so as to prevent accumulations of water masses on upstream. If one of the clogging stuffs breaks down, it will flow and breaks down other clogging stuffs throughout the stream downstream. In turn, the water mass mixed with the stuffs of sediments and woods will rush down, destroying whatever they passed through, well known as banjir bandang (flash flood).

Here are some measures to take in holding a gotong royong activity around riverbanks by local community together with other stakeholders:

1. To inventory the rivers which historically have ever been hit by a flash flood. Information on that can be obtained from both local community and related SKPD.
2. To inventory the rivers which historically were prone to both flood and flash flood passing through settlements or residence areas. Information on that can also be obtained from both local community and related SKPD.
3. To prioritize the flash flood-prone rivers according to the studies in points 1 and 2 above. (Not always large rivers, because even medium- and small-sized ones that were often hit by flash flood.)
4. To immediately trace the rivers staring from downstream, where there are settlements or residences, to upstream. That should be performed by related SKPD, village administration, and local community around riverbanks.
5. To trace the rivers for inspection of whether there are marks of impending flash flood, such as:
   a. There are lots of rubbishes and remnants of rotten plants and vegetations which were washed out and clogged river flows in many points.
   b. There are lots of riverbanks that slide, covering river flow in many points or riverbanks potentially to slide, particularly in slide-prone areas.
   c. There are lots of reservoirs and bottlenecks of river flow resulting from rotten plants and domestic wastes in the course of rivers.
6. If the no. 5 condition above were found, it needs to be alert, because it may lead to flash flood when there is a rain triggering it.

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Public Service Information System of the Office of Kampar Timur Sub-District of Kampar District

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Keyword:
System, Information, Service, Public

Abstract:

The objective of this study was to analyze the application of electronic and non-electronic public service information system in the office of Kampar Timur Sub-District of Kampar District and its inhibiting factors. This was a qualitative research with a total sample of 35 people, with the head of the sub-district as the key information. The data were collected through observation, interview, and questionnaire. The findings showed that the application of electronic and non-electronic public service information system in the office of Kampar Timur Sub-District had not been done well and effectively, with the six indicators assessed not yet suitable as mandated in Law No. 29 of 2009 on Public Service System. The inhibiting factors were, among others, the incomplete provision of non-electronic data, the limited availability of tools and (electronic) technology, and the less professional human resources of the government apparatus.
The results of the study showed that the economic development in the tourism sector of Manado has negative effect on children in the community, since rapidly tourism development in Manado provides access for wealthy tourists to visit locations where children and poor families are located.

Background

In order to meet the needs of the public, the government needs to organize its services in public sector. Public service is an activity or a series of activities in order to fulfill the needs of services in accordance with the laws and regulations for every citizen and resident of the goods, services and/or administrative services provided by the administrator of public services. Therefore, the public service is done in order to provide satisfaction for service users who need the desired service.

Public services are included in government activities or located in a bureaucratic system. The bureaucratic system is expected to perform its role optimally in carrying out the above

functions; however, in reality the existence of government bureaucracy is often seen in a dichotomous manner, in addition to the need to carry out the government's daily affairs. The bureaucracy is also often regarded as a system that causes the running of government and public services to be faltered and long-winded. The above condition considered as 'symptoms of bureaucratic disease' also appear in the bureaucratic system of the Indonesian government. Various criticisms of inefficiency in Indonesia's bureaucratic system which is too large and rigid in quantity have often been stated openly (Thoha, 1987: Dwiyanto, 2002). The rampant brooding system, nepotism and the occurrence of various bureaucratic pathologies imply that bureaucratic arrangements must be made.

The government has changed several times, but the bureaucratic behavior has never changed. The practice of public service delivery has not much changed. Public service has always been like a jungle. Many people are often very difficult to understand the rationality of the service procedures organized by the public bureaucracy. Citizens as service users are often confronted with so much uncertainty as they interact with the bureaucracy. Citizens never predict when their affairs with service bureaucracy could be resolved. Uncertainty is not only to the time, but also to the service costs. The costs often vary depending on many factors that are not completely controlled and unreasonably affordable by the public; thus, many people are then reluctant to deal with the public bureaucracy. Until recently, there are still frequent complaints from members of the community due to the affairs with the service bureaucracy, such as land certification and other cases that are very long and no certainty of the time of completion.

Service users are rarely treated as citizens who have sovereignty over the government and bureaucracy or as customers who can determine the fate of service providers. The absence of clear service procedures makes the practice of service fully dependent on the kindness of the bureaucratic service personnel. Problems also arise from public service procedures which tend to be complex and long. Complex procedures arise because the spirit of procedure-making is not to make the procedures easy to implement, create service certainty, or facilitate the practice of service delivery so that the procedures can be managed easily, efficiently and effectively, but to control citizens' behavior.

The increasing number of brokers in public service shows that the public service system is not running properly. The main cause is the uncertainty often faced by the citizens as users of the government bureaucracy services, especially with regard to cost and mode of service. When they interact with the service bureaucracy, they never know exactly when the service they need will be resolved. Citizens as users also never know exactly how much they should pay for the services, nor can they predict how the attitudes and behaviors of service providers when serving them, ie, whether the bureaucracy will serve them well and attentively or will be indifferent, ignorant or even fierce. Accessing public services is like entering a jungle filled with uncertainty, because there is nothing definite about the practice of public service, except for the uncertainty itself.

The government administration in Indonesia in order to meet the needs of public services is in the central order up to the district (provincial/district/ municipality) and even to the service at the lower level known as the village/kelurahan. The sub-district government is the lower level of the district/municipal government within its territory. The sub-district government oversees several villages that are authorized to assist and serve the community for services, development, and empowerment to the community.

Kampar Timur Sub-District as the object of this research is one of the 21 sub-

districts in Kampar District of Riau Province. The sub-district is divided from the main sub-district, ie, Kampar Sub-district based on Kampar Local Regulation No. 23 Year 2003 with Kampar Village as its administrative center. It oversees nine villages with a population of 23,856 people and a total of 6,500 households. From these data, there is a large number of citizens who need service in the sub-district office. To obtain quality service needed by the community is inseparable from the ability of the administrative apparatus in accordance with the desired expectations, ie, the existence of the form of satisfaction of the services provided.

The existing problems in Kampar Timur Sub-district are, however, that implementing apparatus do not show good performance while providing services to the community. Likewise, the service standards and administrative profiles are not yet available, whereas it is an obligation for the administrator in managing service information systems to the community both in electronic and non-electronic form.

Method

This study was conducted in the office of Kampar Timur Sub-District. The population in this study was all employees of the office and a group of people who received services at the office. The total samples or respondents were 35 people. The sampling for employees/apparatus used census techniques with the Head of the Sub-District as the key information, while the sampling of the community used accidental sampling technique (emergency approach). The techniques of data collection were in-depth observation, interview, and questionnaire. The data analysis used qualitative descriptive.

Results and Discussion

To determine the implementation of information systems organized by the office of Kampar Timur Sub-District can be analyzed and discussed in the following descriptions:

1. Organizational Profile

In relation to the organizational profile, 19 (54 %) respondents informed that the organizational profile was available with reasons that they had generally described the state of sub-district organization, geographical condition, vision and mission of the sub-district and data about the profile that was still presented in manual form (files/ documents) that had been archived, shown only for those who need them.

Furthermore, there were 9 (26%) respondents responding to the lack of availability of organizational profiles by giving their responses that the organizational profile of the sub-district office was not visible in the sub-district organization, and was only stored in the form of document/file. The organizational profile should be displayed in manual form (written/drawn) or in electronic form that made it easy for everyone (visitors) to get information about the condition of the organization as a whole in the office.

Similarly, there were 7 (20%) respondents stating that the availability of organizational profile was adequate enough by giving their responses that the organizational profile had been arranged well at the office. They said that the documentation had been done and images had been informed manually on some office walls, such as a figure of the organizational structure and map of the sub-district area although still in manual form not in the electronic form. This was because the office did not have online data base.

Thus, it can be concluded that more respondents stated that the organizational profile had been available as data used in managing service information systems though still manual and not yet applied online.

2. Officers' Profile

There were 17 (49%) respondents said that the profile had been managed and available as well as displayed in the form of file/document. This means that the officer profile manually had been justified by the sub-district office staff. However, from the

results of field interviews, employee management data could not be displayed in the form of electronic information; this was because the Home Base of the sub-district had not been made.

Furthermore, there were 10 (28%) respondents stating that the officers' profile was sufficiently available and grouped based on each officer's data and form. This means that internally in this office, the needs for staffing information had been presented to meet the internal needs of the organization. However, it was also realized that external organizations or outsiders in need could not know the condition of the staff clearly. In this case, manual data had been available but not electronically.

Likewise, the respondents stating that the officer's profile was less available were 8 (23%). They responded that the provision of staffing information system was still not available fully. This means that the staffing information data was still arranged manually and stored in the office's archive. In addition, electronic data could not be applied yet.

Thus, the management of staffing information data was only manual and still stored in the form of archives, but not informed yet to the public in the form electronically, so that the access to staffing in this office was still lacking.

3. Service Standard

In the application of service standards, 8 (23%) respondents said that the service standard was well available and all the service activities had been effectively implemented by giving the maximum service to the society according to the type and the need desired by the society.

Furthermore, the respondents responding that the availability of service standard components was adequate were 9 (26 %) respondents. They stated that the basis of law and completeness of the requirements was only informed to the public verbally. However, service information was not displayed on the announcement board of the office. Furthermore, the standard of time and cost was still unclear, so that the community always asked the officers for the cost and time in each arrangement. Openness in information was still not be implemented by the officers of Kampar Timur Sub-District office.

Likewise, the respondents responding to the lack of availability of service standard components were 18 (51 %) respondents. They said that the service standard that had been set by the government had not been all applicable by the sub-district administrations. Only some components of the service standards could be implemented, so that quality, fast, easy, affordable, and measurable services were still much expected by the public. On the other hand, there were also disappointments of the public over the time and unclear costs of obtaining the desired service products, such as the cost of processing land certificates or identity cards. Likewise, the system and procedure (flow) of service was not described by the office, so that the society did not know the procedures in the processing service products.

Thus, it can be concluded that the service standard adjusting to the service components in the Law of Public Service was less able to be realized by the sub-district officers, but the fulfillment of community service needs could still be carried out in accordance with the service needs desired by the people of Kampar Timur Sub-District, Kampar District.

4. Service Statement

In regard with the service statement, 5 (14%) respondents said that the service statement was available, in which the information had been sufficiently given in oral form because, based on the work experience to complete the service product, the officers had been able to determine the deadline of their work. However, a written statement could not be realized in order to fulfill certainty of service product that could be completed in accordance with service standard set by the government.

Subsequently, the respondents responding that the availability of service

standard components was adequate were 9 (26%) respondents. They said that the service statement was a pledge of services provided by the officers to the public only in the oral form about the time limit in completing the service products required by the community.

Likewise, the respondents responding to the lack of availability of the Service Statement (service pledge) were 21 (60%). They responded that the notification of service was still less available; it means that the form of service statement which was part of service standard could not be realized, because there was no written information widely, clearly and openly publicized to the public either through notification boards or sub-district website that could be accessed by the public.

Thus, the service statement organized by the office of Kampar Timur Sub-District had not been applied as mandated by the Public Service Law No. 25 of 2009. This was because the service was still conventional and could not be accessed by the public widely and openly.

5. Complaint Management

In complaint management, 7 (20%) respondents reported that complaint management was available though not provided in the form of a suggestion box, but the community could discuss directly to the officers about the service products desired, the deadline and the cost. However, the openness of time and cost was still not reflected in the information and statements on services needed by the community in this office.

Furthermore, the respondents responding to the sufficient complaint management were 10 (29 %) respondents. They responded that the complaint management provided by the sub-district officers was good enough where more citizens followed the direction of the office either in the form of suggestions or oral feedback about the service needs. Problems with service complaints were not the priority of the officers, but they focused on good responses on the services wanted by the society in order to obtain service products at this office.

Likewise, the respondents responding to the lack of availability of complaints management were 18 (51%) respondents. They said that the management of complaints such as availability of complaints boxes, complaints units, SMS gateways or e-mails was not yet available by the sub-district officers. The condition of Kampar District that had not yet had online data (internet) made the people very difficult in getting quick and open service to information needed. The people often complained about the services provided, but they could not do anything to complain that the services should be provided in the form of either suggestions or opinions about the officers and the services they received.

Thus, it can be concluded that the management of complaints organized by the Kampar Timur Sub-district office was still in the category of less available or incomplete, but public complaints on suggestions, criticisms, or opinions were still conventional, not using open access widely and clearly (online).

6. Performance Assessment

In the implementation of performance assessment of the officers and organization related to service standards, 17 respondents (49%) responded that the performance appraisal conducted by the leadership into the organizational units has been evaluated and improved on the works or tasks of each officer. The assessment benchmark is in accordance with the laws and regulations of the Government on the assessment of the State Civil Apparatus (SCA) which regulates the career system and the performance of the civil servants.

Similarly, there were 10 (28%) respondents who stated that the employee's performance was good enough carried out by the leaders, but the assessment had not led to the standard of service yet, and the assessment of the employee's performance was only in the form of work reports periodically. The implementation of the

performance assessment should be in accordance with government regulations on ASN work assessment and contains service standards of the organization internally and externally, such as the people who needed services, especially in this office.

Furthermore, there were 8 (23%) respondent responding to the lack of availability of the assessment. They mentioned that the performance assessment of the officers at the Kampar Timur Sub-District office was still conventional and only read periodic work reports, but direct assessments of the work and services to the community was less effectively applied.

This greatly affected the organizational effectiveness in works both internally and externally related with the general public, especially in Kampar Timur sub-district, Kampar District.

Thus, it can be concluded that the performance assessment carried out by the leaders against the organizational units generally had been running well, meaning the assessment was already in accordance with the provisions of legislation on the procedures of Civil State Apparatus assessment. The inhibiting factors included:

1. Provision of non-electronic data
2. Availability of tools and technology
3. Professional Apparatus (human resource).

Conclusion

From the results of the study on the Organization of Public Service Information System in Kampar Timur Sub-District, Kampar District, it can be concluded the following:

1. The implementation of public service information system in Kampar Timur Sub-district has not been implemented properly and effectively as mandated in Law No.29 of 2009 on Public Service. The information system is still manual and not entirely accessible to the community as users. This is because the sub-district office has no home base data yet.
2. In the implementation of public service information system in Kampar Timur Sub-District, there are some obstacles or inhibiting factors, such as:
   a) The provision of non-electronic data is still incomplete.
   b) The availability of tools and technology (electronics) is still limited.
   c) c. Human resources are still less professional.

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Positioning Analysis of Indonesia Insurance Industry in ASEAN Economic Society (AEC)

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Abstract:

Regarding ASEAN Economic Community (AEC) in early 2016, competition in the ASEAN free market is inevitable, especially in the insurance industry should be anticipated by the Government of Indonesia and stakeholders. Thus, a research is required to create suggestion and recommendation on insurance industry arrangement for Government and stakeholders in order to be competitive with other countries in ASEAN region. This study focuses on the positioning analysis of the life insurance industry in facing AEC using Biplot method. The data used are secondary data taken from World Insurance Outlook (2012) for data on average growth and projected premiums. For data on the influence of life insurance and non life insurance countries in the ASEAN region using secondary data from Swiss Re Sigma Report from 2008 to 2013. The results show that Indonesia Insurance has potential in the AEC regarding the trend of average growth of premium percentage in Indonesia from 2013 to 2020. But, the influence of life insurance in Indonesia is not optimal, compared with other ASEAN countries, such as Singapore. In addition, in mapping the competitive position of the Indonesian insurance industry with other ASEAN countries, the influence of life insurance in the State of Indonesia is not yet optimal compared to other ASEAN countries. However, Indonesia has a growth trend premium percentage from 2013 to 2020 compared to other ASEAN countries. That projection trend can be utilized by stakeholders to remain optimistic to build the Indonesian insurance industry in AEC. The results of the study showed that the economic development in the tourism sector of Manado has negative effect on children in the community, since rapidly tourism development in Manado provides access for wealthy tourists to visit locations where children and poor families are located.

INTRODUCTION

The beginning of 2016 was the year when the ASEAN Economic Community (AEC) Agreement came into force. Indonesia as a member of ASEAN must fix all sectors of the economy both macro and micro to compete. Currently, the competitiveness of some of Indonesia's main industrial sectors is still less than other ASEAN countries. One of MEA's objectives is to establish a coordination system for ASEAN member countries for the purpose to improve industry capability and productivity, so that not only the increament of regional participation, but also the initiative to be integrated internationally.

AEC will be a good opportunity for Indonesia to develop the economy to increase the country's GDP, support the entry of Foreign Direct Investment (FDI), and create an exploitation risk. The Center for Risk Management Studies (CRMS) Indonesia (2013) explained that Competition risk would emerge in line with the large flow of goods and services entering Indonesia, which might pose a threat to local industries in competing with more quality overseas products. Besides, Baskoro explained that on the investment side, this condition can create a climate that supports the entry of Foreign Direct Investment (FDI) that can stimulate economic growth through technological development, employment creation, human capital development and easier access to the world market. However, these conditions can lead to exploitation risk. Indonesia still has a binding level of regulation that can lead to large-scale exploitation of resources by foreign companies entering Indonesia. It is also possible that exploitation by foreign companies can damage the economic ecosystem in Indonesia, while the existing investment regulation in Indonesia is not strong enough to maintain the natural condition including the availability of natural resources contained.

One sector that needs to be considered in the competition of AEC is the service sector, such as financial services sector. Chairman of the Board of Commissioners of Otoritas Jasa Keuangan (OJK), Muliaman D. Hadad (2015) said that the enactment of the MEA would narrow the gap in the ability of the financial services industry throughout ASEAN countries and improve the stability of the financial system in the region and protect consumers by encouraging the financial services industry to continue improving efficiency and competitiveness, improve the quality of human resources, and other supporting infrastructure so that the national financial services industries able to compete at the ASEAN regional level.

In measuring the resilience of the Indonesian insurance industry, an analysis of the positioning of the Indonesian life insurance industry with other countries in the ASEAN region was conducted to examine the strength positions of the Indonesian insurance industry in dealing with the ASEAN Economic Community. The positioning analysis was performed using the Biplot method.

With the coming into effect of the ASEAN Economic Community (AEC) in early 2016, competition in the ASEAN free market is inevitable, especially in the insurance industry sector should be anticipated by the Government of Indonesia and relevant stakeholders.

Therefore, a research is required to create suggestion and recommendation on insurance industry arrangement for Government and related stakeholders in order to be competitive with other countries in ASEAN region.

This research focuses on the positioning analysis of Indonesian insurance industry in ASEAN countries. This study uses secondary data taken from World Insurance Outlook (2012) for data on average growth and projected premiums. For data on the influence of life insurance and non-life insurance of countries in the

ASEAN region using secondary data from Swiss Re Sigma Report from 2008 to 2013.

After getting the secondary data, the analysis of positioning will be done by having Biplot image. With Biplot image, so the authors can provide an overview and relationship between related variables so that data analysis can serve as the basis for policy making to face the competition of the insurance industry in the face of AEC.

Biplot Method

Biplot is a method of analysis which describes the data contained in the summary table in two dimension graph (Mranani, 2011). Biplot was first introduced by Gabriel in 1971 and was updated by Gower and Hand in 1996. The word (bi) shows two types of information contained in the matrix. The line represents the sample or sample unit, while the column shows the variable.

This analysis is used to describe the rows and columns contained in the matrix in a single graph. The values contained in this matrix are obtained from the Singular Value Decomposition (SVD) of the initial matrix. This analysis has been used to describe the relationship between objects and variables in a single graph.

Biplot analysis is descriptive with two dimensions that can present visually several objects and variables in one graph. The graph generated from Biplot is a flat-shaped graph. With this kind of presentation, the characteristics of variables and objects of observation as well as the relative position between observed objects and variables can be analyzed.

In the use of the biplot method, the proximity of objects can be considered as a basis for grouping. Variation level variables seen from the length of the vector. Then, the calculation of the distance between two points is measured by the magnitude of the angles between the two points by the formula (Johnson and Wichern, 2002).

$$\cos(\theta) = \frac{x_{11}x_{21}+x_{12}x_{22}+\cdots+x_{1n}x_{2n}}{L_{x_1}L_{x_2}}, \text{ so}$$

$$\theta = \arccos\left(\frac{x_{11}x_{21}+x_{12}x_{22}+\cdots+x_{1n}x_{2n}}{L_{x_1}L_{x_2}}\right)$$

(1)

with:

L_{x_1} = vector length $\mathbf{x}_1$

L_{x_2} = vectorlength $\mathbf{x}_2$

Point of the variable that has the smallest angle with the point of the object then the distance between the object with the variable closest.

The distance between two ectors, eg P (x_1, x_2) can be obtained by calculating the Euclidean distance between the two following coordinate points.

$$d_E(\mathbf{x}_1, \mathbf{x}_2) = \sqrt{\sum_{i=1}^{n}(x_{1i} - x_{2i})^2}$$

(2)

The relationship between the correlation coefficient (r) with the angle (θ) is:

$$r_{ik} = \frac{s_{ik}}{\sqrt{s_{ii}}\sqrt{s_{kk}}} = \frac{\sum_{j=1}^{n}(x_{ij}-\bar{x}_i)(x_{kj}-\bar{x}_k)}{\sqrt{\sum_{j=1}^{n}(x_{ij}-\bar{x}_i)^2}\sqrt{\sum_{j=1}^{n}(x_{kj}-\bar{x}_k)^2}}$$

(3)

with i = 1,2, ... , p and k = 1,2, ... , p

The correlation coefficient between the two vectors can be determined by calculating the cosine value of the angle formed by the two vectors.

3. Previous Research

Research using Biplot method has been done to solve the problems such as:

• Ginting (2005) conducted an analysis of financial competence of Life Insurance in Indonesia using biplot method. The purpose of this study was to analyze the financial health of life insurance companies in Indonesia, reviewed the map of life insurance companies in Indonesia based on financial health and corporate selection recommendations for consumers based on the analysis of financial competence. The

results showed that the development of life insurance in Indonesia had not been supported by financial competence.

• Rifkhatussa'diyah (2013) conducted a major component biplot analysis on commercial banks operating in Central Java. This analysis could be applied to find information about relative position, similarity between object characteristics and variable diversity in three categories of commercial banks operating in Central Java according to several variables related to aspects of bank soundness assessment. The results obtained from this study were banks in each category had different advantages on each variable aspect of health assessment. Moreover, the explained diversity reaches were more than 70%, which means that the main component biplot analysis described the overall totals of the data well.

• Putri (2015) conducted a biplot analysis by mappping the branch of Insurance Company X based on claims expense report and premium revenue. This research was conducted to determine the condition of the company by using biplot analysis. The result obtained from this research was the higher premium income from claims expense and branch of the achieving company was Tunjungan Surabaya. In addition, the mapping that could be explained by biplot analysis reaches 100% which means it could explain the overall total data well.

• (Frisell et al. 2008) conducted a clinical study of central banks on governance issues in central banks covering the role of inflation trustees, bankers, financial industry regulators / supervisors and, in some cases, competition authorities and deposit insurance agencies. The aim was to identify groups of government and state features, researchers used the biplot method.

• (Russolillo et al. 2011) proposed an integrated approach that combined the evaluation of the company's positive and negative contributions to the country's sustainability related to economic performance by means of biplot logistics applications. Biplot representation was not only useful for describing the similarities between firms, but also for illustrating the relationship between variables to summarize general information in latent gradients as well as to capture information contained in the data.

4. Methodology

The biplot method used to analyze the position of life insurance in facing the ASEAN Economic Community has the following stages: (1) Reduce the number of variables using PCA (Principal Components Analysis), (2) Calculate the angle value between the -i and -j variable based on the correlation matrix by using trigonometric properties ie arcus cosine, (3) Calculating the distance between variables with cosine values. The closeness between the attribute points is seen from the point of attribute having the smallest angle, the distance between the attribute points is the closest, (4) Draw the attribute points according to the x and y coordinates, and (5) Interpret the biplot.

Result and Discussion

1. Descriptive Statistics of ASEAN

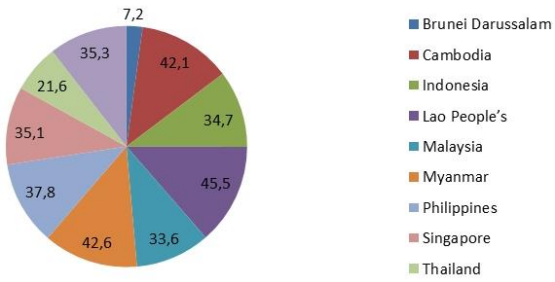

Fig. 1. Total Percentage of ASEAN GDP 2010-2015

Figure 1 describes the ASEAN 2010-2015 Total GDP Percentage of the Asian Development Bank. Based on Figure 1, Laos has the highest percentage of Gross Domestic Product (GDP) in 2010-2015 compared to other ASEAN countries. Then followed by Myanmar with a total

percentage of GDP of 42.6. Then followed by Cambodia (total percentage of GDP 42.1), Philippines (total percentage of GDP 37.8), Vietnam (total percentage of GDP 35.3) and Singapore State (total percentage of GDP 35.1). The country of Indonesia is in the middle class with a total percentage of GDP of 34.7. In addition, Brunei Darussalam has the lowest percentage of GDP compared to other countries in the ASEAN region, at 7.2.

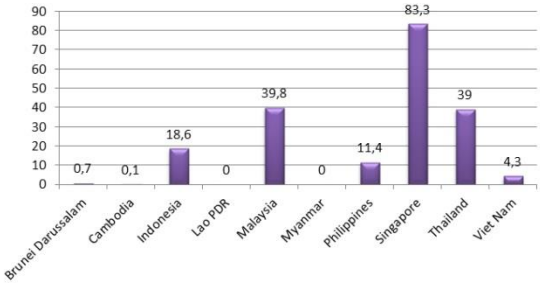

Fig. 2. Total Assets (In billions of US dollars)

Total Assets of Financial Institutions for ASEAN Insurance Companies in 2009-2010 from the Asian Development Bank are described in Figure 2. In Figure 2, the highest total assets for insurance companies are Singapore with total assets of 83.3 US dollars. Then, followed by Malaysia with total assets of 39.8 billion US dollars and with Thailand with total assets of 39 billion US dollars. Then, Indonesia is in a middle position in ASEAN, with total assets of 18.6 billion US dollars. Laos and Myanmar are the lowest in total assets, with total assets of 0 US dollars.

2 Biplot Analysis

To measure the resilience of the Indonesian life insurance industry in the ASEAN Economic Community (AEC), biplot method is required. Thus, it can be seen the position of the strength of the Indonesian insurance industry to compete in AEC.

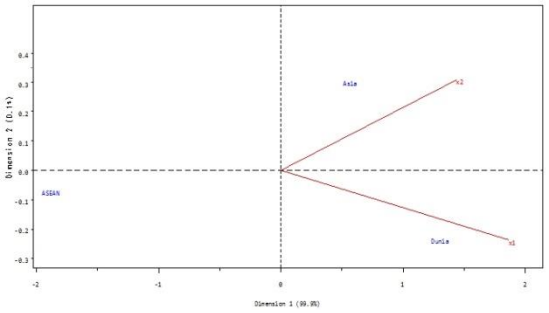

Fig. 3. Biplot of Premium Percentage Growth Average and Premium Percentage Average To World GDP, Asia, ASEAN from 2008 to 2012

Information :

x1 = Premium Percentage Growth Average from 2008 to 2012

x2 = Premium Percentage Average To World GDP, Asia, ASEAN from 2008 to 2012

Figure 3 shows the growth position of the insurance industry between countries in the World, Asia, and ASEAN in 2008-2012. Countries in the world have a closeness to the x1 line, so it can be explained that the insurance industry in the world's countries is experiencing growth seen from the growth of premiums average in countries around the world. It means that public awareness in the world about insurance is higher.

In addition, in Figure 3, Asian countries have proximity to the line x2. It means that Premium Percentage Average of countries in the region of Asia in 2008 until 2012 contributes to Gross Domestic Product (GDP). However, in Figure 3, countries in the ASEAN region do not have proximity to the lines x1 and and x2. It means that from 2008 to 2012, Premium Percentage Growth Average of countries in the ASEAN region and Premium Percentage Average to GDP of countries in the ASEAN region is still not optimal.

Besides, in Figure 3, a positive correlation is shown on the line x1 and the line x2 which forms the pointed angle. It means that the Premium Percentage Growth Average in the world from 2008 to 2012 has a positive relationship and correlation with

the Premium Percentage Average to GDP in Asian region countries from 2008 to 2012.

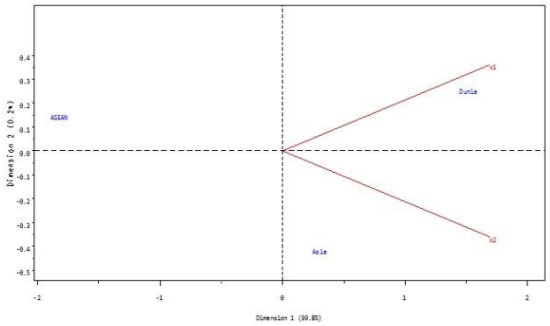

Fig. 4. Biplot of Premium Percentage Growth Average Estimation and Premium Percentage Average Estimation To World GDP, Asia, ASEAN

Information :

x1 = Premium Percentage Growth Average Estimation in 2013-2020

x2 = Premium Percentage Average Estimation To World GDP, Asia, ASEAN in 2013-2020

Figure 4 shows the positioning of the estimated growth of the insurance industry between countries in the World, Asia, and ASEAN from 2013 to 2020. Countries in the world from 2013 to 2020 still have proximity to the line x1, so it can be explained that the insurance industry in the countries in the world from 2013 to 2020 shows the trend of growth of premiums in the average countries around the world. It means that people in the world from 2013 to 2020 have an awareness tendency to use insurance.

In addition, in Figure 4, countries in the Asian region have proximity to the line x2. It means that there is a trend of the Premium Percentage Average of countries in Asia from 2013 to 2020 to contribute to Gross Domestic Product (GDP).

However, in Figure 4, countries in the ASEAN region from 2013 to 2020 have no proximity to the lines x1 and and x2. It means that from 2013 to 2020, the average trend of premium percentage growth in ASEAN region countries and the average percentage of premium to GDP in ASEAN region countries tends to be still not optimal.

Besides, in Figure 4, a positive correlation is shown on the x1 line and the x2 line forming a pointed angle, so that the average growth of global premium percentage from 2013 to 2020 has a positive relationship and correlation with the average percentage of premium to GDP in Asian region countries from 2013 to 2020.

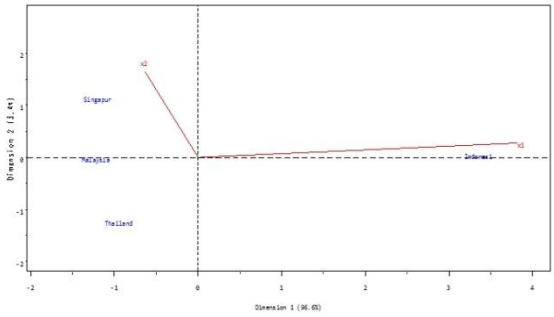

Fig. 5. Biplot of Premium Percentage Growth Average and Premium Percentage Average of ASEAN Countries from 2008 to 2012

Information :

x1 = Premium Percentage Growth Average from 2008 to 2012

x2 = Premium Percentage Average from 2008 to 2012

Figure 5 shows the growth position of the insurance industry among countries in the ASEAN region from 2008 to 2012. The country of Indonesia has proximity to the line x1, so it can be explained that the trend of average growth of premium percentage in Indonesia from 2008 to 2012.

In addition, Widiatmanti (2015) conducted a study on the increasing income of middle-class society. The result of the study is that the number of people with middle-income income in Indonesia has increased from 37.7 percent of the population in 2003 to 56.5 percent of the population in 2010. It also shows the opportunities and growth potential of the insurance industry in Indonesia compared to other countries, Countries in other ASEAN regions that do not have proximity to the line x1.

Besides, Singapore has a closeness to the line x2. This means that the average percentage of premiums in Singapore from 2008 to 2012 contributes optimally to Gross Domestic Product (GDP) in Singapore State compared to other ASEAN countries. The Study of the Regional and Bilateral Policy Center for the Fiscal Policy Office of the Ministry of Finance of the Republic of Indonesia (2012) states that Singapore has the highest access to openness in foreign investment compared to other ASEAN countries.

However, in Figure 5, Malaysia and Thailand have no proximity to the lines x1 and and x2. This means that from 2008 to 2012 the average growth rate of premiums in Malaysia and Thailand and the average percentage of premium to GDP in Malaysia and Thailand is still not optimal.

Then, in Figure 5 it shows that the lines x1 and line x2 form a dull angle. This indicates a negative correlation relationship or an inverse relationship between the average percentage growth of premium countries in the region of ASEAN from 2008 to 2012 and the average percentage of premium to GDP countries in the region of ASEAN from 2008 to 2012.

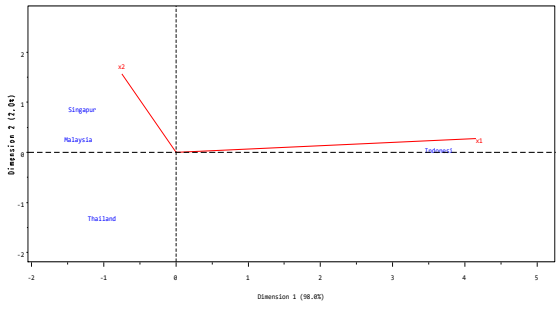

Fig. 6. Biplot of Premium Percentage Growth Average Estimation and Premium Percentage Average Estimation of ASEAN Countries from 2013 to 2020

Information :

x1 = Premium Percentage Growth Average Estimation from 2013 to 2020

x2 = Premium Percentage Average Estimation To GDP from 2013 to 2020

Figure 6 shows the positioning trend of growth projection of the insurance industry among countries in the ASEAN region from 2013 to 2020. The country of Indonesia has proximity to the line x1, so it can be explained that there is a trend of the average growth of premium percentage in Indonesia from 2013 to 2020. It also shows the opportunities and growth potential of the insurance industry in Indonesia compared to other ASEAN countries that do not have proximity to the x1 line.

In addition, Singapore and Malaysia have proximity to the x2 line. This means that there is a trend towards the average percentage of premiums in Singapore and Malaysia from 2013 to 2020 in contributing to Gross Domestic Product (GDP). The growth trend of the percentage of premium to GDP in Singapore and Malaysia from 2013 to 2020 can serve as the main competitor in the insurance industry competition in the ASEAN Economic Community.

Then, in Figure 6, Thai has no proximity to the lines x1 and and x2. This means that from 2013 to 2020, the average growth of premium percentage in Thailand and the average percentage of premium to GDP in Thailand is predicted to be not optimal.

Besides, in Figure 6 it shows that the line x1 and line x2 form a dull angle. This shows a negative correlation between the average growth of premium percentage and average percentage of premium to GDP of ASEAN countries from 2013 to 2020. Thus, the average growth of premium countries in ASEAN in the year 2013-2020 has a negative relationship or inversely proportional to the average percentage of premium to GDP countries in ASEAN from 2013 to 2020.

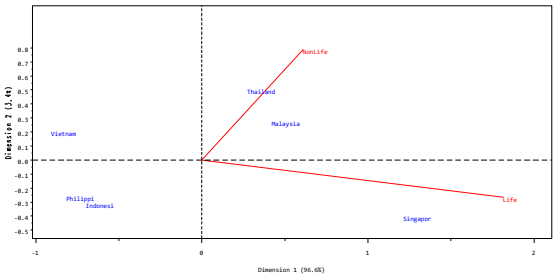

Fig. 7. Biplot of Premiums Percentage to GDP in Life and Non-Life Insurance Countries in the ASEAN region.

Figure 7 shows the percentage positioning of premiums to GDP on life and non-life insurance of ASEAN countries from 2008 to 2013. Singapore has a close proximity to the life insurance line, so it can be explained that there is a trend of growth in the percentage of life insurance premiums in Singapore from 2008 to 2013. It also shows the opportunities and growth potential of the life insurance industry in Singapore compared to other ASEAN countries that have no closeness to the life insurance line.

In addition, in Figure 7, Thailand and Malaysia have close proximity to the non-life insurance line. It means that there is a trend of growth in the percentage of non-life insurance premiums to GDP in Thailand and Malaysia from 2008 to 2013.

Then, in Figure 7, the Vietnamese, the Philippines, and Indonesia have no closeness to the line of life and non-life insurance. It means that from 2008 to 2013, the growth trend of the percentage of life and non-life insurance premiums to GDP in Vietnam, Philippines and Indonesia is still not optimal.

Besides, in Figure 7, it can be seen that the line of life insurance and the non-life insurance line are still shaping each other. This shows a positive correlation between the average growth of premium percentage and average percentage of premium to GDP of ASEAN countries from 2013 to 2020. Thus, the average growth of premium countries in ASEAN in the year 2013-2020 has a positive relationship or proportional to the average percentage of premium to GDP countries in ASEAN from 2013 to 2020.

3 SWOT Positioning Analysis of Insurance Industry in ASEAN

Based on positioning analysis conducted on the insurance industry in ASEAN, then formulated SWOT analysis as follows:

1) Strength

a. The growth of insurance premiums in the world from 2008 to 2012 indicates increasing public awareness around the world to use insurance as a means of risk management.

b. The growth of the percentage of premium to GDP from 2008 to 2012 in Asian countries shows the potential for the development of the insurance industry in Asian countries.

c. The growth of premiums in Indonesia from 2008 to 2012 compared to other ASEAN countries can be used as an indicator to continue developing the insurance industry in Indonesia and to drive the Indonesian economy in facing the ASEAN Economic Community.

d. In the positioning of premium percentage growth average estimation and premium percentage average estimation of ASEAN Countries from 2013 to 2020, assessed the trend of growth of insurance industry in countries around the world and Asia based on trend of projection growth percentage in world And the growth of the percentage of premium to GDP in the world. In addition, premium percentage average estimation in ASEAN countries from 2013 to 2020 indicates that Indonesia has a trend of premium percentage growth from 2013 to 2020 compared to other ASEAN countries. Such projection trend can be utilized by related stakeholders to remain optimistic to build the Indonesian insurance industry in the face of ASEAN free market competition.

2) Weakness

a. Based on positioning of Premium Percentage Growth Average and Premium Percentage Average To World GDP, Asia,

ASEAN from 2008 to 2012, it shows that countries in the ASEAN region are still not optimal in the percentage of premium growth and the percentage of premiums to GDP. This could be an evaluation for ASEAN countries to improve related infrastructure and human resource competencies.

b. Indonesia is still not optimal in the percentage of premium to GDP from 2008 to 2012 compared to other ASEAN countries. Djaelani, Chief Executive Officer of Bank OJK's Financial Industry (2013) states that if Indonesia's 2% annual growth rate per year, then the percentage of premium to Indonesia's GDP can beat Singapore.

c. In mapping the competition of the Indonesian insurance industry with other ASEAN countries, the influence of life insurance and non-life insurance in Indonesia is not yet optimal compared to other ASEAN countries. One of the factors of slow growth of influence of life and non life insurance in Indonesia caused by unhealthy competition and loss of public trust due to claim case. Hermana (2000) states that the war of cheap premium rates in aggregate leads to losses to the general insurance industry because the value of a relatively small premium causes the ability of general insurance to pay claims become more severe.

d. In the positioning estimation of the average percentage of premium growth and the estimated average percentage of premium to World GDP, Asia, ASEAN from 2013 to 2020, countries in ASEAN region tend not yet optimal in percentage of premium growth and percentage of premium to GDP.

3) Opportunity

a. Growth Trends of premium percentages in Indonesia compared to countries in the ASEAN region from 2013 to 2020, indicate an opportunity for Indonesia to develop public awareness to use insurance services. In addition, the number of Indonesians with middle-income income in Indonesia continues to increase from 37.7 percent of the population in 2003 to 56.5 percent of the population in 2010 (Widiatmanti, 2015). Thus, the growth of Indonesian society with middle-class income causes the public awareness potential to invest in life insurance that tend to be high.

b. The ASEAN Economic Community can be exploited for the expansion of the insurance industry market.

4) Threats

a. Singapore has the largest premium percentage average to GDP from 2008 to 2012 compared to other ASEAN countries so it can be expected that insurance growth in Singapore contributes to GDP growth in Singapore.

b. There is a trend towards an average growth trend of premium percentage in Singapore and Malaysia from 2013 to 2020 in contributing to Gross Domestic Product (GDP) compared to other ASEAN region countries.

c. In mapping the percentage of premiums to GDP on the Life Insurance and Non-life of ASEAN Countries from 2008 to 2013, Singapore has a growth of premium percentage to the optimum GDP in life insurance compared to other ASEAN countries. Besides, the countries of Thailand and Malaysia have a growth in the percentage of premium to the optimum GDP in non life insurance from 2008 to 2013.

Conclusion

Based on the results of research conducted, some conclusions are as follows:

1) Indonesia Insurance has a potential in the ASEAN Economic Community regarding the trend of the average growth of premium percentage in Indonesia in 2013-2020. But, the influence of Indonesian life insurance is not optimal compared to other ASEAN countries, such as Singapore.

2) In mapping the competitive position of the Indonesian insurance industry with other ASEAN countries, the influence of life insurance in the State of Indonesia is not yet optimal compared to other ASEAN

countries. However, Indonesia has a growth trend premium percentage in the year 2013-2020 compared to other ASEAN countries. Such projection trend can be utilized by related stakeholders to remain optimistic to build the Indonesian insurance industry in the face of ASEAN free market competition.

2.5 Recommendations

The recommendations of the results of this research are as follows:

1) The trend of projected growth of insurance premiums in Indonesia in ASEAN Economic Community competition can be utilized as an opportunity for government and related stakeholders to introduce and educate related insurance products in an interesting way and think about the packaging of insurance programs that have an appeal to meet the needs of the community In Indonesia as well as communities in the ASEAN region.

2) The Government may intervene by establishing a minimum premium rate policy applied in insurance companies to reduce tariff war and increase customer protection in the insurance industry.

3) Considering the projection of the percentage of premium growth and the percentage of premium to GDP from 2013 to 2020 in ASEAN countries tends not to be optimal, the government in ASEAN countries needs to enter into an ASEAN-level international trade agreement in the insurance services sector which aims to strengthen the facilities that support the development of the insurance industry in the ASEAN region and strengthen the communication and cooperation relations among countries in ASEAN.

4) In enhancing the influence of Indonesian life insurance in the ASEAN Economic Community, the Government of Indonesia and relevant stakeholders may analyze and consider the life insurance policies adopted in Singapore as benchmark and best practice.

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Performance Evaluation of the Procurement Committee to Achieve Transparency of Government Procurement: Study in UPT Procurement of Goods/Services in East Java Provincial Government

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Keyword:
public policy evaluation, Performance, Transparency, e-government, e-procurement

Abstract:

Procurement of goods / services of the government is still apprehensive, 70% of cases of corruption caused by procurement .This research aims to evaluate the performance of procurement comitte on UPT Procurement of Goods / Services in realizing procurement transparency in East Java Provincial Government. Because the successful implementation of procurement of goods / services is influenced by the performance of procurement comittee in choosing the competent provider to carry out the work. Theories underlying this research are public policy evaluation, human resource performance, transparency, e-government and e-procurement. The results of the research indicate that there is still a Procurement Committee performance that is not yet optimal, It is caused by: a) Selection of the procurement committee is not implemented according to the operational standards of the selection procedure, b) There are errors on Setting up an election plan, establishing procurement documents and announcing the auction, c) Inconsistent procurement schedule, d) Clarification and verification of qualification is not done well, e) Procurement rules are not implemented, and f) The winner of an incompetent auction. The results of the study showed that the economic development in the tourism sector of Manado has negative effect on children in the community, since rapidly tourism development in Manado provides access for wealthy tourists to visit locations where children and poor families are located.

INTRODUCTION

The paradigm shift of governance in Indonesia fundamentally covers the institutional, personnel, financial and procedural management (rule of law) that is marked by the existence of wider space to society. Community participation behind the implementation of good governance developed into a clean government, namely the management of clean government to change the bureaucracy of slow, convoluted procedures and practices of corrupt (KKN). Implementation of a clean government can improve the condition of government in order to have integrity and awareness not to deviate authority. The consequence of the implementation of clean and good governance is the need for new ways to change the implementation of public services with information systems to ensure transparency and transparency. The system is known as electronic governance or e-government.

Implementation of e-government consists of four models of service relations provided by the government, among: a) G2C (Government to Citizen / Government to Customer) between the government and the people or customers; b) G2B (Government to Business) between government and business / business actors; c) G2G (Government to Government) between government and government; and d) G2E (Government to Employees) between government and civil servants or government employees with government contractual agreements.

The relationship model of e-government implementation to realize transparency of public services is reflected in the procurement of government goods/ services through e-procurement. In the implementation there is a deviation on the procurement of goods/ services of the government that is data submitted by Indonesia Procurement Watch (IPW) delivered data is quite surprising that 70% of corruption cases in Indonesia caused by the deviation of procurement of goods / services government. Completing the data The Institute for Procurement of Goods / Services (LKPP) states that the total APBN of 2015 is Rp. 2.039 trillion, about Rp. 800 trillion spent through procurement of goods and services occurs inefficiency of approximately 20% to reach the value of Rp. 160 trillion. Inefficiency quantities are also raised by the World Bank that is 10% - 50%. Meanwhile, according to the Supreme Audit Agency (BPK), the value of inefficiency reaches 20% - 50%.

One of the cases of corruption procurement of goods and services in East Java Province that harms the state finances of about Rp. 12 billion is the procurement of goods for presidential election (pilpres) and legislative elections (pileg) in 2014 organized by the General Election Commission (KPU). At first the alleged state loss amounted to Rp.7 billion. However, after the investigation carried out by the Special Criminal Investigator (Pidana Khusus) of the East Java High Prosecutor, the state losses increased by Rp. 5 billion. On the procurement of fictitious goods for this election dragged nine people as suspects such as Officials Signing Letter Paying Order (PPSPM), Treasurer, project brokers and six others are KPU partners who together commit the act of embezzlement.

To minimize the deviation of procurement of goods and services in East Java Province, the Governor on February 3, 2014 formally established the Technical Implementation Unit of the Goods / Services Procurement Service (UPT P2BJ). The implementation of the auction is conducted centrally in UPT P2BJ with the following data:

Table I.4 Procurement of Goods / Services at UPT P2BJ

No	Year	Total procurement	Available Budget (Rp.)	Offer value (Rp.)	Budget Savings (Rp.)
1	2014	1.300	1.908.413.719.000,00	1.699.904.474.000,00	208.509.245.000,00
2	2015	1.528	3.508.217.192.448,00	3.254.183.772.160,00	254.033.420.288,00
3	2016	1.038	2.263.112.264.360,00	2.078.311.975.470,00	184.800.288,890,00

Source: Proposal Public Service Innovation UPT Service Procurement Goods / Services

In 2014 there are 1300 packages of work auctioned through UPT P2BJ savings amounted to Rp. 208.509.245.000,00 From the availability of budget allocations Rp. 1.908.413.719.000. In 2015 there is an increase of work package to 1,528 and budget allocation also increased by Rp. 3.508.217.192.448,00 Has also resulted in an increase in budget savings of Rp. 254.033.420.288,00. But in 2016 there was a decline in work of 1,038 packages with budget allocations Rp. 2.263.112.264.360,00 With auction budget savings amounted to Rp. 184.800.288.890,00.

But in the implementation happened some deviation as explained by some media that is: a) Organizing Committee 12 ignore regulation about Time Ability Package (SKP) provider ; b) The tender committee 59 won an incompetent service provider . The cause of such deviation is explained by LKPP that:

> "One of the causes of inefficiency in the procurement process of government goods / services is the lack of competence and capacity of procurement actors of professional / professional procurement / service procurement in line with the burden and responsibility that is so big."

Based on this matter, there is still performance of tender committee which not yet optimal in carrying out duty to make selection of provider of goods / services. So the research conducted to evaluate the performance of UPT P2BJ auction committee to realize transparency of procurement in East Java Provincial Government.

Conceptual Framework

The conceptual framework in the discussion examines previous research related to science and relates to topics so that the theoretical, analytical and methodological gap is well known. Theories underlying this research are public policy evaluation theory, performance evaluation, transparency theory, e-government and e-procurement. In the definition of concept, policy evaluation is an activity to assess the success or failure of a policy based on predefined standards or criteria. Performance evaluation is the way used to measure work result / work achievement that has been specified in the job description with the time limit to achieve organizational goals. In this study, the evaluation of the performance of the auction committee by using job descriptions on Standard Operating Procedures (SOP) and Presidential Regulation No. 54 of 2010 and its changes on the procurement of goods / services government.

There are several performance evaluation systems that can be used for to evaluate the performance of the procurement committee,that is:

a) Performance Evaluation by Input

Evaluation methods that emphasize measurements or assessment of employee personality traits rather than results / work performance.

b) Performance Based Process Evaluation

Assessment to employees who focus on the work process being do. The benchmark for its success is its responsibility, Implementation of the task in accordance with the provisions that have been set.

c) Evaluation by Output

The evaluation system based on the output emphasizes the assessment on Goals to be achieved by a company / agency. This system is known With the concept of Management By Objectives (MBO) that has meaning Goal Based Management (MBS).

Research methods

The research method used in this research is descriptive method. Descriptive method is a method of research which is intended to describe, describe, or describe the state of an object (reality or phenomenon) as it is in accordance with the situation and condition at the time of the research . Qualitative research is intended

to obtain more in-depth authentic research data so that research is conducted more in line with real state of the field, more valuable and quality. Research with qualitative approach is descriptive and using analysis to process data obtained from research result.

Results and Discussion

Discussion of performance evaluation The auction committee follows the theories disclosed by William N. Dunn that policy evaluation can be equated with appraisal, ratting and assessment as well as attempts to analyze policy outcomes . In the performance evaluation required the existence of performance appraisal (performance appraisal) to know whether the duties and responsibilities have been implemented properly. Assessment done by referring to the theory presented by Lester and Stewart that is in assessing the success or failure of a policy must be based on predefined standards or criteria . The standard in performance evaluation of tender Committee is Presidential Regulation Number 54 Year 2010 concerning Procurement of Government Goods / Services and its Changes and Standard Operational Procedure (SOP) UPT of Procurement of Goods / Services.

Evaluation of Procurement Committee Performance

Performance evaluation system used to conduct assessment on auction committee's performance is performance evaluation based on input, process and output. This system as a guide for discussion to be presented coherently starting from the initial stage of the auction committee's performance until the completion.

Performance Evaluation by Input

Performance evaluation system based on input is a method of individual centered or personal centered approach that emphasizes on the measurement or assessment of employee personality traits of the results / performance, described by Putti. This theory is in accordance with the assessment of the input Committee of the auction of the assessment of the requirements or characteristics that must be met by the auction committee to be able to work and carry out the tasks assigned. Assessment is done at the beginning of selection by referring to SOP UPT P2BJ that the tender Committee must meet the requirements:

1. Ownership of procurement certificate of goods / services is still valid
2. Experience in the field of procurement of goods / services
3. Preferably have no structural description
4. Preferably has a functional position status of procurement of goods / services and
5. Fulfillment of requirements as a member of the tender committee in accordance with applicable laws and regulations.

These requirements can be fulfilled by all employees of the State Civil Apparatus (ASN) which is designated as a tender committee of UPT P2BJ. The selection process of the auction committee against these requirements is carried out by an independent team who has no interest in the tender committee. So that the elected auction committee members are then determined to be a tender committee that is 2014 (auction committee 1 to the tender committee 19), Year 2015 (Committee auctions 20 to Committee auction 48), Year 2016 (Committee auction 49 to Committee auction 66) and Year 2017 (Auction committee 67 to 87). Selection Committee of the auction is only done twice in February 2014 and May 2015.

But in the series of selection activities there are two provisions in the SOP that is not done the interview and the signing of integrity pact. Though interview is an important element as submitted by Kerlinger (2000) that the interview has important properties that are not possessed by the tests and objectif scale and

behavioral observation . Impact there are personnel who have been established as a committee of the auction but do not want to carry out the task as a tender committee until finally dismissed. While the signing of integrity pact so that the tender committee can carry out the task well and do not do KKN in any form (SOP B. Selection Process Committee auction UPT P2BJ No. 14).

Performance Evaluation by Process

Based on the results of research on several stages of the performance of the auction committee, there are several stages that have not been implemented optimally. Here is the discussion on each stage are:

a. Arrange the election plan, establish procurement documents and announce the auction

The provisions in SOP stipulate that:

The tender committee shall prepare an election plan, specify the procurement document and announce the auction no later than 4 (four) working days after receipt of the SPT, unless there is a review of the technical specification, (HPS) of its own estimated price and other work proposal documents.

The performance of the tender committee at the time to conduct the preparation of the preparation of the electoral plan, the establishment of documents and announced auction that has been executed on time only reached 60%. Percentage of timeliness to the number of work packages in each of the registered years are: 2016 (68.1%) and 2017 (67.7%). Decrease the percentage of time accuracy of the auction committee in carrying out the given task. When referring to performance performance, then based on existing data there is a decrease in performance performance. This means that from 68.1% in 2016 should increase further to reach 80%. Reduced performance of the tender committee in carrying out this assignment to the attention of Head of UPT P2BJ for services can be implemented quickly according to the provisions.

b. Implementation of Bidding / Selection / Direct Appointment

1) Accuracy and Consistency of Auction Scheduling / selection

The process of scheduling the auction committee at the lpse jatim (http://lpse.jatimprov.go.id) has been carried out in the right way, in accordance with articles 60, 61 and 62 of Presidential Regulation No. 54 of 2010. It's just that some tender committees (some Small) each less thorough in making schedules. As a result there are still schedules that do not fit premises minimum time that must be met in order not to harm the interests of providers. Another problem is that the tender committee changes schedule too often, indicating a lack of skill in calculating the adequacy of time.

2) Clarification / Qualification / Negotiation Service

Clarification / Verification / Negotiation is an opportunity for a face-to-face auction committee with service providers to prove bidding files that have been downloaded, clarify any questionable offer or negotiate a price. The clarification / verification / negotiation schedule is submitted to the tender committee. In SOP UPT P2BJ arranges in relation to the sending of invitations for clarification activities at least 24 hours (2 days) prior to the execution of the activity, if not present is given a second invitation and confirmed by telephone.

In general, this Clarification / Proof / Negotiation activity works well. Because based on the SOP, the tender committee is assisted by the advisory Committee of the auction to prepare infrastructure facilities including news events to clarify. In the SOP there is a ban on personnel The auction committee is not present in the clarification and is represented only by the companion of the auction Committee only. The prohibition was made due to irregularities

of authority conducted by the auction committee that is by delegating the implementation of clarification only to the auxiliary Committee auctions only. At the time of clarification of all personnel in the tender Committee no one is present to the UPT P2BJ office. The need for the presence of the Auction Committee in the clarification is because at this stage it affects the determination of the pass / fall of the provider's evaluation invited for clarification.

The results of the study analyzed the time records of services provided by the Auction Committee to provide clarification to the Supplier. The most time records needed by the auction committee to clarify is the time span for 20-40 minutes. While services that exceed 60 minutes need to be reviewed again to be done more quickly. The speed of service to the provider will affect the creation of customer satisfaction. As the results of satisfaction surveys to providers in 2014 reached 78.85 increased to 81.88 in 2015. As Kotler (2000) explains that consumer satisfaction is the level of one's feelings after comparing the performance of the product he felt with his expectations. Product performance is assumed as performance of tender committee in providing services.

3) Compliance Against Regulation on Procurement of Government Goods / Services

Compliance with regulations is a very important element and should be upheld to save themselves and their organizations. This adherence is closely related to integrity, that is, the ability to act in accordance with the values, norms and ethics of the organization. The meaning of the norm is any provision that regulates the procurement of goods / services. Compliance value of UPT P2BJ tender committees is quite good. This means that in carrying out the election activities always rely on the provisions that exist such as procurement documents that refer to the standard documents from LKPP.

However, based on the results of the research, there are data from the pre-award winning team that conducted the review before the winner was awarded on the package of construction work / goods / services more than 10 billion and consultancy services above 1 billion. Data on the results of the team's rivew still have evaluation of the tender committee which is not in accordance with the provisions in the procurement document. There is even the creation of procurement documents that restrict the provider to be able to compete that is related to the requirements of personnel, equipment and business entity qualifications. This issue is closely related to the integrity of each member of the Auction Committee. As Merriam Webster describes integrity as a form of strong adherence to a code, a certain moral or artistic value. So if there are members of the auction committee who deliberately sells its integrity is no other cause is its moral value has degenerated.

4) Implementation of Auction / Re-Selection

Implementation of auction / re-selection may be caused by lack of performance from parties related to the procurement of a) PPK OPD in determining persyatan; B) The tender committee in the conduct of auction / selection; And c) The Provider shall relate to its ability. If the cause of the auction / re-selection is the auction committee then there is the effect of performance from the aspect of the ability to carry out the auction, accuracy in making the document and conduct evaluation and teamwork in the group members. As already explained by Putti (1990) earlier that the benchmark success is against responsibility, the implementation of tasks in accordance with established provisions. Can be understood from the data of auction / re-selection in 2014, 2015, 2016 and 2017 there is a decrease in the number of consistently repeating auctions in each year. This is in line with the increase in performance appraisal of Civil Servants

(PNS) based on Government Regulation No. 46 of 2011 on the aspect of quality, service orientation, commitment and cooperation of members of the tender committee. Quality is interpreted with the achievement of quality measure on each work result. The service intercommunity is increasing the attitude and behavior of the civil servant in providing the best service to those served, among others, covering society, boss, coworker, related work unit, and / or other institution. While cooperation is increasing the inclination of willingness and ability to cooperate in carrying out provider selection.

Performance Evaluation by Output

Targets to be achieved UPT P2BJ is obtained service providers who qualify and competent in implementing procurement of goods / services in East Java Provincial Government. The results of research discusses matters relating to:

a. Accuracy in Return of Bid / Selection Result

Auction results / selection is a provider of goods / services accompanied by bidding documents for packages to be worked on. Based on the SOP UPT P2BJ, the tender committee shall return the auction results file at the announcement stage of the auction winner (at LPSE) through the service application to be accepted by the PPD OPD before the end of the term. From the results of research many returns of auction results / selection is late from the time specified in the SOP. In the aspect of this result is often received complaints from PPK OPD because the delay in returns inhibits the contract to carry out the work.

b. Selection Result / Selection Rejected / Returned by PPK OPD

Elucidation of Presidential Regulation No. 54 of 2010 on Article 17 paragraph (2) letter g number 2 stipulates that:

In the event that the winning of Bidding / Selection is not approved by KDP for an important reason, the ULP Working Group together with the CO shall propose the matter of disagreement to PA / KPA for final consideration and decision.

So that the non-conformity of the auction result is returned by KDP OPD for improvement. Whereas in the case of KDP does not approve the determination of the winning bidder / selection conducted re-evaluation by the tender Committee on the approval of PA / KPA. From the entire package that has been implemented the auction there are several packages returned. The problems ranged from incomplete documents, errors in the writing of the value of the offer / negotiation, or errors in the evaluation process. Therefore, it is necessary for the role and management of the organization (Section Distribution and Complaint) to control the result of the determination and completeness before it is submitted to PPK OPD.

Transparency of Procurement in East Java Provincial Government

The transparency theory underlying this study is genuine, thorough disclosure and gives space for the active participation of all layers of society in the process of managing public resources. Communities participate actively starting from the planning process, auctions and execution of work.

Some of the characteristics of transparency-based government administration have been implemented at UPT P2BJ:

a) Presentation of information on real-time procurement of goods / services and accessible to the public (Application of SIRUP, LPSE, Service Procurement Service Application);

b) Provision of good services for PPK OPD (proposer of work package) and Provider of goods / services (auction participants and job pelasana);

c) Responsibility of the professional authority carried out by each tender Committee (conducted at all times,

quarterly and annual reports) or institutionally (Accountability of auction implementation, budget usage by UPT P2BJ). Each of these responsibilities is reported to the boss at every stage.

d) Provision of space for the community to engage in tender activities / selection and execution of government work on each OPD in accordance with their competencies;

e) The provision of public facilities can assess procurement implementation at UPT P2BJ through computer at front office desk (for the recipient of service directly) or through mechanism of rebuttal and complaint.

Conclusion

Result of performance evaluation of UPT P2BJ auction committee in realizing procurement transparency not yet implemented optimally. There are still duties on Standard Operating Procedures (SOP) and authorities according to Presidential Regulation No. 54 of 2010 and changes in procurement of goods / services government that has not been implemented, namely:

1. In the selection of the tender committee has not done the interview stage and the signing of integrity pact.
2. Implementation of auction committee performance in the selection of goods / service providers in the following stages:

a. In accepting the assignment, the appointment of the tender committee to formulate the election plan, establish the document and announce the auction / selection is still low, ie the average time of the tender committee in 2016 is 68.1% while the year 2017 decreases to 67.7%. The decrease in percentage is in line with decreasing performance of tender committee.

b. There are still some scheduling auction / selection on LPSE East Java which is not in accordance with articles 60, 61 and 62 of Presidential Regulation No. 54 of 2010 and SOP UPT P2BJ. In addition there are changes in the schedule that is too often so that the implementation of work more backward / not in accordance with the jawal implementation of work

c. The service of the tender committee in the clarification / verification of qualification / negotiation is still not optimal and there are deviations on SOP UPT P2BJ. Not optimal yet because some auction committees need service time in the range of 21-40 minutes, while service implementation under 20 minutes is only done by five (5) auction committee of total 21 21 auction committee.

d. There are still tender committees that do not meet the procurement requirements in the selection of goods / service providers, especially at the administrative, technical and cost evaluation stage. Does not meet the provisions of the meaning in the provisions of procurement documents set certain requirements that can not be met / require clarification to the provider but it is not done by the tender committee.

e. Implementation of the auction starting from 2014, 2015, 2016 and 2017 is always there repetition. Based on research data there is a decrease in the number of repetitions in each year, so the performance of the auction committee is increasing. Repetition of auctions is caused by three (3) components, namely PPK OPD, UPT P2BJ tender committees and service providers.

f. Most of the tender committees are still late in returning the auction / selection results.

g. There are several work packages of auction / selection results returned by KDP for auction / re-selection. The correction submitted by KDP is that there is a lack of completeness of the documents and the inconsistency of the evaluation results conducted by the tender committee. This return is related to the performance of the selection process and the performance of the election results, so it is related to the performance process performed previously.

3. Implementation of government procurement of goods / services starting

from announcement of General Procurement Plan (RUP), proposal of tender document (from PPK OPD), auction / selection and return of documents of auction result have been done through information system ie SIRUP LKPP, LPSE, and Service Procurement Application Goods / Services UPT P2BJ.

Policy Recommendations

Policy recommendations for the performance of tender committees in providing services for procurement of goods / services government can be increased and service-oriented are:

1. The selection process of the tender committee shall be guided by all provisions stipulated in Standard Operational Procedure (SOP) of UPT P2BJ and Presidential Regulation Number 54 Year 2010 concerning Procurement of Government Goods / Services. So that the interview stage and the signing of integrity pact is done to get a competent tender committee and integrity.
2. SOP UPT P2BJ needs to be improved, ie to the matters governing the time for clarification service / verification of qualification / negotiation; Return of documents of auction results. It is necessary to regulate the compliance of tender committees in implementing the procurement provision, ie, in terms of integrity and commitment either individually or in groups in the tender committee. And it is necessary to re-arrange the implementation of elections that are not guided by the rules that have the potential for objections and complaints.
3. It is recommended that the status of staffing of all auction committees is at UPT P2BJ to be more focused in carrying out procurement services, reducing the intervention of OPDs who have work packages and more professional in performing the tasks. If the auction committee is more focused and professional to provide services, it can be efficiency of the number of auction committee, all established auction committees can work more optimally and no significant job inequality.

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The Planning of Urban Village Area Expantion in Mojokerto City

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Abstract:

The area expantion of the region is carried out to giving the service function to the citizen as a result of the vastness of the region and the development of a high population. This resulted gap in public services. The rapid development and economic growth of the people in Mojokerto City demand the Mojokerto Municipal Government to improve public services. The purpose of this study is to get a review of the potential for the validation of the area expantion process, accurate and comprehensive so that it can be utilized by the government in establishing programs or strategic policies that have benefit point to citizen and closer public services to them. The method used in this research is qualitative method supported by quantitative data generated through survey to strengthen qualitative analysis. Initially there were six urban village that will be studied for expantion, but after the survey and conducted a juridical analysis the researcher only proposes three areas for expansion because it meets the administrative juridical requirements and the desire of the citizens based on the survey results. The other two urban villages did not fulfill the requirements in terms of population, and the other one could not be implemented because based by the survey people did not approve the expansion of the urban village.

INTRODUCTION

The demand for public services that can be easily accessed by the citizen becomes the duty and responsibility of the government, both central and regional. The image of service in government agencies that seem slow and convoluted to be a special attention in the acceleration program of bureaucratic reform. Therefore, the demand for fast and innovative public services continues to be pursued as one of the nine programs to accelerate bureaucratic reform. Improving public services is improving the quality of service to the public. Entering the government reform era, regional expansion process began since The Law No. 22 of 1999 on Regional Government which was then revised into Law No. 32 of 2004, and now becomes Law No. 23 of 2014. One thing that can not be denied that the expansion of the region has impact on improving public services.

The rapid growth of development and economic of the people in Mojokerto City demand the Mojokerto Municipal

Government to improve the public service. This efforts to improve public services are one of them through the expansion of urban village like Kranggan, Kedundung, Wates, Miji, Meri and Surodinawan in Mojokerto City. This is in line with the vision of the Government of Mojokerto City 2014-2019 namely "The realization of the City of Mojokerto as Advanced Service City, Healthy, Smart, Prosperous and Mutual".

Research Method

The method used in research activities at Kranggan Village, Kedundung Village, Wates Village, Miji Village, Meri Village and Surodinawan in Mojokerto Municipal Government, is using qualitative method supported by quantitative data generated through survey to strengthen the existing qualitative analysis. The approach used by researchers is a qualitative approach and uses data generated from quantitative (survey). The qualitative approach used is descriptive qualitative, because this research will aim to know and describe clearly about the expansion study of urban village like Kranggan, Kedundung, Wates, Miji, Meri and Surodinawan in the Mojokerto City.

While the existing quantitative data obtained by conducting a field survey to determine the extent to which the acceptance of the citizen on the arrangement of territory in their villages. The quantitative method used is survey research method. According to Zikmund (1997) "survey research method is a form of research technique in which information is collected from a sample of people, through questions", according to Gay & Diehl (1992) "survey research method is a method used as a general category of research using questionnaires and interviews", whereas according to Bailey (1982) "survey research method is a method of research that data retrieval technique is done through questions - written or oral ".

The selection of the right informant is the key to obtaining data with highest validation. The determination of key informants was done by purposive technique. Determination of informants by purposive is data multiplication from informant (data source) with certain consideration. This particular consideration, such as the person who is considered most knowledgeable about what we expect among the lurah (head of urban village), the governmental part of the planned urban village, so that it will allow researchers to explore social objects studied. Informants who will be made the key informants are Lurah Kranggan, Lurah Kedundung, Lurah Wates, Lurah Miji, Lurah Meri and Lurah Surodinawan. In addition to these key informants, researchers will explore the primary data from community leaders and community organizations in each village with a randomly conducted questionnaire. After that the research team went down the field to conduct a survey in the field related to the opinion of the community in six urban villages related to the arrangement of the region / expantion. The survey was conducted by quota sampling technique, where previously the researcher determined 100 respondents in each urban village that have the potential to be done arrangement. Respondents of 100 people were selected with age criteria between 20-50 years.

Research Output

"Decentralization boom" which took place in Indonesia since the enactment of Law Number. 22 Year 1999 was subsequently revised by Law Number 32 Year 2004 and renewed by Law Number 23 Year 2014 on Regional Government resulted in the increasing formation of new autonomous regions, commonly called "regional expantion" (Ratnawati, 2006). Regional expansion in an international political dictionary is identical to the term redistricting (Nordholt and Klinken, 2007: 25). According to Government Regulation number 78 Year 2007 on the establishment, deletion and merger of the region mentioned, the division of regions is the

split of provinces or districts / cities into two or more regions

Based on Government Regulation number 78 Year 2007, states that the objectives of the regional expansion are: 1). Improving public services to the public; 2). Accelerating the life of democratic; 3). Acceleration of regional economic development; 4). Acceleration of regional potential management; 5). Improved security and order; 6). Improved harmonious relationship between the center and the region government.

According to Djohan (1990: 120-130), describes the concept of regional expansion that includes:

1. Political Dimension

The need for decentralization or the establishment of an autonomous region from the start is not based on technical considerations, but rather the result of political attractiveness or conflict between regions and centers (Dahl, 1989). The political dimension of regional formation or decentralization is localized government as part of a basis for recognition of a society as a political entity, as part of a foundation for political equality and freedom (Dahl, 1989). Political dimension has several factors, namely:

a. Geographical Factor

Geographical factor is a factor that assumes that the geographical condition of a region will affect the formation of the identity of a community group that will eventually develop into a single political entity. Geography becomes the boundary of the jurisdiction of the territory occupied by a group of people who are the conditions for the establishment of an autonomous region

b. Socio-Cultural Factors

Socio-cultural factors assume, if a society is bound by a separate cultural system that differentiates cultural identity with other societies, then the political unity of the community will be stronger. This factor is directly related to the issue of ethnicity and may be religious.

c. Demographic Factor

The demographic factor, which is the factor that assumes that the homogeneity of the population will encourage the birth of the political unity of the population. If this homogeneity factor is collaborated with geographical unity, then the political forces of forming the unity of the society will be stronger and will directly encourage the guidance of the formation of autonomous regions (Smith, 1985).

d. Hisorical Factor

The fourth factor, is the historical factor, this factor assumes, that the past governance structure of a society will influence the people's desire to become an autonomous region.

2. Administrative or Technical Dimensions

Areas that are given autonomous or decentralized status will enhance administrative and service delivery to the community, as decentralization can provide an opportunity for administrative and service adjustments to the characteristics of the various regions as a consequence of geographical geographic distinctions (Mutalib 1987). From an administrative point of view, the provision of decentralization in addition to technical implementation problems is also an objective institutional formation (Sharpe, 1979).

3. Dimension of Regional Gaps

In many cases the implementation of national governance in relation to local governance is often an imbalance between regional developments. There are areas that have become very advanced, but otherwise there are areas that are relatively undeveloped and even decline. This concept is underlying the thinking of the relationship between regions in looking at the issue of the formation of autonomous regions. According to this theory, autonomous regions are formed due to the emergence of gaps between regions within an area. The abandoned areas of growth will rally unity as marginalized groups, further demanding the formation of

autonomous regions themselves in order to freely develop and manage their regions.

Urban Village Expansion in Mojokerto City needs to pay attention to the objectives (philosophical aspect), terms and procedures (juridical aspect) as well as the sociological aspects that exist so that the desired goals can be achieved. There are three aspects in that expantion, there is : a. Philosophical aspect: Expantion of the area is viewed from the aspect of the goal is the urban village was formed to improve public services, carry out government functions, and community empowerment in order to accelerate the realization of community welfare; b. Sociological aspects: The sociological aspects notes: a). The natural aspect; b). Socio-cultural aspects; c). Aspects of education; d). Political aspect; and e). economic aspects; and c. Juridical aspect: The requirements and procedures for the expansion of the urban village are regulated by the Minister of Home Affairs Regulation No. 31 year 2006 on the Establishment, Elimination and Merger of Sub-districts. The requirements for the establishment of urban village in Mojokerto Municipality are stipulated in Article 4 of the Minister of Home Affairs Regulation Number 31 Year 2006 which states that the formation of urban village is at least eligible:

Table I Requirement of Urban Village Expantion Based on Minister of Home Affairs Regulation Number 31 Year 2006:

Requirement	Conditions
a. Total Population;	The Java and Bali areas are at least 4,500 inhabitants or 900 families
b. Area Wide;	The Java and Bali area of an area of at least 3 Km^2
c. Part of the work area; and	Areas that can be reached in improving services and community development
d. Government Facilities and infrastructure of	a. Has a government office; b. Has a communication network; c. Adequate means of communication; and d. Adequate means of public facilities.

Source: Minister of Home Affairs Regulation Number 31 Year 2006

Pursuant to the purpose, the procedure of area expantion of the urban village refers to the Minister of Home Affairs Regulation No. 31 Year 2006 on the Formation, Elimination and Merger of Region can be analyzed as follows:

a. Total Population

The formation of urban village at least meet the requirement of population for Java and Bali area at least 4,500 people or 900 families. Taking note of these conditions can be presented data.

Tabel II Total Population in Locus of Research

No	Region	Sub-District	Total Population 2016	Total Families	Analysis
1	Kranggan	Kranggan	14.294	4.616	Meet the expantion both the aspect of the number of population and families
2	Kedundung	Magersari	16.182	5.061	Meet the expantion both the aspect of the number of population and families
3	Wates	Magersari	21.045	7.050	Meet the expantion both the aspect of the number of population and families
4	Miji	Kranggan	8.122	3.098	Meet the expantion both the aspect of the number of population and families
5	Surodinawan	Prajurit Kulon	8.521	2.616	Meet the expantion both the aspect of the number of population and families
6	Meri	Kranggan	6.588	761	does not fulfill the split of both the number of population aspect and families

Source : based on data in Department of Population and Civil Registration City of Mojokerto, also field analysis

b. Area Wide

The second aspect that is popularized in the expansion of the urban village is the area wide. As stated in the Minister of Home Affairs Regulation No. 31 Year 2006 Article 5 paragraph 2 for the Java and Bali area of an area of at least 3 Km2.

Tabel III Area Wide in Locus of Research

No	Urban Village	Sub-District	Area Wide In Hectare	Area Wide in Km^2	Analysis
1	Kranggan	Kranggan	113.31	1,1331	Does not fulfill
2	Kedundung	Magersari	228.58	2,2858	Does not fulfill
3	Wates	Magersari	132.10	1,3210	Does not fulfill
4	Miji	Kranggan	39,60	0,3960	Does not fulfill
5	Surodinawan	Prajurit Kulon	145,88	1,4588	Does not fulfill
6	Meri	Kranggan	164,84	1,6484	Does not fulfill

Based on the table above from the aspect of the area to the six urban villages did not meet because all urban villages planned to be expanded the area is less than 3 (three) km2

c. Part of Work Area

The purpose of regional expansion is to improve public services, implement the functions of government, and community empowerment in order to accelerate the realization of community welfare. In line with this to realize the vision of the Mojokerto City Government is

the realization of the City of Mojokerto as a Service City Advanced, Healthy, Smart, Welfare dan and morally (Terwujudnya Kota Mojokerto sebagai Service City yang Maju, Sehat, Cerdas, Sejahteradan Bermoral) then the expansion / structuring of the region is an effort to bring service closer to the community.

Through the expantion of urban village or regional the government functions can also be run well because of the ratio between the number of civil servant and the number of population become ideal. From the aspect of empowerment with the ideal population empowerment can also be implemented more optimal. So that can be concluded the region through expantion more can be reached in improving service and community development.

d. Governent Facilities and Infrastructures

Taking into data the existing condition of the six urban villages that plans expanded then all have had the infrastructure include: a). has a government office; b). has a communication network; c). adequate means of communication; and d). adequate public facilities.

Tabel IV Government Facilities and Infrastructures in Locus of Research

No	Urban Village	Sub-District	Urban Village Office	Condition of Bridges Road Infrastructure	Comunication Network	Public Facilities
1	Kranggan	Kranggan	fine	fine	fine	fine
2	Kedundung	Magersari	fine	fine	fine	fine
3	Wates	Magersari	fine	fine	fine	fine
4	Miji	Kranggan	fine	fine	fine	fine
5	Surodinawan	Prajurit Kulon	fine	fine	fine	fine
6	Meri	Kranggan	fine	fine	fine	fine

Source: Field Analysis

To optimize public services, carry out government functions, and empowering the community by taking into account the existing facilities and infrastructure, it can be concluded that the six urban villages that will be expanded fulfill. Needs of infrastructure building for initial operations in community service can use hamlet hall for further through the revenue and expenditure budget City of Mojokerto can be built urban village building. Because the City of Mojokerto developed from the economic aspect of the other three aspects, namely: a. has a communication network; b. adequate means of communication; and c. adequate public facilities almost part of the area is adequate.

Based on the existing conditions, the researchers set two scenarios of regional arrangement as follows: First, is to expantion the urban village without causing consequences to the neighboring urban village. This means that it does not cause any number of hamlets / neighborhoods in the neighboring villages to change. Second, is to expantion of the urban village as mentioned above by way of causing the consequences to the neighborhood. It means taking a number of hamlets or neighborhoods around the urban village area expantion.

The analysis of expantion in each urban village in City of Mojokerto is based on the Minister of Home Affairs Regulation No. 31 Year 2006 on the Establishment, Removal and Merger of Urban Village and the results of the survey in the field are as follows:

a. Kranggan

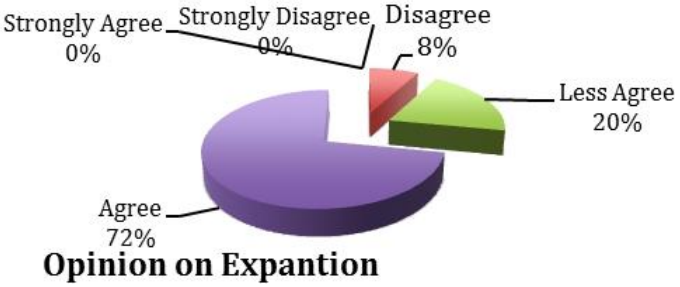

Figure I Public Opinion on Expantion in Kranggan

Based on survey results, villagers in Kranggan mostly agree on the expansion, which is as much as 72%. While that disagree is as much as 28%. An interesting finding by the researchers is one of the reasons why they agree to be an expansion in the region, that is, if the division of the region aims for the good of their region the majority of citizens agree and support the plan. In addition, considering the number of

residents in the region of Kranggan quite a lot, the division of regions can be a solution to increase the effectiveness of public services in their area

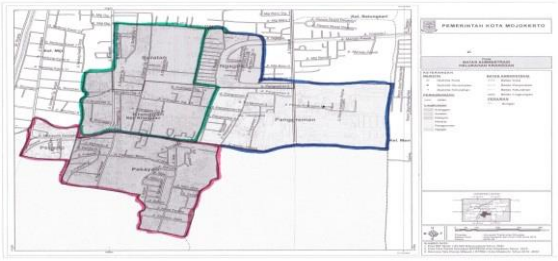

Figure II Map Based an Analysis on Expantion in Kranggan

In Kranggan, the expantion can be divided into three urban-village. The main urban village consists of two sub-villages, namely Kranggan and Suratan. The first urban village as an expantion consists of two sub-village is, Pekayon and Panarip, and the second urban village as an expantion consists of two sub-village is, Panggreman and Ngaglik.

b. Kedundung

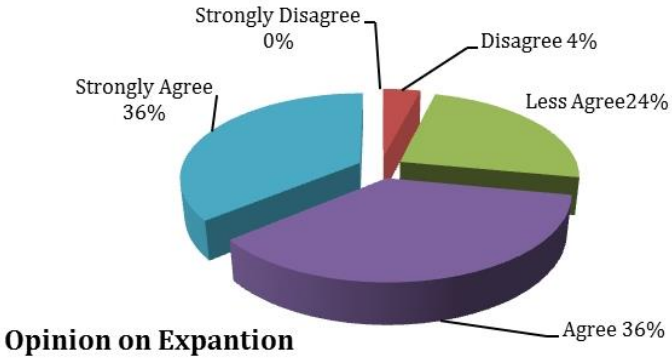

Figure III Public Opinion on Expantion in Kedundung

Based on the results of the survey, residents of Kedundung mostly agree on the expansion, which is as much as 72% of the population strongly agree and agree. While that does not agree is as much as 28%. Based on data from residents Kedundung assistance provided by Mojokerto municipal government that each area equally in every village, but because the population is large enough, ultimately the distribution of aid is said to be less than the maximum, so Kedundung Village should be split.

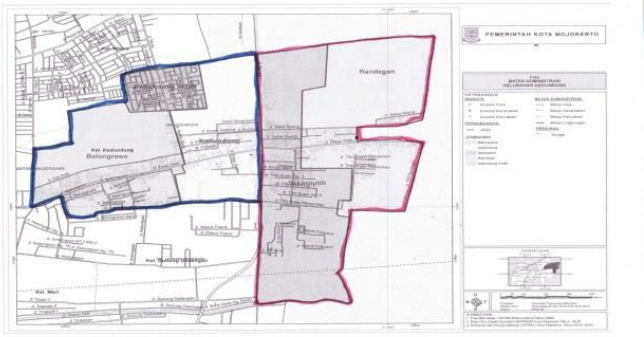

Figure IV Map Based an Analysis on Expantion in Kedundung

In Kedundung, the expantion can be divided into two urban village. The main urban village consists of Kedundung is Kedundung, Kedundung Indah and Balongrawe, the second of the expantion area is consists of two sub-villages namely Sekar Putih and Randekan.

c. Wates

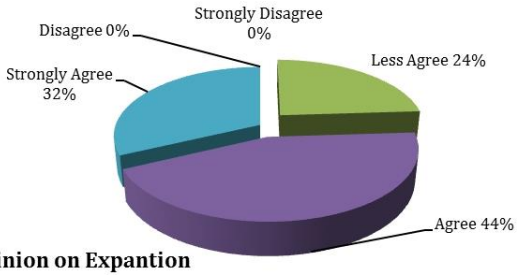

Figure V Public Opinion on Expantion in Wates

Based on the survey results, Wates residents mostly agreed on the expansion of the region, which is as much as 76% of the population strongly agree and agree. While that does not agree is as much as 24%. Based on data from Wates residents are mostly willing to be expanded for reasons of government service closer to its citizens. Due to the area of Wates Village has the largest number of citizens compared with other urban villages in City of Mojokerto.

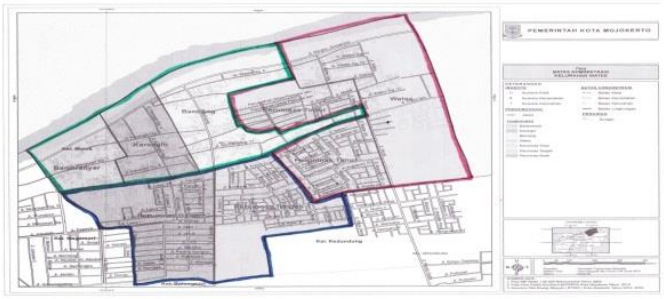

Figure VI Map Based an Analysis on Expantion in Wates

In Wates, the expantion of regions can be divided into three urban village. The reason for the division into three regions is due to historical and geographical aspects based on the opinion of community leaders in Wates. The first area which is the main urban village is Bancang hamlet no. I, II, III Banjaranyar hamlet no. I and II; Karanglo hamlet no. I and no. II; Wates hamlet no. I, II, III; East Perumnas III, IV; urban village of second expantion is Perumnas Barat I, II, III, IV; Perumnas Tengah I, V; and the administrative of third expantion is Perumnas Tengah II, III, IV, VI, VII, VIII; East Perumnas I. II.

d. Miji

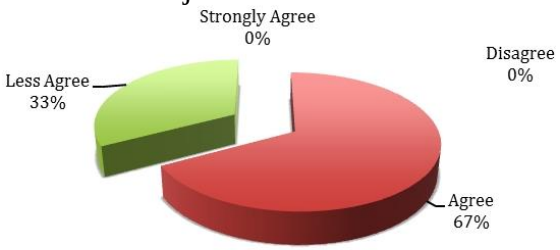

Figure VII Public Opinion on Expantion in Miji

Based on the survey results, the community members in Miji mostly agreed on the expansion of the region, that is as many as 67% of the population strongly agree and agree. While that does not agree is as much as 33%. Based on the findings of the field show that: 1). residents of Miji agree to the expansion but, citizens are afraid if the expansion of services will be more difficult and slow; 2). the quality of the public servant services in good value in doing the service to the community; and 3). implementation of urban village government activities is also quite good, but many people who complain of them often occur inaccuracy of population data between urban village and the official in order to take care of population administration.

Figure VIII Map Based an Analysis on Expantion in Miji

Even though Miji did not meet to be expanded because the number of families has not fulfilled the requirements, but the researcher tries to propose the division result with the division of two regions. The main urban village consists of two hamlets, namely Miji and Miji Baru, while the first division consists of two hamlets namely Kedunkwali and Sinoman.

e. Surodinawan

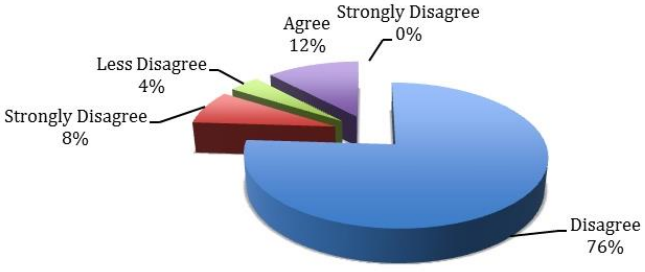

Figure IX Public Opinion on Expantion in Surodinawan

In Surodinawan is not eligible for splitting, because the number of people who do not meet administrative requirements. If forced to be divided into two urban village each of them only has a population under 4500 inhabitants. Based on the survey conducted in Surodinawan also shows that as many as 88% of the people did not approve the expansion, while those who approved the division only 12%. The number of people who disagreed with expantion was caused because the people were afraid if the existence of the existing

service in sub-district or urban village would be more difficult.

Figure X Map Based an Analysis on Expantion in Surodinawan

When going to expant, the researchers suggested that the Surodinawan is expantioned into two urban village. The main urban village consists of three hamlets, namely Surodinawan, Suromulang, and Kedungmulang. Then for the next consists of three hamlets namely Pekuncen, Murukan, and Perumnas CSE.

f. Meri

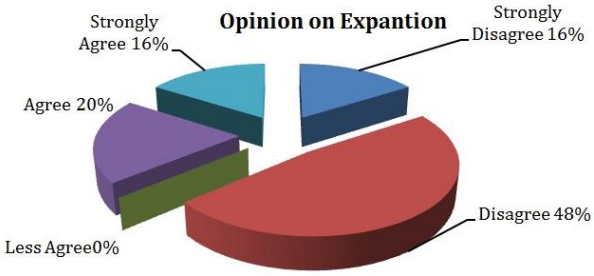

Figure XI Public Opinion on Expantion in Meri

From the total population of Meri do not qualify for split, in addition to the survey conducted on citizens as much as 64% of people do not agree to be done with expantion, and 36% who agree to expand.

Conclusion

In this study, we draw the following conclusions: 1). Kranggan is expand into 3 urban villages, Kedundung is expand into 2 urban villages, Wates into 3 urban villages; 2). Miji and Meri do not fulfill the number of population then it is not recommended to be expanded; and 3). Surodinawan meets the number of residents to be expanded but the opinion of the residents of the field survey does not want the expansion because it makes it difficult when synchronizing the population data so it is not recommended to be expanded.

Based on the phenomenon that occurs in the field, the researchers recommend the urban villages, sub-districts and the Department of Population and Civil Registration of Mojokerto City to carry out the synchronization of population data quickly through the shuttle service (active officers come to the community to synchronize the data of the implication of the status of the urban village expantion) if it improves the identity of the population.

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Analysis of Women's Work in Improving Family Revenue in the Coastal Area Pasir Limau Kapas District, Rokan Hilir Regency

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Keyword:
women, working women, family income

Abstract:

Coastal areas that have diverse natural resources, become a huge development potential. Pasir Limau Kapas sub-district, Rokan Hilir regency, is an area that has great potential to be developed including women who have great potential but still lack to be involved in increasing family income. This study wants to see how far the role of women in this area to contribute to family income. This research uses descriptive analysis method, obtained through questionnaires, interviews and field observation. The results of this study indicate that, it turns out that many women who have worked to contribute to the family economy. This is due to the huge demands of the economy, forcing them to work. These results also indicate that the efforts undertaken by women in this area can meet the needs of food, clothing and family boards.

INTRODUCTION

Coastal area is a very strategic area because it contains the potential of biological resources and non-biological. Based on the ecological approach, the coastal zone (Coastal Zone) encompasses all the areas that are the meeting area between the land and the oceans constituting 15% of the Earth's land. Indonesia is an archipelagic country that has rich and diverse coastal areas of natural resources and surrounding environmental services.

People living in ordinary marine areas commonly referred to as coastal communities, have livelihoods as fishermen. They formed several villages known as fishing villages. In it consists of families of fishermen and other communities living in the fishing village, which is often referred to as fishing communities. This region is dominated daily by the population of women and children because generally husband and adolescent men go to sea. Coastal women are a group of women of reproductive age who are part of coastal communities, domiciled on the coast of the Indonesian archipelago or on the outer islands, characterized by relatively traditional coastal villages, and have a socio-economic life that is highly dependent on marine resources . The livelihoods and economies of coastal women are inseparable from the community traditions that surround them. Many things done by women in the coastal areas, such as the wife of the fisherman carry out the function as a wife and mother for his children, assisting fish farmers, working as a processor and traders of seafood, trade or open stalls, cultivate agricultural and agricultural processing With coastal crop species and is responsible for the impact of coastal resource damage.

Based on several studies on women's empowerment in coastal areas

shows that the economic contribution of women is quite high. In Kabupaten Demak, one of the productive activities of fishermen ladies is to become shrimp peasants. Shrimp shrimp activity is considered more profitable both way, time and energy. The activity does not require special skills, the time required is not much and the power used is also small. The contribution of these fishermen to family income can reach half of the husband's income. (Yuanita, 2010).

The fisherman's wife whose husband has to go to sea for a long time can be classified as a temporary female head of household (KRT). They must be able to meet the needs of family life alone and consequently the burden is even heavier. The female head of household should be responsible for household affairs and at the same time working for a living to meet the needs of life. Based on National Social Economic Survey (Susenas, 2012)

Based on a preliminary survey conducted by researchers in January 2015, problems are still encountered in Pasir Limau Kapas Subdistrict, which consists of deteriorating environmental and natural resource conditions, judging by the region's environment, the low level of community welfare in coastal areas, The limited access of the people to the utilization of natural resources, the lack of understanding of the community about the ecosystem, so that it can not maintain the preservation of the natural surroundings, it appears that women are so many and they have potential, but not fully actualized, mostly women working in this area, Fishing laborers when the catch arrives, salted fish farmers, shellfish workers, working on strong capital, and the majority of the people in this area, are still poor in the poor economy, and many families are still below the poverty line. This is the basis of the researcher to examine more about the role of women who work in this area, and its impact on family income.

LITERATURE REVIEW

Empowerment of Women in Development

Empowering Women is an effort to gain access and control to the resources, economy, politics, social, culture, so that women can arrange themselves, increase the confidence to be able to participate and actively participate in solving problems so as to build the ability and concept of himself, and Improve the quality of life of women. (Ministry of Women's Empowerment of the Republic of Indonesia). Furthermore, in realizing the Empowerment of Women, then the life between men and women in various life, is determined by the division of gender or gender roles.

In general, the target of the women empowerment program, according to Yuningtyas Setiawati (2011), mentioned the target: (1). Increasing the quality of women's resources in various sector and sub-sector and institutional and non-institutional activities that prioritize the improvement of women's capability and professionalism or expertise; (2). Realizing the sensitivity, gender awareness of the whole community, policy makers, decision makers, planners and law enforcement as well as renewal of legal products that have socio-cultural values and gender-sensitive justice; (3). Optimizing coordination and integration in the management of women's empowerment covering aspects of planning, implementation, controlling, monitoring, evaluation and reporting.

Economic Aspects

The approach of economic theory will be used in this research, because it will be focused on women working with the indicator of job type, income outcome, work time outpour and contribution in improving household economy. The theory is about economic transformation, according to Sunyoto Usman in his book: "Development and Empowerment of Society" (2010).

Another economic aspect is the role of women in terms of income contribution

earned from employment. Distribution of income can be divided into two, namely horizontal distribution and vertical distribution. Horizontal distribution can be referred to as intergenerational distribution, occurs because most of the guarantees received by the older generation are accepted by the younger generation. While the vertical distribution is commonly referred to as equity among income groups, which is caused by the principles in the calculation of collateral.

Work Paradigm and Division of Work in the Family

The meaning of work according to Karl Mark in Suseno (2003), is reflected in a sense of pride, where the sweat is meant to mean anything when faced with pride to see the results of our work. The work proves that humans are not delusional, but real. Where through work, man proves himself as a social being. Because it is impossible for each person to produce alone what he needs. To meet the needs of others, and our work turns out to make others happy. On the contrary, since man accepts and respects the results of other human works, man feels acknowledged by the other human being. Here, humans feel meaning because know that human beings mean to other human being. (Kumurur, 2008)

Division of roles in the family becomes the basis of the division of the role of public labor. Therefore, the gender division of labor and sphere called "public" and "private" spaces (Lengerman and Brantley in Kumurur, 2008). According to Lengerman and Branteley, women are given the responsibility for private space, while men are given access to public spaces called denagn locus of social life rewards that actually consist of money, power, status, freedom, opportunities to grow and develop.

According to Agger in Kumurur (2008), the division of labor of men and women is actually based on ideology patriartki or supermasi men in private / domestic and public. Chodorow quoted by Agger in Kumurur (2008), considers the family as a battleground where the division of labor sexually weakens and harms women and reproduces strictly the separation of gender roles between men and women. The statement is supported by Agger (2008), that the sexual division of labor within the household and the workplace demonstrates empirically the distinction of gender roles in the family and shapes the pattern for gender inequalities in the world of work. This is a prescribed social role, imana status and role is the recognition that society gives to us, regardless of the quality of the individual and his efforts and the status and role fought through his own efforts.

Women's Double Burden in Work

According to Oakley in Ollenburger & Moore (2002) in the Kumurur (2008), domestic work dominated by women takes about 30-60 hours per week and is not paid (99 hours per week, if included in childcare). In married couples, the overwhelming majority of time spent in housework is the wife, which is about 70%. Every couple of working-class families, who also belong to poor families, exacerbated by lack of money, poor daily protection, economic inadequacy, and lack of autonomy in their wage jobs, should adjust to each other's tasks. Here, according to Widati (2005) in Kumurur (2008), that the workload of women is heavier than men caused by the labeling of women as domestic beings. In the life of the working family, for example, women not only work in domestic shutter, but also are required to work in the public sphere, because income is not enough. This opinion is supported by Hochschild in Ollenburger & Moore (2002), that women also have to work to earn wages because the male partner feels not enough to finance family life.

Income

According to Oakley in Ollenburger & Moore (2002) in the Kumurur (2008), domestic work dominated by women takes about 30-60 hours per week and is not paid (99 hours per week, if included in childcare). In married couples, the overwhelming majority of time spent in housework is the wife, which is about 70%. Every couple of working-class families, who also belong to poor families, exacerbated by lack of money, poor daily protection, economic inadequacy, and lack of autonomy in their wage jobs, should adjust to each other's tasks. Here, according to Widati (2005) in Kumurur (2008), that the workload of women is heavier than men caused by the labeling of women as domestic beings. In the life of the working family, for example, women not only work in domestic shutter, but also are required to work in the public sphere, because income is not enough. This opinion is supported by Hochschild in Ollenburger & Moore (2002), that women also have to work to earn wages because the male partner feels not enough to finance family life.

The income contribution is the contribution given to the household by the working women, with the indicator of the amount of income received and the amount of money given to the household. While the household economy is an economic necessity of the family, which consists of daily economic needs / food, educational needs, and health needs. However, it will also explain other needs (non-food consumption of personal needs). It is related to the function and role of the family that aims to prosper the family.

METHODS

Based on the type of problem studied, the means and tools used, the approach used in this study is descriptive analysis because this research seeks to explore and clarify social and economic phenomena or social and economic facts that depart from the problems of women who work and describe more about Partitioning of family income. Descriptive research, intended for exploration and clarification by way of describing a number of variables concerning the problem and the unit under study. (Faisal, 2008).

The main subjects of this study were women who worked and settled in the coastal areas of Pasir Limau Kapas sub-district, selected as respondents, drawn from the willingness of women working for study, with criteria being in the productive age range of 15 - 64 years.

Determination of respondents conducted by purposive sampling. Sugiono (2001) mentioned that purposive sampling is a technique of determining samples with certain considerations. The retrieval of respondents for this sample was chosen by the researcher based on certain characteristics relevant to the purpose of the study or in other words taking intentionally on the basis of certain considerations and related to the needs of the study, and involving related subjects (Denzin & Lincoln 1994, in Handoko, 2012).

Other informants in this study were Mothers incorporated within the organization of the PKK, community leaders, religious leaders, customary figures, organizational leaders, village heads and their apparatus, government officials or local government offices, to be determined at the time of the study, Informants have the power and authority in accordance with the research. While Key Informant in this research is Chairman of PKK and Mr. Camat Pasir Limau Kapas.

The data collection is done by observation to get accurate data by observing the daily activities of women who work directly. Followed by spreading the questionnaire in a guided manner, and in-depth interviews with key informance. Then proved by the existing documentation.

RESEARCH RESULT

Work is a model of human relationships with nature, so working is the most basic human action because it makes man's self real (Suseno, 2003). Work is also

defined as a bridge between people to bridge people to interact and meet the needs of human life that they get from the work / wages.

Work that is a land for family income, is highly identified with self-development and self-exploitation access that is not only done by men, but also women. The form of self-development is done, has a variety of purposes, one of which is in order to contribute to family income.

Pasir Limau Kapas Sub-district, Rokan Hilir Regency, is one of the coastal areas in Riau Province which consists of 7 kepenghuluan. Has a population consisting of men and women with a total of 38,684 inhabitants. The number of people who are categorized as many, live everyday life with a variety of activities or jobs, both work in the form of main or sideline. Starting from fishermen, merchants, honorariums and civil servants in government, early childhood teachers, elementary teachers, junior high school teachers, high school teachers, community health centers, fish market sellers, laborers in the management of salted fish, shell harvesters and so on.

Various forms and types of work located in this area, aim to meet family income. Revenue is the receipt of the salary or remuneration of the business proceeds obtained by an individual or group of households within a month and is used to meet daily needs. While income from side business is additional income which is other acceptance from outside of main activity or main job. Direct earned revenues can be used to support or supplement basic income. Revenue or wages may be defined by the amount of money paid by the person who gives the worker to the worker for his services in accordance with the agreement.

It was found by the writer that in addition to the head of the family (male or husband) working, most of the women residing in this subdistrict also have work in the form of main work or sideline. The basic reason found by the author, that the respondents work because of the economic tutuntan and the needs of the longer the greater, so women both single and as a wife, must work in order to contribute more for families, to be able to meet daily needs, and invest For the future.

The income level is one of the criteria for the advancement of an area. If the income of a region is relatively low, it can be concluded that progress and welfare will be low as well. Based on the field results found by the researchers, the highest income level of respondents is in the income range 3,000,000 - 4,000,000 (fourth level), and there are still many respondents who have income 500,000 - 1,000,000 (second level) in one month. This shows that the income level of women working in this area is still low. However, it remains undertaken by all respondents, on the grounds to meet the needs of the family, although the income earned is small and barely adequate.

This job sharing deduction will not be a problem in the family if it is lived according to the nature of women and men. This means that if women work in the domestic sphere, women have multiple roles, as women / women in the household and fulfill their family duties as well as domestic workers. When this can be balanced, then the dual role of women will not be a problem, and the income contribution of the family from the income of working women will also not be a problem.

CONCLUSIONS AND SUGGESTIONS

Based on the results of research that has been done on the role of women who work towards increasing family income, the authors draw the following conclusions:

1. The results showed that most of the women in Pasir Limau Kapas sub-district run multiple roles as women in the family who perform their duties according to their nature, work in domestic / household and also work in public, working outside their households. Various types of work are done, ranging from work

that becomes the main job and also doing side jobs.

2. The reason for working women is mainly family encouragement. This is due to the results of their work can contribute to family income, both in the fulfillment of daily needs, and the need for the future. The income of respondents is almost equal to the income earned by the husband (for married women). In addition, for unmarried and school-aged women, the side jobs they undertake also contribute substantially to family income. In addition to lighten the burden of parents in the cost of education, can also slightly lighten the burden of parents in meeting their daily needs.

3. Revenues earned from women's work, both as primary and secondary, show the result that the contribution of working women can increase family income. This can be seen from the amount of income women work, and the resulting contribution form. The income, can increase family income, so as to meet the needs of food, clothing and family boards.

As for suggestion in this research is still need to do further research about effort that must be done by government to development effort in Pasir Limau Kapas, besides that government also have to review about effort undertaken by society to build existing UMKM and also training for business development, So that this will have an impact on the improvement of family economy and regional economic sectors. The government also needs to review and supervise businesses and companies located in the District, to scan underage workers and the minimum wages received by workers. The researcher's suggestion for working women is that in carrying out multiple roles within the family, women must maintain a balance between work and the obligation of women's role in the family so that family harmony is maintained.

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Women Empowerment Based on Fishery Economy in Pujud Sub District Regency of Rokan Hilir

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Keyword:
women empowerment and fishery economy

Abstract:

Pujud sub-district is one of the border areas, and the majority of the population works as fisherman for most of the low educated population who only have education until elementary school level. From time to time the growing number of fishing fleets operating in the waters, this condition gives an indication that the life of the fisherman is getting tougher competition, so it has the weakest potential. The economic condition of the fishermen is worsened again by the rise of fish theft by outside fishermen, the increase of BBM so that the higher cost incurred which includes the purchase of tools and operational costs; The economic condition of the fishermen is difficult to cause the movement of fishermen to new areas. So bringing the domino effect on the economic conditions of traders, fishermen, laborers and farmers.The potential of good fisheries should be utilized in order to improve the economy of the people, one of them through the management of fishery products itself, but in Pujud District which is the 3T area (Disadvantaged, Outgoing and Outlying) or the border of Pujud Subdistrict of fish management is still not optimal. For that reason the role of women in supporting the family's economy in helping men or fishermen in managing fishery products. The empowerment activities of fishermen women in Kecamatan Pujud Rokan Hilir District through the economic approach of the community by developing the potential of fishermen women, it can produce a variety of superior products from marine potential and with management and entrepreneurship assistance as well as appropriate technology that leads to improving the quality or quality of products such as fish selais , Of course this will further enhance the role of fishermen women to the family economy. The empowerment of fishermen women in marine and fishery development in Pujud sub-district is influenced by the generally low education condition, the assumption that women workers are often not assessed, still the socio-cultural values of the community as an obstacle to the active participation of female fishermen, while women's workload in Family is high enough to help the family economy by looking for alternative livelihoods.

INTRODUCTION

Rokan Hilir Regency has the attractiveness and advantages seen from the investment of fisheries both capture fishery, cultivation and processing of fishery products for marine fisheries commonities. Has a large area of water and sea, and has considerable human resources, then the community should be prepared skilled in the field of fisheries according to the respective fishery aspects. Rokan Hilir District also has a large local Market for all aspects of fishery commodities. Through several leading sectors such as marine fishery sector can be expected to be one of the regulatory factors in developing an investment climate that impact on the increase of investment interest, which will affect the fulfillment of the needs of facilities and infrastructure.

Fishery production from sea fishing activities still gives the largest contribution to the total production of Rokan Hilir Regency Fishery. Fishery production in Rokan Hilir Regency is mostly from marine fisheries. In 2014, fishery production was recorded as 53,080,00 ton, of which 51,070,00 ton or 93,74% were fishery product of marine and public waters with only 2,010,00 ton (3,69%) result from cultivation fishery. When compared with total fish production in the previous year which amounted to 50,230.46 tons means that fishery production 8.46% has increased.

Since 2011 until now sea catching activity has been increasing, in 2011 amounted to 55,137 tons or 95.30% of fishery production of rokan hilir district while fishery production from general fishing catching activities amounted to 2.097 tons or 3.62% to fishery production The remaining rokan district comes from the cultivation activities either carried out in ponds or done in pond ponds.

Compared to the previous year's cultivation fishery production a relatively high increase considering the condition of aquaculture 2 years earlier, which amounted to 57.068 Ton or about 9.11%. The increase is due to the increasing motivation of the community in the cultivation of fish farming. The production of aquaculture began to show improved development, until the end of 2011 fishery production from cultivation activities in ponds, ponds and cages in 632.038 Ton or 1.09% of Rokan Hilir fishery production.

Efforts to strengthen and expand in the implementation of economic development is possible considering the potential that has the public, private and government. However, it spreads in unplanned areas, well-inventoried, which in the end will be able to disrupt the smoothness of activities, considering that investment activities, especially in the real sector, need to be encouraged by the improvement and development.

Strengthening and expanding the role of investors in economic development requires not only support for the development of their business, but it is also necessary to prepare the right information about potential superior investment in Rokan Hilir Regency needs to be studied more deeply, so that it can be potential and opportunities for investors who will enter As well as a reference for business actors to develop their business in Rokan Hilir District, Riau Province.

Pujud sub-district is one of the border areas, and the majority of the population works as fisherman for most of the low educated population who only have education until elementary school level. From time to time the growing number of fishing fleets operating in the waters, this condition gives an indication that the life of fishermen is getting tougher competition, so it has the weakest potential. The economic condition of the fishermen is worsened again by the rise of fish theft by outside fishermen, the increase of fuel so that the higher cost incurred which includes the purchase of tools and operational costs; The economic condition of the fishermen is difficult to cause the movement of fishermen to new areas. So bringing the

domino effect on the economic conditions of traders, fishermen, laborers and farmers.

The potential of good fisheries should be utilized in order to improve the economy of the people, one of them through the management of fishery products itself, but in Pujud District which is the 3T area (Disadvantaged, Outgoing and Outlying) or the border of Pujud Subdistrict of fish management is still not optimal. For that reason the role of women in supporting the family's economy in helping men or fishermen in managing fishery products.

The main problems faced by women fishermen, including:

(1) The relatively high fish catch makes the fishermen overwhelmed to market the raw fish species during the harvest season,
(2) Initiatives of the flash marketing system by bringing in collectors / contractors tend to discredit fishermen in terms of price,
(3) Having skills to cultivate various types of culinary but still constrained by capital, marketing system, official permit and packaging system,
(4) Unavailability of containers that can coordinate women fishermen to try culinary business collectively,
(5) The ineffectiveness of fishing women in the practice of the development of marine culinary preparations, and
(6) Women's longing of fishermen for coaching including development of knowledge, skills and fishery insights related to marinating, fumigation and acidification
(7) Communities only use traditional marketing methods by peddling in traditional markets with facilities or facilities such as tubs, plastic buckets, trays and small baskets such as special fish for fish
(8) Not yet utilized household wastes from productive cultivated fish products such as fish bone waste from cakalan fish (tuna).

For that we need to see how the empowerment has been done by the Regional Government. As a manifestation of economic improvement of the community, it is necessary the strategic role of various parties ranging from government, private, and all stakeholders including the economic actors themselves. In this case the authors are interested in conducting research entitled "Empowerment of Women Border Area Based on the Economics of Fisheries In Pujud Sub-District Rokan Hilir"

LITERATURE REVIEW

Empowering Women is an effort to Empowerment has literal meaning to make a person and group empowered, another term to empower is empowerment Empowerment in essence is humanity in the sense of encouraging people to display and feel their basic rights. In empowerment is contained elements of recognition and strengthening of a person's position through affirmation of rights and obligations that have in all life order. The empowerment process is endeavored to encourage others to voice and fight for the imbalance of rights and obligations. Empowerment prioritizes self-employment and empowered people to achieve their empowerment. Therefore empowerment is very far from the connotation of dependence.

The birth and development of the concept of empowerment requires an attitude and insight that is fundamental, clear and strong about power or power itself. The ambiguity that accompanies the development of empowerment concept is not only caused by the existence of various versions and forms of empowement but also because the growth and development of the concept of empowerment is not accompanied by the occurrence of fundamental reflection clearly and critically against the concept of power itself. Therefore understanding the question of empowerment can not be separated by understanding of power or power, a

powerless person can be powerless can be called a person who has no power. Power here means to control something, so it has the authority to decide something.

Efforts to optimize the empowerment of women and efforts to raise the poor areas can be pursued by assisting women to increase the potential of existing women, through the development of productive enterprises and diversification of local results in groups. In the process of empowering women is invited to recognize first what the real needs of women both practical needs and strategic needs, and the problem.

Elements of Women's Economic Empowerment:

Kabeer (2001) and Mayoux (2005) stated that there are five main elements that need attention in the process of women empowerment, as follows:

1. Welfare

This aspect can be said to be an important aspect of improvement efforts Women empowerment. It can not be denied that in access toProsperity, women occupy an unfavorable position. This welfare is divided into three main elements (Claros and Zahidi, 2005: 2-5). Women's economic participation is important not only to reduce the level of poverty in women, but also as an important step to increase household income and encourage the overall economic development of the country. While educational attainment is the most fundamental aspect of women's empowerment activities, without obtaining adequate education, women are unable to access formal sector work, earn better wages, participate in government and achieve political influence. Health and wellbeing is a concept related to substantial differences between women and men in accessing adequate nutrition, health, reproductive facilities, and to address one's fundamental salvation and integrity. Amartya Sen (1999, in Claros and Zahidi, 2005: 2) states that the education, employment and ownership of women's rights exerts a powerful influence to improve their ability to dominate their environment and contribute to economic development. Economic participation not only ceases to increase the number of working women, but also equality in the provision of wages.

2. Access

In Longwe language, access is defined as the ability of women to obtain rights / access to productive resources such as land, credit, training, marketing facilities, labor, and all public services equivalent to women. Access to technology and information is also another important aspect. Through technology and information, women can improve their economic and social productivity and influence the environment in which they live. Without access, understanding, and the ability to use information technology, poor women are far more marginalized from their communities, countries, and even the world.

3. Consientisation

Understanding differences in gender roles and gender roles

4. Participation

Equal participation of women in decision-making process, making Policy, planning and administration. This participation refers to equal representation of women in both formal and informal decision-making structures, and their voices in policy formulation affect their communities (Claros and Zahidi, 2005: 4).

5. Equality of Control

Equality in power over factors of production, and distribution of benefits so that both women and men are in a dominant position

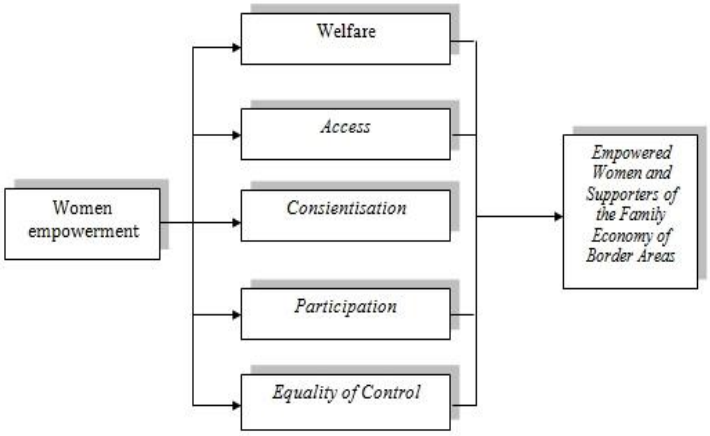

Figure 1. Research Thinking Framework

RESEARCH METHODS

The study used descriptive method. Descriptive method is a method by using trace the problem under study through extracting data and information widely and deeply. Judging from the approach, this research is done through qualitative analysis, which is trying to deepen and see the symptoms of organization in society by interpreting the problems contained therein. This research relies on the phenomenon that occurs objectively, then this research is more describes the description of the data used as research.

This study uses data analysis developed by Milles and Huberman (1994), namely:

1. Data Reduction

That is the process of selecting, simplifying, abstracting, and altering crude data that arises from certain records generated while in the field. This process is ongoing, much of the information the researcher obtains, but not all of the information is useful or has a contribution in uncovering the research problem. For this reason, data reduction needs to be done at any time, little by little, because if this process is done at the end of the study, then the more information that must be filtered. Then at the data reduction stage, researchers carefully select which data will be used as the main backrest before presented in this study.

2. Display (Data Presentation)

Presentation of data is an activity of presenting data of research result so as to enable the researcher to take conclusion while and can plan the next action if there is still incomplete data, whether need to be clarified, or not yet obtained.

3. Verification and Withdrawal Conclusion

Verification is the search for meanings, patterns, and explanations of causal paths. Drawing conclusions is done carefully by verifying a review of field notes so that the existing data are tested for truth. The results of the interviews (data) from the informants are then drawn conclusions (in accordance with the problem and objectives of the research), thus at this stage, the data processed in further analysis can be viewed as legitimate, weighted and strong data, Supportive, weak, and distorted away from research problems must be separated and eliminated.

RESULTS AND DISCUSSION

A. Welfare

To improve the welfare of women fishermen, Fisheries and Marine Affairs Rokan Hilir District has started by conducting training and empowerment of women fishermen in the area of production centers of fishing. According to. Kadinas Fishery and Kelauatan Rohil, female fishermen are equal partners and have equal rights with men and have multiple roles in the family. It is acknowledged that the fostering of women fishermen / women is still very lacking because with all the limitations of the DKP. However, the contribution given by women fishermen to the increase of family income is very necessary.

By bringing several sources a group of women fishing region production centers that the government has held a women's empowerment fishermen, from the training are expected meningktanya skills of female fishers in processing various fishery products, increasing productive efforts

from the fishermen as well as increased income and welfare of fishermen families .

Training is not just the delivery of women's role in development of fishermen, but also provided technical materials on the manufacture of stick fish and shrimp, fish balls manufacture with dishes such as the manufacture of satay sauce, gravy meatball, manufacture and processing of pickled shredded fish.

Activities to empower women fishers through economic approach to society by developing the potential of women fishers, it can produce a variety of products featured on the potential for marine and with the assistance of management and entrepreneurship as well as appropriate technology lead to improved quality or quality of the product, of course this will further enhance the role of women Fishermen for the family economy.

From this, the district government (Pemkap) Rokan Hilir (Rohil) through the Department of Fisheries and Marine Resources (Diskanlut) to make corrections and guidance through the program to all traditional fishermen in order to improve the economy and well-being of people, especially fishermen fishing and aquaculture fishermen.

Seeing the condition of these fishermen finally Rohil District Government in recent years has made several programs in helping and empowering the fishermen by providing assistance and coaching through the Department of Fisheries and Marine.

Empowerment means strengthening the Fishermen of the powerless become empowered in accordance with Regulation (Regulation) number 50 at 2015 about the empowerment of fishermen and fish farming as well as the procurement field empowerment and Fleet.

Boat Support To The Fishermen

In accordance with the data obtained, in 2015 alone, the Regional Government (Pemda) Rokan Hilir through the Department of Fisheries and Marine provides assistance to a number of fleet of fishermen, or about 30 units of boats with a capacity of 1 Gros Ton (GT) and 8 units of boats with a capacity of 3 Gros Ton (GT).

Boat assistance is given to the fishermen in several sub-districts. Earlier these fishermen caught fish using only traditional canoes using Robin's misin. The fishermen who receive boat assistance from pemerintah the fishermen in the District Bangko, District Sinaboi, Kecamptan Pasir limau Cotton (Palika), District Kubu Pujud District and District Kubu Babussalam.

With the help of this time the fishermen feel very helpful. Because before the fishermen looking for fish just by relying on the power of the oars and using a small boat so the catch is so satisfying. With the help of the boat at this time the catch of the fishermen was increasing.

According to Head of Fisheries and Marine Service (Diskanlut) Rokan Hilir, M Amin said. In 2015 it has made a procurement of assistance in the form of 30 units of boats and other fishing gear to the fishermen with the size of 1 GT and 8 units of boat size 3 GT.

The boat aid program was immediately responded by fishermen community in Kecamatan Pujud. According to the fishermen, boat assistance greatly affects their income increase.

In response, the Rohil government will continue the program until 2016 and it is planned that Diskanlut will provide additional assistance of 20 units of 3 GT boats and 20 units of boats 1 Gros Ton (GT).

While the empowerment of fishermen in the field of fishing gear, Fisheries and Marine Service (Diskutlut) Rohil will provide 100 units of fish finder. This fish finder serves to detect the location of fish catch, because so far the only traditional catch. But with Fish Finder the fishermen simply see the existence of fish with Fish Finder tool tersebut.Selain the fisheries department also provides a fishing tool in the form of mesh meyin the size of 3 inches and shrimp / trapelnet nets.

The impact of this assistance has succeeded in improving the fishermen's economy in the coastal region of Rohil, then in 2016 Rohil Pemilab Rohil community both along the Rokan River and the coast of Rohil still much to rely on the hope of earning a living as a fisherman, to reach the expression Pemilab Rohil give annually Good assistance is the aid of ships, fishing gear and fish farming to increase productivity and to empower the fishermen.

Empower Fishermen Through PUMP

In addition to empowering fishermen by providing boat assistance and fishing gear, Diskanlut will also conduct empowering fishermen through the development of mina fishery (PUMP). Where the program from the central government by providing assistance to the fishermen in the form of money that is channeled into account to the group of fishermen.

The grant will be spent directly by the group of fishermen in accordance with their needs and designations. However, in the expenditure of the fishermen groups first prepare a business plan activities accompanied by a companion from the center, "According to Plt Kadiskanlut Rohil M. M. Amin, S.Pi.

He said, in addition to PUMP program there is also a program from the central government that is "healthy fishermen" (Certificate of rights to the land of fishermen). Where this program he said aimed for the fishermen have access to the bank to be happy to open a business and expand its business in the field of fishermen. For example, the fishermen can lend money to the Bank if they lack the funds to expand their business.

"If the fishermen already have a certificate of" healthy fishermen ", then it can be made into a bank, so we are ready to help the fishermen to get the certificate without having to spend sepersen cost," (Plt Kadiskanlut Rohil, M. Amin, S.Pi).

Central program called SEHAT NELAYAN (Certificate of Land Rights of Fishermen) This program is aimed at the fishermen have access to Banking with the intention if the fishermen want to open a business or want to expand their business in the field of fishermen experiencing lack of capital, the fishermen can borrow money to the Bank. If the fisherman does not have a certificate to be used as collateral to the bank through the Healthy Fisherman's Program then it will be assisted to make his land certificate without having to pay the cost.

In addition to assistance in the region, the Office of Fisheries and Marine Affairs also provides assistance to the fishermen in the interior. The inland areas referred to here are not areas that are terolisir but inland in terms of fisheries is a region far from the sea but has a river. Such as Subdistrict Tanjung Medan, Tanah Putih, Pujud, Rantau Kopar and they are a group of river fishermen. In empowering the fishermen of the River Fisheries Office in 2015 provides assistance in the form of canoes, nets and nets.

"The first category of beneficiary fishermen is the pre-sejahtra group of fishermen, those who earn only enough income to meet their daily needs," (Plt Kadiskanlut Rohil, M. Amin, S.Pi).

Muhammad Amin also explained, for Rohil Regency Government through the Fisheries Department every year always program the assistance for the fishermen. And every year always do data collection to improve the empowerment of the fishermen. From the economic side in general with the existence of the government program the life of the beneficiary fishermen has increased.

While for the future program according to Law No. 23 of 2014 on local government, the Department of Fisheries has only three tasks, namely empowering small fishermen, small fish farmers, and fish auction places.

The small fisherman category is the fisherman who made the catch by using a fleet of 5 GT / 5 tons down. Then small fish farmers, ie those who create a pool for fresh

water that is 2 Hectares down if sea water 5 hectares down.

Fisheries And Marine Service (Diskalut) Rokan Hllir (Rohil) Regency, for the past two years, has implemented freshwater fish farming system. Fish aquaculture program is conducted to help improve the fisherman's economy and fish cultivation group because so far not been maximized by fish farming by Rohil people.

With the special attention of the local government to the fish and fishery cultivation groups, several areas in Rohil succeeded in developing freshwater fish farming and the application of seawater farming and shellfish cultivation, have been done by several fishermen groups residing in Rohil District.

One of the most famous fish cultivation in Rohil is selais fish, where the Fisheries and Marine Agency to continue to develop the fish fish cultivation. "I've seen it myself, the fish can be cultivated, and the famous fish from Pujud (Plt. Kadiskanlut Rohil, M. Amin, S.Pi)

B. Access

In Longwe language, access is defined as the ability of women to obtain rights / access to productive resources such as land, credit, training, marketing facilities, labor, and all public services equivalent to women. Access to technology and information is also another important aspect. Through technology and information, women can improve their economic and social productivity and influence the environment in which they live. Without access, understanding, and the ability to use information technology, poor women are far more marginalized from their communities, countries, and even the world.

Experience shows that the empowerment of fisherman women adalam marine and fishery development is difficult to develop, as well as happened in District Pujud. This is due to the lack of science and technology and poverty that always support them. Some problems in the integration of women fishermen in marine and fisheries development, among others, the state of education is generally very low, women workers are often not assessed, there are still socio-cultural values of society as an inhibitor of the active participation of women fishermen, while the workload of women in the family high enough.

One way of empowering women through education and training. Education here can be a formal education through the school path for the younger generation of fishermen, in addition through non-formal education in the form of counseling or training, as well as through informal education in the form of lectures in pengajian or arisan, also through other informal conversations in the form of information -information. This is where the role of women fishermen is very important in conveying information about the sustainable use of natural resources (SDA) to the young generation.

In relation to the creation of alternative livelihoods for fishing households, especially women, according to the Padang sub-district there are three access points to note:

1. The types of alternative livelihoods that women will manage depend on the structure and potential of local economic resources, both available in the region, and by utilizing the potential of river resources. Identification of the potential of this natural resource is very important, as it becomes the basis of alternative economic activity. Land can be developed for agricultural activities of food crops (horticulture) and fruits.
2. Determination of the type of business as alternative livelihood will affect the choice of technology and equipment needed to support the business. Preferably, the type of technology and equipment to be used is appropriate technology. With the advancement of information-communications technology and mass media publications, such as the Internet, books, magazines, newspapers, and

brochures, access to relevant information technology is not so difficult. However, for people in remote and impoverished areas such as Pujud sub-district, the difficulty of access to information and equipment technology is still felt. This difficulty is caused more by the limitations of economic capacity and human mobility, poor people's interest, long distances with information centers, and limited transportation facilities.

3. Broad and remote marketing networks to ensure business sustainability of alternative livelihoods. So far, small-to-medium industry products in fishing villages have limited reach of consumers and marketing areas, even at the district level alone are difficult.

*C. Consientisation u*nderstanding differences in gender roles and gender roles

In analyzing the understanding of the differences in gender roles and gender roles of women in Pujud sub-district, researchers matched the findings of Caroline Moser (1993) who discovered the concept of triple roles. This concept refers to the double burden in women's daily lives to handle domestic work, production, and community management simultaneously (Dewayanti and Chotim, 2004: 25). With reference to Moser's findings, women in Pujud Sub-district have played these three roles simultaneously. The social role of fishermen women is rooted in the gender division of labor system prevailing among the fishing communities. This system is formed due to the characteristics of natural resource potential and the capture fishery economic activities that become the main focus of fishermen's life.

The sexual division of labor in the community places firmly on the role of men and women. Sea and river is the domain of work of men (fishermen) and land is the realm of women's work. The main activity of men is to catch fish, while the women process and sell the catch of husband. Most of the time the fishermen spent fishing for the job, not enough opportunities for fishermen to take care of social economic activities on land. Instead, women spend most of their time dealing with land-based jobs. Geographic and livelihood characteristics in the region have shaped the socio-economic role typical of fishermen and their wives.

The domestic role of women is exercised in the position of the wife of the husband and mother of her children. The jobs he is responsible for are household chores, such as dealing with kitchen work, cleaning the house, nurturing and educating the child, providing for the children's schooling needs, and preparing the husband's stock for the fish. For capable fishermen households, they will ask for help from their relatives to ease domestic work responsibilities. The position of the husband in this domestic responsibility is "helpful only," if opportunity is possible. The domestic role is the first obligation of women.

The second obligation that women fishermen have to endure is a productive role. The productive role is the role of women to earn economic income in an effort to meet the needs of everyday households. Women's business to earn this economic income is to sell the catch (fish) of husband; Working with others, such as being a laborer in a fish-catching business; And / or has own business unit, such as opening shop / shop, intermediary trader, and owner of fishery product processing business. Fish trading activities (fresh or processed) is a job that many occupied by fishermen's wives. Women are the "rulers of the land economy".

The third obligation is to participate in managing the potential of the community, the end result also for the economic and social interests of the household's household. This role is manifested in the form of women's involvement in social gathering, saving-loan, congregation, reciprocal donations, and other mutual assistance activities. By entering these institutions, women

participate in managing the potential socio-economic resources of the community, which can be used to support household needs, such as when the income from the sea decreases, illnesses, family expenses, purchases of children's school needs, , Or other sudden needs. Women are very creative in creating different types of socio-economic institutions in response to overcome the economic fluctuations of fishing activities.

This destruction caused fishermen to go to sea to catch fish or other animals farther and longer. This condition adds a heavy burden to the families left behind. It can be said that women are the first to feel the impact of environmental problems.

In order to anticipate the above situation, it is necessary to empower women fishermen program This program is essentially directed to develop and mature the various potentials that exist in themselves so that they can be involved in the implementation of fisheries development in parallel with the men (Ministry of Marine Affairs and Fisheries, 2001) .

D. Participation

Equal participation of women in decision-making, policy-making, planning and administration processes. This participation refers to equal representation of women in both formal and informal decision-making structures, and their voices in policy formulation affect their communities (Claros and Zahidi, 2005: 4).

Essentially in Pujud sub-district, women are given roles in the domestic sector in families such as washing, cleaning houses, sweeping, cooking, preparing children for school, and others. The role is never separated from their daily activities because seudah be a necessity in addition to no one who helps at home.

The existence of women as a supporter of household economic needs is needed in Pujud Sub-district, considering that husbands working as fishermen can not be hung from the income side. In the famine season, fishermen will not earn income if they do not have alternative livelihoods, or involve families to make money to meet various household needs. The participation of women in making money is one of the alternatives to get rid of the fishermen's income vacancy in the famine season, and to increase the economic resilience of fishermen's households during the harvest season. Women can work in various types of work both related to the fishery sector and those not related to the fisheries sector. The role of women in Kecamatan Pujud can be involved in productive economic activities. These productive economic forms can be fish cultivation, fish processing, fish marketing, and supporting services such as the provision of other production facilities.

The magnitude of the contribution of fishermen wives to the household economy is one manifestation of participation, ability and independence of women in Pujud District in trying to sustain the family's economy. This role if diperkabangkan as an independent business and professional, it is not impossible the level of welfare of his family to be increased. One of the first steps to realize it is by optimizing the role of women fishermen in development through the development of productive economic enterprises for women fishermen.

Women's participation can be optimized if the surrounding inhibiting factors can be well identified. Future development programs need to provide opportunities for women fishermen. Optimizing the participation of women fishermen in development can only be done through integration of development policy and women empowerment into national, provincial or district / municipality policy both in the planning, implementation, monitoring and evaluation area of development.

E. Equality of Control

Equality in power over factors of production, and distribution of benefits so

that both women and men are in a dominant position. The social position and economic role of women are strong and dominant in Pujud District, both at the household level, and at the community level. At the household level, women become "one of the pillars of the economy" of households, parallel to their husbands. The functional relationship between husband and wife in meeting the economic needs of households is complementary. Women are not just "complementing or assisting" the fulfillment of the household's economic needs, but also in determining the availability of economic resources for household needs. If one party is not working properly, then the household's economic pole will be in danger of collapsing. Because of the economic position of women like this, their social position in dealing with husbands in the household is also quite strong. Wives control most of the management and expenditure of household economic resources. No expenditure of household economic resources, including meeting the needs of husbands, such as buying cigarettes and fishing equipment, which is detached from the "blessing" of the wife. These patterns of cultural behavior are seen as the duties and virtues that the fishermen's husbands must obey in order to keep their homes intact.

Conclusion

The conclusions in this study are:

1. Empowerment activities of fishermen women in Kecamatan Pujud Rokan Hilir District through the economic approach of the community by developing the potential of fishermen women, it can produce a variety of superior products from marine potential and with management and entrepreneurship assistance and appropriate technology that leads to improving the quality or quality of products such as Fish selais, of course this will further enhance the role of fishermen women for the family economy.
2. Empowerment of fisherman women in marine and fishery development in Kecamatan Pujud is influenced by education condition which is generally very low, the assumption that women workers are often not assessed, there are still socio-cultural values of society as an inhibitor of active participation of women fishermen, while workload Women in families are high enough to help the family economy by looking for alternative livelihoods.

Recommendations

The suggestions in this study are:

1. Enhancement of entrepreneurship training programs for women so that they have the understanding and sensitivity to see the potential of natural resources that exist in the region as a basis for the development of alternative livelihoods
2. Local government intervention programs are required to support the optimization of land use by building irrigation facilities and infrastructure, venture capital assistance and other production facilities, cultivation technical guidance, and so forth. It is expected to make the land cultivable throughout the year and productive, with quality agricultural products. Other sectors that could potentially become new jobs, such as livestock and aquaculture can also be developed integrally with agriculture and fishing
3. Developing women's empowerment programs through the creation of alternative livelihoods on an ongoing basis, with a program period of two or three years or more, to the subject of self-empowerment and able to maintain business continuity. Increase the participation of universities, corporations, and other stakeholders to design and develop effective effective technologies to manage resource potentials as a basis for economic activities directed towards alternative livelihoods for women.

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Water Supply Service for Poor Society Indragiri Hulu District by Water Supply And Sanitation with Community Based Program (Pamsimas)

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Keyword:
policy evaluation, community empowerment

Abstract:

This research about the Evaluation of Utilization of Facility and Pre-Water Program of Water Supply and Community Based Sanitation (PAMSIMAS) in Indragiri Hulu Regency. This evaluation aims to assess and look for strategies to improve the PAMSIMAS program. The problem in this research is the facilities that have been built not functioning optimally From 105 villages only 62 villages with well-functioning infrastructure have functioned and 23 partially functioning villages. Edward A. Suchman in Winarno (2016) about the evaluation of the policy is: Identify the program objectives, Analysis of the problem, Description and standardization of activities, Measurement of the rate of change, Determine whether changes observed are the result of such activities or because of the cause of others. This study aims to find strategies to improve the utilization and management of facilities that have been built. Qualitative research with Policy Research approach. It is recommended to the decision maker to act practically in solving the problem. Funding support from Goverment in network improvement and development is given to priority locations. Develop village regulations on the management and utilization of clean water facilities.

INTRODUCTION

Water, as the primary necessity of life, should be well supplied in terms of its quality and quantity. However, there are many Indonesian whose the need of clean water has not properly fulfilled. The third water and sanitation for low income communities program, also known as PAMSIMAS program, is a government community-based program to support clean water supply and improve sanitation facilities for rural communities.

Based on the mandate in the National Long-Term Development Plan (RPJPN) in 2005-2025 and in the National Mid-Term Development Plan (RPJM) in 2015-2019, the Government through the national development program ‘Universal Access of

Drinking Water Supply and Sanitation 2019’, Indonesia will be able to provide 100% appropriate drinking water and sanitation facilities for its people by 2019. For the drinking water needs, in 2015 Indonesia was only able to provide decent access for 68% of its total population. Among underserved communities, low-income communities in rural and peri-urban

areas are among those vulnerable to access proper drinking water and sanitation. The PAMSIMAS program is a strategy of Community-Based Water Supply and Sanitation for Rural Communities. Thus, various water and sanitation developing programs with various funding sources can apply the PAMSIMAS Program's approach or scheme.

The PAMSIMAS program has been implemented since 2008. The program aims to achieve the target of safe drinking water and sanitation access by 2019, which is the number of low-income communities accessing sustainable drinking water and sanitation facilities, and improve the value and behavior of clean and healthy living in the context of achieving safe targets for drinking water and sanitation through specializing the extending the community-driven development approach.

The purposes of the PAMSIMAS program will be achieved if the targets of the program set in the Key Performance Indicator (KPI) of PAMSIMAS program as mentioned below reached. They are:

1. There are an additional of 5.6 million people who can access safe and sustainable drinking water facilities;
2. There are an additional of 4 million people who can access viable and sustainable sanitation facilities;
3. At least 50% of the communities in the rural areas where implement the Stop Defecating in the Open (SBS) Program;
4. At least 60% of the communities adopt the Hand Washing With Soap (CTPS) Program;
5. 80% of the Districts or Municipality Governments have the draft of regional drinking water and sanitation planning documents to support the adoption and specializing of the PAMSIMAS Approach and achive the targets of the regional drinking water and sanitation development;
6. At least 80% of the Districts or Municipality Governments allocate budgets from the Regional Budget (APBD) to maintain the drinking water and sanitation facilities built as well as expanding the drinking water and sanitation programs for the Universal Access by 2019.

From the number of districts or municipality governments applied the PAMSIMAS program, the district of Indragiri Hulu is the top district in implementing and applying the PAMSIMAS program which its 105 villages implement the program. Beside running the PAMSIMAS Program, the government of Indragiri Hulu District also running the Clean Water Program by adopting the PAMSIMAS Program procedures using the fund from its Regional Budget (APBD). From the 105 villages, only 62 villages have well-built infrastructure that have been well-functioned and 23 villages have partially used the infrastructures. Of all the existing infrastructures from the contribution of the communities, it can only used to cover the operational costs. Each facility spent more than Rp. 250,000,000 – (Two Hundred and Fifty Million Rupiahs) per location. The purpose of development of clean water facilities from PAMSIMAS program is to provide initial capital to the communities in the form of clean water infrastructures which lead to the community independence and the development of the facilities and infrastructure to strengthen the local communities' economy.

This study found out that the PAMSIMAS program has been providing clean water facilities to the people of Indragiri Hulu. There were several points that became the focus of the problem, they are:

1. From 105 villages received the PAMSIMAS program, only 62 villages utilize the facilities well.
2. From all of the facilities utilized by the communities, only 19 villages that get the benefits, while other locations can only cover operational costs.
3. The purpose of constructing the clean water facilities with large fund is to help people to get clean water facilities that

have been built. So, every community can get affordable clean water. Moreover, it can help the managers to develop the piping network, so that the clean water facilities can fulfill the needs of all communities.

RESEARCH METHOD

The research method used in this study was qualitative research with Policy Research Approach. Policy Research Approach is a research conducted on or an analysis of basic social problems, so that the findings can be recommended to the decision makers to act practically in solving their problems, Majchrzak in Sugiono (2008:8). In this study, the researcer evaluated the Utilization of the Facilities of the Water Supply And Sanitation With Community Based Program (PAMSIMAS). The findings of this study can be recommended to the decision makers to act practically in solving their problem.

Policy evaluation is an attempt to determine the impact of a policy in everyday life. At a minimum, the purpose of policy evaluation is to know what to achieve from a particular policy (policy objectives).

Did the achievement of policy objectives impact the policy objects? In this study the policy evaluation focused on the objectives of the PAMSIMAS program as described below:

1. To improve clean and healthy living practiced in the communities.
2. To increase the number of people who have access to the drinking water and sustainable sanitation facilities.
3. To improve the capacity of the local communities and institutions (local governments and communities) in the implementation of community-based drinking water and sanitation facilities.
4. To improve the effectiveness and long-term sustainability of the community-based drinking water and sanitation facilities and the infrastructures development.

The National (PAMSIMAS) is a program focused on meeting the needs of drinking water and sanitation communities through empowerment schemes. As explained in the background, many people in rural areas do not have access to proper clean water. In addition, people in urban (peri-urban) areas with low income, their settlements and environment are troubled and there was no sanitation facility that are feasible. The sufficient clean water menat is the qualified and feasible quantity of the clean water. The clean water requirement should be fulfilled. Furthermore, the efforts to supply drinking water in the communities must be in line with the handling of health and sanitation. The utilization of clean water facilities has not been maximized that can be seen from the data of the utilization of clean water facilities from 2008 to 2015. As explained in the background, many people in rural areas do not have access to proper clean water. In addition, people in urban (peri-urban) areas with low income, their settlements and environment are troubled and there was no sanitation facility that are feasible. The sufficient clean water menat is the qualified and feasible quantity of the clean water. The clean water requirement should be fulfilled. Furthermore, the efforts to supply drinking water in the communities must be in line with the handling of health and sanitation. The utilization of clean water facilities has not been maximized that can be seen from the data of the utilization of clean water facilities from 2008 to 2015.

There were 44 locations where the management of the facilities was quite good with the contribution indicator from the communities were more than the operational costs, 61 locations of the communities utilized the clean water facilities had contribution to cover the cost of electricity to just turn on the water machines without any cash to overcome the cost of damage, and 10 locations that did not gather any contribution for the

management costs and the costs were covered by several head of families.

Table of the Classification of Management Problems and the Utilization of Clean Water Facilities of the PAMSIMAS Program

No	Problem	Cause	Description	Number of Village
1	Facilities were not utilized	a. The infrastructures are damage because the infrastructures are old	Most of the damaged infrastructures were built in the 2008-2009 fiscal years	3
		b. The communities do not need the PAMSIMAS program	There are villages with good water resources. But, the villages got the PAMSIMAS program although in general they already have adequate private water sources	2
		c. The facilities can still be utilized, but the managers do not perform their duties. So, the facilities built are not operated.	- This happens because of the managers' internal conflict - Facilitators' facilitation is not maximal. So the Water Supply Development System (BP SPAM) does not know how to run the organization - The Water Supply Development System (BP- SPAM) who do not understand the management system. The human resources of each BP-SPAM are different so some BP-SPAMS are capable of managing the facilities, yetsome others are not	9
2	Facilities were partially utilized	a. The partial damage of some facilities caused some items cannot be utilized.	- BP-SPAMS do not have reserve funds to manage the damage. - Most BP-SPAMS do not have sufficient cash. The community contributions only cover the cost of electricity	10
		b. The communities prefer to use private sources of clean water	The location of the infrastructures for the facilities are in the areas where the communities already have private sources of clean water	4
		c. The villages governments and the BP-SPAMS are less creative in managing and developing the facilities that have been built	The villages governments and BP-SPAMS are only waiting for the assistance of Provincial Administrations to address clean water issues.	24
3	Facilities were utilized	a. The facilities that have been built were utilized, but the BP-SPAMS are not developed	- The BP-SPAMS are responsible for managing, developing clean water facilities to fulfill the needs of clean water among the communities. - The problem was in the management of the contributions from the users of the clean water facilities. - However, there were no standard rules such as PERDES or Village Regulation that regulates clean water facilities management so that the existing rules were often violated by the communities.	63

Table of the Achievement Data of Clean Water Facilities Managed by the PAMSIMAS Program

No.	Fiscal Year	Number of Village	Number of Villager	Home Connection Service by PAMSIMAS (People)	Have not been Accessed (People)	PAMSIMAS Intervention (%)
1.	2008	8	11,867	740	9,479	6%
2.	2009	15	25,028	2,284	18,504	9%
3.	2010	14	28,726	689	24,380	2%
4.	2011	15	23,345	1,668	18,236	7%
5.	2012	24	38,290	1,668	32,285	4%
6.	2013	22	54,121	1,108	40,277	2%
7.	2014	7	14,335	2,515	3,223	18%
8.	2015	10	14,903	579	14,549	4%
		115	**210,615**	**11,251**	**160,933**	**5%**

Based on data obtained from 115 villages, only 63 villages utilized the facilities well. This means that the facilities built can be utilized as their functions. However, the less maximum utilization can be seen from the number of users in accordance with the data in Table 5.3. From the table, the impact of changes occured due to the PAMSIMAS program ranged from 2%-18% from the total population of the villages where PAMSIMAS had its intervention.

Some things caused the less optimum functioning of the facilities are described as follows:

1. Improper management by The Water Supply Development System (BP- SPAM). The facilitators did not understand the management of the organization. Such as, the divisions' tasks, maintenance means, financial management, and so forth. This means the weakness in running the organization done by the facilitators. This weakness was not totally the responsibility of the BP-SPAMS. However, the weakness also in the facilitators facilitating in the post-construction locations. The members of the BP-SPAMS were selected from the local communities where the villagers' education were likely to be low, thus, requiring extra facilitation from the facilitators.

2. The debit of the water resources built was reduced, so they cannot fulfil the needs of clean water of the communities. The mentioned conditions happened in some locations. When the facilities' development were planned and the construction processes began, the water resources were still be able to fulfill the needs of clean water of the communities. But, after 1 or 2 years the number of the water debit reduced and finally stopped so that the facilities built cannot be utilized again.The PAMSIMAS programs are related to the number of facilities that can run their functions in each of the PAMSIMAS's intervention locations. The followings are the data of the utilization of the facilities:

Data of Functioning Clean Water Facilities Managed by the PAMSIMAS Program from 2008 to 2015

No	Fiscal Year	Number of Village	Facilities Utilization		
			Well Utilized	Partially Utilized	Not Utilized
1.	2008	8	6	1	1
2.	2009	15	10	3	2
3.	2010	14	5	6	3
4.	2011	15	9	4	2
5.	2012	24	8	14	2
6.	2013	22	10	9	3
7.	2014	7	5	1	1
8.	2015	10	10	0	0
Total		**115**	**63**	**38**	**14**

Source : A Research Data in 2017

Based on data obtained from 115 villages, only 63 villages utilized the facilities well. This means that the facilities built can be utilized as their functions. However, the less maximum utilization can be seen from the number of users in accordance with the data in Table 5.3. From the table, the impact of changes occured due to the PAMSIMAS program ranged from 2%-18% from the total population of the villages where PAMSIMAS had its intervention.

The changes occured only in the communities lived around the clean water facilities managed by the PAMSIMAS program. The increased in human resources capacity also occured in the BP-SPAMS and KKM through trainings conducted at village, district, and provincial levels. The capacity building through trainings aims to make BP-SPAMS as a management institution capable of carrying out its duties and providing good services for the communities.

The trainings included trainings on pipeline network management techniques, BP-SPAMS financial trainings, and business development strategies. The trainings were carried out in a regular basis, annually, managed by BAPEMAPEMDES, the Provincial Consultants or from the communities' facilitators as the PAMSIMAS villages' facilitators. The trainings provided had no significant impact due to the lack of facilitation from the facilitator.

In the management and development of clean water facilities, there wasno standard regulation at the village level, so the management of clean water facilities was far from discipline. There should be binding rules such as village regulations or village head regulations. Ideally, village regulations contain the rules of the communities' contribution, rights, and obligations of the facilities' users, joint commitment in developing the network, either in the form of cooperation with outside parties and village commitments in allocating funds to develop the facilities that have been built in their areas.

RESEARCH FINDINGS

Based on the study, the intervention of the PAMSIMAS program on clean water facilities was not very significant. The PAMSIMAS program was only able to serve the needs of the communities by less than 20% of the number of people in the comunities where the PAMSIMAS program implemented. Ideally, the PAMSIMAS program should be able to serve 50% of the total PAMSIMAS communities. This condition occured because the natural conditions, communities' cultures, human resources in the management and planning development affect the output of the PAMSIMAS program.

CONCLUSION

1. Optimum facilitation by the Communities' Facilitators to BP-SPAMS is needed.
2. The funding support from Provincial Administrations on the network improvement and development is needed in some priority areas.

3. Village regulations on the management and utilization of clean water facilities are needed.

Performance Evaluation of Tourism Sector Policy in Support of Bandung Creative City

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Abstract:

The existence of the tourism sector is no longer a complementary sector, but has become the main sector that can generate other sectors in an area. During the first quarter of 2014, tourism sector growth reached 6.86%, higher than the national economic growth of 5.21%. Bandung, as one of the tourism icons in West Java, is proposed to be Creative City of UNESCO. This research paper uses data analysis techniques Mixed Methods or Combination Method (quantitative and qualitative). Dimensions of policy performance evaluation are: Results dimension, Process dimension, Dimension of resources, Dimensions of existence and development of the organization, and Dimensions of leadership. The above dimensions will be juxtaposed with Creative City criteria. The result of the match produces policy issues that become the basis of consideration to conduct a review of tourism policy so as to produce new policies that support the Policy of Bandung City as Creative City.

PRELIMINARY

Tourism is a wide range of tourism activities and is supported by various facilities and services provided by the community, entrepreneurs, government and local government . Today, tourism is one of the most emerging fields in the world. Travel has become the basic needs of society and is not replaceable especially for urban community in Indonesia. The existence of the tourism sector is no longer a complementary sector, but has become the main sector that can generate other sectors in an area. Abdillah et al in his research said "There is a positive relationship between the development of tourism destinations with the quality of life of society as a whole. Thus, the development of tourism destinations is the growth of the number of tourists who increase the attributes of destinations as well as the quality of life of society as a whole.

During the first quarter of 2014, tourism sector growth reached 6.86%, higher than the national economic growth of 5.21%. To face the ASEAN free market in 2015, the need to push the tourism sector into one of the competitive sectors superior. In connection with the above, Bandung is defined as one of the tourism icons in West Java, and became the spearhead in the development of tourism in West Java province itself. It is then actualized by the government of Bandung in the policy range one of which is contained in the Regional Regulation of Bandung No. 01 of 2013 About RIPPDA Year 2012 - 2025 which states that the Vision of Regional Tourism Development is the City of Bandung as a

Destination Tourism Tourism Urban Creative, And Mighty Behavior.

Tourism sector is one of the leading sectors in the city of Bandung and contribute a significant contribution to the economy of Bandung. The income of the region from the tourism sector (Hotel Tax, Restaurant Tax, Entertainment Tax) in 2013 is: the realization of Hotel Tax receipts in 2013 amounting to Rp 127,331,725,457 or 86,03%, while the realization of Restaurant Tax revenues in 2013 amounted to Rp 85,646 .245.632 or 83.97%.

Bandung, as one of the tourism icons in West Java, is proposed to be UNESCO Creative City besides Yogyakarta, Solo and Pekalongan. One of the efforts to increase the role of tourism sector in supporting the city of Bandung as Creative City as stated in RPJMD Bandung and proposal of Ministry of Tourism and Creative Economy to UNESCO is to evaluate the performance of policy which have been run or implemented at this time, to get input or recommendation about form Policy in the future.

THEORY

Public policy is generally based on certain laws and authorities. Citizens receive government policy as a legitimate legal product. Thus, public policy has a strong binding force to the public as a whole and has a certain force of force that is not owned by the policies made by organizations. Dunn (1999: 51-52) describes the policy as follows:

Etymologically, the term policy or policy comes from Greek, Sanskrit and Latin. The root of the Greek and Sangsekerta polis (city state) and pur (city) developed in Latin became polita (state) and finally in policie English, which means dealing with public issues or governmental administration.

According to William N. Dunn in Riant Nugroho (2012) states that the process of policy analysis consists of: (1) Formulating the problem; (2) Forecasting the future of the policy; (3) Policy recommendations; (3) Monitoring of policy results and (4) Evaluating policy performance.

The purpose of policy evaluation should not be just about "finding fault" and "who made a mistake", and therefore hanging them on paper for political judgment. The main purpose of a policy evaluation is to assess the gap or difference between expectations and performance, and then find a way to close the gap. Therefore, evaluation should be carried out positively. Appropriate evaluation characteristics are: (1) The goal is to find strategic issues to influence policy performance; (2) Evaluators are able to distance policy makers, policy implementers and policy targets; (3) Accountable evaluation procedure methodologically; (4) Implementation of evaluation is done not in hate situations; And (5) The scope of the evaluation includes the formulation of policies, implementation, policies, and the context (environment).

There are four contexts of policy evaluation: (1) Policy Formulation; (2) Policy Implementation; (3) Policy Performance; And (4) Policy Context. These four policy components determine whether the policy will work or not. However, the concept in the concept of "evaluation" itself always followed the concept of "performance" so that evaluation of public policy in the three regions means "post activities". In this study, the dimensions to be discussed and used as a foothold of this research are the dimensions of policy performance.

The third evaluation is about policy performance. This evaluation is the most critical and important because the objective of the evaluation is to compare the intended outcome and the outcomes. Policies are developed to achieve specific performance. Policies should lead to the vision, mission and objectives stated in the chosen strategy.

Spitzer (2007) in Riant Nugroho (2012) states that: "... one of the most important keys to the success of your

organization can be found in a very unlikely place - a place that you think of as complicated, inaccessible, and perhaps even boring. What if ... (that) the key to success is already one of the most powerful forces in safe-where and most impact in your organization? ... The key to success is size. The right size can change your organization. Size can not only show you where you are now, but it can take you to wherever you want ... size is fundamental to high performance, improvement, and especially success in business, or in any other human business ... No matter how important and powerful the rewards are, they are no better than the size system used as the base "

In terms of performance measures, the problem is that "evaluators" usually just stop at "performance achievement". As the following models can be explained the dimensions of a more comprehensive policy performance appraisal are as follows: Dimensions of policy performance assessment with respect to: (a) Results dimensions (target and achievement margins); (B) Dimensional process of achieving results and learning; (C) Dimensions of resources used (efficiency and effectiveness); (D) Dimensions of the existence and development of the organization; (E) Dimensions of leadership and learning.

The above model will be used as the foundation of the researcher in evaluating the performance of tourism sector policy of Bandung City. Each of these dimensions will be measured the level of achievement through the method of quantitative analysis. The results of the quantitative analysis will be compared with the initial hypothesis, resulting in a new hypothesis. This hypothesis will be associated with the criteria of creative city of Creative City Formulation Landry, 2006 and Criteria of Creative City of UNESCO in 2013. The comparison result between the assessment of Tourism Policy Performance with Creative City Criteria resulted in new tourism policy issue which became the basis for consideration to review tourism policy So that in the end will produce policies related or support the Policy of Bandung City as Creative City.

RESEARCH METHODS

Operationally the size or parameters of performance evaluation of the policy referred to in this study are as follows: (1) Dimensions of results (target and achievement difference); (2) Dimensions of the process of achieving results and learning; (3) Dimension of resources used (efficiency and effectiveness); (4) Dimensions of organizational existence and development; And (5) Dimensions of leadership and learning.

The population in this study is divided into 2 (two) sections, namely population for quantitative and population analysis for qualitative analysis. Respondents for the quantitative population in this study were the parties involved in tourism policy of Bandung City, Bandung Culture and Tourism Office as many as 54 people. The sampling method used in this study is a total sample or census using all members of the population. Of the 54 people, researchers make all employees in the Department of Culture and Tourism of Bandung as a sample in this study.

Respondents for the qualitative population in this study are the stakeholders in the field of Tourism Bandung, as well as those associated with the development of Bandung Creative City, such as the Office of Culture and Tourism of Bandung, Bandung Tourism Business Actors, and other parties to be determined in accordance with the needs this research.

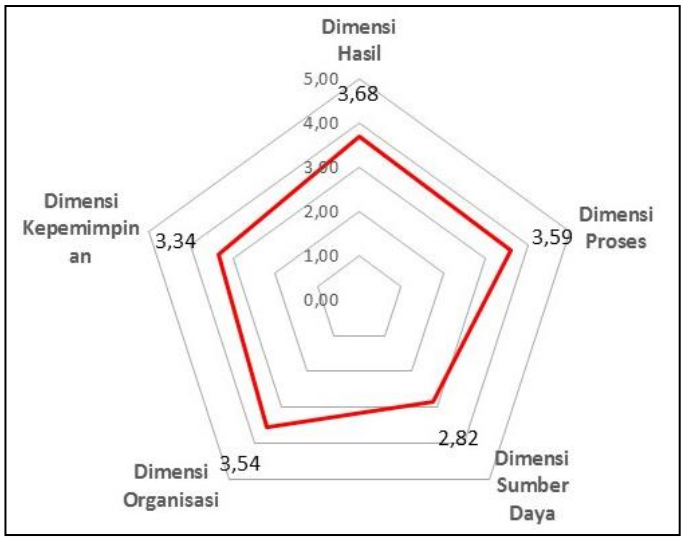
RESULTS

Quantitative Analysis

The researcher has compiled a questionnaire with 40 questions representing each of the dimensions that have been described by Riant Nugroho. The questionnaire was distributed in the Department of Culture and Tourism of Bandung. Respondents for the quantitative

population include the people who occupy in several areas that exist in the Office of Culture and Tourism of Bandung, namely: Culture and Arts, Tourism Objects, Tourism Sector Field, and Marketing Field. The number of respondents in this study were 54 respondents or all employees in the Office of Culture and Tourism of Bandung.

After seeing the results of the assessment of the respondents regarding the performance of tourism policy of Bandung, it can be concluded that based on the parameters of policy performance evaluation that has been described previously, then the dimension of resources is the dimension of the most low value compared to other dimensions.



Sumber: Hasil Analisis, 2015
Figure 1. Result of Performance Evaluation of Bandung Culture and Tourism Service Policy Based on Research Variables

Based on the above data can be said that the Performance of Tourism Sector Policy in supporting the City of Bandung as Creative City is determined by the assessment of the dimensions Results, Process, Resources, Organization and Leadership, get the result of dimensions of resources consisting of human resources (man), Money / financial resources (money), and machine resources, are the least valuable dimensions with a value of 2.82. The above resource dimensions will be paired with the UNESCO City Creative City criteria through qualitative analysis methods.

The criteria of Creative City based on UNESCO are as follows: (1) Commitment to work towards goals and actions related to the mission of the Creative Cities program, as described in the Creative Cities Mission Statement; (2) The quality, quantity, and diversity of the initiation of specialized international cooperation in the creative field; (3) Participation and participation in building the city into a creative center and marketing it in one or more creative areas; (4) Experience and commitment as organizer of festivals and events at national and international level; (5) Participation and participation in the establishment of specialized professional, conservation, academic and college schools in one or more creative areas; (6) Online or domestic online system planning dedicated to the creative and creative industries; (6) Cultural Space for training and public consumption, as well as for educational activities that are assembled (creative cities), including amateurs; (6) Education and research programs in related fields (creative cities), both in the formal and informal sectors; (7) Active role of media in promoting related activities and trainings (creative city); (8) Comparison of specific potential at the international level, in the context of related fields (creative city); (9) and Quality and quantity of professional organizations and individuals involved (creative city).

While the theory of Creative City presented by Landry (2006: p.390-400) mentions three important aspects that can formulate Creative City, among others: (1) Maintenance and development of Creative Economy potential; (2) Creative Class Maintenance (creative group or individual) and (3) Planning and development of Creative Environment.

When associated with the criteria of Creative City based on UNESCO, the 11 criteria described above are related to the Creative City formulation submitted by

Landry, while the similarities are as follows:

Table 1. The Linkage of Creative City Formulation Landry (2006) and Criteria for Creative City of UNESCO (2013)

Kota Kreatif Landry (2006)	Kota Kreatif UNESCO (2013)
Maintenance and development of the potential of the Creative Economy	4. *Experience and commitment in hosting festivals and events at a national or international level;* *Pengalaman dan komitmen sebagai penyelenggara festival dan acara di tingkat nasional maupun internasional;* 6. *Domestic or international online platforms dedicated to creative industries and creative economy;* *Perencanaan sistem online baik domestik atau sinternasional yang didedikasikan untuk industri kreatif dan ekonomi kreatif;* 9. *Active involvement of medias in promoting the concerned field, activity(ies) and practice(s);* *Peran aktif media dalam mempromosikan aktivitas-aktivitas dan pelatihan-pelatihan yang terkait (kota kreatif);*
Creative Class Maintenance (creative class or individual)	1. *Commitment to working towards the objectives and in the areas of action pertaining to the mission of the Creative Cities programme, as described in the Creative Cities Mission Statement* *Komitmen untuk bekerja menuju tujuan dan tindakan yang berkaitan dengan misi program Creative Cities, seperti yang dijelaskan dalam Creative Cities Mission Statement;* 2. *Quality, quantity and diversity of specific international cooperation initiatives in the creative field concerned;* *Kualitas, Kuantitas, dan keragaman dari inisiasi kerjasama internasional khusus dalam bidang kreatif;* 7. *Cultural spaces suited for practicing and consumption, and for educational activities in the field concerned, including amateur initiatives;* *Ruang Budaya untuk pelatihan dan konsumsi publik, serta untuk kegiatan pendidikan yang terakit (kota kreatif), termasuk kalangan amatir;* 11. *Quality and quantity of professional organizations and individuals involved;* *Kualitas dan kuantitas dari organisasi profesional dan individu-individu yang terlibat (kota kreatif);*
Planning and development of Creative Environment	3. *Presence and future development of recognised centres of creation in the city, and promotion of activities in one or more creative fields;* *Peran serta dan turut membangun kota menjadi pusat kreasi dan memasarkannya dalam satu atau beberapa bidang kreatif;* 5. *Presence and future development of professional schools, conservatories, academies and higher education institutions specialised in one or more creative fields;* *Peran serta dan turut membangun sekolah profesional, konservasi, akademis dan perguruan tinggi khusus dalam satu atau beberapa bidang kreatif;* 8. *Educational and research programmes in the field concerned, both in the formal and informal sectors;* *Program Pendidikan dan penelitian di bidang yang terkait (kota kreatif), baik di sektor formal maupun informal;* 10. *Specific comparative assets at an international level, in the context of the pertinent field;* *Perbandingan potensi khusus pada tingkat internasional, dalam konteks bidang yang terkait (kota kreatif);*

Source: Analysis Result, 2015

Human resource dimension (man) can be related to one of the criteria of creative city formation according to Landry (2006), that is with Creative Class Maintenance (creative class or individual). The meaning is the quality, quantity, and commitment of human resources moving in the tourism sector, especially in the Culture and Tourism Office of Bandung City, becomes an important thing for the sustainability or development of performance of tourism sector of Bandung city in support of policy of Bandung City as Creative City . According to Landry and Bianchini (1995) explain that socialization and support from the community can be obtained when they feel themselves involved and feel the benefits directly from activities or projects involving them. So from that it is very important to involve the community in the development of creative tourism city of Bandung.

Professional organizations and individuals involved in the sector of Bandung City Tourism need to be preserved to become the main actors in the development of creative economy where they are the creativity to produce products in the form of intellectual property that has commercial value. Creative Class also requires a conducive and inspirational environment so that they can do creative activities. Currently, Bandung has a creative community that is able to develop a creative economy in the field of tourism, but unfortunately not yet supported by a creative environment. This is where the role of Bandung city government needs to be in the forefront, by providing creative spaces are expected to be able to push the human resource potential in the field of tourism that is intellect and resistant to the environmental problems of the city. Currently, the government of Bandung City has been trying to provide creative spaces, some creative space built in the form of public space in line with the time used as a gathering place by the creative community of Bandung. This can be used as the initial initiation in forming Creative Class especially in the field of Tourism City of Bandung in order to grow and develop tourism into the City of Bandung Creative Tourism.

Money resource dimension (Money) can be linked to one of the criteria of creative city formation that is with Maintenance and development of Creative

Economy potential. Currently the creative economy in Bandung is in the design, fashion, culinary, architecture, and tourism sectors. The attraction of tourists to the existence of the creative economy sector to the city of Bandung is quite large. The existence of objects of creative tourism in the city of Bandung is growing rapidly. Most attractions offer or offer something creative. The existence of this creative tourism object has the potential to create prosperity and employment through intellectual development and exploitation because creative tourism is based on individual creativity, skill and talent. Festival or tourism activities in Bandung City has led to the development of creative economic sector, such as Creative Independent Clothing Komunity (KICK) which is held annually in Bandung City. Some other agenda also helped bring the city of Bandung tourism into the leading sector in the development of Creative Economy, and indirectly encourage the city of Bandung as Creative City.

The tool resources dimension (maschine) can be linked to one of the criteria of creative city formation that is with Planning and Creative Environment development. Currently Bandung city government has shown its efforts in establishing policies that can develop the city of Bandung as a creative city, one of which can be seen with the construction of several public spaces as a gathering place of Bandung's creative community. According to Landry (1995: 28-30), public space can be one place to accommodate the important creativity as well as can act as a catalyst that attracts all societies to gather and interact. If the public space is designed by integrating several functions within it, then society will also optimize the function without any coercion.

Bandung society is also quite ready to participate in realizing Bandung creative city, only when it is associated with the tourism sector of Bandung City, some readiness of supporting tools in the tourism sector of Bandung city is not fully prepared. Elements of information systems technology in running kepawisataan area has not materialized in the city of Bandung. The management of regional tourism information is currently mostly run through conventional management. The importance of information systems technology in the management of regional tourism will accelerate the growth of tourism sector of Bandung City, because in the current era of globalization, the role of technology in the development of regional economics is very significant, rapid dissemination of tourism information will impact on increasing the attraction of tourists to the city of Bandung, because the information can Accessible by many people (potential travelers).

Qualitative Analysis

Qualitative analysis in this study using qualitative description analysis. The data analyzed is the result of the previous quantitative analysis, see which variables are the priority of handling for evaluation of performance of tourism sector policy of Bandung and juxtaposed with the Criteria Criteria Creative City version of UNESCO and the formulation of Creative City of Landry (2006). From the process will get a recommendation handling the issue of policy performance of tourism sector of Bandung City to support the policy of Bandung City as Creative City.

Based on the results of quantitative analysis in the previous section, it can be seen that the dimension of the resource is the dimension of the lowest value compared to other dimensions. The dimensions of resources consist of human resources (man), resources of money / finance (money), and resource tools (machine). Based on that, the researcher tried to confirm the result of quantitative analysis to the stakeholders in Bandung Culture and Tourism Department, as well as some related tourism source of Bandung City. So researchers will discuss this one by one.

HR tourism that has high competence, will play an important role in the development of regional tourism,

especially in the city of Bandung. Work Plan of Culture and Tourism Office of Bandung stated that one of the Department of Culture and Tourism of Bandung City in the field of tourism is to carry out services related to tourism through the facilitation of investment and tourism promotion, cooperation with tourism partners, facilitation of tourism events / events, Management of tourism facilities and attractions.

Department of Culture and Tourism Bandung itself has tried to improve its services in the field of tourism by establishing a policy that is: Developing Human Resources and Institutional Tourism professional, characteristic Sundanese and global insight.

In addition, customer satisfaction in the field of tourism can be achieved if the tourism human resources involved, either directly or indirectly in the service can understand and appreciate and desire to perform good service (prime). The logical consequence of the above phenomenon is that the government is obliged to build an apparatus force capable of adapting to changes and aspirations to all the societal conditions that arise in each region. The appreciation of each of the roles and responsibilities as the state apparatus in charge of providing services to the community is absolutely necessary. The embodiment of that role is a systematic effort to realize effective, efficient, accountable and serviceable governance. The performance of the government apparatus should be measurable with the parameters of the implementation of public services in accordance with the expectations of the community. The active involvement of the community in guarding development is absolutely necessary as a step towards building an accountable government.

Along with the current reform movement, there has been a change in various aspects of life in the framework of nation, state, and society. Changes that occur in the aspects of authority, institutional arrangement and finance. This becomes an opportunity and challenge for local governments in an effort to manage an asset or potential area.

Bandung city is one of the city that has high local income (PAD) is high, even experienced an increase in every year, has a huge tourism potential. However, from the contribution can diliha that the city of Bandung is still not able to meet the needs of regional operational expenditure, although the local revenue for each year increased but not yet able to balance the amount of increased regional operational expenditure.

Tourism management in the era of regional autonomy is the responsibility of local governments in order to accelerate development in the region. In this regard, it is necessary to realize that tourism must be managed and developed in a controlled, integrated, and sustainable manner based on a well-coordinated plan. In this way, it is expected that the tourism sector can provide significant economic benefits for the city of Bandung itself without causing significant problems.

The management of tourism sector finance can be done by applying bottom up planning, by exploring all the potential of the region with full of creativity and innovation for the development of sustainable tourism industry is felt very important and urgent, because the development of the tourism industry one of which is highly dependent On the attractiveness of activities relating to the state of nature, historical relics, and cultural arts heritage, as well as other things of the region that characterize it.

Strategies undertaken in the realization of the tesebut is by: (1) Improving the implementation of creative events and optimizing the carrying capacity of tourism potential that is competitive and development of effective, creative, directional, integrated and sustainable tourism promotion; And (2) Developing key infrastructure and supporting facilities for the development of MICE that can

significantly become a tourist attraction factor and trigger other economic rise.

In the framework of developing tourism in competitive areas, local governments are given authority in accordance with the principle of autonomy to cooperate. Partnerships between local governments and private parties as stakeholders in the process of tourism development are an effective way to provide more than enough funding for tourism development. A robust local government and private partnership can ensure the development of existing tourism development programs. Currently, partnership efforts have been made by the government of Bandung. Facilities and entertainment venues have been built on the joint initiation of local government of Bandung City with private parties. In line with national policy, Bandung City has the same passion to develop creative tourism industries developed in the community base independently and is not always dependent on local government budget. The synergy between the three main pillars of intellectual, business and government is expected in turn to foster a common creation space in accordance with their respective roles in making a real contribution to community empowerment. So that the increasing prosperity of citizens of the city will gradually be realized.

Machine resources include tools and facilities owned by an organization that are useful for supporting the processes within the organization, as well as assisting in the realization of policies. Organizations with good machine resources have great potential to produce good products and services as well. Unwittingly, the development of tourism sector with international standard can be a cost burden for the government.

The development of the tourism sector can also encourage local governments to provide better infrastructure in order to improve the quality of life for both tourists and the local community itself as the host. Associated with the concept of competitive tourism, it is necessary a concept of tourism development that can answer and adjust to the demands of globalization, one of which is the application of information systems technology in running local kepawisataan.

Since the discovery of the World Wide Web (WWW) by Bernert-Lee's Team in 1989 which has been viewed as the secret veil of the internet, various services and applications have grown rapidly, making the Internet a service center, including the tourism sector. Currently, internet technology has been able to lower the cost of disseminating information about the tourism of a region. Utilization of this advanced technology needs to be implemented by tourism industry actors, because it is time we have to telescope the future through an objective analysis activity to be processed together to produce more efficient value.

One of the factors that hinder the development of a tourism is the pattern of promotion and tourism information management system that has not been good so that sometimes the object of tourism becomes unknown and certainly not become the object of tourist destination for the tour. Limitations of information about tourist destinations, interesting attractions, products or crafts, local culture and traditions as well as the facilities and infrastructure available, as well as transportation problems to reach a tourist area can also make a tourist area is not well developed.

The development of the world of information technology is marked by the use of the Internet is increasing very rapidly should be utilized as well as possible in the development of world tourism in Indonesia. Utilization of this information technology will facilitate information for the tourists about tourist objects with supporting facilities and infrastructure, information about routes, distance, costs and modes that can be used to reach a tourist location.

Utilization of information technology in the development of tourism is

done by inputting data about tourist objects, hotels and inns around tourist sites, modes that can be used to access locations, events are often held, the uniqueness of local culture and traditions in the area of tourism and maps The spread of tourism objects accompanied by directions on travel routes. The results of this data analysis with all the details then informed to the prospective tourists who applied in the form of package of tourism activities. Utilization of information systems in a tourism information system should also provide a space to interact between the tourists with the providers of tourism services so that the ease of this interaction will facilitate transactions between the two sides.

The concept of e-Tourism as a form of utilization of information technology for the development of regional tourism sector, especially in Bandung. The development of the E-tourism system should be integrated with tourism development policies and integrated with supporting service information systems such as aviation, shipping, road transport, insurance, travel agents, hotels, restaurants, and regional and regional management centers, Region or tourist attraction itself.

Hendriksson (2005), states that there are four main characteristics if we want to develop E-Tourism are: (1) tourism products; (2) the chain impacts caused by the tourism industry; (3) tourism industry structure; (4) is the availability of communication and information technology devices. E-Tourism development should be able to touch on the most important aspect of providing information and certainty for tourists when they choose to visit the tourist destination. But the development of E-Tourism is not without obstacles, one of which is the problem of budgeting which is always a major obstacle in preparing tourism data using Information Technology. To build a means of representing, storing and maintaining tourism data using internet media requires considerable cost.

CONCLUSIONS AND RECOMMENDATIONS

Conclusion

Based on the findings of the study obtained during the study on the Performance Evaluation of Tourism Sector Policy in supporting the City of Bandung as Creative City, it can be concluded that based on the evaluation of the performance of tourism policy, the dimension of the resource is the dimension of the lowest value compared to other dimensions. The dimensions of resources consist of human resources (man), resources of money / finance (money), and resource tools (machine).

Human resources (man), is the most important factor in the development of regional tourism. The role of human resources in the development of regional tourism in order to encourage the City of Bandung as Creative City is an activity undertaken by each of the tourism actors of Bandung (Government, Society, and Business / Private) that seeks to creatively produce products in the form of intellectual property that has Commercial value in tourism. Improving the quality of human resources in the tourism sector of Bandung City needs to be done by conducting learning and training in the field of tourism for relevant officials, the public, and the business world of tourism sector. Synergy between Government, Private and Society is important in Bandung development as Creative City.

Money / Financial Resources (Money), Tourism management in the era of regional autonomy is the responsibility of local governments in order to accelerate development in the region. Management of financing and finance of the tourism sector of the region should be run in accordance with the principle of accountability. In this way, it is expected that the tourism sector can provide significant economic benefits for the city of Bandung itself without causing significant problems. In addition, in relation to realize the city of Bandung as Creative City, the resources of money in the

tourism sector must also be managed creatively so that it has the potential to create prosperity and employment through intellectual development and exploitation, because the creative principle here is something that is based Creativity, skills and talents of each individual local tourism actors in Bandung. The city of Bandung needs to immediately issue development directives and specific rules to regulate the development of the creative tourism industry sector in response to the development of economic sector from the central government and the high interest of businessmen and society to the creative tourism industry sector.

Machine resources, utilization of information systems technology in various activities today can not be inevitable. Similarly, the development of the tourism sector that requires information technology systems as a medium in disseminating information related to regional tourism. Utilization of information technology in the development of tourism sector in the form of E-Tourism will give a very big impact for the development of tourism sector and lead to increase in income in the field of tourism. Related to the realization of the City of Bandung as Creative City, the effort to create a creative environment in the tourism sector needs to be done .. With a creative architectural design on the locations of tourism is expected to create a creative environment (both psychic and physical) conducive, attractive and inspiring to develop Creative economy and creative community in the field of tourism.

Suggestion

To Increase Human Resources of Bandung tourism sector is to conduct education and training activities for the city of Bandung tourism actors to be more creative and innovative in running the tourism industry of Bandung. First, to generate a greater collaborative force for the creative community in Bandung City, can exploit the potential of creativity that has not been netted. Normatively, the Bandung City Government provides a means to give all stakeholders the opportunity to participate in development by submitting proposals of programs / activities to be funded by APBD through the Regional Development Planning Council (Musrenbang). Second, To build a creative city would require a creative process of city management. Bandung as Creative City has not seen by naked eye. Therefore, the Government is expected to implement a city that truly reflects the Creative City, for example by providing creative space facilitation, park maintenance as creative space and building other supporting infrastructure.

Management of money resources of tourism sector of Bandung City is by applying the principles of good governance expressly in management of money resources of tourism sector of Bandung City, as well as create creative industry in tourism area of Bandung City. Creative tourism industry development seriously in order to contribute more to the city's economy so as to help meet other city's financing needs. If it can be carried out with a high commitment, it will indirectly affect the welfare of the community, because the community will independently be able to prosper itself and open up employment in the field of creative tourism industry.

Improvement and Development of resources of tourism sector of Bandung City is to run the concept of e-tourism in the development of tourism information system of Bandung City. E-Tourism can provide at least an increase in tourism revenues for Indonesian tourism, as well as encourage the promotion and provision of complete information for tourists. In addition to the development of the concept of e-tourism, the city of Bandung also needs to develop the architectural aspects of tourism-related locations of Bandung City in order to create a creative environment for tourism in Bandung. The creative environment emphasizes an inspirational environment that can affect the human space experience, where people feel comfortable and are

compelled to come up with creative ideas. The architectural aspect of tourism development becomes important when a city uses the city's physical development and planning strategy as a stimulus or trigger of the creative economy as well as the development of an individual or a creative community.

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Public Service Innovation: Acceleration on Outpatient Care in Prof. Dr. Margono Soekarjo Purwokerto hospital

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Abstract:

Easy service, fast and cheap are still such luxurious things for the public who want basic services in Indonesia. Basic health services in government hospitals, generally have customers coming from communities of various socioeconomic levels, and dominantly derived from low socioeconomic level. However, at the research site, some basic services are managed in an innovative way. This social innovation combines the concept of entrepreneurship in public services. What triggers the discovery of service innovation, and how to manage the preparation, implementation and evaluation of the innovation so that sustainability become the focus of this research. This innovation is described using case studies. Research shows that Prof. Dr. Margono Soekarjo Purwokerto hospital produces an innovation annually. The solid team is the key to the birth of service innovation. Innovation generally results from complaints of patients being searched.

A. Introduction

Regional public Hospital (Hospital) of Prof. Dr. Margono Soekarjo Purwokerto is a hospital belonging to Central Java Provincial Government as Class B Educational hospital referral located in Purwokerto with reach area involving south west of Central Java region including Banyumas, Cilacap, Purbalingga, Banjarnegara, Wonosobo, Kebumen, Ciamis, Banjar Patroman, Pangandaran. Moreover, the distance of the nearest other referral hospitals is approximately 216km (Hasan Sadikin Hospital 265km, Kariadi Hospital 214km, and Sarjito hospital 170km). Thus, it needs a system which is informative and supports the acceleration of outpatient care.

Referring to the data of residence in the region and care referral data by region based, Prof. Dr. Margono Soekarjo Purwokerto hospital still becomes one of the people of South and West of Central Java's choices to get health service.

According to Central Java In figure year 2016, the occupational typology of the population of South and West of Central Java, majority people are workers / employees (11.49%), tried to be assisted temporary workers / unpaid labor (5.91%), self-employed/entrepreneurs (5.40 %), free workers (4.70%), family workers / unpaid workers (4.42%) and need to be assisted fixed workers / paid labors (1.18%), with senior high schools as the highest level education. Accordingly, the market segment of Prof. Dr. Margono Soekarjo hospital is mostly middle to lower community accessing health services, especially in hospitals by utilizing health insurance coverage subsidized by Central Government (APBN), Local Government (APBD) and independent financing. Another thing that characterizes the middle to lower class community is there are

numerous numbers of infections, malignancies and deaths of pregnant mothers and babies.

The location of Prof. Dr. Margono Soekarjo hospital is very strategic between the inter-regency trade paths (Banyumas, Purbalingga, Cilacap, Wonosobo, Banjarnegara, Kebumen, Tegal, Brebes) which encourages people to access health services optimally. Prof. Dr. Margono Soekarjo hospital as a regional referral hospital has a superior infrastructure and supported by competent human resources in the field of health services and has been accredited plenary.

The characteristic of the south and west of central java people who are open and full of frankness or in Javanese term called "blakasuta" often leads to complaints about the health services they receive. Consequently, it encourages the hospital to continually innovate to improve its care quality.

B. Theoretical Review

Innovation based on the Council on Competitiveness is defined as the transformation of knowledge into new processes, products and services. Schumpeter (1934) divides innovation into 5 types of products, methods, sources of supply, market exploration and new ways. Innovation is also described as From an institutional viewpoint the focus is on how a set of organizations coordinates different processes and ideas to create new products and services (Galanakis, 2006).

Innovation can be defined as a change to a better state. Innovation can also be seen from different angles, such as innovation according to economic, sociology, and public policy theory. Innovation from an economic point of view explains 5 (five) important points of thought which Schumpeter states that there are 5 (five) kinds of activities included as innovation namely; 1. An introduction of new products which did not exist before, 2. An introduction of new production methods, 3. The opening of new market areas, 4. The finding of new raw sources of raw materials, 5. The changing of industrial organization to create industrial efficiency (Schumpeter, 1939). In addition, Schumpeter (1939) states that economic growth will occur if there is innovation.

Concept of innovation is relatively recent in public administration literature. David Mars (in Lee, 1970) reveals that until 1966 there was no publication of public administration documents discussing innovation. A classic literature that includes the concept of innovation in the context of reformation is Alfred Diamant's "*Innovation in Bureaucratic Institutions*" article published in the Public Administration Review (PAR) journal in 1967 and the book "Administrative *Reform*" (Caiden, 1969) about innovation as part of administrative reform. These writings indicate that innovation is increasingly being noticed by public administration experts.

Concept of innovation is less popular in the past since the character of reform is based more on the principles of Weber bureaucracy. In Weber's conception, bureaucracy is described as something rigid with the need for clear rules, hierarchies, specialties and a relatively stable environment. In this context, innovation is considered less necessary for government bureaucratic apparatus (Kelman, 2005). As *new public management* (NPM) became known in administrative reforms, innovation has gained more attention than ever before. Bureaucracy begins to promote results, participation, customers-oriented, driven by mission, and decentralization (Osborne, 1992).

David Mars' (in Lee, 1970) research results reveals that there is no publication of public administration documents that discusses innovation until 1996. Furthermore, classic literature that includes the concept of innovation in the context of reform is Alfred Diamant's "*Innovation in Bureaucratic Institutions*" article published in the Public Administration Review (PAR) journal in 1967. Besides, a book entitled

"*Administrative Reform*" is written by Caiden published in 1969. In his book, Caiden explains innovation as part of administrative reform. These writings marked the beginning of the attention on innovation by public administration experts. Nevertheless, innovation concept then was still not popular enough in public administration and administrative reform field. Innovation has only been popular in those field in the last decade.

This less popular concept of innovation in the past can be understood for the character of bureaucracy reform is based more on Weber's principles. In Weber's conception, bureaucracy requires clear rules, hierarchies, specialties and a relatively stable environment. In this context, innovation is not highly needed for government bureaucratic apparatus (Kelman, 2005). The obligation of government bureaucracy apparatus is to enforce a rule-driven regulation. If innovation is then implemented, it is merely only in small intensity and done limited to the top leadership level. Innovation in this matter is as administrative reform which is approached by a top-down mechanism (Caiden, 1969).

In the 90s, the *New Public Administration* (NPM) began to shift the hegemony of Weber's concept in administrative reform. Reform then turned the direction toward bureaucratic reforms which prioritized in results, participation, customer-oriented, driven by mission and decentralization (Osborne, 1992). In this era, innovation is highly appreciated by reform movement supporters.

Recent developments show some progress on the use of innovation terms in public administration field. In a country like Korea, concept of innovation even replaces the concept of reform. The Korean experience shows that the implementation of innovation in the country has improved the quality of local governance (Yoo, 2002). The success of Korea also occurred in the application of innovation in Canada (Robertson and Ball, 2001). Moreover, innovation of the bureaucracy is very supportive for the development of China's economy and technology. All of this shows the importance of innovation for the desired change.

Innovation understanding in public sector presented by UN-DESA and UN-Habitat formulated:

"Innovation may be understood as a creative idea and its implementation which is different from invention. It can be referred to as the act of conceiving and implementing a new way of achieving result and/ or performing work. An innovation may involve the incorporation new elements, a new combination of existing elements or a significant change or departure from the traditional way of doing things…" (UN-DESA & UN-Habitat, 2007: Hal. 10)

While Australian Audit Office formulated innovation definition in public sector as:

"Innovation in public sector context has been defined as the creation and implementation *of new processes, products, services and methods of delivery which result in significant improvements in the efficiency, effectiveness or quality of outcomes" .(Australian National Audit Office, 2009: Hal 1)*

Understanding of public sector innovation from UNDESA and UN Habitat shows that innovation contains new ideas (some of them new) and their application to achieve better outcomes. While Australian National Audit shows that public service is not limited to creative ideas, but also its application to improve at least one of the efficiency, effectiveness or quality of public services.

There seems to be a different element between the notions of public sector and non-public sector innovation. One of them is that public sector does not have to be unitary or new, while non-public sector is unique and new. Therefore, the innovation of public service does not have to find new or unique thing. In addition, innovation can also be born from the process of observing (O), imitating (I), and

Modifying (OIM, ATM in Indonesian) (Prasojo, 2013).

Current developments show progress on the use of the term "innovation" in public administration field. In Korea, the concept of innovation has even "replaced" the concept of reform. Korean experience shows that the application of innovation has improved the quality of local governance (Yoo, 2002). The next development, this innovation also penetrated social field, especially public services. This social innovation was introduced by Nicholson and is a concept born of various problems arising especially in developing countries to solve various social problems that occur. This is a concept of entrepreneurship applied in the social world (Rekha Rao-Nicholson, 2016).

C. Discussion

1. Description of Innovation Form

1) Background of Innovation

Prof. Dr. Margono Soekarjo Purwokerto hospital (MSPH) is an Education Class B referral hospital of Central Java Provincial Government located in Purwokerto. The distance of Central Java's southern and western region to the nearest referral hospital is 216 km. Such condition makes the number of outpatient visits in 2011 is averagely 650 patients per day, with the composition of 80.26% old patients and 19.74% new patients (Annual Report of MSPH, 2011).

Large area coverage, high visits with more older patient compositions than new patients resulted in the **long search and provision of outpatient medical record documents** and consequently cannot meet minimum service standards (15 minutes) per document. This resulted in **long waiting time for patient examination** (5 hours), **low level of satisfaction** (63%) and **high number of complaints** (21 complaints). Other impacts that arise are the records of doctors who are not well documented resulted in potential *near miss*, unsustainable/discontinuity patient service, high patient cost (over cost / inefficiency), non-conformity of patient handling that led to unguaranteed patient safety.

Another thing that still becomes a problem matter in outpatient service is the doctor's writing in the medical record document is not clear and unreadable by doctors and other professions. This leads to **claim delay** of patient care with health insurers (*Jamkesmas* and *Askes*) whose payment is based on the writing of doctor's diagnosis.

To solve these problems, Prof. Dr. Margono Soekarjo hospital developed **an integrated electronic outpatient medical record system** for outpatients as a solution.

2) Issues obtained Innovation

a. Long Waiting Time for patient examination (5 hours);

The difficulty in searching old patients medical record documents resulted in the late delivery of documents to the polyclinic so that the waiting time of the examination became very long;

b. Outpatients' low satisfaction rate (63%);

Long queue in Polyclinic and long waiting time for patient examination trigger complaints and outpatient' low satisfaction;

c. Outpatients' high complaints (21 complaints);

The complaints received through the suggestion box were 52 complaints and 21 (40.38%) of them complained about outpatient services;

d. *Near miss potential occurrence*;

The rate of mistakes or error in documenting medical records of outpatients' data reaches 33.85% and the examination date reaches 19.7% due to the writing and recording of physician examination that cannot be well read. This leads to potential for therapy fault (mal therapy);

e. Discontinuous patients service;

Incompleteness of recording disease history (15.8%), supporting examination (76.4%), Diagnosis (75.2%), Therapy (97.4%) and doctors' initials / signatures (94.4%) and damage or loss of

manual medical record documents may lead to discontinuation of health services given since the history of examination and patients' illness are not coherently documented.

f. Higher Patients' costs (*over cost* / inefficiency);

Service discontinuity results in duplication or *over treatment* in handling patients;

g. Non-conformity of patient handling leads to unguaranteed patient safety;

The high rate of near miss / near-injury incidence (45.95%) indicates that patient safety is not fully guaranteed;

h. Limited medical record document storage space (manual);

The increasing number of patients is directly proportional to the addition of medical record documents to be stored and filed. Thus, it requires more cost of medical record documents printing as well as its storage space;

Those previously mentioned problems cause long outpatient service, uncertainty in service time and lack of patient safety guarantee. This innovation aims to improve the quality of service to the community.

3) Underlying or Basic Rules

The development of an integrated outpatient electronic medical record is supported by these following laws, regulations and policies:

a. Law Number 23 Year 1992 on Health;
b. Law Number 29 Year 2004 on Medical Practice;
c. Law Number 44 Year 2009 about Hospital;
d. Law Number 11 Year 2008 on Information and Electronic Transaction;
e. Regulation of the Minister of Health Number 269/MENKES/PER/III/2008 Year 2008 on the Implementation of Medical Record Service Guidelines;
f. Regulation of the Minister of Health of Republic of Indonesia Number : 129/Menkes/SK/II/2008 on Minimum Service Standard of Hospital;
g. Government Regulation Number 10 Year 1966 on obligation of Medical Secrecy;
h. Regulation of Central Java Governor Number 27 Year 2011 on the Application and Plan of Minimum Service Standard Achievement of Regional Public Hospital and Regional Mental Hospital of Central Java Province:
i. Handbook of Indonesian Medical Council (IMC/*KKI*) Year 2008;
j. Policy of Prof.Dr.Margono Soekarjo Hospital Director Number 445/2213/IX/2012 which is updated by Policy of Director Number 445/15458/VI/2015 on the Implementation of Hospital Medical Record Service in Prof.Dr.Margono Soekarjo Hospital;
k. Policy of Prof.Dr.Margono Soekarjo Hospital Director Number 445/2214/IX/2012 which is updated by Policy of Director Number 445/27151/X/2015 on the policy of Outpatients Electronic Hospital Medical Record Service of in Prof.Dr.Margono Soekarjo Hospital.

4) Purpose and Objectives

The development of integrated outpatient electronic medical records in outpatients care conducted by Prof. Dr. Margono Soekarjo hospital aims to improve the quality of outpatient services as the main objective by:

a. Shortening the waiting time for patients' examination;
b. Increasing outpatients' satisfaction;
c. Reducing the number of outpatients' complaints;
d. Reducing *near miss* risk (near injury incident);
e. Improving the continuity of documenting outpatients' health services;

f. Improving service cost efficiency to patients;
g. Ensuring patient safety (*patient safety guarantee*);
h. Reducing the cost of printing medical record documents and the provision of storage space

5) Time of Innovation Implementation

This innovation has been running for **5 (five) years**. Stages of integrated electronic outpatient medical record development include:

a. *The first phase* is to prepare a design or plan making of integrated electronic outpatient medical record system through Focus Group Discussion (FGD);

On January 11, 2012, a hospital division and section meeting was held to formulate, plan and design a system to support the speed of outpatient services. Based on the result of several meetings, it was decided to create an integrated outpatient medical record system;

b. *The second stage* is to design an integrated outpatient electronic medical record system using information technology;

There was a meeting held on 21 January 2012 to design an integrated outpatient electronic medical record system along with IT team of Prof. Dr. Margono Soekarjo hospital. Then, on March 10, 2012, the initial design of an integrated outpatient electronic medical record system is presented during FGD of hospital's division and section as well as performing several improvements to the system.

c. *The third phase* is performing internal trial of integrated outpatient electronic medical record system, especially for new patients;

The system was piloted internally on June 16, 2012. *Feedback* from this trials became the program for subsequent improvements. Then, socialization and trial use of integrated outpatient electronic medical record system were electronic for new patients on October 1, 2012.

d. *The fourth phase* is the application of integrated outpatient electronic medical record system thoroughly;

An integrated outpatient electronic medical record system was officially applied on October 1, 2013 throughout all polyclinics for both old and new patients;

e. *The fifth stage* is evaluation of the application of integrated outpatient electronic medical records system;

Monitoring and evaluating the implementation of integrated outpatient electronic medical record system was conducted from November 2013 to May 2014. According to the evaluation result, there are some input and/or suggestions from doctors, nurses and patients to improve system related to the display and the speed of system operation, such as:

1) Doctors' input
- Switching between columns of the system is better using 'tab' instead of 'enter',
- Widening therapeutic column;
- Changing the positioning of the doctor's signatures *specimen* from below to the side;
- Penambahan kolom isian untuk penunjang terapi termasuk *expertise*;
- Adding a column for writing therapy support including *expertise*;
- Layout for the contents of medical documents is wider than for the administration entry;
- the addition of diagnosis grouping based on specialization / FMS (Functional Medical Staff) to facilitate an easy diagnostic search;
- Putting different colors for old / new patients identification.

2) Nurses' input

- A change in filling vital sign method, all columns needs only to be clicked to fill its own column;
- Different columns for children (children's clinics) and adults
- Different FMS for physical examination items.

3) Patients' Input

- Adding some queue facilities that can be easily seen by patients.

f. The sixth phase is evaluation of the integrated outpatient electronic medical record system;

Evaluation of integrated outpatient electronic medical record system is done periodically either monthly, quarterly, semester or annually.

6) Success Indicators

The development of integrated outpatient electronic medical records for outpatients conducted in Prof. Dr. Margono Soekarjo hospital is declared to be successful since it can achieve the desired goals, such as:

a. Time Use;

With the development of integrated outpatient electronic medical records, it is no longer necessary to manually look for medical records documents. Instead, hospital staffs can directly see in the system by clicking on the patient being served and it only **takes less than 1 minute (it previously took more than 30 minutes**). This resulted to the waiting time of examination **from 5 hours to 2 hours**;

b. Outpatients' Satisfaction;

A relatively faster waiting period and transparent queue due to one of outpatient electronic medical record facilities is the presence of queue screen displaying queue number and patient's name that will be served to minimize the occurrence of queue fraud. Accordingly, outpatients' satisfaction increase **from 63% to 82%**;

c. The number of Outpatients Service complaints:

A quicker outpatient's check-up/examination time and more transparent queues made patient complaints decrease from 21 complaints (40.38%) in 2011 to 12 complaints (14.63%). In conclusion, **there was a sharp decrease in complaints as much as 25.75% in 2016**;

d. *Near miss Risk* (almost injury insident);

With the development of an integrated outpatient electronic medical record system, the rate of error in recording patient medical record documents and date of examination can **reach zero levels** that it results in appropriate therapy performed;

e. Continuation of Documenting Outpatients' Health Service;

The detailed disease history record, supporting examination, diagnosis, therapy and physician's signature as well as the maintenance of electronic medical records documents **ensure the continuity** of health services provided as the check up/examination's history and patients' history are documented **coherently**;

f. Efficiency of service Cost to patients;

The easiness to see the examination records and patients' history stored in the integrated outpatient electronic medical records improves the accuracy of decision making in carrying out health services to the patient that it results in the **efficiency of service costs**;

g. Patient safety Guarantee;

The decrease in near miss (almost injury incident) rate by 15.51% indicates an increase in patient safety guarantee;

h. Efficiency in the cost of printing medical record documents and storage space;

The application of an integrated outpatient electronic medical record minimizes the use of paper for recording the medical record documents since the data has been stored in the hospital database. Consequently, the printing cost of the required storage space can be reduced from IDR 253.000.000, - to IDR 27.000.000, - (**decrease as much as IDR 226.000.000,** -);

2. Analysis of Assessment Criteria

1) Whole system renewal

The innovative development of an integrated outpatient electronic medical record system is a renewal from a manual medical record to a thoroughly/whole integrated electronic medical record.

Table 1. Renewal on Medical Record Service System

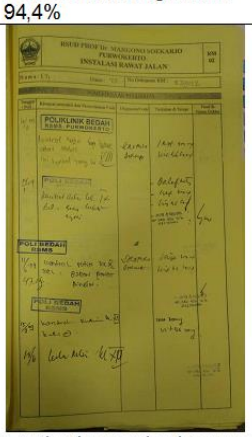
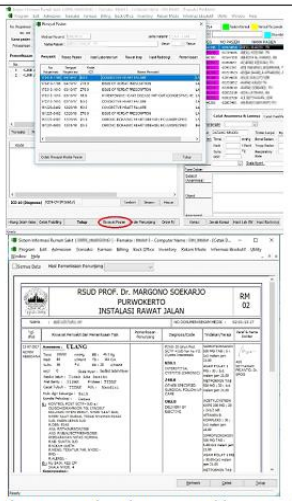
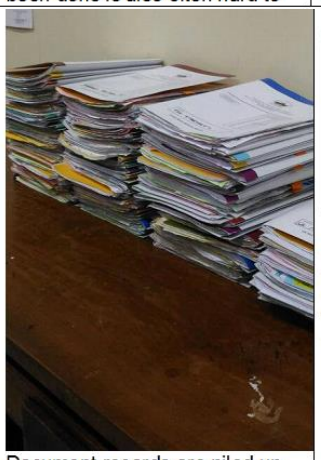
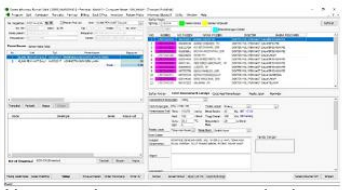
NO	PRE INNOVATION	POST INNOVATION
	Medical Record documents are managed **manually,** with: a. Long waiting time, b. Low satisfaction level, c. high complaints Percentage, d. High error rate on document recording, e. Health services are not documented continuously, f. Documents are easily corrupted / damaged/lost, g. Inefficiency of outpatient service costs, h. Patient safety is not guaranteed, i. High budget for Budget for document printing and medical record storage space.	Medical Record documents are managed **electronically,** with: a. Fast waiting time, b. High satisfaction level, c. Low complaints percentage, d. No document recording errors, e. Health services are documented continuously, f. Documents are stored properly, g. Efficiency of outpatient services cost, h. Patient safety is guaranteed, i. Low budget for document printing and medical record storage space.

Source : researchers' analysis

2) Benefits for the region and the society

The advantages and/or benefits of the innovation can be seen from the analysis pre and post innovation table follows:

Table 2. Benefits of Innovation

NO	PRE INNOVATION	POST INNOVATION
a.	Outpatient waiting time for medical check up/examination reaches 5 hours	Outpatient waiting time for medical check up/examination becomes 2 hours.
b.	Outpatient satisfaction rate is 63%	Outpatient satisfaction rate is 82% (19% increase)
c.	Percentage of outpatient complaints is 40.38%	Percentage of outpatient complaints service is 14.63% (25.75% decrease)
d.	The rate of error in recording the data of patient medical records is 33,85 and examination date is 19,7%	No document recording error.
e.	Health services are not documented continuously, such incompleteness in recording as: ▪ Disease history 15,8% ▪ Supporting examination 76,4% ▪ Diagnosis 75,2% ▪ Therapy 97,4% ▪ Doctors initials/signatures 94,4%	Health services are documented continuously, all data are recorded completely.
	 The patient's examination record is easily damaged or lost and is less clear that it is difficult to read by a physician or other health care professionals. Inspection/medical check up/examination history that has been done is also often hard to	 Patient examination record is stored in the database and can be easily legible and long lasting, to see the history of patient examination is also
	 Document records are piled up and require extensive storage for medical record documents.	 No more documents are stacked since medical record documents are already stored in an integrated outpatient medical record system that leads to saving on printing and storage space costs

Source : researchers' analysis

3) Not causing imposition and/or restriction on the society

The application of this innovation does not lead to an imposition and / or restriction on the society. Instead, the society takes benefits from the integrated electronic medical record system, especially on **the efficiency of outpatient services cost and budget for medical record document printing (Rp.226.000.000, - decrease).**

4) As a government affair which becomes the Regional government authority

Health service is one of the **OBLIGATORY** affairs for the Regional Government (based on Law Number 23 Year 2014 on Regional Government) which becomes a success indicator of the Community Welfare Development.

5) Replication Potential

This innovation is highly possible to be replicated with low cost and easy way. The positive impacts resulted from the innovation of this integrated outpatient electronic medical record development has attracted other hospitals to study and replicate the system, including:

a. Banyumas regional public hospital
b. Ajibarang regional public hospital
c. Majenang regional public hospital
d. Cilacap regional public hospital
e. Dr. Soedirman Kebumen regional public hospital
f. Goeteng Purbalingga regional public hospital
g. Fatimah Cilacap Islamic hospital
h. Dr. Moewardi Surakarta regional public hospital
i. Tugurejo Semarang regional public hospital
j. Dr. RM. Soedjarwadi Klaten regional mental hospital
k. Dr. Sayidiman Magetan regional public hospital
l. Gunung Jati Kota Cirebon regional public hospital
m. Dr. R. Koesma Kabupaten Tuban regional public hospital
n. Jenderal Ahmad Yani Metro City Lampung regional public hospital and
o. Nusa Tenggara Barat province regional public hospital

D. Conclusion

According to those previous explanation on the development innovation of this integrated outpatient electronic medical record, it can be concluded that:

1. This innovation has strengthened Regional government Independence. This innovation has been able to independently provide some support in organizing local governance. In the midst of limited resources, Prof. Dr. Margono Soekarjo hospital's BLUD has been creatively and innovatively providing public services which fit the needs of the society.
2. The conducted innovation can support the formation of Positive Images of the Local Government. The seriousness and hard work of Prof. Dr. Margono Soekarjo hospital's BLUD in meeting the needs of the society through creativity and innovation has been able to increase society's trust and support as well as to form a positive image of local government in the hearts of the people.
3. The developed innovation has been able to encourage the Improvement of Local Government Performance especially the performance of Prof. Dr. Margono Soekarjo hospital's BLUD to create creativity and innovation and perform better for the welfare of the society.

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Poverty Eradication for Forest Rural Communities (Mdh) (A Case Study In Tanjung Medan Village District of Rokan Iv Koto Rokan Hulu Regency Riau Province)

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Abstract:

Many countries in this world are struggling to fight poverty and reduce the number of poor. The purpose of the poverty eradication is to get decent welfare for society and free them from prolonged poverty. The number of poor in Indonesian in 2017 was 27.7 million and 501.900 of them lived in in Riau Province. Rokan Hulu Regency was one of a number of regencies that got special attention from the Government of Riau Province for it's success in reducing the number of poor by 64.000.074 people (11.5%) from the total population in the province. This research was conducted in Tanjung Medan Village District Of Rokan IV Koto Rokan Hulu Regency and used the society of the village as the object (sample) of this research. The research was done through qualitative approach. The secondary data surveyed was the poor villagers lived in the forest and river basin areas (DAS). The result of this research showed that the cause of the poverty was the infrastructures development that was still far from proper in the areas govern by Rokan Hulu Regency. Therefore, a poverty eradication program was needed to increase the control of farmers' land in the rural areas by distributing the state-owned lands or land reform, increasing the upstream and downstream industrial technology investment, and developing massive and progressive agricultural infrastructures. The inhibiting factors in the poverty eradication were the limited budgetary resources, the lack of corporates' concern that have not implemented CSR program for the rural communities, and the poor quality of the human resources. Therefore, the poverty eradication was needed to be implemented sustainably.

Introduction

In September 2000, the Government of Indonesia along with 189 other States, signed the Millennium Declaration to achieve 8 goals of the millenium development (Millennium

Development Goals – MDGs) as a package for the development and poverty eradication. By signing the declaration, the world leaders agreed to have commitments to: (1) eradicate extreme poverty and hunger, (2) give basic education for all, (3) promote gender equality and empower women, (4) reduce child mortality, (5) improve maternal mortality, (6) combat HIV/AIDS, malaria, and other diseases, (7) ensure environmental sustainability, and (8) develop a global partnerships for development.

MDGs' target is to lower the World's poor proportion by reducing half of the world's poor from 1990 to 2015. According to the National poverty line, the poverty level in Indonesia in 1990 was 15.1%, so that by 2015 the poverty level was targeted to be 7.5 %. In the National Mid-Term Development Plan (RPJMN) 2010-2014, the poverty eradication target was to reduce the level into 8% - 10% in 2014, but the poverty eradication in Indonesia was fluctuating, which in March 2013, the poverty level in Indonesia was 11.37%. Furthermore, according to the latest data in 2017, the poverty eradication was 10.70% with the number of poor was 27.70 million people. Thus, the MDG's target of reducing the world's poor has not been successful. Similarly, the national poverty eradication in Indonesia has not reached its target to reduce the level into 7.5% of the total poor population in Indonesia (27.70 million people).

Riau Province is one of the Unitary State of the Republic of Indonesia that consists of 12 regencies/municipalities, 166 districts, and 1846 villages/sub-villages. The number and percentage of poor people in Riau is fluctuating, the following is the table shows the number and percentage of poverty of regencies/municipalities in Riau Province.

Table I.1. The Number and Percentage of Poverty in Regencies/Municipalities in Riau in 2010 – 2015

Regencies/ Municipalities	2010		2011		2012		2013		2014		2015	
	Total (000)	%	Total (000)	%	Total (000)	%	Total (000)	%	Total (000)	%	Total (000)	%
Kuantan Singingi	36.70	12.57	31.07	10.19	31.26	10.29	34.71	11.28	33.52	10.75	34.10	10.80
Indragiri Hulu	32.50	8.90	27.51	7.25	27.68	7.17	29.60	7.50	29.40	7.28	31.63	7.76
Indragiri Hilir	62.40	9.41	52.82	7.65	53.01	7.81	54.18	7.88	52.39	7.51	56.85	8.11
Pelalawan	44.40	14.51	37.59	11.93	38.28	11.11	43.55	12.00	42.67	11.15	47.53	12.09
Siak	24.60	6.49	20.83	5.29	21.04	5.17	23.21	5.54	22.54	5.22	24.81	5.67
Kampar	72.30	10.47	61.20	8.52	61.75	8.36	68.58	9.04	67.61	8.68	72.22	9.17
Rokan Hulu	62.40	10.03	52.82	10.66	53.55	10.13	59.85	10.86	58.29	10.13	64.74	11.05
Bengkalis	41.30	8.25	34.96	6.72	35.25	6.76	40.11	7.57	38.82	7.20	40.00	7.38
Rokan Hilir	51.70	9.30	43.77	7.58	44.02	7.38	47.47	7.73	46.07	7.28	49.13	7.67
Kepuauan Meranti	75.00	42.57	63.58	34.53	63.85	35.89	64.02	35.74	61.07	33.85	61.64	34.08
Kota Pekanbaru	38.20	4.20	32.34	3.45	32.66	3.38	32.46	3.27	32.29	3.17	33.76	3.27
Kota Dumai	16.50	6.45	13.97	5.27	14.11	5.24	13.72	4.98	13.62	4.83	14.97	5.26
RIAU	558.00	10.01	472.45	8.17	476.46	8.05	511.47	8.42	498.28	7.99	531.39	8.42

Source: Central Statistics Agency (BPS) of Riau Province, 2017.

From the table, it can be explained that the number and percentage of the poverty level in Riau Province in 2010 was 558,000 people (10.01%) and in 2015 was 531,039 people (8.42%) which mean that the annual poverty rate decreased by -1.86% per year. The number and percentage of the poverty level in the regencies/municipalities in Riau Province in 2015 were the highest in Kepulauan Meranti regency with the total of 61,064 people (34.08%), Pelalawan regency with the total of 47.053 people (12.09%), Rokan Hulu regency with the total of 64,074 people (11.05%), Kuantan Singingi regency with the total of 34,010 people (10.80%) from the total number of poor people in Riau Province in 2015. In 2017, the latest data of the number of poor in Riau Province was 501,900 people.

Although the provincial government of Riau has succeeded in reducing its poverty level, but the most important things to be concerned was not only the problem of poverty level, but how deep the poverty is (Poverty gap index). The goals in the poverty eradication was not only to reduce the percentage of the poverty level, but the poverty eradication program should also be able to reduce the depth and severity of the poverty and the inequality in the cities and countrysides areas.

If a deeper analysis comparing the cities and villages situations in Riau Province was performed, the quite significant index number of the poverty depth in the cities and villages in Riau Province can be get. The index of depth and severity of poverty level in the villages are much higher in comparison with the cities, which means that the depth and severity of poverty in rural areas is much greater than in the cities. Therefore, the poverty eradication policy is needed to strengthen the economic level in the rural areas.

Rokan Hulu Regency was a district which was prioritized to implmenet the policy of poverty eradication in Riau Province. The efforts to reduce the poverty level in the regency was focused on the rural communities by solving the rural poverty and agriculture problems. The reason was because 11.05% of the poor lived in Rokan Hulu Regency lived in villages and worked in agricultural sectors. The progressive development policies were needed to be directed primarily to solve the upstream problem that caused the poverty. In addition, urban poverty was mainly caused by the urbanization of the poor from villages. Today, it is estimated that more than one villager immigrated to the city everyday to seek employment outside the agricultural sectors. Thus, the primary solution is by realizing progressive development policy to regulate the villlages and agricultural sectors.

Tanjung Medan Village in District of Rokan IV Koto, Rokan Hulu Regency is a rural village located in the hinterland of the forest and river basin area (DAS) of Rokan river, Rokan Hulu Regency, Riau Province. To fulfill the daily needs, the community depends on the forest and river areas to look for wood in the forest and catch fish in the river. The access from the village to the district and regency is by going through hilly lands that are very slippery in the rainy season, so it cannot be travelled by using motor vehicles. Moreover, the lighting facilities (electricity) has not been built and the facilities to support communication (cellular) through signal was very limited.

The rustic situation in Tanjung Medan Village in District of Rokan IV Koto, Rokan Hulu Regency, is due to the lack of infrastructures development (roads, lighting, and communication network), so that the condition of the village is categorized as rural in Rokan Hulu Regency. Therefore, it is necessary to examine the policy of poverty eradication for the rural community in Tanjung Medan Village in District of Rokan IV Koto, Rokan Hulu Regency, Riau Province.

RESEARCH METHOD

The research was conducted in Tanjung Medan Village in District of Rokan IV Koto, Rokan Hulu Regency, Riau Province. The research location was determined by considering that Tanjung Medan Village is a rural area. The area was located in forest and river basin area (DAS) of Rokan River. In addition, Rokan Hulu Regency is a district closes to the West Sumatera and North Sumatra Provinces. The samples taken were the village institutional apparatus and the heads of the poor families in the forest and river basin area (DAS) of Rokan River in Rokan Hulu Regency. The approach used was qualitative by implmenting survey method to get accurate data and information about the condition of poor in the village.

RESEARCH RESULT AND DISCUSSION

The efforts to eradicate the poverty level in Indonesia from 1990 to 2015 had done that was sign by the decrease of the poverty level from 15.1% in 1990 to 7.5% in 2015. However, the result of reducing the poverty level cannot be achieved in accordance with the expected target, especially in Riau Province which the number and percentage of the poverty level in Rokan Hulu Regency is still fluctutive (up and down). Thus, various ways to eradicate the poverty level have been done. For example, by giving subsidy program for the poor, but the poverty problem still cannot be solved and the severity of the poverty is getting higher.

In relation to that, Tanjung Medan Village in District of Rokan IV Koto, Rokan Hulu Regency, has a population of 1000 people in an area of 24 KM2 that makes the village consider as a poor village in Rokan Hulu Regency. One of the poverty causes is the development of the village's infrastructures which is far from proper and causes the village cannot be developed and the people are far from decent life expectancy.

The efforts to reduce the poverty level and poverty severity done by the government were by prioritizing the development in rural areas and agricultural sectors, especially in the upstream communities. So far, the government has only implemented the development in the downstream areas only, while the communities in the upstream areas still depend on the forests, agriculture sectors, and rivers to fulfill their daily need. Progressive development policies are needed to be directed primarily to solve the upstream communities' problems that cause poverty. In addition, the poverty in the cities is mainly caused by the urbanization of the poor from the village. Thus, the main solution is by implementing progressive development policies for rural and agricultural sectors.

Based on the explanation, there are at least three policies that are needed to accelerate the rural and agricultural developments in Rokan Hulu Regency, especially in Tanjung Medan Village, by implementing poverty eradication policies that is described as follows:

The first important policy is to add the farmers' lands in rural areas by distributing the state-owned lands or land reform.

In this case, the state support to the public is needed to open the forest areas that are converted into agricultural lands for the upstream communities. If the government gives permission to open millions of hectares areas of the forest to many companies, the government should also has the same consideration for the rural communities. The realities are the land and forest in the upstreams areas are given to large companies, but the people do not have enough space to run their agricultural business. The worst thing is that the people living in the upstream villages do not work for the companies in their villages.

The forest area in Riau Province (protected, natural reservation, limited production, and production forests) in 2016 was 4,277,964 hectares or 48.64% of the total area of Riau Province, the non-forest area was 4,277,964 hectares (49.75%), and the Magrove forest/mangroves/waters covering area was 138,433.62 hectares (1.61%). (Riau Forestry Service report, 2016)

From the total land area in Riau province that can be seen from the composition of the forest areas, the Government of Riau Province should give special attention to its rural communities (in upstream/forest area) to open forest area and give them permission to run agricultural management that can support the economic of the village communities, so that sense of justice and togetherness of the society and companies can build the areas and the development of participative village community. Besides, the awareness of the local companies to the villagers in

developing their CSR programs can be implemented through "Bapak Angkat" pattern to grow the productive economy of the village's communities.

In fact, almost half of the forest areas in Rokan Hulu Regency are controlled by or licensed for large companies in industrial forest management (HTI), whereas the people who want to open the forest lands for plantation and agriculture are still relatively small, they do not have sufficient lands, so that the agricultural and plantations community activities have not been able to recover the economic condition of the poor in Tanjung Medan Village.

2. The second strategic policy is by developing massive and progressive village and agricultural infrastructure.

In this case, equitable and adequate infrastructures development should be emphasized by the Government in the areas of trasportation (roads, bridges), transportation services (transit, airport, and port), communications, water (water, wastewater, water system, river, open channel, pipeline), waste management, building, as well as the distribution and production of energy. The infrastructure is a basic capital in economic and social activities of the society that became an important root to help the poverty eradication of the society, especially in for the upstream communities of the rural areas.

Rokan Hulu Regency has 16 districts and 153 villages and sub-villages. The infrastructures in Tanjung Medan Village are still limited. For instance, the roads to connect a village to other villages, a district to the regency are in the hilly lands and have not been asphalted. The condition of the roads are very slippery during the rainy season, so the villagers are hard to go through the roads when they are using motor vehicles.

Because of this matter, the Government of Rokan Hulu Regency needs to regulate infrastructures development policies such as roads and bridges, electricity for lighting, and information and communication facilities. With the development of the roads, infrastructures, or bridges, and so on, the wheels of the economy of the village community can be increased. Certainly, the infrastructures development require a fairly high cost. Therefore, the government, private parties, and community are needed to take part in implementing physical and non-physical developments in the villages where the economic life of the dominant societies depends on the agricultural sectors.

3. The third policy is about the technological and industrial investments in the upstream and downstream areas.

In this case, the determinant of the transformation of the traditional agriculture into the modern agriculture is capital investment, especially in the development of agricultural technology. Technology is the biggest leverage in improving agricultural productivity. In addition, in technological investments, there should be industrialization and development efforts in the upstream industries of agricultural products, such as the development of joint enterprises or farmer group enterprises as the basis for the development of the agricultural industry (agro industry).

The development of the village joint enterprise or farmer group entities as the basis for the development of agro industry is an alternative to the poverty eradication. Teh upstream and downstream developments of modern industry must be the important target, so farmers do not only sell or export low-priced commodities of raw materials. This policy is expected to encourage rural economic activities to reduce the poverty level in their village. Moreover, this policy will also reduce the urbanization to the city that will result the reduction of urban poverty problems.

Finally, in determining the scale of the prioritized infrastructures, the government should consider the fundamental substances of the Nation's major problems such as poverty and unemployment. The root of the Nation's

poverty is mainly from the inability of the villages to increase their production in the agricultural sectors. Therefore, villages' development and improvement of the agricultural sectors should be the main priorities of the economic development in the future.

In facts, the investment activities in Tanjung Medan Village are investment developments of taking forest lands which allowed by the government to the companies. Basically, the government only pursues income from the tax revenue sectors only. The existence of the companies, such as oil palm plantation companies, is only pursuing the profit target of the plantation business. In addition, the companies also develop palm oil management factories (CPO). And the very concern of waste management of palm oil companies are still deliberately dispose in the river areas. This certainly has an impact on the environmental pollutions.

The wasted palm that is discharged into the river will certainly bring disaster to the natural habitats in the areas of the river rokan. For that reason, the companies' waste should be consider the communities' condition, so that the communities are not harmed by the presence of the companies in the region. The most important thing is the implementation of the CSR Program that should be implemented by the companies in the communities, so that the presence of the companies can provide a better life for the rural communities, especially for the communities in Tanjung Tegal Village, Rokan Hulu Regency.

The factors inhibiting the Poverty Reduction in the forest communities in Tanjung Medan Village, Rokan Hulu District, Rokan Hulu Regency, Riau Province are: (1) the sources of infrastructure development costs are still limited (2) the presence of forest-scarce companies that has not implemented the CSR program as a concern for the environment, (3) the natural resources are abundant, while education and public knowledge are still low.

CONCLUSION

The poverty eradication for forest the people of Tanjung Medan Village, Rokan IV District, Rokan Hulu Regency can be done through the following efforts: (1) increasing land tenure to the communities by distributing the state-owned lands or land reform the makes the government give permission to the communities in opening the forest lands to be used as agricultural lands in the rural areas, (2) developing massive and progressive agricultural infrastructures that support the development of the village facilities and infrastructures which can facilitate the economic activities of the poor and help them to achieve welfare, (3) conducting the upstream and downstream industrial technology investments to help the vallage investment in the development of the agricultural technology in the village and strengthen the village's productive economic enterprises.

The weakness in the poverty eradication in the village is the funding sources provided are still limited, the concern of the companies to develp the communities is still low and result-orientated, and the human resources in the society are still low. Thus, the villagers are trapped with poverty problems.

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Implementation of Program the Village Empowerment in Riau Province

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Abstract:

Village empowerment program Implementation (PPD) is a program of the Riau provincial government and the community empowerment directed to rural villages to accelerate poverty reduction through economic development and rural communities. The method used in this research is qualitative discriftif, collecting data through interviews, observation and documentation. The theory used is Edward III of policy implementation. Four variables in the analysis of public policies is Communications, Resources, attitudes and bureaucratic structures. PPD Communications implemented in two ways, namely as a reference guide book uniformity of language policy and technical meetings Tiered as form of direct communication between stakeholders in dealing with problems that arise. Resources consist of human resources and budget. The attitude and commitment of the determination visible implementing decree on the implementation team, commitment to cooperation and commitment duplication of programs by the district / city. While PPD graded organizational structure that is provincial, district / city and district. Each level has a structure and job descriptions of each.

INTRODUCTION

The welfare of society is not free from the problem of economic development, to improve the welfare of the community can be seen in the presence of open access in poverty reduction programs, health care and educational services. All are intended to improve the quality of the population as a development resource. Interest-oriented development can be an increase in the disadvantaged areas and infrastructure development such as construction of public roads, irrigation and water supply system.

Expectations for improving people's lives with their poverty reduction efforts. so that it can solve all problems in the lower layers (low-level problem).Poverty is not just about economic issues, but the end result interrelation of social factors, economic, political and cultural. The poverty anatomical complexity of poverty does not cause problems can only be solved by purely economic approach, but it is related to the dynamics of the social, political and cultural inherent in a community, so poverty is multi-dimentional and requires synergy. To overcome the poverty problem, the government issued various policies and development programs both central and local government, one of the program is a

national program of rural self-empowerment. The program is a government effort to reduce poverty by involving the community, starting from planning, implementation, monitoring and evaluation.

On September 6, 2004 in Pekanbaru, Riau Governor issued the Development village empowerment program through Riau Governor's Decree No. 592 / IX / 2004. Tim Poverty Reduction Committee (TKPK) Riau province was given the task of preparing an appropriate program to address the problem of poverty. Facilitated by DPM who was then named the Agency for Protection and Empowerment (BPPM) TKPK prepare a draft program of empowerment. Target achieved is to increase community economic development activities that are packed in the Village Empowerment Program (PPD). Because it's in the Village Empowerment Program (PPD) demanded to place people or peoples at the center of attention and a target at the same time the main actors in each phase of activity

Riau province alone does not escape from poverty. The main problem faced by the general poverty of people in Riau before the initiative is carried out covering various aspects as follows: (1) access to capital. The problems of poverty like a circle that no tip and base. The poor have limited the ownership of assets and capital that can not increase economies. To get the loan they are usually constrained guarantee. Poor not have the capital can not be trying to not have money can not buy poor production photo production assets so on. (2) the availability of infrastructure. Infrastructure is an important factor driving the economy. Without an adequate infrastructure will be hampered access and the price of goods to be expensive. (3) Institutional society is still not optimally stimulate the economy. Rural economic institutions previously unreachable by villagers due Remote control range and long journey times. So that people do not have access to institutions that provide capital to try. (4) Knowledge and Skills. Lack of education of rural communities into one economic problem because without the knowledge of the people are unable to read and develop business opportunities. Prior to this initiative there, no one has combined education, learning, life skills, character development, participation, camaraderie and the provision of operating funds for the community.

Various policies have been selected by the government as an alternative to solving the problem and formulated into public policies must be implemented by administrative bodies and government agencies lower level through the mobilization of financial and human resources Maliki (2012). Target already aspired previously envisaged in the policy objectives, is not likely to achieve optimal implementation policy should support and respect go hand in hand.

According to policy experts, policy implementation is different, but the concept remains the same, policy implementation is a series of translation process of policy direspin form of action development actors consistently in order to achieve the goals and objectives outlined by the policy itself (Tangkilisan 2008) the next Grindle (2009) argues that policy implementation is seen as a process as well as the administration and the political process, which will be determined the successful implementation of a variety of factors.

The purpose of this study was to determine the impact of the implementation of the policy of empowerment of villages in Riau province.

METHODS

This study used a qualitative research method descriptions. Researchers trying caught fact correspond to reality without the intervention of the conditions. Data collection techniques used adalan interviews and observation is a form of direct communication researcher and respondent. The interview took place in the form of question and answer. Furthermore

documtation done by collecting written materials, data from documents, and literature then direct observation in the field to get heavy data corelation with this research.

RESULTS AND DISCUSSION

The complexity of poverty caused a chain problems can not be solved only with the purely economic approach but related to the dynamics of policy, social, political and cultural inherent in a community. Poverty reduction can be done to maximize all stakeholder involvement (Ema Fitri et. Al, 2014). The number of poor people in Riau province began in 2003 and 2004 (In Million People) can be seen in the following table:

Table 1. Central Bureau of Statistics, 2004

Year	Number of Poor People	Percentage
2003	661.7 Thousand Souls	15.6% Of Total Population
2004	1008.163 thousand souls	22.19% Of Total Population

In solving the problem of poverty, the Governor of Riau has established the poverty Reduction Committee of Riau Province through Decree of the Governor of Riau No. 592 / IX / 2004. Team Poverty Reduction Committee (TKPK) Riau Province by facilitated Protection Agency and Empowerment (BPPM). TKPK drafting a development program consisting of the Regional Secretary, Planning Riau Province, Finance Bureau and the Regional Secretariat and BPPM DPRD Riau Province Riau Province formulating programs namely Village Empowerment Program (PPD). The program that drives the creation Village Powered.

Helpless Village Program is a program that aims to build a system of values, especially for managers UED-SP and public funds beneficiaries of rural enterprises.PPD has done so by making three (3) pillars of core components, namely the strengthening of economic, community capacity building and strengthening the capacity of village officials. There is no program that combines education, learning, life skills, character development, participation, camaraderie and the provision of operating funds for the community. All three are done continuously by a cadre of community development, village assistant, regional coordinator, team leader of the provincial and provincial government representatives and district / city (province PMD, PMD District / City, Head, Head / village head).

The value system that is built contained in the groove of the program. Strategies undertaken at the Village Empowerment Program are (a) Community Empowerment. The strategy is done through strengthening the education factor is done by providing information, make the transfer of science and technology, foster the rational mindset, stimulating participate in development, so it can be planted the seeds of "Modernization" in public life. Thus PPD will become a vehicle for socio-cultural learning for the community. (B) Capacity Building Society. PPD build institutional value system, especially for managers UED-SP and public funds beneficiaries of rural enterprises. A value system embodied in the groove awakened implementation that must be executed well by the actors and community programs (c) Community Economic Development. In the Village Empowerment Program (PPD) efforts to strengthen the control of society to economic resources is done by allowing the public to choose the activities relating to access to capita.Because for the economically disadvantaged, some sources mentioned economic progress is still a rare commodity and a major obstacle for their own empowerment. The small capital, low mastery of technology, narrowness and employment opportunities, limited development of human resources and market access are not under their control, often a major cause of dependence and underdevelopment of the lower layers of society. (D) Flow PPD is bottom up to accommodate the needs of the village. Groove starts from the recruitment of

facilitators priority of location empowerment, socialization and workshops, identifying the needs of the village follow the musrembang, until the release of funds business based on the results of community meetings.

Involving all levels of government. Organizational Structure Program Village Empowerment (PPD) Riau Province puts the Governor of Riau as program leaders and was accompanied by the Head of PMD, Regency / City as coordinator, facilitator Program to escort villages and communities

Viewed from the implementation of empowerment programs (PPD) has been able to mobilize community participation since do this program, however, as a implementation found several problems that the authors wanted to examine how the impact of the implementation in terms of communication, resources, disposition and organizational structure forward edward III (1980).

1. Communication

PPD has several operating standards and norms are a reference and guidance for the guidance and control team and trainers PPD and PPD perpetrators village / villages in implementing the Program implementation process flow sequence. The standard is a reference in order to have a uniform policy communicated. Standards and norms are:

1. General Guidelines

Explaining the rationale behind the need for an appropriate policy made in poverty reduction and rural development. In general guideline contains about technical policy, authority and procedures, guidance and management of the Village Enterprise Fund.

2. Technical Guidelines

setting which includes the technical issues related to the implementation of the technical guidelines set in the PPD. Are contained within the flow of activities, management principles, duties and responsibilities of actors PPD, reporting and monitoring mechanisms, as well as the handling of complaints and problems.

3. Finance and Administration Management Guide UED / K-SP

Provision of Rural Enterprise Fund is expected to be developed in a transparent and accountability, for it required a manual or guide for managers on Village / Sub in administering financial statements. With the guidance occurred minimum administrative standards that must be owned by the manager of UED / K-SP. Thus the supervision and monitoring activities can be carried out more focused.

4. Program Performance Evaluation guide

Setting on procedures, mechanisms and evaluation processes PPD Program arranged in a performance evaluation guide. This guide contains indicators of performance indicators to be achieved by the facilitator PPD to achieve program objectives. The performance evaluation is intended to ensure that the process is carried out in accordance with the provisions and implementation stream PPD program. Cross-sectoral evaluation included an integrated manner with the involvement of Provincial Inspectorate Riau, Riau and BPK BPK RI Representative.

In addition, the communication was done instensive between communities and facilitators through tiered meeting. To facilitate the supervision and monitoring of village assistant must facilitate the implementation of PPD coordination meeting at the village / village no later than the 30th of each month. Furthermore village assistant and manager UED / K-SP is obliged to follow the district coordination meeting no later than the 5th of each month, facilitated by the coordinator daerah.kemudian later than the 10th of each month held provincial coordination meeting facilitated by the team leader.

2. Resource

Human resources as a facilitator as many as 6,341 people, comprised of full-time workers of the program facilitators as

much as 407 people, managers and car loan as much as 2,348 people. As for part-time workers comes from the manager and KPM, the number is 3,586.

Resourse budget sourced from the budget and budget Provincial District / City. The program is intended for financing the Village Enterprise Fund sourced from the budget of Riau province and the city district budget. Village Enterprise Fund Budgeting is Riau Provincial Secretariat of Finance Bureau and Finance Department Secretariat of the Regency / City. While technical finance budgeting is at the Agency / DPM provincial and regency / city.

1. Each UED / K-SP PPD location before running the first service to the public are given training for managers for 1 (one) week with the financial management and administration of material UED / K-SP every year until 2013 held in April to June.
2. The whole facilitators comprised of a Team Leader, Regional Coordinator, Assistant Regional Coordinator and Assistant Village given the strengthening of capacity(asworkshops)at least once a year since 2005 until 2013.
3. Actors level PPD / District Village consisting of authorities DUD account (Village Head, Deputy Chairman of the LPM and female figures) and General Supervisor(ExOfficio Chairman BPD) socialization and training given by the provincial government and district / city government at least 1 (one) times a year;
4. The whole village assistant / sub obliged to foster two (2) community empowerment cadres (KPM) that is expected to continue the task of the facilitator in the process of empowerment that has been built through the post PPD assistance program.

3. Attitude and disposition

Attitude leader in PPD has been demonstrated by the establishment of Riau Governor Decree No. 592 / IX / 2004 dated September 6, 2004 on the establishment of the Poverty Reduction Committee of Riau Province. implementation commitment to various forms of efforts to improve the quality of PPD as:

1. A Team Development Coordination, Control and Evaluation of Rural Empowerment Program (PPD) through Riau Governor Decree No. Kpts. 004 / BPPM / III / 2005.
2. Establish General Guidelines and Technical Guidelines PPD Program Riau Province Riau Governor's Decree No. Kpts. 005 / BPPM / III / 2005;
3. Program Performance Evaluation Guidelines stipulate PPD through Riau Governor Decree No. Kpts. 132 / III / 2005
4. The process of signing the Cooperation Agreement between the Government of Riau province and regency / municipal government with PT. Bank Rakyat Indonesia (BRI) in the framework of the Village Enterprise Fund distribution of Local Cash Account to the Village Enterprise Fund Account belongs Village Location PPD by the Cooperation Agreement No.. 04 / SKB / IV / 2005.
5. Changes in Operating Funds Distributors cooperation Bank village to PT. Bank Riau Riau Islands by the Cooperation Agreement Riau Provincial Government and District / City Government and Bank Riau Riau Islands by the Cooperation Agreement No.. 26 / DIR / 2011;
6. To revise General Guidelines and Technical Guide PPD through Riau Governor Decree Number. 15 Year 2006 as the adjustment conditions and needs;
7. Do the third revised General Guidelines and Technical Guide PPD through Riau Governor Regulation No. 21 Year 2011

4. Structure of the organization

Structure of the organization which supports the development of PPD divided provincial coordination team, the team coordinating the district / city, facilitator,

district coordination team. Provincial coordination team comprised of the governor in charge, the steering committee, the head of BPM as the chief executive and the provincial secretariat. District coordination team / town consisted of Regent / Mayor in charge, the steering committee, the head of BPM as executive chairman and the secretariat of the municipal district. While facilitators divided facilitator and facilitator Province District / City. Facilitator Provincial Program consists of leaders, specialists and assistant specialists and facilitators Regency / City consist of regional coordinators and assistant coordinators region. The team consists of a sub-district Sub-district, village chief / headman, village assistant, Kader Community Development (KPM), the manager of UED-SP. Details of the parties involved as follows:

1. Level Village / Sub. Head of Village / Sub responsibility for all activities. For the purposes of guidance and control activities at the village / village then defined as the party that performs the function of the Chairman BPD General Supervision (for the village) and one Community leaders selected in discussion village (for the village), established by the Decree of Regent / Mayor.
2. Districts. Camat primarily responsible for developing the implementation of sectoral
3. district / city. Regent / Mayor is Responsible for PPD activities in the districts / cities in the implementation of the activities was formed Coordinating Team Guidance and Control PPD district level through SK Regent / Mayor. Guidance and Control Coordination Team PPD Regency / City consists of (a) Regents / Mayors to be responsible. (B) Regional Secretary as Directors. (c) Head of Planning Agency as member of the Steering. (d) Head of Agency / Department / Community Development Office or any other name as the Chief Executive. (e) Head of Agency / Department / Community Development Office or any other name as the Executive Secretary. (f) Members of the Coordination Team Related OPD cross
4. provincial level. Riau Governor is Responsible for PPD in the province, the implementation of the activities was formed Coordinating Team Guidance and Control PPD through SK Provincial Governor of Riau consist of: (a) the Governor of Riau as Responsible. (b) Regional Secretary as Directors. (c) Head of Planning Agency as member of the Steering. (d) Head of Community Empowerment and Rural Development (Bapemas-Bangdes) Riau Province as Chief Executive. (e) Head of the Agency for Community Empowerment and Rural Development (Bapemas-Bangdes) Riau Province as Executive Secretary. (f) Members of the Provincial Coordination Team PPD element OPD traffic related.
5. Independent Monitoring Team of the Independent Monitoring Team by sampling at multiple locations responsible for monitoring and provide a report and recommendations to the Unit Responsible.

Factors that affect the implementation of rural empowerment

1. the economic conditionsand character of the community are bound by the paradigm of earlier programs that only give money or goods, but no follow-up. Changing paradigms and character of rural communities postscript generally have the human resources are still relatively low is hard work to be done by the government. To overcome this, the program provides training for both facilitators village assistant, assistant cord, the cord or the team leader of the province of techniques to communicate the program properly.groups of Target poor people must be empowered as one charge of tasks and functions that must be undertaken by the empowerment of village assistant, so every month village assistant coaching must submit a report to the duty of the poor location regional coordinators

2. Commitment of regional heads, greatly affect the effectiveness of the PPD. For district / city regional heads are committed to understanding that was built together with the Governor of Riau and provide budgetary support and other resources, the region will succeed in implementing the program for example like Rokan Hulu (managed to become a pilot development UED-SP / BUM Village nationally year 2013). Conversely areas with less regional head / do not support the effectiveness and the distribution of funds is very low rural enterprises. For those areas that do not get the full support of the Head of the terrain is, the Provincial Government may provide additional funding allocation of rural enterprises and other supporting activities.

3. Changes in vision, mission Riau Governor elect. Once elected a new governor in the election of the Governor of Riau in 2013, the vision and mission of Governor candidates are offered at the time of the elections to be a reference in the preparation of the vision and mission of the provinces. Therefore, a change in the fundamental direction of the previous policy. So that in 2014 the distribution of financial assistance and facilitation of rural enterprises ended. But the guidance and supervision remain to be done by the Riau provincial government through the Institute for Rural Economic Development Program (PPLEP).

CONCLUSION

The scenario in the PPD directing the creation of conditions and environments that allow people to enjoy a better life while giving a wider opportunity to the public to make choices freely and independently in accordance with the potential and the characteristics they have proved successful , Given discretion in identifying community needs, formulate and implement development plans in a participatory manner, thus providing a sense of responsibility and a high sense. Pain has made people actively monitor and supervise the implementation of the PPD program and other development programs.

In the Village Empowerment Program (PPD) efforts to strengthen the control of society to economic resources is done by allowing the public to choose the activities relating to access to capital. Because for the economically disadvantaged, some sources mentioned economic progress is still a rare commodity and a major obstacle for their own empowerment. The small capital, low mastery of technology, narrowness and employment opportunities, limited development of human resources and market access are not under their control, often a major cause of dependence and underdevelopment of the lower layers of society. Though these factors is a prerequisite of empowerment that is absolutely necessary.

Through the implementation of the PPD has become a medium of learning and development capability development actors, as well as the media to create a society as initiators in a development activity. PPD concept development is also directed to the implementation of good government.

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Care Service for the Elderly Community : Service Quality "Santun Lansia" in the Public Health Center

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ABSTRACT

This study aims to determine the "Santun Lansia" service qualities in public health centers. This research begins with the innovation of health services for the elderly people who are named "Santun Lansia" service that is implemented public health center. The "Santun Lansia" service coverage is to provide services to the elderly including promotive, preventive, curative and rehabilitative services . The theory used was the indicator of service quality from Valerie A. Zeithaml, A. Parasuramman, and Leonard L. Berry (1990) consisting of tangible, reliability, responsiveness, assurance, and emphaty. The results of this study indicated that in general the quality of "Santun Lansia" service in Sidoarjo health center is good, although there are still some things that need improvement. From tangible aspects, the facility is adequate with the provision of special facilities for elderly people. Reliability, the health service center has implemented all service coverage as promised. Responsiveness, officers have provided more "reactiveness" to elderly patients. Assurance, the ability of officers in providing services is good. And finally emphaty, officers have been patient in helping the difficulties of elderly patients.

1. Introduction

One of the impacts of development success in Indonesia is the increasing life expectancy of the population. This causes Indonesia to enter the era of the old structured population (*aging population*). Based on Central Bureau of Statistics (BPS) data in 2014, East Java was ranked third in Indonesia with the proportion of elderly population as much as 10.96%.

An overview of social, economic and health conditions the elderly (hereinafter referred to as elderly) in East Java, quoted from Susenas data of 2014 shows the difference between those living in urban and rural areas. Those living in urban areas have a more difficult life burden than in rural areas. This can be seen from the length of working hours, type of work, home ownership, economic status, crime victims, the status of household members, health complaints, duration of illness, the frequency of outpatient treatment, and frequent frequency of hospitalization.

Health is a major problem for the elderly. Based on Law No. 36 of 2009 on health, it is mentioned that health efforts for elderly should be aimed to keep their healthiness and productiveness both socially and economically. In addition, the government must ensure the availability of

health services and facilitate elderly to be able to remain independent and have a productive life.

One of the government programs in the effort to provide services to the elderly is the "Santun Lansia". This program is implemented in the public health center (which is called Puskesmas). "Santun Lansia" public health center isa health center that carries out health services to elderly including promotive, preventive, curative, and rehabilitative services.

The forms of politeness performed the public health center which implements "Santun Lansia" are 1). serving the elderly with a smile, kindness, patience and respect as parents; 2). free outpatient services for elderly (age 60 and above); 3). proactive and responsive to elderly health problems; 4). ease of access for further services. Meanwhile, services that can be provided by public health center which implements "Santun Lansia" are 1). Health services *one stop service* in a separate room; 2) counseling; 3). elderly posyandu; 4). home visit; 5) create certain event like *talk show*, gymnastics competition, healthy way and others.

If we look at the forms of politeness and services that are applied to public health center which implements "Santun Lansia", then normatively, the "Santun Lansia" program is devoted to providing *care service* to the elderly. This study will look at how the quality of "Santun Lansia" services organized by puskemas.

Research on the quality of health services has been done before. First, a study entitled "*Service Quality in Health Care Organizations: A Study of Corporate Hospitals in Hyderaba"* by PG Ramanujam loaded on *Journal of Health Management* 2011, Vol 13 No.2 SCOPUS DOI: 10.1177 / 097206341101300204. The results of this study indicate that the service guarantee has been superior. The dimensions of hospital reliability and responsiveness have been satisfactory. However, the dimensions of empathy, responsiveness, and reliability are still not in line with patient expectations. Second, research titled "Pengaruh Kualitas Pelayanan Puskesmas Santun Lansia Pada Kepuasan Pasien Lanjut Usia di Puskesmas Santun Lanjut Usia Kabupaten Bogor Jawa Barat" by Ambarani published in IJEMC 2014 Vol.1 No.1. The results of this study indicate that the quality of care services in health centers in the dimension *servqual* (physical evidence, reliability, responsiveness, assurance, and attention) have been perceived to have good enough implementation, even though the quality of service received has not met expectations. Third, a study entitled "*Service Quality in Health Care Centers: An Empirical Study"* by Sumathi Kumaraswamy which is listed on *International Journal of Business and Social Science* 2012, Vol.3 No.16. The results of this study indicated that the most important factors of service quality in public health center are physician, staff, and operational performance. Fourth, a study entitled "*Assessing healthcare service quality: a comparative study of patient treatment types "* by Don Hee Lee and Kai K.Kim which is listed on *International Journal of Quality Innovation* 2017, Vol 3 No.1. The results showed that the quality of care (type of treatment) affects the health measurement items.

The difference of this study with previous research is this research focus on health service for elderly living in urban area. From the background that has been mentioned previously, it is explained that elderly in urban have burden life more difficult than in rural, especially health problem.

2. Method of the Study

This research used descriptive qualitative method. Data collection was conducted in three ways: interview, secondary data, and observation field. The location of research Sidoarjo Public Health Center as the health center organizer of "Santun Lansia". The informants of this study were the elderly patient at Sidoarjo public health center.

3. Results And Discussion

3.1.Pervice Care Service "Santun Lansia" for the Elderly Community

According to Law No. 13 of 1998 on Elderly Welfare, it is explained that "the elderly is a person who reaches the age of 60 (sixty) years and above. The Ministry of Health of Republic of Indonesia (2006) groups elderly into three, namely: a). Virility (prasenium) which is the age of elderly preparation that shows the maturity of the soul (aged 55-59 years); b). Early age (senescen) which is a group of age that began to enter early age of elderly (age 60-64 years); and c). Seniors who are at high risk for suffering from degenerative diseases (age > 65 years).

To provide health services for the elderly, the Ministry of Health of the Republic of Indonesia established a program called "Santun Lansia". "Santun Lansia" service is a basic health service at public health center especially for elderly patient including promotive, preventive, curative, and rehabilitative services.

Sidoarjo public health center carries out "Santun Lansia" service by providing special services for elderly patients. One of the reasons for the implementation of pthe "Santun Lansia" service is due to the large number of patient visits elderly every day to public health center. The coverage of "Santun Lansia" service consists of promotive services, preventive, curative, and rehabilitative. Promotive services are implemented through health counseling at posyandu. There is also held "healthy music" event, which is a dialogue on health through musical performances. Preventive services are implemented with *check-up* elderly health and elderly gymnastics at posyandu. In addition, Sidoarjo Health Center also holds a "Healthy Elderly Gymnastics" which is held every year. Curative service is carried out by providing services in the health service clinic at the public health center. Meanwhile, rehabilitation services are carried out in poly and the provision of "Taman Batu" for foot reflexology massage.

3.2. "Santun Lansia" Service Qualities

Zeithaml, et al (1990) defines the quality of service "Service quality is the extent of discrepancies between customers' expectations and their desires." It means that service quality is the gap / discrepancy between consumer's expectations or desires with consumer's perceptions. Quality of service can be determined by comparing consumer's perceptions as the recipients of services to the services they receive with the services they want. If the service received is more than expected, then the service can be said to be qualified. If the received service is the same as expected, then the service is satisfactory. Whereas if the service is less than expected, then the service is not qualified.

Zeithaml, et al (1990) determine the five dimensions to assess the service quality namely: 1). *Tangibles:* the physical state of service providers such as building facilities, comfort, modern equipment, and officer's appearance; 2). *Reliability:* the ability of service providers to provide their services appropriately as per their service promises; 3). *Responsiveness:* provide prompt and precise service with clear information delivery; 4). Assurance: Guarantees and certainty in the service indicated by the competence of the officer; 5). Emphaty: giving genuine and individual attention.

The results of the research on the quality of services "Santun Lansia" in Sidoarjo public health center can be described from the following five dimensions:

A. Tangible

Facilities and infrastructure, such as queue number, poly room, and wheelchair, at Sidoarjo public health center for "Santun Lansia" service have been adjusted for elderly patients. There are also facilities such as *safety grip handle* on the wall all the way to the public health center building. In addition, there is a special toilet in the form of toilet seat and *safety grip handle* on the toilet wall. Furthermore, there is also

"Stone Garden" for foot therapy for the elderly.

The elderly patient's expectation of physical facility at public health center is the presence of a special waiting room for them. Although the number of queues and registration booths are reserved for elderly patients, the elderly still feel the need for a special seat for them to feel comfortable.

Figure 2: Toilet for elderly

B. Reliability

"Santun Lansia" program covers services such as promotive, preventive, curative, and rehabilitative. Promotive services are implemented through health counseling at posyandu. Preventive services are also implemented at Elderly Posyandu through activities such as *check-up* of elderly health, supplementary feeding, and exercise of elderly gymnastics. Curative service is in the form of healing services in elderly poly residing in public health center. Meanwhile, rehabilitative services are carried out in the form of consultation services in poly and the provision of "Stone Garden" for the purposes of foot reflection therapy.

The elderly patient's expectation of service coverage is the presence of special services for counseling. Elderly patients come to public health center sometimes because they want to complain and make friends to talk.

Figure 3: "Stone Garden" for elderly

C. Responsiveness

In providing services to the elderly, staffs give quick response when elderly patients need help. The staffs are patiently serving the question of "chatty" elderly or elderly patients who are often "confused" at the public health center. The staffs always inform elderly patients about the stages that must be taken to seek treatment at public health center. Starting from the queue numbering, registration counter, waiting room, checking poly, medicine taking, or laboratory check have all been well explained. Even elderly patients are also reminded to always take medicine and scheduled back to the public health center.

The elderly patient's expectation is that there is a special time for them to counsel longer. The problem of elderly patients coming to the public health center is often not because of physical illness but is more of psychological factors. Therefore, elderly patients sometimes come to the public health center for consultation.

D. *Assurance*

Staffs at Sidoarjo public health center already understand how to provide service guarantee to elderly patients. In providing services, staffs use the public

health center's motto "We Are Ready to Provide the Best Service for You" and the values of "CERIA" (Proficient, Empathy, Friendly, Sincere, Safe).

Elderly patients hope that they do not need to be in queue for too long. Nevertheless, elderly patients are aware that the cause of the length of time of the queue is due to the number of patients who go to the health center.

E.

Staffs have high empathy for elderly patients, such as pushing a wheelchair, guiding their way, or asking them what they need. In addition to providing services, they have used special communication to respect elderly patients. Javanese language is often used to communicate with some elderly. Even some elderly people are more comfortable to communicate by using Java language "ngoko / rude" to be make it more friendly between staff and elderly patients. Staffs are patient to give explanation to the elderly, such as how to take medication, check-up schedule, and other necessary information.

Elderly patients feel comfortable with the empathy given by staffs because the staffs have memorized the character of the elderly who have often been to the health center. Elderly patients feel very satisfied with the empathy given by the staffs. They feel calm and comfortable to seek treatment at the public health center because if there is any difficulty, staffs officer are responsive and able to understand them personally.

Fi g a

4. Conclusion

In general, the quality of "Santun Lansia" service at the Sidoarjo public health center is good. The most powerful thing that affects the quality of service is the empathy given by the staffs to elderly patients. The personal attention given by the staff to patients makes them feel comfortable and satisfied with the services provided by the public health center. Although there are still several things to be improved from the tangible dimension (waiting room is required for elderly); reliability and responsive (counseling service is required); assurance (short waiting time is required), but it can be concluded that elderly patients feel comfortable and satisfied with the services provided by Sidoarjo public health center as the organizer of "Santun Lansia".

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Development of Corporate Social Responsibility and Community Development Model on Vulnerable Society for Improving Quality of Life

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Abstract:

Corporate social responsibility and community development programs have become mandatory for all corporations after the enactment of Law no. 40 Year 2007 regarding Limited Liability Company. Especially for the mining and oil and gas industries, the program has a strategic position to build reciprocal relations between corporations and stakeholders. Success or failure of this program can also determine the "social validity" of the corporation. The problem to be answered in this research is how the development of CSR and CD model on the vulnerable community to improve the quality of life. This is based on the condition of exiting in most companies there are problems in the management of CSR and CD on the vulnerable community to improve the quality of life. Facing such problems need to develop CSR and CD models on vulnerable communities for improving the quality of life. This research is very important because through this research can be developed CSR and CD model on the vulnerable community to improve the quality of life. The implication of this research is to address the problem of corporate participation in improving the quality of life of vulnerable communities through CSR and CD programs. The virtues of this research include improving the health-care management system of the poor, furthermore being used as policy advice, regulatory development and local government preparedness policy models through CSR and CD models in vulnerable communities for improved quality of life. This research is descriptive qualitative research. Methods of data collection conducted with in-depth interviews, respondents from the community, observation and documentation. The research location was chosen by Ujung Pangkah Subdistrict, Ngimboh Village, Banyuurip Village, Pangkah Kulon Village and Pangkah Wetan Village and Manyar District, Manyar Rejo Village, Manyar Sidorukun Village and Manyar Sidomukti Village, Gresik Regency. The reasons for choosing the location of Ujung Pangkah Subdistrict and Manyar Sub-district are the vulnerable community that become partners in CSR and CD program of PT KKKS SAKA Indonesia currently managed by KKKS Saka (Indonesia-Pangkah) Ltd. Analysis of this research data using qualitative data analysis techniques follow Miles and Huberman. The result of the study is that the Model submitting the program budget to the target group for self-expenditure as required in the proposal will indeed shorten the execution time although it is prone to deviations. However, this model is a model desired by the community. They feel di-people because they are trusted to spend things. The budget spending model by purchasing the needs of the target group in accordance with the proposals received will indeed be more "accountable" and minimal potential deviations. Pangkah Wetan Village and Manyar District, Manyar Rejo Village, Manyar Sidorukun Village and Manyar Sidomukti Village, Gresik Regency. The reasons for choosing the location of Ujung Pangkah Subdistrict and Manyar Sub-district are the vulnerable community that become partners in CSR and CD program of PT KKKS SAKA Indonesia currently managed by KKKS Saka (Indonesia-Pangkah) Ltd. Analysis of this research data using qualitative data analysis techniques follow Miles and Huberman. The result of the study is that the Model submitting the program budget to the target group for self-expenditure as required in the proposal will indeed shorten the execution time although it is prone to deviations. However, this model is a model desired by the community. They feel di-people because they are trusted to spend things. The budget spending model by purchasing the needs of the target group in accordance with the proposals received will indeed be more "accountable" and minimal potential deviations.

Background

Economic development in the province of East Java from year to year shows a very rapid development. The economic structure of both the eprimer, secondary and tertiary sectors can contribute significantly to the formation of economic structures in East Java. Although economic growth has been able to exceed national standards, there are still many issues to be solved, especially concerning the involvement of private parties in helping to solve the nation's social problems, such as poverty, basic education, economic and community empowerment for the poor.

Particularly in Kabupaten Gresik, industrial sector contributions have boosted economic growth and gross regional domestic product of Gresik Regency which shows higher than East Java. Gresik economic growth reached 6.88 percent higher than East Java's economic growth of 6.11 percent. Despite the reality of many industries in Gresik Regency and is able to contribute to gross regional domestic product which is quite high and exceeds the province, the reality of poverty and the welfare of the people in the region is still very concerning.

Along with this, in fact many poverty reduction programs tend to focus on the delivery of social assistance for the poor as a compensation program for the removal of subsidies. These programs include the distribution of rice for the poor, social safety net programs for the poor, direct cash assistance and so on. In the long term, such efforts are widely viewed as it would be difficult to resolve the problem of poverty in the long run, because the nature of the aid is not to empower, but will retain dependency.

In the context of the process of organizing the state, there are three important institutions that are actively involved and linked to each other. The three institutions are: state, private, and civil society. These three parties act as actors in the social, political, and economic dynamics of a country. Overcoming poverty, currently is no longer the only task of the state, but also requires support from two other institutions such as private sector through corporate social responsibility program. The high performance of corporate social responsibility and community development programs is not a guarantee of the good relationships of corporate stakeholders, but from this performance it is seen how commitments, policies and corporate actions towards their stakeholders or especially to nearby communities.

In line with the commitment of private sector, Upstream Oil and Gas Business Activities Kkks. Saka Indonesia Pangkah Limited (KKKS SAKA Indonesia- Pangkah), which is currently operated by KKKS Saka (Indonesia-Pangkah) Ltd, has been trying to accommodate the demands and needs of trying to run CSR and CD programs from 2010-2017 in Ujungpangkah and Manyar Sub-district. The goal of CSR and CDs in the region is to help empower local communities through simultaneous training in economics, health and education. In the context of program management, the implementation of CSR and CD does not just stop at the level of planning and implementation, but will involve aspects of the evaluation activities of the program to assess the extent to which the program has a benefit value for the local community or the wider community.

This research is very important, because with this research can know the extent of community assessment (selected target groups and other target groups) on the relevance of the program to the needs of the community; find out how far the community's assessment of program efficiency levels. find out how far the community's assessment of the program's effectiveness in answering the program's objectives, Knowing how far the community's assessment of the benefits and impacts of the program for the broader target group and community Know the

extent of community appraisal to the program's programmatic level if no more funders are available. This is a strategic step toward solving the problem of decentralization policy to develop a health service management system for the poor through CSR program. Based on the above background formulated research problems as follows (1) How the success rate of CSR program and CD KKKS Saka (Indonesia-Pangkah) Ltd ?; (2) How to Model Corporate Social Responsibility and Community Development on Vulnerable Communities for Improving Quality of Life at KKKS Saka (Indonesia-Pangkah) Ltd?.

Research Methods

This research uses qualitative research approach. Qualitative research is considered appropriate to be used in research on the development of corporate social responsibility and community development models in vulnerable communities for the improvement of quality of life. This type of research selection argument is based on several things among which the researcher first conducted a research on the natural background or the object as a whole, thus describing the object in accordance with reasonable conditions.

In qualitative research, according to Ian Dey (1993) has a multicultural perspective, among others: a language perspective approach, descriptive / interpretive approach and a perspective approach to the development of theory .. Each of these approaches can be viewed and assessed as the strength of qualitative approaches in enriching the method of analysis used in explaining social phenomena that have different characteristics so that the results of his research can be unified, sensible and reliable and can even be a coercion. To support that, according to Miles (1992), must involve also the regularity, thoroughness, firmness and clarity. Along with this, an effort to answer the various ways qualitative research is, then in the case of this study, has prepared a perspective of research logic framework to construct from which researchers should start, with what research should work, which direction to go, what type of analysis which will be used and appropriate for this situation and what outcomes may be obtained.

The research location was chosen by Ujung Pangkah Subdistrict, which is Ngimboh Village, Banyuurip Village, Pangkah Kulon Village and Pangkah Wetan Village and Manyar District, Manyar Rejo Village, Manyar Sidorukun Village and Manyar Sidomukti Village, Gresik Regency. The selection of these locations based on the two sub-districts is a vulnerable area that became the target group of CSR and CD KKKS Saka (Indonesia-Pangkah) Ltd..

The research analysis unit is the policy and program of CSR and CD KKKS Saka (Indonesia-Pangkah) Ltd to the vulnerable community for the improvement of the quality of life. Through this analysis, a model of corporate social responsibility and community development will be developed for vulnerable people to improve the quality of life.

This research is descriptive qualitative research. Understanding qualitative research can be interpreted as research that produces descriptive data about oral and written words. Descriptive research selected researchers to answer questions about the what, who, why, where, when, and how the object of research.

Methods are an important part of the evaluation process because the validity of the evaluation results is determined by this evaluation method. But in addition to the evaluation method, the integrity of the evaluator as the implementing actor is crucial to determine the validity of the evaluation results (Denzin & Lincoln, 2000). There are several important principles that need to be emphasized, ie objectivity / reality-based and neutrality / impartiality. To achieve objectivity and neutrality required integrity of the evaluating actors. Often operational

evaluation instruments are developed by evaluators, ranging from data collection, weaning and data selection, data presentation, to final conclusions, so that the integrity of actors strongly determines the overall evaluation results. The final conclusion of the evaluation may be different if the implementing actor has an interest in the evaluation result. Therefore, it is highly recommended that the evaluation work be done by a third party, not by program implementers or donors or donors. With its position as a third party assumed to have no interest the evaluator can conduct evaluations in a neutral, objective and value-free manner.

Moreover, the results of the evaluation will be more acceptable to the public if done by institutions or actors who can be trusted integrity. Today, a strong and credible institution that is acceptable to all parties (high legitimacy) in assessing CSR programs and corporate CDs is practically very limited. Therefore, in the evaluation of CSR and CD programs as well as the academic work, the integrity of the evaluation practitioners determines the validity and trust level of the parties to the overall evaluation result.

The method of CSR and CD program evaluation work is in principle the same as the method of applied research work (Wartick, 2002). The accuracy of choice of method type and how to choose the right procedure or step of work will greatly determine the overall evaluation result. That is, the results of the evaluation can only be ascertained its validity if it is guaranteed by the right research method and done with scientifically correct work processes. Determination of the correct method will ensure that the data collected, processed, analyzed and presented is accurate because it is done in an appropriate manner in academic size (CSRM, 2005; CSRM, 2007). Therefore, in presenting the program evaluation report is very important explained how the working method used. The choice and accuracy of work methods in program evaluation will ensure "appropriateness" or "fit for purpose" of the overall evaluation (Denscombe, 2003)

In order to collect data and information effectively and efficiently done with the stages of in-depth interviews, questionnaires, observation and documentation. The implementation of data collection in the field is regulated through the following strategies, (a) informant determination by purposive sampling (for key informants) and snow ball for informant development, (b) interviewing informants, (c) making notes, (d) asking descriptive and structural, 5) conducting interview analysis, (e) making domain analysis, and (g) writing research reports.

This Evaluative Research Assessment applies observation methods, surveys conducted by using questionnaires and in-depth interviews. Observation method is done to get an idea about the result of program / activity of CSR and CD.

The examination of the validity of the data in this study used triangulation techniques of data sources, carried out by: (a) comparing observational data and interview results, (b) comparing what people said in public with what was said personally, (c) one's perspective with the opinions and views of others, (d) comparing the results of interviews with the contents of the document.

This study uses qualitative data analysis techniques following Miles and Huberman (1992: 15-21). This analysis consists of three paths: (a) data reduction, defined as the selection process, focusing on simplification, abstraction and transformation of coarse data arising from written notes in the field, (b) Presentation of data is done by using text form narrative, (c) conclusion. The data obtained by exposure and interpretation in depth.

Principles of Corporate Social Responsibility

Conceptually the implementation of Corporate Social Responsibility program can not be separated from how a company, especially State Owned Enterprises apply

the principles of Corporate Social Responsibility. The principles of the implementation of Corporate Social Responsibility programs, among others (1) Sustainability, (2) Accountability, and (3) Transparency (Crowther David, 2008).

Principles of Sustainability. In general, sustainability is a principle of implementation of corporate social responsibility program on how the program with the existing resource capability continues to increase and remain on the side of the community as the target of the program. Commitment is the ability and willingness to align personal behavior with the needs, priorities and goals of the organization. In addition, the participation or involvement of the Community in the planning and implementation process of CSR and CD is considered to be a critical point and be a crutch to the realization of the continuity of CSR and CD program itself.

Accountability Principle. Accountability in the implementation of the CSR program is an effort of the company to remain open and responsible for all activities that have been done in the planning and implementation of CSR and CD. There are three things that can be used to assess accountability, namely (a) Community Assessment Means; (b) Implementation Information; (c) Social Audit. Principle of Transparency. Transparency is an important principle in running a program. The principle of transparency is very tangent to the financial information and accountability reports to all parties either internal or external. Usually in the implementation of CSR and CD programs, the principle of transparency is more tangent to measurable financial reporting mechanism and utilization of Financial Audit.

Concept of Evaluation of Corporate Social Responsibility and Community Development

Kotler and Lee (2005: 3) state "corporate social responsibility is a commitment to improve community well-being through discretionary business practices and contributions of corporate resources". Furthermore, the World Business Council for Sustainable Development describes that "corporate social responsibility as 'business' commitment to contribute to suistanable economic development, working with employees, their families, the local community, and society at large to improve their quality of life". (Kotler and Lee 2005). Understanding CSR is a commitment to improve the welfare of society through discretionary business practices and contributions from company resources. Discussing CSR evaluation needs to be described in terms of evaluation.

Understanding the evaluation is often confused with other similar concepts such as monitoring or appraisal. In practice, the whole concept is indeed closely related, but it will be different if it is related to the substance to be measured. Conceptually Dale (2004) distinguishes these concepts. Evaluation is an attempt to assess the overall results of a development activity or program. The concept of monitoring will be more specific focus on the assessment of certain things such as circumstances inter-time when the program is still in the process of implementation. If defined, evaluation is an attempt to assess the performance of a particular program or development activity, "... assessing the value of ...". Assessing the outcomes or achievements of activities can be either project or program activities, either in the middle or at the end of the program. The main purpose of conducting an evaluation is to ensure that the program is running as planned and in accordance with the final goal to be achieved. Therefore, the main variables that need to be assessed in the evaluation refers to the program or project objectives variable and then measure how far the program's achievements are based on the intended indicators. Monitoring is the only moment-specific assessment of an ongoing program

or project, "frequent assessment of output or outcome ..." (Dale, 2004).

While monitoring is an ongoing assessment of an ongoing project or program, it can be quarterly, semester or yearly, to ensure implementation and resource allocation run as planned and scheduled. Appraisal is an assessment of a proposal or proposed activity, can be a project or a program, to agree whether the proposal is feasible to be judged both from inputs and the possibilities of outcomes.

Evaluation of Corporate Social Responsibility and Community Development

In relation to the concept of evaluation, there are three different forms of evaluation, namely formative evaluation, summative evaluation, and empowerment evaluation (Dale, 2004). Formative evaluation is an assessment to improve the performance or performance of the program, usually done when the program is still or is running. Evaluations like this are mostly done in the middle of the program, intended to ensure that the program runs according to plan and schedule so that objectives can be achieved on time. Summative evaluation is an evaluation at the end of the program to ensure that the program runs successfully or fails according to program objectives. Assessment of this kind is necessary to ensure that if the same program is implemented elsewhere in the same relative context it will achieve the same level of success. Therefore, in summative evaluation, the assessment is done thoroughly against the elements of planning and objective variables to be achieved. The third form, empowerment evaluation, is an assessment of the success rate of activities or programs according to "empowerment" measures, such as capacity building, organizational capacity, awareness raising and other aspects related to the concept of empowerment.

With the purpose of such a program, the assessment of program outcomes is different from other forms of evaluation, ie assessing the extent to which the beneficiaries' "independence" level if the program is fully implemented. The different forms of evaluation are also determined by how the program approach (CSR and CD) is used. Because different approaches to the program are influenced by perspectives and approaches, interests and objectives to be achieved, then evaluation of the success of the program should refer to that aspect. The success rate of the program according to the locality development perspective, for example, will be different from the social action and social planning perspective (Botes and Rensburg, 2000; Gunn & Hazel, 1991).

Since the purpose of the program according to the locality development perspective is to develop by increasing independence, the measure of success is the degree of "independency" of the community or community towards external assistance and intervention. Meanwhile, according to the social action perspective, the objectives of CSR and CD programs are to make social change, improve the bargaining position of communities or communities against other institutions so that the measurement of program success will be emphasized at the level of "empowerment" achieved by the community. According to this approach, the form of evaluation that is often used is a form of evaluation of empowerment by looking at how community capacity building in development or even social movement independently.

In the social planning approach, the main goal to be achieved is to solve certain problems in society, such as poverty, education, health or the like. For that purpose, the success of the program is seen from how far the degree of problem solving can be achieved, so the relevant form of evaluation used is the form of formative and summative evaluation. Because CSR and CD program approach refers more to social planning, the form of program evaluation that is mostly done is formative and

summative. Formative evaluation is intended to assess program performance in accordance with the plan, while summative is used to ensure that the program can be applied elsewhere. Briefly it can be concluded that the form of evaluation used to adapt, both the content and the method with the program approach used because each approach has a different mission and work strategy.

If more sharpened, formative and summative form of evaluation can be further elaborated by looking at the objectives or achievements to be achieved in the planning document. This goal or achievement can be seen in each indicator. Ideally, the goals and indicators of program success are listed in the planning documents, but most CSR and CD programs do not include success indicators, and many corporations do not have CSR and CD planning documents. If this is the case then before doing the evaluation first should be developed indicators and measures.

Structurally, evaluation of the overall success of the program can be sorted out in the process stage, from realistic immediate objectives (outcomes) to more indirect levels such as impacts. With this framework can be evaluated from the level of goal objectives to the level of development objectives. At the intended level, the evaluation is performed on the output or output of the program directly, whether the output is in accordance with the planned or not. At the immediate (immediate) level, an evaluation can be made of changes that are directly and manifestly identifiable (direct change). This direct-change planning model is often referred to as outcome (Maignan & Ferrell 2004).

At the level of effects, evaluation can focus on the form of further changes in outcomes, whether and how much the program affects other aspects or circumstances. Finally, the overall evaluation of the program can be seen from the impacts, ie the overall impact of the program on the state of society to be built. With such a graded assessment, it can be seen to what extent the success of a program. But the main disadvantage of this way of assessment is that not all program planning documents provide indicators, meaning indicators of outputs, outcomes, effects and impacts, must be constructed by assessors prior to evaluation. If this happens the bias can occur because the evaluator does not always understand the "soul" of the program planning in question and only looks at the goals and final achievements of the program only. There may be "hidden agendas" that actually exist in the program but are not revealed in the evaluation.

Models of Corporate Social Responsibility and Community Development in Vulnerable Communities for Improving Quality of Life

In the mining and oil and gas industries, CSR and CD programs are becoming increasingly important nowadays in line with stronger attention to extractive industries, both for environmental conservation reasons and for other reasons such as human rights and protection of the economic and political rights of local communities Sharma, Pablo, & Vredenburg 1999). The relatively "bad" image of the mining industry in the perceptions of non-governmental organizations (NGOs), particularly the environment, is an important consideration as to how corporations are constantly working to improve their image. More specifically, it can be seen that policies, organizations, programs and strategies, budgets and communications between departments within the corporation are adequate for the development of CSR and CD programs addressing increasingly complex business challenges (Ife, 1995; Ife and Tesoriero, 2003).

In a model there are several concepts of thought that form a major part of a particular theory. In other words, a model is often the practical form of a

theory; as a kind of "translation" theory that can be directly used in a particular study. Brooks (1989) was one of the proponents of the use of what he called the "scientific models". He thinks the model is a mental framework that can be used in experiments. In this research we will develop a model of community participation strategy in preparing a responsive, transparent and accountable village fund allocation through scientific model approach.

Implementation of Corporate Social Responsibility Program

The existence of KKKS Saka (Indonesia-Pangkah) Limited hereinafter called KKKS SAKA in the midst of the 4 (four) villages in Ujung Pangkah and 3 (three) villages in Manyar gives its own color to the dynamics of social life, culture and economy of society. The exploration activities of KKKS Saka in Ujung Pangkah started in 2002 while exploitation activities began in 2007 until 2017. Since the beginning of existence of KKKS SAKA in the community have a relationship that is getting better and better. This is at least characterized by public acceptance of the existence of operations conducted by KKKS SAKA, both offshore and onshore.

Since 2002 KKKS SAKA has been working on CSR in Ujung Pangkah. One of its activities is to encourage the growth of community organizations that are expected to become partners of KKKS SAKA in the planning and implementation of the CSR. Among the community organizations that have been assisted by KKKS SAKA are BPMU, POKJA and Joint Business Group (KUB). There are many valuable experiences of the initiation process and facilitation of these institutions. The difficult choice made by KKKS SAKA in determining the program target group should ultimately be taken, with due consideration:

a. The lack of confidence that the village administration and its subordinate organizations can guarantee public participation in the planning, implementation and oversight of the CSR program, and the arrival of 'assistance' to the community according to the quantity and quality provided by KKKS SAKA.

b. Existing community organizations, generally based / religiously-based and / or affiliated with certain political organizations. There are fears that CSR runs impressed only belongs to a particular group, or is claimed to be related to certain religious groups and organizations. Along with the reality, finally KKKS SAKA initiated the emergence of community organizations as CSR partners, which gave birth to BPMU and POKJA. But both are also not able to play the role as expected by many parties (which basically there are differences of interests and expectations on the role of POKJA itself).

In order to follow up the CSR and CD program, KKKS SAKA together with the community has conducted a community needs assessment or Community Needs Assessment. In general, the study has some conclusions as follows:

a. environmental quality in Ujung Pangkah has decreased,
b. the declining level of community welfare especially related to fish catch area.
c. the level of community education is low (elementary and junior high);
d. environmental sanitation is less than eligible;
e. the average economic condition of the community is low;
f. there is a high gap between the number of rich families and poor families

Along with these results, efforts have been made to intervene the program conducted by KKKS SAKA through community development program with four program components, namely:

1. Physical Program, which includes:
   a. repair of public facilities such as village roads,
   b. Drainage,
   c. manufacture of clean water facilities,

d. making tomb wall.

2. Economics programs include:
   a. assistance to fishermen to establish Joint Business Group;
   b. assistance to youth to form a Joint Business group;
   c. the assistance of saving and lending group.

3. Educational Program, covering several programs namely:
   a. entrepreneurship training programs for youth and fishermen,
   b. skills training programs (in collaboration with APS and BLK),
   c. teacher training programs, school principals and school committees (3 year program);
   d. scholarship program.

4. Health Program which includes, among others:
   a. training of posyandu cadres;
   b. assistance of Posyandu;
   c. medical equipment for puskesmas

In order to continue the implementation of CSR and CD programs, the KKKS SAKA together with the universities and local institutions have implemented CSR and CD programs that are divided into four major themes namely:

1. Improvement of Capacity for Implementation of Character Education in Senior High School in Manyar and Pangkah areas. In this field of education activities, consisting of continuous activities carried out between one activity with other activities as follows:

a. Socialization of Education Program,
b. The trainings, which consist of:
b.1. School Management Competency Based Competence,
b.2. Character Learning Kit for Teachers,
b.3. Library Management.
c. Providing support for learning support and improvement of library management, such as:
c.1. A set of computers equipped with library management software;
c.2. The textbooks and advocates proposed by each school.

2. Healthcare Training for Healthy House Clinic Team and Family Doctor's Health Service. In these health activities, it consists of various activities, including:

a. Socialization of Health Program,
b. The trainings are divided into two periods:
b.1. First Period: Family Physician Training I, with the aim of providing basic understanding and training on the concept of Healthy House and the role of Family Doctor,
b.2. Second Period: Family Physician Training II. with Evaluation and Advocacy materials for the empowerment of health personnel and the community.
c. Providing support for development and health services " Healthy Home Clinic ", in the form of:
c.2. A set of computers equipped with software management " Healthy Home Clinic ",
c.3. Medicines and health support facilities selected by the Doctor of the Development of the "Healthy Home Clinic" from the list of needs submitted by each Mabarot.

3. Revitalization of Business Group Together with Fishermen and Ponds in Pangkah Sub-district of Gresik Regency. In this activity, consist of:

a. Socialization and identification of KUB, 2)
b. Socio-Economic Training with the theme "Organization and Islamic Entrepreneurship in Harmony"
c. Assistance

From the CSR and CD programs conducted by KKKS SAKA and accompanied by educational institutions and local institutions, it can be concluded the response of the target group, among others:

1. Education Program, among others:
a. The participants of the training on the Education Program, both the Competence-Based School Management training, the Character Learning Kit for Teachers, as well as the Library Management, were

generally satisfied, felt they gained useful new knowledge, and were able to improve their skills in school management, develop Syllabus, Learning Development is characterized, and makes a learning model or learning method of character, and good library management;
b. Participants expect further training with longer duration because the mastery of the material from this training is still general and not yet focused on the specific problems faced by the participants or the subjects they are receiving.
c. In terms of providing support for learning in the form of books and computer facilities for school libraries, although felt great benefits and with the value of book money money equal to each school, but some schools are still more need the help of other library physical facilities such as bookshelves, more convenient library space, or computers to support learning.

2. Health Program, namely:
a. The trainees gain knowledge on the direction of national health insurance in addressing the model of health services for individuals and the management of health services by Family Doctors and the model of "Healthy Home Clinic" which has the principle that preventing the occurrence of disease or if it has been attacked by disease does not need hospitalization. The "Family Home Clinic" Model Family Doctor is a model of disease prevention because every family gets consultative services for the symptoms of perceived illness.
b. The trainees gain knowledge on how to get funding in the membership of health insurance and prepaid health services. One way is to aim for a "captive market" (a market that is clearly available / available to serve).
c. Participants have an understanding of the importance of communication, information, and education that is good and true about health for the community. Each member of the health team must have good communication skills that are appropriate to the culture of the targeted community. In this session the basic communication is given so that the health team has good communication skills.
d. Participants are able to increase their creativity in delivering effective health communication with the cases provided by the presenters. The trainees believe that this approach can bring the health care team closer to the community making it easier for the healthcare team to provide health services to the community.
e. Participants have knowledge of the medical record model software. The health services begin to record the patient, the type of illness, the drugs used, to see the availability of the drug and when to repurchase and be able to detect comprehensively about the standardized health services process including the need for medicines and financial management.

3. Socio Economic Program, among others:
a. The Islamic approach to "Organizational Training and Entrepreneurship in Harmony" was received by participants enthusiastically listening to the material delivered given there were some pesantren in Ujungpangkah area.
b. Trainees have gained new insight into organizations and entrepreneurship. For KUB management can apply organizational science and entrepreneurship to progress KUB in Ujungpangkah.

The provision of assistance based on the results of the identification of the conditions of each KUB and followed up with intensive dialogues to determine the type or form of assistance that best suits the needs of KUB, as well as an educational step for beneficiaries to become more independent.

Conclusion

The success rate of CSR and KKKS Saka (Indonesia-Pangkah) Ltd CSR program can be concluded moderately, meaning that some of the output is achieved but there are also some that the output target has not been achieved yet. The KM and KUP communities are characterized by a coastal

agrarian that lives in harmony with the activities of the industrial community, so that cultural inequality can occur. The cultural gap and the daily history of its relationship to industrial activity have led to a very wary attitude towards the entry of third parties (NGOs and consultants). Some people consider CSR as a project that should make money for the person, not the goods for social needs. The amount of CSR funds is considered to be less significant for community needs,

The Corporate Social Responsibility and Community Development Model on Vulnerable Society for Improving Quality of Life at KKKS Saka (Indonesia-Pangkah) Ltd is topdown. The CSR / CD model implemented by Hess has adequately humanized the citizens' position, but is still misunderstood by citizens. All forms of CSR and CD programs are created, implemented by consultants, the community receives only the results of programs such as improving the homes of the poor, rural roads and others.

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The Influence of Internal Organizational Politic and Job Satisfaction on Health Care Service Quality In Regional Hospital of Padangpanjang City

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Abstract:

The aims of this research were to see the influence of internal organizational politic and job satisfaction on service quality in Regional Hospital of Padangpanjang City, partially and simultaneously. These aims were approached by associative-quantitative method. The population of this research was all 404 medical and non-medical employees in this hospital. The sample was counted by using slovin formula with 5% error rate and was taken by proportionate stratified random sampling technique. The number of the sample was 201 respondents. The data were taken by a valid and a reliable questionnaire and were analyzed by using multiple regression technique. The result showed that: (1) there was negative influence of internal organizational politic on service quality; (2) there was positive influence of job satisfaction on service quality; and (3) there was influence of internal organizational politic and job satisfaction on service quality in regional Hospital of Padangpanjang City simultaneously.

INTRODUCTION

General hospital is a health care service provider that carries out health care service in plenary such as inpatient, outpatient, and emergency services for all types of diseases. Regional Hospital of Padangpanjang is a government hospital located in mountain area with clean and fresh air. Regional Hospital of Padangpanjang is not just a treatment destination for Padangpanjang citizens but also for other citizens from neighboring disctricts such as Tanah Datar Regency, Padang Pariaman Regency, Bukittinggi City even citizens from Riau and Jambi Province. Unfortunately, there are still problems occurred in the hospital related to the internal organizational politic and job satisfaction that might influence the service quality prvided by Regional Hospital of Padangpanjang.

Internal Organizational Politic (IOP) is basically focused on the use of power to influence the decision-making process, or focused on self-serving behavior (Robbins & Judge, 2008). Lanin (2010) found that IOP was an independent variable and influenced citizen satisfaction for 0.7%. Behaviour such as forming a coalition and 'menjilat' is usually considered as an effective management behavior. In fact, an effective management behavior might not be political even the

employee is urged to be loyal and facilitate team work (Robbins & Judge, 2008).

Based on information collected on December 24th, 2016, we found that assessment of medical service was done unjustly by the official in charge. Nurse who has close relationship with the official will receive high score, while the others will receive lower despite their good quality works. The high medical service assessment should be given to the employee who shows a good performace political game within the organization. This kind of political game can obstruct the hospital activities in delivering health care service and to make employee depressed. Faye and Long (2015) also found that IOP can decrease the employee satisfaction because the high IPO score will lower the employee productivity and delivered service quality.

Furthermore, Purpora and Blegen (2014) defined job satisfaction as employees' attitude toward their jobs. Danang (2014) also stated that job satisfaction was the employees' pleasant emotional state or not about their works and how they see the works. If the employees' needs are fulfilled adequately, they will be satisfied and vice versa. The unhappy employees will affect the healtch service delivery negatively. Research related to the influence of internal organizational politic and job satisfaction on service quality is still needed. Study about the correlation between job satisfaction and other factors such as retention, reward, employee commitment are abundant, but there is limited information about the relationship between job satisfaction and service quality (Piriyathanalai and Muenjohn, 2012). In other hand, the study about the relationship between internal organizational politicand other variables such as job satisfaction and stress has been done a lot (Goodman, Evan, and Carson, 2011; Gull and Zaidi, 2012), yet further study related to its relation with service quality is needed. From all problems stated, we conclude those problems into "is there a significant influence of IOP and job satisfaction on health care service quality in Regional Hospital of Padangpanjang partially and simultaneously?"

THEORETICAL FRAMEWORK

1. Service Quality

Lijan (2006) said that basically service quality is referred to two basic understandings; (1) quality consists of product feature, whether directly or attractive feature that meet customer needs and give the customer a sense of satisfaction; (2) quality consists of 'error-free product' feature, while service quality is a dynamic condition in the form of goods, services, processes, and humans where quality assessment is examined during the service delivery processes.

Parasuraman et al. (1990) suggested five dimensions of service quality; (1) Tangible. Tangible in health care service is about the appearance of physical equipments, modern facilities, neat and clean employees, and clear information that provided for the patients; (2) Reliability in health care service is medical officer ability to perform a service ontime, accurately, and complies with the standard. Reliability is considered as the most important indicator for the patients because the nature of service product is nonstandardized output and it also depends on the human activity. So it is difficult to expect a consistent product; (3) Responsiveness in heatlh care service is the medical officer ability to help the patients and the readiness to serve the patients. This dimension is the most dynamic because patient expectation on quick service is increasing inline with technology and economy development; (4) Assurance in health care service is related to the medical officer' knowledge, politeness, and trustworthiness. The fulfillment on those aspects will make the patient feel risk free; (5) Emphaty in health care service is closely related to the concern, convenience, and attention shown by the medical officer to the patient.

Lanin (2010) conducted a research where he found service quality

determinants namely delivery, timeliness, information provision, professionalism, staff attitude, public manager role, and internal political organization. Each determinants influenced the basic need service (education, health care, and social) in Padangpanjang City.

2. Internal Political Organization

Internal organizational politic (IOP) is a power owned by the organization, the leader, the employee that is used to influence people within the organization in order to fulfill his/her own interest and to form a small group, compete with each other, to influence the decision making process and give advantage to those small group inside or outside the organization such as political parties and lobby groups. Those actions deviate from the real organizational goals. IOP indicators used in this research are; (1) goals of particular people; (2) partial; (3) political pressure; (4) competition of small group within the organization; (5) interest deviation; and (6) unclear task distribution (Lanin, 2010).

Previous research about IOP suggested that IOP within the organization can lower the job satisfaction and employee performance (Robbins and Judge, 2015). Low job satisfaction will affect productivity and service quality (Gunawan and Santosa, 2012; Faye and Long, 2014). Furthermore, Lanin (2010) dia a research about The Effects of Bureaucracy Internal Politics Towards Citizen Satisfaction and he stated that, "as such, the independent variable of organization internal politics contributes to 0.7% of the dependent variable citizen satisfaction in relation to the public services provided by Padangpanjang municipal government". As stated before, study related to the influence of internal organizational politicon service quality is limited. Thus, we propose the hypothesis as followed:

H1: Internal organizational politicinfluences service quality negatively.

3. Job Satisfaction

Job satisfaction is feeling of pleasure or displeasure, satisfaction or dissatisfaction, shown by a person in the workplace that can be assessed with indicators such as salary, promotion opportunities, supervision style, workplace environment, co-worker, and the job itself (Luthan, 2010). Millan et al. (2013) defined job satisfaction as "the degree to which people like their work, and it is usually determined by self-reported information".

Luthans (2010) suggested few indicators to assess job satisfaction, nemely; (1) Salary. Salary is recognized as a very significant factor in job satisfaction (Terera and Ngirande, 2014; Syamsuddin, 2015). Enough salary is not only helpful for the employee to fulfil his basic needs, but also to give them such pleasure after doing the best in the workplace. An employee sees salary or reward as the reflection of how the organization appreciates their contribution to the organization; (2) The job itself. An employee might apply for the job because he likes the job, or maybe he was forced to apply because of the high job seeker competiton. Those reasons of why he chose the job influence that employee satisfaction in the workplace. Furthermore, if an employee is assigned to a job that he is not able to do the job, it psychologically affects the employee satisfaction; (3) Co-workers. Co-worker is a part of the work team which functions as source of support, convenience, and help in the work place. The relationship with the co-worker itself has two concepts; the leader-member relationship and co-worker interaction (Lin and Lin, 2011). A good communication and coordination with other co-workers eases the employee to finish a job. Lin and Lin (2011) found that co-worker relationship itself has a positive influence on job satisfaction; (4) Supervision style. In another research, supervision style was suggested to be the most powerful dimension of job satisfaction (Piriyathanalai and Muenjohn, 2012); (5) Promotion opportunities is likely to have different influence on job satisfaction. It

happened because promotion can be given in many different ways such as by the seniority or by the performance. Promotion opportunities can given by the organization to an employee as a reward because by giving the employee a promotion, they can increase the rank, responsibility, and compensation package (Malik et al. 2012); (6) Work environment gives a significant effect on job satisfaction. The good design of work environment will ease the employee to do the tasks even can be more effective and eeficient. Physical feature and design of a workplace have been proved as a significant organizational factor that affects employee performance and job satisfaction (Fassoulis, and Alexopoulos, 2015).

Previous studies related to the influence of job satisfaction and service quality has been shown by few researchers. Wuryandradi (2014) in his research suggested that the coefficient of job satisfaction on service quality was 0.238. Sukotjo (2011) found significant influence of job satisfaction on service quality with loading factor amounted to 3,097. Other researchers also found the same; job satisfaction significantly influenced service quality (Khan, et al. 2011; Purnamasari, 2017). Furthermore, Inuwa (2015) found that a satisfied employee is an employee who receive a fair treatment from his superior and that positive attitude significantly influence the service quality, meanwhile the others suggested reward as the crucial dimension of job satisfaction that can determine the quality of service provided by the organization (Terera and Ngirande, 2014; Syamsuddin, 2015). Thus, we proposed hypotheses as followed:

H2: Job satisfaction influences service quality positively.

H3: Internal organizational politic and job satisfaction simulateneously influence service quality

RESEARCH METHOD

This research is an associative-quantitative research. Population in this research is all medical and non-medical officer in Regional Hospital of Padangpanjang amounted to 404 officers. The sample was counted by using slovin formula with 5% error rate which amounted to 201 officers. The sample was taken by using proportionate stratified random sampling technique. Data in this research were collected by using a questionnaire that has passed validity and reliability test. The data then were analyzed by using simple and multiple regressions to prove the proposed hypotheses in this research.

RESULT AND DISCUSSION

The result of this research showed that IOP variable negatively influenced service quality, meanwhile tha job satisfaction variable positively influenced service quality in Regional Hospital of Padangpanjang. The result can be seen in Table 1 below:

Table 1 Simple and Multiple Regression Result

Model	Adjusted R^2	Coefficient	Significancy
Internal organizational politic on Service Quality	14,7%	-0,177	0,000
Job Satisfaction on Service Quality	23,7%	0,487	0,012
Internal organizational politic and Job Satisfaction on Service Quality simultaneously	25,4%	0,133 0,474	0,000

Source: Research Data, 2017

Based on Table 1, we can be confident that all proposed hypotheses in this research are accepted; Internal Organizational Politic (IOP) has a negative influence on service quality (H1); Job satisfaction has a positive influence on service quality (H2); and Internal organizational politic (IOP) and job satisfaction simultaneously influence service quality (H3).

1. Influence of Internal Organizational Politic on Service Quality

Table 1 proved that Internal Organizational Politic (IOP) negatively influenced service quality with 0.000 significant levels and the contribution was 14.3%. This suggested that if the IOP score is decreased, the score of service quality

will increase. This finding was supported by other researcher that also found that IOP negatively affected service quality which if the IOP score within an organization is high, the service quality will be much lower (Gunawan and Santosa, 2012; Faye and Long, 2014; Robbins and Judge, 2015). Lanin (2010) particularly found that IOP also negatively influence citizen satisfaction on basic need service such as health care and education.

Vigoda-Gadot (2006) named organizational politic as an informal political game within the organization that will definitely diminish employee performance, increase stress level and strain. Internal organizational politic is usually considered as a destructive factor especially in public sector because of its negative effect on employee and the citizens (Vigoda-Gadot and Beeri, 2011). If the hospital as the health care service provider wants to improve the health care service quality, the management has to avoid political games within the organization in order to maintain the hospital's image.

2. Influence of Job Satisfaction on Service Quality

Table 1 proved that job satisfaction positively influenced service quality with 0.012 significant rates and the contribution was 23.3%. This result suggested that if the employee is not satisfied with his work, then the quality of the delivered service is also low and vice versa.

Human resource is one of the most expensive resources in running the organization because his condition in work will determine the quality he shown in the workplace (Gil Saura, et al. 2008). Job satisfaction is an engine that will push an employee to work wholeheartedly (Piriyathanalai and Muenjohn, 2012). In this research, employee job satisfaction was assessed by using few indicators such as salary, promotion opportunities, supervision style, workplace environment, co-workers, and the job itself. In other research, Piriyathanalai and Muenjohn (2012) named supervision style and workplace environment as the top indicators of job satisfaction that have high influence on service quality. For instance, an ineffective workplace environment, employee might need more time to finish a job that actually can be done in one hour. Other researchers proved that if employees are satisfied with their work and what they have done in work place, they tend to work better in delivering the service which lead to citizen satisfaction (Nurdiana, 2011; Sukotjo, 2011; Khan et al. 2011; Wuryandradi, 2014; Vidianingtyas and Putri, 2014; Terera and Ngirande, 2014; Inuwa, 2015; Syamsuddin, 2015; and Purnamasari, 2017).

So in the case of health care service delivery in Regional Hospital of Padangpanjang, the medical and non-medical officer satisfaction will determine the quality of health care service provided. The more satisfied the employee is, the higher the service quality delivered is.

3. Influence of Internal Organizational Politic and Job Satisfaction on Service Quality

Table 1 also proved that simultaneously IOP and job satisfaction influenced service quality with 0.000 significant rates and the contribution was 24.7%. This result suggested that IOP and job satisfaction variables can decrease and increase the health care service quality in Regional Hospital of Padangpanjang at the same time.

CONCLUSION AND IMPLICATION

Conclusion

Based on the result and discussion above, we concluded that internal organizational politic is not a kind of an effective management and it negatively influenced service quality, meanwhile job satisfaction positively influenced health care service quality in Regional Hospital of Padangpanjang. Thus, hospital manager is urged to be able to decrease the internal

political tension within the hospital and to push the employee satisfaction so they will be able to deliver a high quality health care service.

Implication

This research has two implications, managerial and theoretical implication. As discussed in previous part, internal organizational politic is very expensive because of its destructive effect on organization (Vigoda-gadot and Beeri, 2011). Hospital as the provider of basic need service in local government level has to hold back from involvement in internal political game and partiality to a particular political party. The leader in the hospital is urged to assess the medical and non-medical officer fairly in order to push them to deliver a high quality health care service to the patients. Furthermore, maintaining a good workplace environment and fostering a good working relationship can make the employee more satisdied and help them to do the job wholeheartedly. Theoritically, the result of this research can be a foundation for future researchers who interested in internal organizational politic and service quality because the limited research about their relationship.

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Service for the Residents of Rental Apartment Rawabebek DKI Jakarta Based on Public Satisfaction Index

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Abstract:

The bacground of problem, that every one have right to be life in prosperous physically and spirityually, have good n health home as basic right of the human. The state have the obligation to fulfill need of suitable house for low income people. (Indonesian Regulation number of 20 in 2012 about series home) DKI jakarta goverment do arrangement in city area building in order to give more prosperity to the people with relocation policy to series house in Rawa Bebek area. But this program have some problems. People needs better services in series house Rawa Bebek than before. People must do adaptation with condition in series home due to for long time in flat area By obligation. Then many problem that series house manager have caused by occupant who as low income people. While the building as new building that people never stay overthere. From the results of this research, it can be concluded that the service of Rawa Bebek Rental Apartment is based on the following summarized 14 elements of public satisfaction index: 1). Conventional Service Procedure; 2). Requirements: Simple; 3). Clarification by Officers: Clear; 4). Discipline: Discipline; 5). Responsibility: Responsible; 6). Employee Capability: Adequate; 7). Speed: Fast; 8). Fairness: Fair; 9). Politeness/Friendliness: Polite and friendly; 10). The Fairness of Costs: Cheap rental but expensive electricity and water tariffs; 11). Fee Assurance: Assured, guaranteed by the Governor Regulation; 12). Schedule Assurance: Must be working hours of 8.0-15.0, but often until maghrib; 13). Environmental Comfort: Well maintained for being equipped with a janitor but is desolate and away from the crowded center; 14). Security: Not well maintained although the presence of cctv.

Background

Special Capital Region of Jakarta arranges urban development in order to deliver more welfare for the citizens of Jakarta. The development structuring concerns on the land inhabited by unauthorized community. People are moved to several modest rental apartments, among others is Rawa Bebek Rental Apartment in Cakung, East Jakarta. Many of the problems faced by Rental Housing Management Unit (RHMU) are associated with residents called as Low Income Communities/MBR Relocations.

Moreover, the rental apartment is still new and has never been occupied. Problems can arise from the occupants, building and its environment. The citizensare hurt by the fact that they have to leave their house which has been inhabited for tens of years and have gone through threats and compulsion thus would require better service to be able to live in Rawa Bebek Rental Apartment.

Some resigned residents refused due to various considerations, such as follows: Mister A (43), residents of RT 04/12, Bukit Duri, Tebet, South Jakarta admitted resignation related to eviction plans in his village. He also accepted the relocated to Rawa Bebek Rental Apartment. "I'lljust agree (relocation to Rawa BebekRental Apartment). I do not want any headache," he said. Mr. A has lived more than 30 years in Bukit Duri claimed that he does not want to participate in the group against evictions due to the future of his children. He isunsure whether the resistance will bring the wanted results. "If I'm injured, is any help given? No. My family is the one to be in a difficult stance," said Mr. A. Similar to Mr. A, Mr. Z (50) also did not want to take action in the group against evictions. He is evicted later although he resigned. However, he did not want to move to Rawa Bebek Rental Apartment. "I better go back to my house in West Sumatera," said the father of five. Mr. Z felt his life in Jakarta is getting worse, because he is retired and his house on the riverbank is unfit for habitation. Therefore, he did not want to take a punch if he is to be evicted (Kompas.com, 2ndApril 2016).

In the meanwhile, the head of RT, Mr. J (52) asserted that not all residents receive relocations to Rawa Bebek Rental Apartment, because the life at rental apartments is not much better than its home today. Basically as what Jack said, the residents received evictions. However, the Province Government of Special Capital Region of Jakarta should consider humanity. There are three demands from Bukit Duri residents, which are, financial compensation for the land and building replacement, moved to apartments, and to be placed into simple apartment (rusunami). "But if we were to be moved to rental apartments, we ask for rental-free for three years," said Mr. J. (Kompas.com, 26thMay 2016).

Based on the above data, the residents experience some difficulties such as economy, transportation, narrow space, water unfit for bathing, cooking and drinking and the inhabitants unable to adapt living in the residential space. Due to the changes in behavior, thus the residents require wholehearted service, including social assistance for the empowerment of inhabitants. The wholehearted service is applied based on the element of the public satisfaction index.

Theory and Discussion

1 Public Service

The need for public goods and services demands public service. Therefore, the definition of public service itself should be understood, according to Devrye (1994) terminology of service is derived from the word service, which contains two insights, namely "….. the attendance of an inferior upon a superior or to be useful". The first insight contains the elements of participation or submission while the second insight means advantages or usability. Meanwhile, Fredeckson (1997) expresses the understanding of public, which is "the public as a political community the polis-in which all citizens that is adult males and nonslaves participated", meaning, the public is a society of policy and every residents participate in it.

2 Public Service Quality

Public services that are organized by the government will determine the achievement of the needs of public goods and services. The goal of service management is satisfaction. Although the goal of public service is simple, but its achievement requires sincerity and

conditions that are often not simple to execute. Therefore, any service provider organization should pay attention to the quality of its services. Only by providing good quality service, customer satisfaction can be formed.

Service quality according to the model developed by Parasuraman, Zethithamal and Berry is SERVQUAL (Service Quality). The approach is made based on the comparison of two main factors, which are consumer perceptions of perceived perception and the actual service expected/desired (expected service). The model has five dimensions:

1. Tangible (physical evidence), such as physical facilities, equipments, personnel and communication tools.
2. Reliability, the ability to deliver promised services that are prompt, accurate and satisfactory.
3. Responsiveness, such as the initiative of staff in helping the customers and providing services with responsiveness.
4. Assurance, including knowledge, competence, courtesy and credibility of personnels free from hazards, risks or hesitations.
5. Empathy, the ease of having good communication relationships, personal attention and understanding the needs of customers. (Parasuraman: 1994)

3 Wholehearted Service

In order to provide good quality services, in accordance with the paradigm of the New Public Service, according to Denhardt & Denhardt (2003), there are eight principles of quality services, which are:

1. Convenience: A measure that indicates the extent of government services that are accessible and readily available to citizens;
2. Reliability: Assess the extent of government services provided in a timely manner;
3. Personal attention: Measures the extent of government services can be informed appropriately to citizens and officers working with them to meet their needs;
4. Citizen influence: Measures the extent of the feelings of citizens towards their affect to the quality of service received from government;
5. Fairness: A measure to assess the extent of citizens in believing that the government has provided fair services to everyone;
6. Problem-solving approach: Measures the extent of the ability of service personnel to provide information for citizens to address the problem;
7. Fiscal Responsibility: A measure to assess the extent of citizens in believing that the government has provided service using public money responsibly; and
8. Security: A measure that indicates the extent of services provided make people feel secure and confident when using them.

The concept of prioritizing the significance of citizen becomes the rationale in the development of public service today. Citizen significancesomehow becomes a social contract agreed upon and run by the government. This is done in several cities in England and is commonly known as the concept of The Citizen Charter (Denhard and Denhard). This concept is to be used in the Research of Wholehearted Service.

Results and Discussion

Rawa Bebek Rental Apartment is located in Special Capital Region of Jakarta Province, precisely in Jalan Inspeksi, Kanal Timur, East Jakarta, including a rental apartment newly built in year 2016. This rental apartment was intended for citizen relocated from the area of Bukit Duri, South Jakarta and Penjaringan (Fish Market) of North Jakarta who moved due to the area where they lived will be used for river normalization. This rental apartment consists of 2 types, one of which is intended for those who are single (not married) and another is for those who have a family.

Approximately 6 blocks are allocated for bachelors and about 8 blocks are reserved for those who have married. Reallocated citizen certainly hope that the conditions of the new place will be comfortable and conducive if compared to their previous home, because the impact of reallocation for them is enormous. They lost not only property, but also their jobs. Most of the citizen said they did not receive compensation. Short evictionperiod causes them no time to move most property. The policy of reallocating citizen who previously lived at riverbanks and slums to rental apartment is not a key solution, but it turns out that it created new problems which should be addressed and anticipated earlier from the government, especially from the management of rental apartment in public service.

Services Based on Public Satisfaction Index

1. Service Procedure

Procedures/mechanisms of public service should be easy to understand, easy to be implemented and not convoluted. After registration, the eligible applicants are required to submit a written application, then fill out the form and read the rules and regulations, and fulfill the requirements. The Rawa Bebek Rental Apartmentmanagement also provides a form to be filled by the registered applicants that has been sent by their local government. The applicants are given an average time of 3 months in the apartment without charge (free). Then in the 4thmonth, they are required to pay rent, where rental rates are set based on occupancy rate. Thus, each floor has different rates. The higher the level, the cheaper the rate.

2. Service Requirements

Residents of rental apartment must be determined through a selection process, whereby the selection is carried out by the governing body based on the prevailing rules. There should be a standard operating procedure (SOP) that contains rules on requirements that must be met by prospective occupants. Requirements that must be fulfilled by the prospective occupant must be simple, clear and transparent. Prospective occupants of rental apartment are required to submit a written application and fulfill the required requirements. After registration of prospective occupants, the residentsare then determined by the governing body. The residents of rental apartment are obliged to:

1. Obey rules and regulations and maintain environmental order.
2. Follow the rules on the carrying capacity capability that has been set by the manager.
3. Maintain the cleanliness of hygienic unit and public facilities and participate in maintenance.
4. Dispose waste in a predetermined place.
5. Pay fees for clean water, electricity and gas.
6. Pay rent and rent insurance.
7. Report to the manager if there is any damage to infrastructure, facilities and utilities in rental apartment.
8. Pay compensation for any damages caused by negligence of occupants.
9. Empty out the residential areaby the time rental agreement expires.
10. Participate in creating harmonious environment and social life.
11. Follow trainings and guidance conducted by the manager on a regular basis.
12. Park and put the vehicle in predetermined area.

The Rawa Bebek Rental Apartment community is determined based on the recommendation from their local Government, in this case of Bukit Duri and Penjaringan Utaradone with them submitting their family card, identity card and marriage book.

3. Service Guarantee

Residents of Rusunawa are entitled to electricity, clean water, gas, and sewerage services. Residents are entitled to

have social facilities. Residents are entitled to services for repair of damaged buildings, infrastructure, facilities and utilities.Occupants are entitled to peace and privacy against both physical and psychological harm.Occupants are entitled to a clean and orderly environment, and residents are entitled to assistance with occupancy from the administrator or other related institutions.Assistance can be socialization, training, guidance. Guidance is made on the anticipation of emergencies and fire hazards, socialization of the rules and rules of residence and provide explanation to the occupants of the lease including the rights, obligations and restrictions.Assistance is accomplished by accompanying the inhabitants in the process of living and livelihood in order to act as mediator between the occupants and the manager, as well as the assistance in building the independence and togetherness of the inhabitants of the life of the people in order to develop the awareness of the Indonesian social culture and to develop the awareness, maintain order, security, cleanliness and comfort in rusunawa.

4. Discipline

According to residents, Rawa Bebek rental apartment managers are disciplined in carrying out the tasks and work according to the burden of duty and work time.

5. Responsibility

Managers are working with responsibility and doing their job thoroughly, they also have the ability to work well, this is shown by the quick handling of public complaints.

6. Management Competencies

The organizational structure of the apartment manager consists at least of a head, a treasurer, an administrative administrator, a residential affairs and a maintenance affair. Head is a manager that serves as a manager of at least a public high school education appointed by an authorized official. The treasurer is required to be experienced in finance or has a treasurer's brevet. Security section that has the skill and experience as security. Local government / college do guidance in managing rusunawa. The guidance is done to the manager through mentoring and empowerment activities in order to be able to play a role in the management of rusunawa through:

a. Socialization and counseling
b. Education and training
c. Technical guidance
d. Establishment of neighborhood units and community units

Counseling is about the residential process that includes the registration of prospective occupants, determination of prospective occupants and lease agreements. Education and training in question that is about the procedure of maintenance, improving the quality of infrastructure, Rusunawa facilities and utilities, and capacity building.

7. Service Speed

According to some apartment residents, in the beginning the managers serve and respond quickly to complaints but lately slow down in responding to the needs and problems of residents.

8. Justice in Receiving Service

According to some apartment residents, the manager has been fair and does not discriminate in the provision of public services to the residents.

9. Courtesy and Hospitality of the Service Provider

Managers of Rawa Bebek apartment are friendly and courteous in providing services to residents, including receiving input as well as complaints from residents.

10. Service Fee

According to residents, collection of rental fee is appropriately collected in accordance with the floors. The higher the

level, the lower the occupancy rate. Average residents complain about electricity and water rates, which are averagely more expensive than their previous home areas.

11. Service Charge

Financial resources for management activities in rental apartment are obtained from deposit, rental, fine, grant, management modal, bank interest and other legitimate business. Management modal is obtained from the recipient of temporary assets. Other efforts can be done, including: the lease of multipurpose area and the use of outdoor area for commercial purposes in the neighborhood. In Rawa Bebek Rental Apartment, the occupancy rate is different based on the occupancy floor: The ground floor is allocated for business units that are leased permeter, 2nd floor having rental rates of 300 thousand Rupiah, 3rdfloor having rental rates of 275 thousand Rupiah, 4thfloor with rental rates of 250 thousand Rupiah and 5thfloor with rental rates of 225 thousand Rupiah. If there are any arrears, 3 months tolerance is given accompanied by a fine, and if the arrears elapse over 3 months will be given a warning letter for sealing.

12.Service Hours

The services provided to residents of rental apartment must be appropriate in accordance with the settlement time determined early from the time of application or since the time occupants occupy the area until the completion of the service including complaints. The managing staff, which are the chief and administrative staff/finance staff on duty follow office hours from 08.00-16.00, while the operational part such as the equipment part works when there are problems or complaints related to the utilization of facilities, infrastructure and utilities, the security works in shifttime (day and night service), cleaning service works from 7.00-17.00. From the working hours of the managing staff causes problems for occupants when there are needs or complaints outside office hours. In the management of rental apartment should be having an addition of staff on duty outside office hours excluding security personnel to serve residents if there is a problem or sudden need or urgency from residents.

13. Environmental Comfort

In terms of environment and infrastructure facilities, majority of the residents claim to feel comfortable living in the apartment, because the environment is clean and is maintained by cleaners who worked in shift time. However, the area of the buildings or rooms inhabited today is smaller than the previous residence. Many residents complain that access to workplace is so far that it requires additional expenses. In addition, residents also complain about the difficulty of obtaining additional income, because the area is still relatively quiet and far from access for public community.

14. Warranty Security and Safety of Service.

The manager is in charge of managing the rental apartment to create the comfort, and safety of the residents. One's the manager on a regular basis a maximum of 6 months should monitor the function of firefighters and their pipelines crockery. The inhabitants are entitled to peace and privacy against both physical and psychological harm. In Rawabebek Rusunawa Jakarta, the number of security officers is still classified as less than 2 security officers in every residential block, the community is sometimes still worried about the unavailability of the main entrance to the apartment so that people are still free in and out of the tower without identification due to the condition of towers that have not been fenced around. On the other hand safety measures such as fire prevention training by residents have not been intensively implemented. Monitoring of the function of fire extinguisher and

equipment network has not been maximized.

Conclusion

From the results of this research, it can be concluded that the service of Rawa Bebek Rental Apartment is based on the following summarized 14 elements of public satisfaction index: 1). Conventional Service Procedure; 2). Requirements: Simple; 3). Clarification by Officers: Clear; 4). Discipline: Discipline; 5). Responsibility: Responsible; 6). Employee Capability: Adequate; 7). Speed: Fast; 8). Fairness: Fair; 9). Politeness/Friendliness: Polite and friendly; 10). The Fairness of Costs: Cheap rental but expensive electricity and water tariffs; 11). Fee Assurance: Assured, guaranteed by the Governor Regulation; 12). Schedule Assurance: Must be working hours of 8.0-15.0, but often until maghrib; 13). Environmental Comfort: Well maintained for being equipped with a janitor but is desolate and away from the crowded center; 14). Security: Not well maintained although the presence of CCTV (Not all having CCTV).

Capacity Building of Electronic Government in Sragen (The Case Study of the Capacity Building of Electronic Government in Sragen Regency and Its Impact on Decision Process and Public Service Improvement)

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Keyword:
capacity building, electronic government, institutional approach, decision making process, public service.

Abstract:

This study identifies the capacity building of electronic government (e-government) in Sragen Regency, Indonesia. Sragen is a small city known as a pioneer in implementing e-government initiative among other local governments. This initiaves aimed to reform bureaucracy and public services in public sector organizations. As a result, Sragen obtained 17 awards regarding ICT-based public services for providing 59 online licensing services and 10 other online services. This initiative shows a strong indication of success of institutional capacity development in implementing e-government. Therefore, qualitative research method was conducted. The result shows that capacity building of e-government using institutional approach in Sragen has been implemented by improving relationship value between governmental institutions and citizens. Further, institutional factors determining the success of e-government capacity building in Sragen include policies, organizational structure, and participatory public management.

INTRODUCTION

One of the main considerations for many public sector organizations to conduct bureaucratic reform and public service is the use of electronic government strategy (e- Government). E-government is an evolutionary strategy that follows the development of Information and Communication Technology (ICT). Utilization of ICT has become part of steps in creating government services and influencing the greater impact on organization, professionals who work in it, as well as their relationships with public. All the plans and policies of electronic government have focused on the issues of internal operational, service delivery of governmental services, and the technology itself that are massively entrusted to ICT as an instrument to make government becomes more effective, more friendly, and accessible to people who become customers (clients) and to prepare the future of government. Similarly, a greater influence of policy makers and politicians in using ICT is capability to solve the problem of complex administrative work and to handle stand out cases, such as terrorism, security, mobility, goods distribution, and an affordable care [1]. Therefore, many countries have realized that there are unlimited potentials of electronic services that can be utilized in order to perform public services effectively and efficiently in various departments, agencies, and local government [2, 3, 4, 5, 6, 7).

Realizing the benefits of ICT, e-government initiatives in Indonesia has started since 1992. However, policy initiatives at national level had just started in 2001 as the issuance of Presidential Instruction No. 6 on 24 April 2001 of "TELEMATIKA" (Telecommunications, Media, and Information Technology) which states that government officials should use this technology to support good governance and accelerate democratic process. Along with its implementation, a survey report by United Nations regarding the Development of Countries in the World in Application of Electronic Government stated that Indonesia ranked 116 of 193 countries [8]. Regarding that, Rokhman concluded that although the global ranking of e-government readiness shows that Indonesia is at a low level, but the expectations of Internet users towards e- government is quiet high [9]. It is shown by the presence of more than 93% of respondents that have the intention to use the e-government.

In the middle of the development of e-government initiatives that are less encouraging in Indonesia, Sragen as part of Central Java Province has been known as a pioneer in implementing e-government initiative among other local governments in Indonesia. Local government of Sragen has managed to gain 17 awards related to ICT-based public services, in addition to displaying information, they also provide 59 online licensing services and 10 other online services [10]. This indicates the presence of certain success rate in building the capacity of e-government in Sragen (e-government capacity). ICT network development initiatives started in 2002, as a result, overall ICT network construction have been completed in 2007, thus Sragen online ICT networks have been running well ever since. Along with the construction, Sragen begin the construction of e-government application systems in order to improve the quality of public services and decision-making process as it is supported by accurate and fast-obtained data. The construction has also been supported by the development of electronic postal service such as one-stop-services. Interesting developments in the e-government program initiatives show a strong indication of the success of institutional capacity building of e-government in Sragen. Therefore, the capacity building of e-government in Sragen become the main issue in this study.

The use of institutional approach in the study of public administration has been growing rapidly lately [11]. This is reasonable because the concept of an institution is built in the context of how a value is binding and maintaining collective social interaction within a very long time [12]. Institutional approach emphasizes more to human value in social interaction between leaders and subordinates, employers and employees, as well as government and citizens. Thus, it encourages the formulation of norms that guarantee fair treatment so that weak parties gain a better bargaining position and be able to minimize gap in the interaction within collective social units. Regarding that, institution-building is an approach to understand social change emerged. Institution-building is also an attempt to identify operational methods and strategies of action that will help practitioners, who are actively involved as agents of change, particularly in cross-cultural situations.

The capacity building of government institutions is greatly depending on various factors that can be grouped into five dimensions: 1) the action of environment, 2) public sector institutional contexts, 3) task network, and 4) organizations, and 5) human resources [13]. This study focused on the dimensions of organization, the task of internal structures in the institutional capacity development of e-government and the organization's relationship with its environment as the achievement of organizational goals, namely the public service performance of Sragen local government. In sum, questions addressed in this study are: 1) How is the capacity

building of electronic government program in Sragen Regency?; 2) What are the critical factors that play role in the capacity building of electronic government?; 3) How will be the impacts of the program to the improvement of public services delivery?; and 4) How will be the impacts of the program to the improvement of decision process?.

THEORETICAL BACKGROUND

1. Institutional Approach to Electronic Government

As mentioned above that institutional approach emphasizes human value in social interaction between leaders and subordinates, employers and employees, as well as government and citizens [12]. It encourages the formulation of norms that guarantee fair treatment, so that weak parties gain a better bargaining position and be able to minimize gap within collective social units. Thus, collective approach between government and people in the public service is believed to improve public services and increase the legitimacy of government that declined because widening gap between the expectations of community with the level of service has given to people in different countries, mainly because of economic crisis occurred after World War II.

March and Olsen [14] describe institution as "a set of beliefs, paradigms, codes of ethics, culture and knowledge that sustain a set of rules and routine activities", a slightly differentiated picture from classical organizational theory. However, institutionalism embraces the core ideas of contemporary public administration, such as a set of results, performance, outcomes and achievement of goals - a concept that is less of an interest to organizational theorists [15]. Therefore, institutionalism can be implied devoting its attention to how institutions behave and perform their functions [16]. Additionally, institutionalism also combines elements of structure or institutional organization and a set of leadership and managerial characteristics [17, 18]. Institutional theories emphasize the logic of conformity based on institutional structure, roles and identity. The logic of conformity is based on the assumption that "institutional life is organized with a common set of shared memory and practices that are perceived as appropriate" [19]. Institutional structure is organized on the basis of rules and practices that are formally assumed and supported [20]. Additionally, institutions is also defined as a set of long-standing norms and behaviors that can fulfill certain social goals, while organizational defined as recognizable and accepted role structures [12].

The main goal of any institution is creating basic welfare to enable the functioning of society as a whole. An institution is an organ of society, which means no organ can live by itself. Thus, each institution must have a specific function that enables the functioning of society. For example, large organizations that perform the institutions function of pluralist society are private organizations, non-governmental organizations (NGO), and government organizations. Each of them carries out a specific function in a pluralistic society, such as private organizations perform economic functions, non-governmental organizations perform social and cultural functions. On the other hand, government organizations perform a political function, regulation, facilitation (execute specific functions where the community and business world has not been able to), protection (serving marginalized groups, poor residents, elderly, and disabled), as well as empowerment and justice. Therefore, society in the future is a pluralistic society that comprised of three major groups of institution, such as private organizations, non-governmental, and governmental organizations [21, 22].

2 Electronic Government (e-Government)

The emergence of electronic government - both practice and concept - has become one of the important developments in public administration during the last ten years. This development has introduced a new vocabulary, theoretical models, and the relationship between disciplines, theory, and practice. By its nature, electronic government is a growing phenomenon [68]. Electronic government is a generic term for web-based services from local government agencies, state, and federal. In electronic government, government use ICT, especially the Internet to support government operational activities, engage citizens, and provide government services. Interaction may occur in the form of information, submission, or payment and some other activities via World Wide Web [69].

The definition of local electronic government is the local governments" ability to apply ICTs effectively to achieve the desired goal, namely public services" quality. The core definition of electronic government is a concept to transform government services in order to achieve business excellence and service excellence through the use of ICT [70]. Electronic government is intended to provide attractive benefits, such as a better quality of government services, in order to improve effectiveness and reduce costs [71, 72] The capacity of electronic government includes two elements, namely the capacity of ICT and non-ICT (human resources). ICT capacity includes computer networks capacity both hardware and software, and capacity of information system applications. Besides, non- ICT capacity is the capacity of human resources which includes resource experts and operational personnel. The capacity building of electronic government can be identified by making use the development level of electronic government capacity, which consists of three levels as follows: 1) core infrastructure, 2) office automation, and 3) services system integration [37].

Besides, interaction is believed to improves public services" quality. E-government implementation aiming to maximize interaction benefits by doing classification. A prior study classified e-government services into several categories based on the receiver of services and its benefits (e.g. citizens, public institutions, social and political organizations to the citizens, businesses, employees, and non-profit organizations). Government-to-citizen (G2C), community-to-government (C2G), government-to-business (G2B), business-to-government (B2G), government-to- employee (G2E), government to-government (G2G) and government-to-nonprofit (G2N) are examples of e- government category [23, 24].

3 The Capacity Building of Electronic Government

Grindle [25] stated that the capacity building focus is a set of issues about what is needed to do in order to build --- or develop or strengthen the capacity: which the capacity building initiatives are focused on efforts for capacity development of human resources (HR), making an organization works better, or changing the institutional context in which individuals and organizations works. In this context, Grindle defines capacity building as a group of strategies diversity that must be done to improve the efficiency, effectiveness, and responsiveness of government performance. Specifically, those directly implies that: 1) efficiency in using time and resources is required to produce certain benefits, 2) effectiveness of efforts suitability is needed to produce certain benefits, and 3) responsiveness towards relationships between communication needs and capacities taken for it [25].

Ndou [73] introduces three areas of significant transformation in which electronic government plays an important role in changing and developing society. First, internally, where the ICT adoption by

government institutions improves the efficiency and effectiveness of internal transactions, which are conducted through a network of government agencies and public, in term of effort, time, and the minimum cost required. Second, externally, as a chance where several opportunities for citizens to interact with government electronically is open and to carry out activities in a way that is more transparent. The last transformation is a relational field, in which government is trying to rebuild its relations with citizens in a way that creates citizens trust to government and as new ways of doing electronic transactions, which resulted in a fundamental change in term of people live and societies works.

As the aforementioned, capacity building is needed in order to facilitate interaction using ICT in electronic government. Grindle [25] stated that the focus of capacity building is a set of issues about what shall be done in order to build or develop or strengthen a capacity: whether capacity building initiatives focused on the efforts for capacity building of human resources (HR), making the organization works better, or changing institutional context in which individuals and organizations works. In the same vein, Wilkinson [26] stated that e-government seeks to make government stronger and more effective in three main directions, namely:

1) Creating the more efficient and effective of internal administrative processes
2) Improving public services
3) Strengthening democratic accountability, control, and collective decision making.

Electronic Government will facilitate the development and transformation of society as well. Development and transformation focus on the following four elements: first, creating an environment where increases the interaction between governments and citizens; second, developing skilled human resources through the effective development programs provided by electronic government; Third, building the information infrastructure that enables citizens benefited from meaningful information, which is available on governmental sites; and fourth, helping them carry out various activities and concentrate on improving the ICT industry [74]. In sum, focusing on these elements will change the way of society functions and how citizens‟ view the electronic government initiatives that contribute to the community development.

4 The Critical Factors in Electronic Government Capacity Building

Critical Success Factors (CSF) is a management term for elements that are needed by an organization or project to achieve its mission. The term “critical” is used to describe important factor that affect company or organization successes. The term was originally used in the scope of data and business analysis. For example, CSF for a successful Information Technology project is user involvement [27]. This opinion was supported by Boynlon and Zmud [28], who says that critical success factors are few things that must well-implemented in order to ensure the manager or organization‟s successes. Therefore, these factors should be given special attention, thus it continuously results a high performance. In sum, CSF becomes critical issue for daily organization‟s operational and future success.

United Nations declares that macro factors become determinant of e-government [29]. These factors include social, political, and economic conditions and the correlation between state conditions and electronic government maturity. In Oyomno's approach, the development of ICT Infrastructure, human resource capability, leadership, and management at the organizational level determines the successful adoption of e-government [30].

Moreover, in the context of capacity building of e- government, the successful

adoption of e-government means the successful implementation of ICTs in government units and their successful collaborations among all government stakeholders, such as government officials, citizens and businesses. The application of e-government requires a complex approach of technological, organizational, social, economic and political frameworks [31, 32]. Thus, it requires the coordination of many government unit activities and the close cooperation of employees, managers, IT specialists, as well as citizens and businesses.

Based on Oyomno's approach [30], the development of ICT Infrastructure, human resource capability, leadership and management at the organizational level determines the successful adoption of e-government. Similarly, several prior researchs [33, 34] define organizational factors including website age, organizational size, professional manager, and thus, they have analyzed these factors as determinants of e-government. Factors determining the development of e-government are as follows: the development of ICT infrastructure, public law and policy, digital gap, e-literacy, accessibility, trust, privacy, security, transparency, interoperability, records management, permanent availability and preservation, education and marketing, competition / cooperation public / private, labor issues, cost structure and benchmarking [35].

Whereas, Gil-Garsia and Pardo [36] substantively explained that the main challenges of electronic government initiatives are grouped into five categories: (1) information and data, (2) information technology, (3) organizational and managerial, (4) laws and regulations, and (5) institutional and environmental. Additionally, other challenges to ICT innovation also come from end-user resistance to new information systems, less interest of main policy maker, an understanding of ICT innovation, and lack of adequate support or regulation from top government. Moreover, ICT managers who are incapable of planning and implementing ICT innovation projects are also a hender to the success of ICT innovation [37].

After all, it can be concluded that critical factors in capacity building of e-government (i.e. local scope) consist of two following main dimensions. First, external dimension consists of 1) administrative support and 2) people participation. Second, internal dimension consists of 1) policy as leadership role, 2) organizational structure, and 3) strategic management (i.e. strategic planning, system of monitoring and evaluation).

5 The Concept of Capacity Building of Electronic Government to Improve Decision-Making Process and Public Services Delivery

Electronic government has emerged as one of the mainstay applications with aspirations that utilized multimedia and network technology, thus it renew the way the government works. The implementation of electronic government will ensure transparency and a better service for community. Achieving electronic governance goal is far beyond than mere computerization of its own office operations, but fundamentally changes how government operates, that becomes the new responsibility for executive, legislature, and society. Regarding that, the efforts should aim to bring about social catharsis, which needs to be regulated in a comprehensive, integrated, and well-planned. Thus, electronic government is the application of ICT to make the government process works in simple, moral, accountable, responsive, and transparent governance [75].

Electronic government is an instrument of good governance. Electronic Governance involves new leadership style, ways to debate and decide a policy and new investment, new ways to access education, new ways of listening citizens, and new ways of organizing and delivering information and public services [75].

5.1 The Capacity Building of Electronic Government and Decision-Making Processes

The availability of commercial computing technology has largely pushed dominant computing application in the area of information systems. Large and small organizations, both private and public, are dependent on information systems for performing daily basis operational, planning, and decision making. The effective use of information technology has become a critical success factor in modern society [76]. This idea meet the needs of the organizations [77] who have major problems in the organization of information (i.e. storage and processing) and the general design principles for analyzing the information systems (i.e organizational and technological) in the abstraction of institutions and departments‟ structure. Thus, a series of decision-making processes associated with achieving these goals were designed using computational technology in order to avoid negligence. Simon also stated that the implementation of e-government to achieve the objectives of public organizations (ends) can be the effective ways (eans). Therefore, e-government is basically the use of information technology to support the process of making a series of decisions that is effective for achieving public organizations goals, namely public needs fulfillment called public service.

5.2 The Capacity Building of Electronic Government and Public Services Delivery

The definition of public service based on the decision by state apparatus utilization minister in 2003 about general guidelines for public services organization [78] are all service activities carried out by public services providers as an attempt to fulfill the service recipients needs and the implementation of legislation provisions. Related to the use of ICT, there are several models of electronic government offered to improve public services, namely: managerial models, models consultative, participatory model, and diciplinary model [79].

The attempt to improve public services means trying to achieve the best quality of it. Achieving substantive service quality is possible if the quality of technical service satisfaction has been met. Technical satisfaction quality is related to the process quality of electronic government. The quality of technical satisfaction includes three factors, namely: the organizational capacity to provide electronic services system, the performance of system, and its users. The factor of organization capacity includes: quality of vision, leadership, top management support, and professional culture organizations. The factor of information systems performance and electronic communications include: ease of use (User Friendly), flexibility, security, and affordability (Accessibility). While the user factors include: computer user efficacy, training, and awareness of knowledge [80].

RESEARCH METHOD

Qualitative approach was conducted in this study in order to achieve the objective addressed. Generally, research strategy pursued as follows: 1) problem limitation and study design, 2) preparation, 3) data collection and analysis, and 4) results analysis and conclusion. Qualitative data collection methods that were used in this study were interviews, focus group discussions, document tracking, field observations and the other less-structured ways. Qualitative data collection and analysis in this study is conducted simultaneously. The findings are collected in the form of written notes as the process of data collection and analysis. Based on the notes, researcher tracked the thought and built a final conceptualization that answer research questions and offer a theory as an explanation for the answer. All in all, this study follows interactive data

guidelines analysis by Miles, Huberman, and Saldana [38], namely: collecting data, displaying data, condensing data, and drawing conclusion.

RESULTS AND DISCUSSION

1 The Institutional Approach Analysis of Electronic Government Capacity Building

E-government initiative in Sragen local government cannot be separated from how a valuable relationship improvement between governmental institutions and people as expressed in the development mission of Sragen local government. This e-government initiation works based on the benefit of technology, namely ICT. ICT application policy in Sragen local government is directed by the establishment of PDE Office Vision and Mission in Sragen, who have authority in the field of e-government. The Vision and Mission is always aligned with Sragen vision contained either in RPJP (Long Term Development Plan) or RPJMD (Medium Term Development Plan) of Sragen. The Vision and Mission of Sragen in RPJP 2005-2025, which is in Chapter III stated that the Regional Development Vision of Sragen 2005- 2025 "Building Sragen Autonomy that Relates Closely to the Aspects of Economic, Social Culture, as well as Science and Technology" and one of Regional Development's mission "Improving the mastery of science and technology at a Time To Realize Advanced Society". Meanwhile, Regional Strategic Plan (Renstrada) of Sragen, 2011-2016, contains policy objectives to be achieved that are related to the duties and functions of Electronic Data Administrator Office in Sragen, which is related to purposes for Administrative Affairs in the Region, namely: "Realization the quality of a reliable IT infrastructure and integrated information system with the advanced electronic services in the community towards good and clean governance".

In order to do so, three relevant programs in capacity building of e-government in Sragen were conducted. The first program is the development of network capacity, such as computer hardware, computer networks, operating systems, and software networks. The second program is the development of applications that includes the procurement of operating systems software, security systems, office applications system, as well as custom application development that is self-designed either for office administration or public services. The development is created comprehensively, integrated, and reliably both for performing administration and public services, thus becoming a strategic instrument in improving public services both in quantity and quality. The third program is the development of ICT human resources who are adequate quantitatively and qualitatively.

Institutionally, those programs‟ logic frame is supported by Wilkinson [26] stated that e-government seeks to make government stronger and more effective in three main directions, namely:

1) Creating the internal administrative processes more efficient and effective
2) Improving public services
3) Strengthening democratic accountability, control, and collective decision making.

Relationships among Long Term Development Plan (RPJP) or Medium Term Development Plan (RPJMD), and Regional Strategic Plan (Renstrada) in the institutional context are as the foundation of electronic government operationals in Sragen. The essence of electronic government is basically a web-based application that is used to perform administrative functions and public services.

Findings about capacity building of electronic government in Sragen described the aforementioned relationship patterns. Electronic government services, which based on the receiver and benefits of services, are classified based on its relationship such as government-to-citizen (G2C), citizen-to-government (C2G),

government-to-business (G2B), business-to-government (B2G), as well as government-to-non-profit (G2N), non-profit to government (N2G), and government-to-employee (G2E), a government-to-government (G2G). For example, the construction of management information system application consisted of: 1) SIM SURYA, KANTAYA, DESPOSISI MAYA, GIS, SIMONEV, SIMASET, and others reflected G2G relationship services, 2) SIM SARASWATI, SIM SUKET, SIMPUS, SIM PILEG, SIAK DESA/KEL, SIMPATEN, SIMPILKADA, SIMPAW, SIM RSU, SIMPUS, SIMPUSTAKA, SIAK, and others reflected G2C relationship services, 3) SIM PERIJINAN and SIM PATEN reflected G2B relationship services, and 4) SIMPEG reflected G2E relationship services.All in all, these findings reflect capacity building of electronic government that has embodied the concept of relationships [23,24], which will continue to grow towards perfection.

In line with prior opinions, the fundamental policy of electronic government development institutionally is to facilitate functional relationships of three major organizations of pluralistic society. Thus, it is underlying the relationship concept of electronic government services development which is formulated as a specification of government services based on the receiver and benefits of services (e.g. citizens, public institutions, social and political organizations to the citizens, businesses, employees, and non-profit organizations) [21,22,23,24].

The development of relationships service of electronic government in Sragen that has been developed institutionally can be said to have been in the right path towards future institution building, namely pluralistic society construction of modern future. This is a condition when the development of electronic government can be a facilitator to build interactions, relationships, and functional integration of three organizations that form the future pluralist society, such as government organization, business organizations, and non-governmental organizations (NGO).

Explanations above resulted successes of three programs related to the capacity building of electronic government in Sragen. The development program including the first one is the development program of computer network. This program is supported by intranet and Internet in Sragen Net network that integrates computer network totaling 375 units from all local government units. This becomes the firm foundation to supports the improvement of electronic government capacity in the implementation of management information systems of Sragen local government. As a result, the operation of administration and public services can be held effectively regardless of place differences. In the same vein, prior studies [39, 40] stated that the digitization, networking, and globalization are connecting individuals and organizations globally and reduce the importance of geographical boundaries. They also added that the acceleration of access to information is changing the supply process and the shape of public services. Thus,the network construction by Sragen local governments, as what has been done by other government around the world is pursuing electronic government solutions, which are highly relevant to themselves and stakeholders [41].

Second, the development program of information system application. Since it began, application deployment develops in relatively rapid within 12 years. In the period of time, it has been able to operate 21 applications of electronic government that consist of 8 applications for indirect public services (office application) and 13 applications of direct pubic services. The operation of these applications also supported by imposing: 1) standardization of public services procedures, 2) database arrangement to support planning, controlling, and evaluation of administrative activities and services 3)

provision of adequate, clear, and easily accessible information regarding services, ordinances, procedures, costs, personnel, and time., 4) the interaction between citizens and government for 24 hours, 5) continuous increasing the efficiency, effectiveness, ease and convenience of public service, and 6) provide service monitoring facilities and online complaint system. Thus, the government can optimize the efficiency and effectiveness of services through improving the administrative productivity and substantial cost reductions [42].

Third, human resource development programs that are adequate quantitatively and qualitatively. Until 2015, the implementation of e-government in Sragen have been supported by 14 expertise in the field of ICT, 34 ICT technicians, and 1209 trained operators in 375 government working units such as secretariat, office, inspectorate, office, Local technical implementation unit, sub-district, and village. Besides, they are academically qualified that are graduated from college, bachelor, and master‟s degree in the field of ICT, as well as graduated from general and vocational high school. Additionally, those human resources have met the needed expertise to support the implementation of e-government including expertise of substantive, ICT governance, IT audit, system analysis, graphic design, networking, network administrator, security network, programmer, database management, web master, hardware technician, and operator.

Therefore, the adaptation of above expertise with technological advances become a key to determine network service assurance and development of public services‟ application that improve public services of Sragen local government. ICT human development program is the key success of long-term capacity development of electronic government that has been done in Sragen. This finding is consistent with the statement of Gil-Gharcia [36] stated that the key value of human resource to succeed the activity or organization lies in its competence. Competencies can support and realize a website as a medium of electronic government that well-functioned so that it shows an appeal, flexibility, and uniqueness in a certain level. In conclusion, Sragen local government has been successful in implementing some of the capacity building program.

2 The Capacity Building of Electronic Government in Sragen

A set of data collection activities show that the capacity building program of electronic government in Sragen has created these following results.

1. The capacity building of electronic government services include network development program, sytem application development program, and ICT- resource development program.
2. Network development that is called Sragen Net development program is a computer network development with internet system network and intranet system, which integrates computer network totaling 375 units from all local government units, have finished in 2007. These units are Regional Secretary (SEKDA), secretary of Regional People‟s Representative Assembly (SEKDPRD), inspectorate, all government offices, all agencies, all offices, all Office Technical Implementation Units (UPTD), all districts, and all villages. Besides, network maintenance has been done well untill now. Yet, there are some obstacles, such as handling network disruption in rural village offices on rainy season due to limited network technician who are capable to handle those complaints.
3. Development and operational of application system, which is still running until this study is conducted, have achieved as many as 21 applications that contain 13 self-built applications and 8 applications as a result of collaboration works and third-party supports. Besides, some obstacles to be solved is the

application design that is vary because of no basic standart application yet as a reference for improvement in each local government public services.

4. Developing the quality of resources has met the needs, but lack of quantity of technician networks who handle networks disruptions, especially in villages.

The growth of capacity of electronic government services has reached integration stage, especially service portal sragenkab.go.id., which is in the early steps regarding database structure, server computer networks, and system application.

Based on the results, it can be concluded that there are three programs related to the capacity building of electronic government in Sragen. The development program includes: 1) the development program of computer network with computers server and its supporting devices.; 2) the development program of information system application to support the activities of administration and public services.; and 3) human resource development programs. In sum, these three programs are an integral and mutually supporting one another.

The first program is the development of network capacity, such as computer hardware, computer networks, operating systems, and software networks. The development is supported by intranet and Internet in Sragen Net network that integrates computer network totaling 375 units from all local government units. This becomes the firm foundation to supports the improvement of electronic government capacity in the implementation of management information systems of Sragen local government. As a result, the operation of administration and public services can be held effectively regardless of place differences. In the same vein, prior studies [39, 40] stated that the digitization, networking, and globalization are connecting individuals and organizations globally and reduce the importance of geographical boundaries. They also added that the acceleration of access to information is changing the supply process and the shape of public services. Thus, the network construction by Sragen local governments, as what has been done by other government around the world is pursuing electronic government solutions, which are highly relevant to themselves and stakeholders [41].

The second program is the development of applications that includes the procurement of operating systems software, security systems, office applications system, as well as custom application development that is self-designed either for office administration or public services. The development is created comprehensively, integrated, and reliably both for performing administration and public services, thus becoming a strategic instrument in improving public services both in quantity and quality. Since this initiative began, application deployment develops in relatively rapid within 12 years. In the period of time, it has been able to operate 21 applications that directly connected to public service. The operation of application indicates the following performances: 1) standardization of public services procedures, 2) database arrangement to support planning, controlling administrative activities and services, as well as evaluation, 3) provision of adequate information, clear, and easily accessible regarding services, ordinances, procedures, costs, personnel, and time., 4) the interaction between citizens and government for 24 hours, 5) increasing the efficiency, effectiveness, ease and convenience of service, and 6) service monitoring facilities and online complaint system. Thus, the government can optimize the efficiency and effectiveness of services through improving the administrative productivity and substantial cost reductions [42].

The third program is the development of ICT human resources who are adequate quantitatively and

qualitatively. The expertise adaptation process with technological advances also becomes a key to determine the network service assurance and the application development of public services that improve electronic government services of Sragen. The program is the key of long-term capacity development success to electronic government that has been done in Sragen. The key value of human resource in succession the activity or organization lies in its competence. Competencies can support and realize a website as a medium of electronic government that well-functioned so that it shows an appeal, flexibility, and uniqueness in a certain level [36]. Therefore, Sragen local government is implementing some of the capacity building program.

Starting the capacity building program in 2005, employee recruitment pathways require basic ICT skills. Afterwards, the requirement changes into a program of Computer Science. Additionally, human resource capacity development is running in the scope of: 1) dispatching IT employees, who are civil servant, to continue studying in the master degree of Informatics Engineering or the relevant one, 2) dispatching employees to attend various courses related to managing and developing government services electronic in their environments, and 3) assistantship of new employees to senior employees. These activities is supported by Hilderbrand and Grindle [13] who suggests four factors regarding organization capacity are doing recruitment, usage, training and maintenance of human resources, particularly for those who have the ability of managerial, professional, and technical.

The aforementioned explanation shows that the capacity building of electronic government has been running effectively, which encourage the development of electronic government services up to the level of integrative based on a model by Kim & Bretschneider [37]. Attaining the integrative level means that the implementation of the three development programs in Sragen has met three stages of integration including core infrastructure level, otomation office level, and integration level. Additionally, they also stated that the capacity building of e-government include the dimensions of ICT and human resource. Regarding the dimensions, the three programs also indicate conformity, which ICT development in Sragen is divided into two programs, namely the development of network capacity and application.

A series of development programs in Sragen have obtained achievements, yet there are shortcomings that must be handled. For example, although the construction of Sragen licensing application has been updated towards Self Service Orientation, the other information system of public service is still designed as Backsupport Service in order to facilitate staff performs their duties more effectively. This is due to the community low level of ICT literacy in Sragen which is actually categorized as poor areas. Human Development Index (HDI) as an indicator of public welfare put Sragen on 28 rank as compared with other districts / cities in Central Java, which totally 35. The rating describes the number of poor people reached 20.3%. Even though ICT training was held annually, the number is quiet small that has not been able to raise public awareness in using ICT significantly. The low IT literacy in Sragen also led to the low level in using information provided by Sragenkab.go.id website.

3 The Analysis of Critical Factors in the Capacity Building of E-Government

Based on the concept, field findings about critical factors in the capacity building of e-government in Sragen show the following factors: 1) Policy, 2) Budget Support, 3) Organizational Structure, 4) Strategic Planning, 5) Citizen

Participation, and 6) Monitoring and Evaluation System. This concept is align with the findings that are implied in the interview with Chief of Electronic Data

Management Office (KPDE, 27 January 2015) stated that "Success factors regarding public services through the website due to leadership support and managerial capabilities. Management commitment by the issuance of regent regulation concerning governance of every service supported by electronic information system that can be accessed through portal website service of regency government of sragen. The provision and development of ICT human resources are carried out simultaneously, gradually, and planned so as to suit the developed needs of public services. In addition, the top leadership commitment to provide support is inseparable from the success of e-gov. The success of e-gov must be supported by participatory strategic management so as to achieve strategic objectives both long-term goals, medium goals, and short-term goals. This should be contained in the strategic planning documents that serve as guidelines for the implementation of public services. In addition, it should involve communities in decision-making, implementation, and evaluation. Lastly, work achievement should concern the evaluation and monitoring system"

Those six factors are key success of e-government capacity building in Sragen. Critical success factors are a few things that must well-implemented to ensure the success of manager or organization. Therefore, these factors should be given special attention, thus it brings a constantly high performance. CSF includes critical issues for current organizational operations and future success [28].

The aforementioned findings are supported by Lowery [67] opinions which stated that critical success factors are related to organization readiness, which is focused on three key drivers: process, people, and technology. First, it is important to ensure that the process is reviewed and re- engineered where necessary to support the new way of doing business. For example, technology applications, business processes, regular review, downsizing opportunities should be identified, processes and procedures must be improved, and the solutions must be designed when the processes is improved. Second, the people who are well-trained people to give support and use the system. Third, the readiness of organization, technology, focus on the current infrastructure assessment, identify improvements that is needed to support e-government initiatives, improvements implementation, and integration of autonomous systems that exist and connecting the new system with legacy system using a focus on providing a total solution. The pplication of a uniform messaging standards, adequate, and reliable bandwidth as well as redundant network are some of critical infrastructure requirements that support e- Government initiative.

Interesting point for science development in Indonesia is the above findings are in the context of e- government implementation through various applications of administration and public services in local government in Indonesia. The significance reviews of these findings is the concept of institutional conformity with the practical needs of e-government capacity building in the government district and other cities in Indonesia, who want to achieve the success of electronic government capacity building programs for both the process of administration as well as public services.

The following points will explain the critical factors of electronic government capacity building.

1) Policy

The term of public policy always refers to government's actions and intentions that determine their actions. Making policies needs to consider the objectives and alternatives, which the choice taken always involves intention. Therefore, action should be embodied in law, public statements, official regulations, or is widely accepted and behavioral patterns visible to public. Public policy is

rooted in the law and within the authority and coercion associated with law (policy term is often used to replace of public policy) [43].

The development of electronic government is a government policy of Sragen in reforming the bureaucracy and public service since 2002 until today. Based on an administrative perspective, the pattern of decisions where decisions are critical or philosophical must be done by considering organization‟s objectives that are created by administrators. Besides, achieving these goals should be complemented with technical decisions about the ways (means) undertaken that relevant to the organizations created by other members, but in line with decisions designed by administrator [44]. Thus, the presence of development policies of electronic government that are strategic must be equipped with operational technical policy. Operational technical policies should consider how to make the rules, so that strategic goals can be realized. In sum, the decision- making as a strategy is called policy-making, while technical decision-making is called tactics [44].

Findings related to capacity building of electronic government in Sragen have met two components of the policy, namely: strategic policy and operational technical policy. First, strategic policy contains the strategic objectives contained in the strategic plan to meet the needs of society in Sragen. This policy presents in Medium Term Development Planning (RPJM) of Regents is established through regulations of Sragen at the early period of regents elected. Second, technical decisions are related to organizational processes. Operational policy presents in the regent regulations of electronic government implementation, the regent's decision about institutional establishment, implementation guidelines for excellent services, a number of standard operational procedures, and a number of operational guide books of information systems.

Based on the above discussion, it can be concluded that formulation of strategic policy of electronic government development by government has been set correctly and clearly as a guidance for local governments who seek to develop the use of electronic government. Besides, tactical operational policies in the development of electronic government is under the authority of local government, either district or city government in accordance with Law No. 23, 2014, about Regional Government as the revision of Law No. 32, 2004, about Regional Government. Therefore, these comprehensive and clear policies as one of the crititical factors that contribute to the success of capacity building of electronic government in Sragen.

2) Organizational structure

Organizational structure is a formal pattern of how people and jobs are classified. The structure is often described by the organization chart. The process is an activity that gives life to the organizational structure [46]. The organizational structure is how activities such as task allocation, coordination, and supervision aimed at the achievement of organizational goals [46]. It can also be considered as a view or perspective through glass, in which individuals see their organization and its environment [47].

In the context of electronic government capacity building, the findings indicate that the presence of adequate structures and appropriate personnel competence are a key of public service implementation based on electronic government that is very satisfying for people. Moreover, experts that are hired and trained for different work function of services are also support the implementation of electronic government. Main services function in public service, such as education, health centers, hospitals, licensing services, prevention and empowerment of poor people, as well as the implementation of other affairs or specific tasks carried out by government in the

implementation of electronic government consisting of the provision of network and applications services, data center servers and electronic data management, and administrative processes supporting services, such as planning, monitoring, budgeting and reporting, and human resources that are part of organizational structure refinement. More importantly, the public service is supported by information systems that use information technology.

The existence of organization, adequate structure, and competent resources that are found in the field in any implementation of information system become one of the key factors in service delivery with the use of electronic government information systems. The field findings are concluded into four samples of electronic government services as following table.

Table 1: Organizational Structure. Four samples of electronic government based public services

No.	Dimensional structure	Capacity Building of e-Gov	Information Services of Sragenkab.go.id	Integrated Licensing Service and Investment	Integrated District Services (PATEN)
1.	Number of Personnel	Adequate	Inadequate	Adequate	Adequate
2.	Number of Function	Adequate	Inadequate	Adequate	Adequate
3.	Hierarchy	Adequate	Inadequate	Adequate	Adequate
4.	Main Task and Function	Comprehensive, Structured, Clear	Partial, Structured, Clear	Comprehensive, Structured, Clear	Comprehensive, Structured, Clear
5.	Competence	Very Competent	Competent	Competent	Competent
6.	Performance	Highly Satisfactory	Satisfactory	Very Satisfactory	Very Satisfactory

Source: Primer Data

The above findings are supported by prior researchers [48, 49, 50, 51, 52, 53] stated that organizational structure is one of factors that affect on public organizations performance, as well as organizational effectiveness that is occurred because of the influence of organizational structure aspects that has both similarities and relationships in achieving goals.

Besides, personnel competence in the structure is an important factor to support structure performance. Organization success in achieving its objectives, in this case, electronic government services that include administrative services and public services, which are supported by competent personnel who have structural positions in doing their duties. This is supported by Laudon and Laudon‟s opinion [54] stating that senior management makes long-term strategic decisions about products (read: network services and application systems) and services (read: public services) and ensuring the organization's financial performance. Production or service of workers are actually produce products and provide services.

The above analysis can be concluded that the existence of adequate and competent organizational structure becomes critical factor in the services implementation management of electronic government both information systems for administrative services and public services.

3) Financial support

Budget (it derived from the old French word “bougette”, literally) is a quantitative financial plan for future accounting period [55]. A budget is a document or collection of documents consisting of a detailed description of revenue and expenditure of institution, associated with planned activities to achieve specific goals or objectives, within a certain period. In the case of local government, local budgets are meant to link community needs with the amount of resources required to serve and satisfy them. Thus, it serves as a guidance for local financial management and a tool that can be used by citizens to evaluate the performance of local government and fiscal discipline. Therefore, the budget is a basis for planning, control, and evaluation of government [56].

In the context of e-Government program or initiatives, worldwide government needs funding to start e-

Government projects. In addition, it is also a requirement to continues e-Government implementation. The importance of funding lies in the provision of adequate resources to provide excellent service for citizens through excellent service delivery mechanism [24].

The findings showed that funding for capacity building of electronic government is fully financed by Sragen district budget. There are three factors that are considerably important in funding the capacity building of electronic government, namely: legal basis, the amount of budget allocation, and allocation details. Additionally, characteristics to support the budget in four samples of electronic government services in Sragen are presented in the following table.

Table 2: Findings about Budget Dimension of Four Sample Services, Electronic Government of Sragen

No.	Budge Dimension	Capacity Building of e-Gov	Information Services of Sragenkab. go.id	Integrated Licensing Service and Investment	Integrated District Services (PATEN)
1.	Legal basis	Clear	Clear	Clear	Unavailable
2.	Total Budget	Adequate	Inadequate	Adequate	Unclear
3.	Budget details	Detailed	Not detailed	Detailed	Unclear
4.	Sustainability	Sustainable	Sustainable	Sustainable	Unclear
5	Performance	Highly Satisfactory	Satisfactory	Very Satisfactory	Very Satisfactory

Source: Main Data

Based on these data, the available budget for capacity building of e-government services is relatively adequate, detailed, and sustainable, which has a stable network up to districts and continuously growing new applications. Integrated Licensing Services and Investment is also supported by an adequate, detailed, and sustainable budget, which perform an excellent service using information system that continuously being renewed. Yet, this condition is a contradiction to Sragenkab.go.id as an information service website that spend minimal budget, thus cause limited new report productions and late information updates. Obscurity budget resources in the Integrated District Services (PATEN) leaves a question unanswered, though chief of district ensure that the services are guaranteed to run. But, without an adequate budget guarantee, service continuity is also questioned.

The above findings are supported by Asgarkhani [35, 57] who stated that one of the failure factors of e-government program is the lack of financial resources to develop ICT infrastructure. Besides, prior researches [58, 59, 60] identify the lack of budget sustainability (one year budget) be the cause of failure of e-government program. Additionally, Abdollahi, Fasanghari, and Azadnia [61] suggest that e-government is not necessarily an inexpensive way to provide services to citizens, especially in the short term. Therefore, running e-government program expects the availability of cost effective in the long term. In sum, the appropriate strategies in budgeting for e- government can assist the successful implementation of e-government program.

In sum, analysis explanations above show that the importance of adequate and sustainable budget support in the capacity enhancement of organizational structure while running management, both in the capacity building of e- government services and the use of public service information systems.

4) Strategic Plan

Strategic plan is an outline of organization's approach to achieve its mission. There are many ways to do strategic planning, which mostly produce a plan or set of plans that articulate the organization's goals and high level strategies to achieve these objectives [62]. Strategic planning is also known as a process of organization to define the organization's strategy or direction, as well as making decisions about the resources allocation to pursue the strategy. Therefore, strategic plan is usually associated with vision and mission that is accompanied by basic guidelines to actualize it.

Findings that relevant to the analysis of important aspects and be a logical framework in strategic plan for e-government of Sragen in supporting public service can be concluded as follows: 1) Challenge Description, 2) Stakeholders, 3) Vision, 4) Mission, 5) Value foundation, 6) SWOT Analysis, 7) Strategic Framework, 8) Strategic Issue, 9) Strategic Objectives, 10) Priority Program, 11) Key factors of success, 12) Indicators of success, 13) Rewards and Punishments, 14) Implementation Strategy, and 15) Participatory process.

Table 3: Findings about Aspects of Logical Components of Strategic Plan of Electronic Governments Capacity Building in Sragen

No	Budget Dimension	Capacity Building of e-Gov	Information Services of Sragenkab.go.id	Integrated Licensing Service and Investment	Integrated District Services (PATEN)
1	Challe nge Description	Explained	Not explained	Explained	Not explained
2	Stakeholders	Explaine d	Explained	Explained	Not explained
3	Vision	Explained	Explained	Explained	Not explained
4	Mission	Explained	Not explained	Explained	Not explained
5	Value foundation	Explained	Explained	Not explained	Not explained
6	SWOT Analysis	Explained	Not explained	Not explained	Not explained
7	Strategic Frame work	Explained	Not explained	Not explained	Not explained
8	Strategic Issue	Not explained	Not explained	Not explained	Not explained
9	Strategic Objectives	Explained	Explained	Explained	Not explained
10	Priority Program	Explained	Not explained	Explained	Not explained
11	Key factors of success	Explained	Not explained	Explained	Not explained
12	Indicat ors of succes s	Not explained	Not explained	Explained	Not explained
13	Rewar ds and Punish ments	Not explained	Explained	Explained	Not explained
14	Implementation Strategy	Explained	Explained	Explained	Not explained
15	Participatory process	Explained	Not explained	Explained	Not explained
16	Performance	Very Satisfactory	Satisfactory	Very Satisfactory	Very Satisfactory

Source: Main Data

Table 3 shows that information services of sragenkab.go.id has unclear quality in the future, while Integrated District Services (PATEN) has unclear future clarity. In these two aspects, local government has no clear plan and lack of financial support. Conversely, aspects of Capacity Building of e-Gov and Integrated Licensing Service and Investment are already have a clear plan and sufficient financial support. On the other hand, current performance shows satisfactory condition of all aspects because nowadays all of those aspects become focus of local government.

The findings of important aspects that must be present in the strategic plans of e-government have met the general requirements of fundamental strategic plan. It is supported by Fogg [63] who proposed several approaches that have been documented for strategic planning process. At least, it consists of a set of approaches, such as checking the organization‟s environment strategy and current capabilities (the present situation), considering about how the way to grow or develop (the desired future), thinking about aspirations as an organization (steps that will be attempted), and having an intention to move forward (how it will move forward).

Based on the above analysis, it can be concluded that a comprehensive strategic plan in the application of information system of public services and the provision of public services (Service delivery) become a solid foundation in improving public service performance in Sragen.

5) Citizen Participation

Participation in the Online Dictionary Merriam Wenster is defined as an act or state of taking part in something. Participation by Werther and Davis is defined as a person's mental and emotional engagement in group situations that encourage him to contribute to group objectives and share the responsibility to them [64].

In the participation development, Strategic Planning of E- Government Development of Sragen has been carried out based on a bottom-up system. ICT implementation program is arranged based on the needs of local government and society, so that the implementation of ICT is really helping local government in carrying out its duties and functions. Based on this framework and bureaucracy awareness to serve public, medium for citizen participation is developed. In doing so, there are some changes in e-government services. Various changes in e-government services are presented in the following table.

Table 4: Various Changes In E-Government Services as a Response toward Citizen Participation And Local Government of Sragen

No	Main Problems	Various Changes
1.	Advices for SIM applications	SIM Puskesmas, SMS Online, Sim BAZ Sragen, SIM Paten, SIM Suket, SIM Pilkades, UPPKH
2.	Advices for networks	Installation of WiFi for public spaces, libraries, squares, parks, recreational areas, schools and sports grounds.
3.	Advices for Website	Features for tours, information of property tax, public media, gallery contains of tourism spots, investment and potential, street maps, information public service and more attractive website format.
4	Advices for Services System Inprovemen t	Updates the website design of SIM Perizinan (District Licensing Information), SIM Paten (Sub-district Licensing Information), and SIM for Poor People Services (UPPTK)

Source: Main Data

The table shows that e-government programs simply open a broad participation space for both government officials and public. Having this wide access opened, it is expected improve the program usefulness for the government bureaucracy itself, thus it can ultimately improve service quality to public.

In sum, opening a wide space for citizen participation has prompted changes that lead to improved inputs, processes, and outcomes of public service system, which aimed at the demands fulfillment of productive society, and thus, it is expected to generate a community satisfaction. The success of e-government capacity building of Sragen that has been stated previously is closely associated with participation development in the implementation of e-government services to improve public services.

6) Monitoring and Evaluation System

Evaluation is the way to reach a value judgment on the basis of action (qualitative or quantitative) that are considered valid and reliable, which compares to the actual results of program with the anticipated result. Moreover, the evaluation that assessing situation that are intangible, difficult to measure, and credible, which based on data collected by a rigorous and objective way [65]

The findings show that evaluation that has been done only present a monitoring function regard to implementation or planning improvement. The underlying motive of evaluation is achieving community's satisfaction for the sake of political support. Therefore, objectivity in response to the information obtained cannot be fully guaranteed. Evaluation that has been done is only in the perspective of information sender, because there is no standard format of information required to assess progress and its compliance with program designed and the quality of desired information.

On the other hand, monitoring can be defined as an ongoing process in which stakeholders obtain regular feedback on the progress made in achieving their goals and objectives. In a broader approach, monitoring also involves tracking and actions strategies taken by partners and non- partners, and also, trying to find out new strategies and actions that need to be taken in order to ensure progress towards the most important results [66].

Findings regard to evaluation for monitoring functions can be grouped into:

1. The parties involved, The parties involved that give evaluative information in management and capacity building of electronic government in Sragen are consisting of: representatives of local government, ICT experts staff, the

forum concerning ICT in Sragen, local Chamber of Commerce, the village head, community of users, researchers, assessors certification, and community leaders.

2. Access to information, Access to information that is used is monthly reports, quarterly reports, semi-annual, complaints SMS, email criticisms and suggestions, directly complaints report, and evaluation of field visits.

3. Contribution to management.

Contributions to good governance in public services for the four samples of information system applications contain improvement in the following items: 1) policy, 2) strategic planning, 3) Annual Working Plan, 4) Program Implementation, and 5) Monitoring Methods.

Previous explanations can be concluded that monitoring and evaluation is a critical factor in the success of electronic government capacity building to improve public services delivery in Sragen. This is supported by UNDP statement [66] stated that monitoring and evaluation can give a summary of relevant information from past and ongoing activities for an organization that can be used as a basis for usefulness, reorientation, and future planning of program. Without an effective planning, monitoring and evaluation will be impossible to assess whether performances are directed correctly, whether progress and success could be claimed, and how future efforts might be improved [66].

Therefore, it can be concluded that the implementation of a comprehensive and effective participatory evaluation on implementation and outcome of e-government services activity and public services is an important factor in decision making for public service improvement.

4 The capacity building of electronic government to improve public services delivery

Public service is the main task of local government. The main reason of local government‟s existence is to provide guidance in the implementation of essential public services to the community such as security and public order, health, education, infrastructure and roads, and so forth. The existence of such institutions in the public service becomes a guarantee of services continuity that is provided with equal access as well as affordable to various social and cultural background of society [81].

Public service is an essential function in the relationship between government agencies and its citizens or public. Citizens as customers have the right to request certain services to government in the form of: fast, accessible, quality, and affordable price. In order to improve the relations quality between governments with citizens, there should be three aspects of services, namely: citizens' satisfaction, trust, and reliability [81].

The application of ICT in the public service is widely understood as an electronic government or electronic public services, which is also part of the concept of electronic services. The results of field research related to public services in Sragen show that:

a. Application development meets all the classification elements of electronic government services (e-Government), such as government-to-citizen (G2C), community-to-government (C2G), government-to- business (G2B), business-to-government (B2G), government-to-employee (G2E), a government-to- government (G2G), and government-to-non-profit (G2N) [23, 24]. Some examples of electronic government services in Sragen, namely SIMSARASWATI (application for poor people health service; G2C), SIM PERIJINAN (application for business people services; G2B), SIMASET (application for managing governments‟ assets; G2G), and SIMPEG (application for government‟s employees administative services; G2E) are among the 21 applications.

b. The orientation of electronic government services design should ideally be divided into three, namely: 1) design and orientation of data based reporting, 2) design and orientation of supporting service processes, and 3) design and orientation of self- service. Thus, there are only two system applications that meets those three oriented functions, namely "SIM perijinan" (lincensing services) and SIM pelayanan informasi" (information services) through sragenkab.go.id.. While the design of 20 other applications only met two functions: 1) functions- oriented data based and reporting, and 2) support- oriented service process.

c. Services are adjusted to how complete and thorough a public information that is provided, yet accessible at any time and anywhere. The public service vision to provide services that is easy, fast, secure, transparent, comfortable, friendly and doubtless has been applied in the following examples, such as "SIM pelayanan publik (public services), information services in sragenkab.go.id website for instance, "SIM pelayanan perijinan kabupaten" (local government licensing services), and "SIMPATEN" (licensing and non licensing of district service).

d. The amount of benefits that is obtained by citizens and public regarding electronic government services. For example, people can access information via Sragenkab.go.id website for 24 hours a day. Additionally, numerous topic of information are provided, which consists of 15 main topics and at least 50 subtopics, and attempted to increase every year.

The embodiments of government services provided as the aforementioned are align with Bynoe statement. Bynoe stated that regardless to what approach is adopted, the overall goal of policy must improve and maintain the quality of all public services; to ensure that the services meet the needs so that socially recognized; to ensure the access of services for all citizens who are in need and fairness in the allocation of resources for those who have the greatest need [82]. Therefore, achieving this goal requires a fundamental transformation in the nature of concerned organization and a continuously responsive to changing socio-economic conditions.

Public services in Sragen gain recognition and appreciation from government, community, and business partner by obtaining at least 81 awards and achievements during 2004 to 2016. Thus, the above description shows the services expansion that has covered all service group classifications in the development of electronic government, such as services to society, business, government, and employees. Nevertheless, there are a number of things to do and refined in the future.

5 The capacity building of electronic government to improve decision-making process

Decision-making is the study about identifying and choosing alternatives based on the values and preferences of decision maker. Making a decision implies that there are alternative of options to consider, which in one case we do not want to only identify as many alternative as possible but to choose the one that best suits the purpose, desire, values, and so on [83].

Field findings in the decision-making process by Sragen local government illustrates that in the capacity building of electronic government is always associated to the interests of administrative organization and service organization as a strategic goal in order to maintain its viability. Sragen local government divided the decision type into two major groups, namely the strategic decisions and operational technical decision. First, strategic decisions are decisions regarding the strategic objectives contained in the strategic plan to meet the needs of society in Sragen. Strategic decisions related to the decision in the form of local regulations, such as Long Term Development Plan (RPJP), Medium Term Development Plan

(RPJM), and Local Government Work Plan (RKPD). Second, technical decisions are related to organizational processes. The forms of technical and operational decision include regent regulations, regent decision, regent instruction, or the regent circulars containing guidance.

The process of making strategic decisions related to the implementation of local development planning is governed on the Local Regulation of Sragen No. 9, 2005, about the Procedures for Preparation of Long Term Development Plan (RPJPD), Medium Term Development Plan (RPJMD), Strategic Plans of Regional Work Units (RSSKPD), Local Government Work Plan (RKPD), Work Plan of Regional Work Units (RKSKPD), and Implementation of Regional Development Planning Meeting (MKPD) of Sragen. Regrading that, the Regional Development Planning Meeting (MKPD) stages include: 1) planning, 2) plan establishment, 3) controlling the plan implementation, and 4) evaluating the plan implementation.

In order to complete this strategic decision, the planning documents are not only to professionals-technically qualified but also must meet the aspirations of community representative.Development Planning Meeting (Musrenbang) becomes an important forum where a planning document obtains legitimacy from community as a sovereign state. These findings are in line with the idea of making a rational decision proposed by Litchfield. Making rational decisions should follow the logic of rational, which follows the pattern comprises a number of steps, namely: 1) problem restriction, 2) analysis of situation that has occurred, 3) calculation and selection of alternatives, 4) deliberation, and the final choice [84]. .

Besides, other forums that play a role in the decision- making process is working meeting. Working meeting is an instrument to achieve the strategic objectives contained in the Medium Term Development Plan (RPJM) of Sragen. Working Meeting of Regents also called a coordination meeting serves as the decision-making and exert control over a wide range of government activities in Sragen. The role of e-government information system applications that are built into an important factor supporting the availability of quality information to support the decision made by the regents in working meeting. Through the mechanism of working meetings as media for decision-making and controlling, which has been underway since 2004 until this research is conducted that actually the cause of the development and advancement of electronic government capacity building in Sragen, which reached the level of integration development [37].

Based on the above explanations, the following figure shows the depiction of activities control process of Sragen local government.

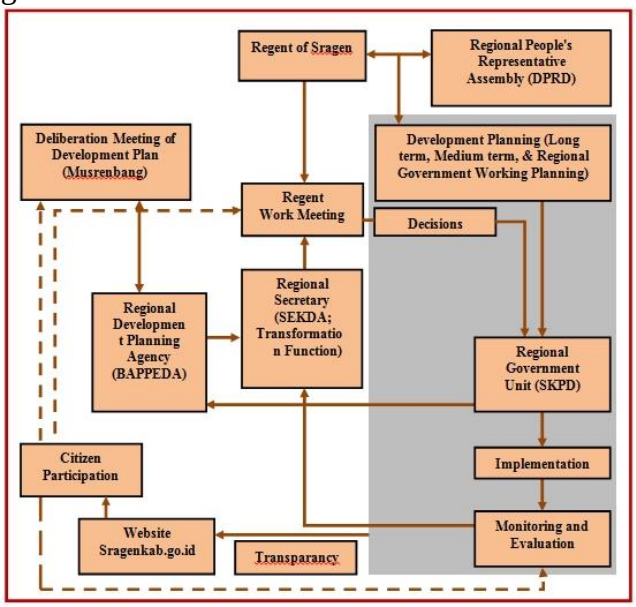

Figure 1. Decision Model as Control Mechanism of Sragen Local Government

Sources: Primary data are processed

The decisions models, according to Lawson, show the decision process as a control mechanism that is cyclical. It basically contains an element of information gathering, threat evaluation and its resources, alternatives identification, alternative actions analysis, alternative choice of action as decisions,

resource allocation as support, implementation, and results analysis as the evaluation [85].

Thus, it can be concluded that the improvement and development of electronic government capacity of Sragen occurs because of the decision-making mechanisms that are systemic and cyclical, impacting accumulatively in Sragen local government (figure 1). As a result, the decision- making system and mechanisms will develop more complex following the progress of society. It occurs because of the success of service performance previously and the increasingly competitive environment and more globally.

CONCLUSION

Based on the above discussion, the description of critical factors in the capacity building of e-government in Sragen can be concluded as follows.

a. The capacity building of e-government that uses an institutional approach in Sragen has been implemented by improving relationship value between governmental institutions with citizens as outlined in the vision and mission of Sragen. This is supported by the linkages among Long Term Development Plan (RPJP), Medium Term Development Plan (RPJMD), and Local Strategic Plan (RENSTRADA) used as the foundation of e-government operations. Capacity building of e-government in Sragen has reflected government relations services to government (G2G), citizens (G2C), business (G2B), and employees (G2E).

b. The capacity building of e-government in Sragen local government include: 1) the development program of computer network has managed to integrate computer network totaling 375 units from all local government units.; 2) the development program of information system application has managed to establish and operate 21 applications that directly connected to public services.; and 3) human resource development programs has shown competencies improvement of IT-skilled human resource. In sum, these three programs are an integral and mutually supporting one another. Yet, among those three programs, human resource development is the key success of electronic government capacity building of Sragen.

c. Institutional factors that determine the success of e- government capacity building in Sragen are including policies, organizational structure, and participatory public management that includes creating strategic plans, budgeting, development of citizen participation, as well as monitoring and evaluation system.

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HIPPA as the Organization of Agricultural Irrigation Management in Rural Java: Impact on Farm Sustainability and Development of Rural Community

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Abstract:

HIPPA- HimpunanPetaniPemakaiAir or Water Users Organization(WUO) is a village-level water management organization to fulfill water needs for agriculture. The management involves several stakeholders, such as administrators, supervisor members and members. The role of social capital and availability of funds are factors that can determine success of managing the organization. For that, the research was conducted from June 2016 to June 2017 using a qualitative approach on WUO in the Village Bandungrejo, Plumpang District, Tuban Regency. The aims of this research are: a) to describe WUO as water management for agriculture; b) Impact of water management system on local community development. The result of this research are: a) Water management system conducted by WUO could run effectively because of its social capital role from of stakeholder and enough fund source from members; b) The impact of water management through WUO could contribute to the development of rural community and increase food crop production.

Introduction

The water issue becomes an interesting theme in an economic, political and social debate (El Chami, et.al: 2011). Several issues related to water issues add interest to discussion, such as water scarcity problem (Yang et al 2013), competition in getting water, water management system (De Fraiture and Wichelns, 2010) and rainfall condition.

Rainfall fluctuates throughout the year even in the rainy season, flood which happens in rainy season causes flooded rice fields and causes drought during dry season. According to Wu, Christidis, and Sott (2013), that one of the main impacts of climate change related to hydrological variation are rainfall, evaporation, runoff and soil water content which will change in terms of time, distribution, duration and rate. It affects the quality and quantity of water. According to Brownlee et al (2014), climate change increases pressure on water resources. It becomes a challenge to distribute water resources in space and time to the interested parties.

Irrigation systems for agriculture in villages near the river valleyrely on river water using pumps. The irrigation problems of agriculture using pump are the distribution, procurement of water pumps, operating costs, irrigation networks and

others. Even for areas where are close to the river valley, heavy rainy season causes flood; otherwise in the dry season,some watering holes and rivers dry up. To overcome the problem, it is necessary to develop irrigation system by involving community participation called Development of Participatory Irrigation SystemManagement/PengembanganPengelolaanSistemIrigasiPartisipatif (PPSIP). For that purpose, Empowerment of Farmers Association of Water users /Pemberdayaanrk Peumpulan Petani Pemakai air (P3A) or also called the Water User Farmers Organization /HimpunanPetaniPemakai Air (HIPPA) was formed. HIPPA (Organization of Water User Farmers) acts as an irrigation management organization at the village level. Legal Basis for Irrigation Management has been set forth in Regulation of Minister of Public Works no. 30 / PRT / M / 2007 on Guidelines for the Development and Management of Participatory Irrigation Systems, For East Java stated in the Local Government Regulation of East Java Province no. 3 of 2009 Regional Government Regulation of East Java Province Number 3 Year 2009 on irrigation, furthermore the Regional Regulation is used as a reference in the implementation and management of irrigation networks in the village.

To carry out its activities requires cooperation, participation among stakeholders within the organization and outside the organization so that the distribution can run smoothly to increase the productivity of farming. Because of this paper describes "How is water management through HIPPA for agricultural irrigation? And how does the impact of HIPPA's success on rural development work?

Literature Review

HIPPA or Water User Organization (WUO)

WUO is a water user farming organization that has social, economic, cultural with environmental insight and based on gotongroyong or mutualcooperation. There are some different names of HIPPA organization depends on its location, such as Subak for Bali, Mitrai Cai for West Java. According to World bank, there are five main principles to build HIPPA or Water User Organization : (1) There should be adequate and reliable water supply, (2) the WUO should be organized hydraulically (not administratively), (3) leaders should be elected and WUO management and decisionmaking should bewith the farmers (without local government interference), (4) water should be charged volumetrically (not according to land area), and (5) the WUA should have the right to collect water fees. (Wang et al. 2010).

Utilization of river water using pump technology is considered beneficial for rural community development. According to Edquist (1985), for the productive development, the farmers must be involved in applying technology. Therefore, it is necessary for water user organizations to get the stakeholders involved. The stakeholders have to work together and actively participate in order for the water distribution to run smoothly. Participation and cooperation of the stakeholders in a network to achieve the goal is called social capital.

One of the reasons for using a social capital approach is related to the benefits of communitarianism focused on structural approaches such as network connections, group size (Ballet J. et al, 2007). According to Bourdieu (1983), social capital is a set of resources and associated potentials in a social network that is recognized together to achieve a goal. While Putnam, et al (1997) describes that social capital consists of the beliefs, norms that govern the existence of a relationship within a network for the efficiency and collective insitiative of social organization. Some dimensions of social capital are civic participation, social network and social support, social participation, reciprocity and trust, views of the local area (Foxton, F and Richard Jones,

2011). Granovetters (1973) identifies that the form of social capital consists of social relationships within one network and the nature of the relationship exists strong and weak in carrying out its functions.

Several researches were conducted to study the importance of social capital in development. According to Rustinsyah (2015) social capital has a role in the effort to succeed the implementation of subsidized fertilizer in rural Java. The Michellini (2013) study concluded that social capital is a substitute for the delivery of services and investigation of local social economic developments. The importance of social capital in the management of irrigation water for agriculture is necessary for the maintenance of irrigation networks, maintaining water availability, tackling natural disasters (floods, droughts) that are not easy to predict and other issues related to water distribution. Although the government also has an obligation to maintain, the procurement of irrigation networks as stipulated in the Government Regulation of the Republic of Indonesia (Peraturan Pemerintah Republik Indonesia) No. 23 of 1982, but in its implementation requires a long process whereas irrigation network damage can occur at any time that is not easily predicted.

There are two aspects of the social capital function for development projects. First, the substantial interdependence of the existing network elements in the region (Flora, 1998, 2004, Moulaert and Nussbaumer, 2005). Second, sometimes facts form a vicious circle that can only be overcame through proper diagnosis in local situations. As in the Michelini study (2013) that the lack of proper functioning of social capital due to capitalization, the circulation of information and technical knowledge has influenced the less experienced local population causing local conflict and tensions.

Research Method

Research Location

This research was conducted in June 2016 until June 2017, at HIPPA (Organization of Water User Farmers) of SekarPadi in Bandungrejo Village, Plumpang Subdistrict, Tuban District. HIPPA Sekarpadi is one of the dynamic water user organizations and it contributes to rural development. For the purpose of irrigation water for agriculture in the village, the villagers take water from Bengawan Solo River using pump. Villages in Plumpang are generally located in the downstream of Bengawan Solo River Basin. Downstream or estuary area, delta Bengawan Solo River became densely populated villages, and delta cities were formed on the island of Java, such as the city of Bojonegoro, Tuban, Lamongan and Gresik as the estuary of Bengawan Solo River. Today, theseareaare often hit by flood due to overflowing rivers, especially the city of Bojonegoro, Tuban, Lamongan.

Data Collection

This study is a qualitative research, which aims to assess the management of water for agriculture by HIPPA and its impact on rural development. Data was collected through observation, interview, FGD (Focus Discussion Group), looking for documents as needed to answer problems in this research. The focus of data collection on qualitative aspects is related to the tasks, obligations, cooperation, stakeholder participation in irrigation water management and its impact on rural development.

Water utilization for irrigation from rivers using pumps which is managed by HIPPA has large number of members, which is exactly 638 farmers, with 206 hectares consists of 193 hectares in Bandung village, 5 hectares in Plumpang village and 8 hectares in Magersari village.

Data Analysis

Data analysis is intended to understand ethnographic data consist of interview transcripts with stakeholders, FGD results (Focus Discussion Group),

diaries, annual reports, observation and others. Data was analyzed through two stages, first phase was to classify data in the form of transcripts of interviews, diaries, annual reports of HIPPA board. The second stage was to interpret data which was later developed into the narrative to obtain further information about participation of social capital.

Result and Discussion

HIPPA— WUO "Sekarpadi"

The water management system for irrigation in Bandungrejo Village uses pumps by taking water from the Bengawan Solo River. In the rainy season, the area near the river is inundated so that some pumps are used to dispose water into the river. Even farmers in this village can harvest rice twice a year. The area of land managed by WUO Sekarpadii approximately 206 hectares, with members of 638 farmers. Average yields that could be harvested from rice field is seven tons per hectare. For areas near the river, at the time of flooding, rice field could be floodedand crop could be fail to be harvested orthe result decreases more 25% of the usual. Despite the floods, rice field still can be planted twice a year. For area where is distant from river, the field can be planted with melons, watermelons, soybeans and others by utilizing rainwater in the rainy season.

WUO Sekarpadi have board members to carry out its duties and obligations. Stewardship of WUO is based on the Decision Meeting of Members of WUO "SekarPadi" Village Bandungrejo, District Plumpang, Turban District with No: 03/1 / HIPPA.SEKARPADI / 2017. In carrying out its duties, they involve a number of stakeholders namely the core administrator of WUO, the WUO Supervisory Board and the farmers of water users, and stakeholders related to the farming.

The WUO administrator are receives money from profits which is regulated in AD- ART (Anggaran Dasar dan Anggaran Rumah Tangga or the Statutes and bylaws, and it is distributed at the time of the report of liability. Several items have a share of profits: 40% for HIPPA Sekar Paddy Cash, 11% for Management Services, 17% for working group services; 25% for operator service, 1% for Diesel Operator Service; 1% for Driver Service; 1.5 % for Supervisory Agency; 15% for Development Fund, 3% for Social Fund; 3.5% for Village Cash, 5% for Honor Service. Honor Service is given to the person in charge or Head of Village; Village Secretary, Village Device, BPD (Village Representative/BadanPerwakilan Desa); LPMD(Lembaga Pembangunan Masyarakat Desa/Village Community Development Institute), Head of RT-Rukun Tetangga---Neigborhood/RW- Rukun Warga—Citizen Association,PKK---Pembinaan Kesejahteraan Keluarga-Family Welfare Development , KarangTaruna---Youth Organization, Kader Gizi ---Nutrition Cadres, Hansip-Pertahanan Sipil- Civil Defense, Religious Leaders Male Modin, Female Moderate, Office Keeper, Grave Keeper, Kelompok Tani (KelompokTani/ Farmers Group).

Cooperation and participation among administrator of WUO members and other stakeholders are needed so that the distribution of water is adequate and it does not cause any problems. The duties and responsibilities of stakeholders and managers are to continue to coordinate. As said by the chairman of WUO Sekarpadi, "Coordination and cooperation in carrying out its duties are needed so that the work of distributing water can run smoothly as expected. For example, if the pumping machine is broken, technician should immediately contact the board members to coordination of pump repair." If the water distribution goes well, the production of rice field will be succeed too. Harvest failure may harm both HIPPA and farmers as HIPPA members.

Water distribution activities require enough funding sources. The main source of funds is obtained from HIPPA member

dues. The amount of contributions is set out in the organization's ART (Anggarandasar dan Anggaran RumahTangga/Statutes and Bylaws). The following contributions for HIPPA members are: a) for rice crops in Plant Season I and Plant II season is charged 14% of harvest products; b) for farmers who take their own water and using their own pumps are charged 10% of the crop; c) for farmers who only planted once a year because of flood disaster are charged 10% of fee; d) for farmers affected by floods or pests are charged for only 40% subject to a 6% dues. Other sources of funding are from government, private, fines violation, business development organization and others. The table 1 below is table 1 shows earning income of HIPPA in Harvest Season I and II, 2015-2017 as follows:

Table 1 : WUO Income (Harvest Season IdanHarvest Season II) 2015-2017.

No	Member dues Income	Amount(Rp)	Operational Fee (Rp)	Net Income (Rp)
1	Harvest Season I (2015-2017)	462.616.825	254.905.600	207.711.225,00
2	Harvest Season II (2015-207)	202.457.545	229.551.000	- 50.686.929,00

Source : Report of HIPPA board members accountability, MP I, II (2015-2017)

In the second harvest season, HIPPA suffered losses of Rp 50,686,929 due to pests of disease affecting rice crops, long floods, infrastructure improvements (irrigation networks). Although HIPPA Sekarpadi at Harvest Season II suffered losses according to Report of HIPPA board members accountability, the financial position of HIPPA still reached Rp 734,842,355.00

Impact of HIPPA Water Management System on Rural Development

The impact of the existence of WUO Sekarpadi in the Village Bandungrejo is as follows. First, WUO contributes to fund development in rural and village government activities. Income from HIPPA in Harvest Season I (2015-2017) contributes to rural development funding by a) providing funding support for infrastructure development, village treasury amounting to 15% or Rp 31,156,684.00; b) providing social funds contribution amount Rp 6,231,337.00. Social fund is commonly used for social activities such as helping disadvantaged families or assisting those affected; c) providing honorific service contribution of Rp 10.385.561,00 for the head of Village, Village secretary, Village board members,BPD (BadanPerwakilanDesa/Village Representative), Head of RT--Neigborhood, RW—Citizen Association, PKK-Family Welfare Development, KarangTaruna---Youth Organization, Kader Gizi-Nutrition Cadres, Hansip-Civil Defense,. Religious leaders- or .Modin, office guards, cemetery guards, Kelompok Tani- Farmers Group, subdistrict-builders; and others.

Second, WUO should motivate farming activities intensively to achieve yield amount seven tons per hectare. Farming activities can provide employment opportunities in the agricultural sector for both men and women. According to one of the Bandungrejovillage board member, farm worker receives an average of Rp 80,000.00 per day for laborers' wages, but female farm laborers can earn a daily income of Rp 200,000.00 because they also work in bulk. Employment opportunity is available only for several agricultural sector, such as rice crops and horticulture (melon, watermelon) and other crops such as soybean, corn.

Third, WUO also provide additional income for HIPPA members, labor for maintenance of infrastructure such as maintenance of damaged irrigation networks. For example, there are approximately 40 people involved in the HIPPA board, as the core board, chairperson of the working group, the operator, the driver, and the regulatory members. For the maintenance of irrigation infrastructure, it requires enough workers. In the management in period of 2015-2017,

the fund was spent on several works: a) excavation of drains in seven places, the unloading market dynamo, the parent machine, dismantling the paralonwhich costsRp 50,450,300.00; b) repair and maintenance of water gates which costsRp 17,144,000.00; c) development of water sluice, bridge construction, dam repair and others costsRp 32,000,000.00; c) wages for transporter to distribute crops from fields to the Post.

Fourth, WUO supports the fulfillment of domestic food needs, especially rice. Plumpang Sub-district is the center of rice in Tuban Regency. The area of rice fields is managed by HIPPA Sekarpadi which reaches 206 hectares. Rice production per hectare usually reaches approximately seven tons of grain. Thus if there are harvest time twice a year, the rice production from the area where are managed by WUO SekarPadi could reach 1.512 tons of rice. Horticultural crops, and other crops will contribute to fulfill the food needs.

Conclusion

The existence of WUO SekarPadi in the village of Bandungrejois aim to manage the irrigation water for agriculture need for approximately 206 hectare, to provide benefits, and to contribute to rural development. The organization could be succeed because of the role of social capital and the existence of the fund source in the form of contributions from members. The existence of WUO may support rural development by a) contributing to village development funds; village government activities; b) mobilizing farming activities intensively; c) supporting supplement income of villagers as administrators and employment opportunities related to maintenance, development of irrigation infrastructure; d) supporting he fulfillment of domestic food needs, especially rice.

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The Use of Information Technology in Improving the Public Service in East Java

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Abstract:

In accordance with the President's Instruction No. 3 Year 2003, the development of e-gov is an attempt to establish the governmental management based on electronics in improving the quality of public service effectively and efficiently. The use of information technology comprises two activities, namely (1) data management, information management, management systems, and work process; (2) the use of the advancement in information technology in order to provide public service that is accessed easily and inexpensively by the society. Thus, the role of information technology and communication is getting more significant to elaborate data and facts to useful information as nowadays people are heading to information society or knowledge society. Generally, this study addressed several issues, namely how the use of Information technology is maximized in sustaining public service, whether the apparatuses of public service are capable of using information technology in supporting their activities, and which factors inhibit the use of information technology in improving Public service. The result of this study showed that the development and the use of telematics did not meet an ideal condition to support the institutional management of public information service. It was indicated by the fact that (1), in general, the society and bureaucracy lacked computer literacy. Many people, as well as the governmental officers, did not acknowledge the importance of the institutional management of public information service as a supporting tool to improve and provide an easy access to public service. (2) Most of the people, including the ones working at offices, agencies, departments, and other institutions, could not operate computers, did not have computer literacy skills, or did not use the computers properly. (3) The peripheral devices of a computer were still considered costly and insignificant as an information and communication tool. Based on the attitude and access of the governmental bureaucrats towards the policy on the institutional management of public information service, empirically, they accepted the use of telematics in the governmental systems.The acceptance was shown by the positive attitudes in appreciating themselves towards the institutional management of public information service. On the other hand, the officials did not have any commitment to this so that it affected their limitation in accessing the information service policy.

Introduction

The rapid growth of information technology, as well as its broad potentials, has provided opportunities to the access, management, and utilization of information fast and accurately. Therefore, a management systems of network organization that can minimize the process of decision-making and expand the control range needs to be developed. People have been expecting that the use of the advancement in information technology to improve the capability of processing, managing, and distributing information in public service can contribute to public sector reform. Consequently, the government needs to conduct the transformation process to e-government immediately.

Through the transformation process, the government can optimize the use of the advancement of information technology to minimize issues related to organizational units and bureaucracy by establishing network of management systems and work process that enables governmental institutions to work integratedly to simplify access to all information and public service provided by the government. The development of e-government is an attempt to develop the governmental management based on electronics in order to improve the quality of public service effectively and efficiently.

E-government, which is usually abbreviated as e-gov, basically, is a process of using information technology as a tool to assist operating governmental systems more efficiently. E-gov is defined by taking into account two main factors. The first one is using information technology (such as internet) as a supporting device; and, the second one is the objective of the use so that the governance can be efficiently conducted. However, e-gov does not replace how government maintains the relationship with the society since they still can access the service units either by phone or by mail. Therefore, e-gov in accordance with its functions is defined as the use of information technology that can improve the relationship between government and other parties, or, specifically, e-gov is an attempt to develop the governmental management based on the electronics to improve the public service quality effectively and efficiently.

In accordance with the President's Instruction No. 3 Year 2003, the development of e-gov is an attempt to establish the governmental management based on electronics in improving the quality of public service effectively and efficiently. The use of information technology comprises two activities, namely (1) data management, information management, management systems, and work process; (2) the use of the advancement in information technology in order to provide public service that is accessed easily and inexpensively by the society. Thus, the role of information technology and communication is getting more significant to elaborate data and facts to useful information as nowadays people are heading to information society or knowledge society.

Predominantly, issues addressed in this study consist of

a. How is the use of Information technology implemented to support public service?
b. Are the apparatuses of public service administrators capable of using information technology in supporting their activities?
c. What are the factors that restrict the use of information technology in improving public service?

Method of Study

This study used qualitative descriptive method by describing the types and indicators of information technology that supported public service in each object of areas being studied. Information related to the use of information technology was collected to identify strategies or patterns performed by each area descriptively presented towards the improvement of

public service and obstacles especially in relation to the use of information technology in supporting services in each SKPD (Local/Regional Government Work Unit) that became the study samples.

Data was collected by documenting the results of the study, literature review, the internet, documents related to the policies, printed media, Focus Group Discussion (FGD) and interviews to IT administrators and personnel in Dinas Kominfo (Communication and Informatics Agency), Dinas Perhubungan (Transportation Agency) that deals with transportation service, Dinas Kesehatan (Health Agency) that corresponds with the health service, Dinas Kependudukan dan Catatan Sipil (Department of Population and Civil Registration) that administers e-KTP service and Kartu Keluarga (Family Card), Dinas Perindustrian dan Perdagangan (Local Office of Industry and Trade) related to with business license, and Dinas Perijinan (Licensing Department) that has Pelayanan Terpadu Satu Atap maupun Satu Pintu (One-stop integrated service) in utilizing information technology.

Theoretical Framework

Definition of Information technology

There are several definitions regarding Information technology commonly known as IT (Information Technology) or Infotech. According to Haag den Keen (1996), Information technology is a set of devices assisting you when working with information and doing tasks related to processing it. Meanwhile, Martin (1999) states that information technology is not merely about computer technology (hardware and software) used to process and store information, but it also includes communication technology to send the information. In addition, Willams dan Swayer (2003) defines Information technology as technology that combines computation with high-speed communication that carries data, audio, and video.

Based on the aforementioned definitions, it can be assumed that information technology both implicitly and explicitly deals not only with computer technology, but also with telecommunication technology. In other words, information technology is a combination between computer technology and telecommunication.

We need to be aware of the benefits of information technology and communication (ITC) as it has an important role for the society. Besides being one of the information media, it could speed up communication. ITC also helps people to solve any problems.

Definition of Public Service

Public service is a set of activities conducted by officials, administrators, or government, ranging from central government to the village, directly or indirectly in accordance with the regulations. Saefullah (2007: 11) states that public service is activities performed by officials at any institutions to give service to public both directly and indirectly.

Public service becomes a strategic point to start developing good governance in Indonesia due to several reasons, one of which is it has been an area where a country represented by the government interacts with non-governmental institutions. Thus, an intensive relationship between the government and its people emerges and, as a result, they can feel how poor the governance practices in administering public service are. Success in actualizing good governance practices related to public service is able to raise publics' supports and trust, as well as convincing that establishing good governance is not a myth since it can be brought into reality, based the result of Governance and Decentralization Survey 2002 (CDS 2002).

According to Darwin Djajawinata (2003, policy to improve public service needs to create an effort climate that can minimize the effort risks. Among the enormous number of risks that occurred in

public service, there are two main risks that can be an early benchmark, namely political risk and administration risk. Political risk is caused by the fact that the functions/roles of the government are obscure. Meanwhile administration risk occurs due to misusing functions and role. One of the obstacles is the limited funding provided by the government to improve the functions of public service. Therefore, the government attempts to involve private sector in the public service. Yet, the internal condition of the functions of the public service that has been done so far need to be understood more so that the policy made can be realistic and the government are still responsible for being the controller of the public service. The quality is assessed merely based on the perspectives used to determine the specific characteristics of a service. According to Trilestari (2004:5), basically, there are three quality orientations, which should be consistent. They are customer perception, products, and processes. For service, they will contribute to the success of an organization observed from customer satisfaction.

According to the manual of composing the standards of public service LAN-RI (2003:24-27), the basic obstacles in public service include:

a. Contact between customers and the service providers,
b. Varieties of services,
c. Officers of a service,
d. Structure of organization,
e. Information,
f. Awareness of demand and supply,
g. Procedure,
h. Public distrust in the service quality

Quality service is not easy to achieve. In general, there are several obstacles that need to be wisely managed in order to improve the service. This might be natural, considering that there are many supporting components in managing public service. Therefore, to identify the customer satisfaction, conducting a survey based on the dimensions of service quality related to the customers' needs is necessary to be conducted.

Findings and Data Analysis

Result of Data Analysis in the Study Location

Data analysis resulted from questionnaires was a study instrument in Malang and Blitar. Qualitative study does not use the term population. Alternatively, Spradley calls it "social situation" that consists of three elements, namely place, actor, and activity that interact synergically. There were 36 people participating in the study, consisting of the officials that managed IT devices in several SKPD, IT operators, and several public service staffs. Statistical method was used to see the turnover score which was 5 in linear scale and percentage target of 100%. If it exceeds 50%, it will be considered 'good'. The scoring technique can be seen on the table below:

Table 1:
Scoring Technique in a qualitative study

Alternatives of answers	Scoring	Score Criteria	Rank
A	91 - 100	Very Good	100
B	71 - 90	Good	80
C	51 - 70	Adequate	60
D	31 - 50	Poor	40
E	0 - 30	Very poor	20

Source : collected from the previous studies

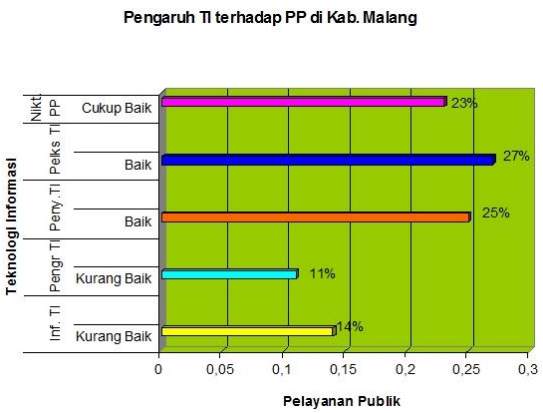
Data was analyzed by using a triangulation technique. According to Susan Stainback in Sugiyono's book Memahami Penelitian Kualitatif (2010: 118), Data is examined by checking data to the same source with different techniques. Data collected from the interview is checked by using observation data, documentation, or questionnaires. If the results of those different techniques applied to test the credibility are different, then the researcher will conduct an FGD to determine the correct data. This study also employed domain analysis to get a general description, taxonomy analysis that was completely explained, componential analysis to look for specific characteristics and contrast between elements, and, finally,

cultural theme analysis to identify the relationship between domains. Therefore, method of graphic display with 5 linear scale (A=4, B=3, C=2, D=1, and E=0) and the percentage target of 100% was used. If the score exceeded 50%, it would be considered 'good'. Three study location samples showed that the implementation of the use of information technology in supporting public service activities.

1. Kabupaten Malang

The following graph displays the effect of the use of information technology on public service in Kabupaten Malang.

Graph 1: the Effect of Information Technology on Public service



The graph shows that:

1.1. Infrastructure of the use of information technology in public service in Kabupaten Malang is categorized to be 'poor' (14%) even though the electronic data operator said that the internet network was well-conditioned in 33 Kecamatan (Sub-district) and SKPD. There was also a website for the 33 kecamatan that dealt with the information of PBB payment and Siladeskel (Information Systems and Administrative Service for Village and Kelurahan) in LPSE site since 2011. However, there were some SKPDs assumed that the infrastructure was inadequate and they did not master the information systems although there was an internet-based service to monitor the online billing as business information, such as PDAM (Regional Water Company). Overall, the use was insufficient.

1.2. Other factors that affected the implementation of public service in Malang, especially, related to the use of information technology falls into a category of 'poor' (11%). Many SKPDs stated that the policy on public service should have been one-stop license. Additionally, the data information of information materials was incomplete and the human resources were not credible yet. Data preparation was also inaccurate, ineffective, and inefficient. Furthermore, as the natural factor, the 33 kecamatan were distantly separated.

1.3. Meanwhile, the effect of the use of information technology systems on the implementation of public service in Kabupaten Malang falls into category of 'good' (25%). It means that the people were enthusiastic and willing to use information technology systems in every aspect to improve their economy. Therefore, a service is expected to be faster to increase people's trust to the administrators. Those 33 Kecamatan can be the basis of information technology that can be accessed by everyone.

1.4. The commentaries of all elements stated that the effect on public service by governmental apparatuses through the use of information technology is categorized as 'good' (29%). Most commentaries addressed that the online systems in some SKPD would make people more easily to access the service provide by the apparatuses. However, socialization to all elements of the society in 33 kecamatan was necessary since most of them might not be able to have an access to technology. To maximize the public service, every SKPD needs to have a Standard Operating Procedure (SOP).

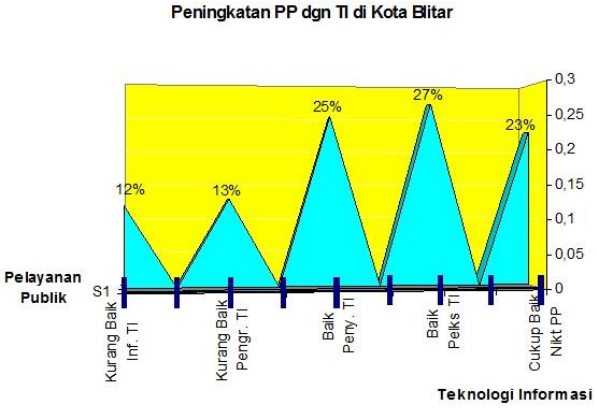
1.5. The necessity of information technology in improving public service falls into category of 'adequately good' (23%). It means that the development of information technology is in accordance with the society's economic growth that demands a service that is maximal, fast, accurate, and affordable. The openness of public information requires the

use of information technology related to public service to be easily accessed by anyone, even the one in a remote place.

2. Blitar

The following graph displays the effect of the use of information technology on public service in Blitar.

Graph 3: The Improvement of Public Service using Technology Information in Blitar



The graph shows that:

3.1. Infrastructure: The use of information technology to improve public service in Blitar falls into category of 'poor' (12%). It means that infrastructure plays a significant role but it is not a factor that determines successful public service. Although there has been an effort by dispendukcapil that use SIAK (Information Systems on Population Administration) and e-KTP (electronic ID card) application, most areas do not use it properly. Additionally, banking has also been an issue since the use of information technology requires to be updated continually to synchronize with any changes related to the improvement of public service.

3.2. Factors that influence the improvement of the public service implementation in Blitar, dealing with the use of information technology, fall into category of 'poor' (13%). It has something to do with the local policy, the level of human resources of the placement of PNS (civil servant) based on the needs, analysis of work load and job analysis, and prioritizing maximum service by using information technology to support a service that is easy, fast, and trouble-free. Additionally, public service regulation, including SOP, SPP, and SPM, information facilities, service officers that are competent, friendly, helpful, and aware of the conducive society, needs to be considered.

3.3. According to all elements' point of view, the effect of the use of information technology on the improvement of the public service implementation in Blitar is categorized as 'good' (25%). It means that the information technology systems in the performing public service are a supporting device to make an access fast, easy, and cheap. 'Fast' means that the service procedure is brief and straight to the point. 'Easy' means that the service is easy to be accessed anytime and anywhere. 'Cheap' deals with affordable costs.

3.4. The improvement of public service by the governmental apparatuses through the use of information technology falls into category of 'good' (27%) because information technology is a supporting device to create a maximum service. The operators should not only operate the technology, but also master it. Therefore, they need to be trained to optimize the use of information technology while serving the public. They are required to be excellent at any programs and improve their competence. However, most of the use of the information technology is supplementary, replacing a typewriter to make reports, while the entire service process depends on the personnel, not on the information technology. Therefore, information technology must be used properly in accordance with the main responsibility and functions of each SKPD.

3.5. The necessity of information technology to improve public service falls into category of 'adequately good' (23%). It means that information technology must be able to create effective and efficient public service, starting from planning process, implementation, control, and evaluation to achieve the expected

output to support the development programs. Thus, information technology is expected to make public service fast, easy, trouble-free, effective, and efficient.

d. Problems found

1. How is the use of information technology in supporting public service implemented?

Identifying the implementation of the use of information technology in supporting public service activities involves the following four steps:

1.1. Preparing the use of Information technology

According to the informants' answers on the instruments of the availability of the softwares that include computer facilities to design internet programs, the category is 'good' with 15 informants (41%). Meanwhile, the human resources, the ones in charge of managing the program, falls into category of 'adequately good' with 15 informants (41%).

1.2.Finalizing the use of Information technology

Based on the responses on the infrastructure of the internet programs that can be accessed, the category is 'adequately good' with 13 informants (36%), while as a public information medium, the category is also 'adequately good' with 13 informants (36%).

1.3.Stabilizing the use of Information technology

Based on the responses on the use of website by the society in terms of the users, updating data, and public service transaction, the category is 'adequately good' with 13 informants (36%), while the category of interoperability of the applications and data to other institutions is 'adequately good' with 12 informants (33%).

1.4.The use of information technology

Based on the respondent's answers on the use of the website whose data can be used and applied, they had no difficulties in public service and business. Therefore it falls into a category of 'adequately good' with 15 informants (41%), while the application making to services from government to public is categorized as 'adequately good' with 15 informants (41%).

2. **Are apparatuses of the public service administrator capable of using information technology in supporting their activities?**

2.1. Based on the respondents' answer on the instrument stating that all programs in the website can support their activities in serving the public, such as providing an easy service and assisting their main responsibilities, the category is 'adequately good' with 15 people (41%), while the fact that website has an impact on accelerating the functions and responsibilities of public service officers falls into category of 'adequately good' with 17 informants (47%).

2.2. Meanwhile, the effect of the use of information technology systemss on the implementation of public service in Kabupaten Malang falls into category of 'adequate' (27%). It means that the people were enthusiastic and willing to use information technology systems in every aspect to improve their economy. Therefore, a service is expected to be faster to increase people's trust to the administrators. Those 33 Kecamatan can be the basis of information technology that can be accessed by everyone.

2.3. The effect on public service by governmental apparatuses through the use of information technology is categorized as 'adequate' (29%). Most commentaries addressed that the online systems in some SKPD would make people more easily to access the service provide by the apparatuses. However, socialization to all elements of the society in 33 kecamatan was necessary since most of them might not be able to have an access to technology. To maximize the public service, every SKPD

needs to have a Standard Operating Procedure (SOP).

2.4. The necessity of information technology in improving public service falls into category of 'adequate' (23%). It means that the development of information technology is in accordance with the society's economic growth that demands a service that is maximal, fast, accurate, and affordable. The openness of public information requires the use of information technology related to public service to be easily accessed by anyone, even the one in a remote place.

2.6. The relationship between public service by governmental apparatuses and the use of information technology falls into a category of 'adequate' (22%). The respondents suggest to establish a thorough policy on the improvement of human resources in accordance with the development of sciences and technology to achieve efficient and effective public service.

2.7. The necessity of information technology to improve public service falls into a category of 'adequate' (24%). It implies that the development of information technology is necessary in the context of tabelization, as well as a means of promoting local potentials. Information technology could save the travel expenses to special outer regions in the needs of obtaining the initial data.

2.8. The use of information technology systemss toward the improvement of public service implementation in Blitar falls into a category of 'adequate' (25 %). It implies that the information technology systems in the performing public service are a supporting device to make an access fast, easy, and cheap. 'Fast' means that the service procedure is brief and straight to the point. 'Easy' means that the service is easy to be accessed anytime anywhere. 'Cheap' deals with affordable costs.

2.9. The improvement of public service by the governmental apparatuses through the use of information technology falls into category of 'adequate' (27%) because information technology is a supporting device to create a maximum service. The operators should not only operate the technology, but also master it. Therefore, they need to be trained to optimize the use of information technology while serving the public. They are required to be excellent at any programs and improve their competence. However, most of the use of the information technology is supplementary, replacing a typewriter to make reports, while the entire service process depends on the personnel, not on the information technology. Therefore, information technology must be used properly in accordance with the main responsibility and functions of each SKPD.

2.10. The necessity of information technology to improve public service falls into category of 'adequate' (23%). It means that information technology must be able to create effective and efficient public service, starting from planning process, implementation, control, and evaluation to achieve the expected output to support the development programs. Thus, information technology is expected to make public service fast, easy, trouble-free, effective, and efficient.

3. What are factors that restrict the use of information technology to improve public service?

3.1. Based on the respondents' answers on the public service improvement through information technology systems, the category falls into 'good' with 16 informants (44%), while responses/complaints on the information technology systems by the users of public service is categorized 'adequate' with 22 informants (61%).

3.2. Other factors that affected the implementation of public service in Malang, especially, related to the use of information technology falls into a category of 'poor' (11%). Many SKPDs stated that the policy on public service should have been one-stop license. Additionally, the

data information of information materials was incomplete and the human resources were not credible yet. Data preparation was also inaccurate, ineffective, and inefficient. Furthermore, as the natural factor, the 33 kecamatan were distantly separated.

3.4. Factors that influence the improvement of the public service implementation in Blitar, dealing with the use of information technology, fall into category of 'poor' (13%). It has something to do with the local policy, the level of human resources of the placement of PNS (civil servant) based on the needs, analysis of work load and job analysis, and prioritizing maximum service by using information technology to support a service that is easy, fast, and trouble-free. Additionally, public service regulation, including SOP, SPP, and SPM, information facilities, service officers that are competent, friendly, helpful, and aware of the conducive society, needs to be considered.

Conclusion

From the findings and discussion of the study, it can be concluded that the use of information technology in to improve public service can be considered from four steps of activities, as follows:

1. Preparing the use of Information technology

The availability of the softwares that include computer facilities to design internet programs falls into a category of 'adequately good' with 15 informants out of 36 (41%). Meanwhile, human resources, the ones, in charge of managing the program, falls into category of 'adequately good' with 15 informants (41%).

2. Finalizing the use of Information technology

The infrastructure of the internet programs that can be accessed, the category is 'adequately good' with 13 informants (36%) out of 36, while as a public information medium, the category is also 'adequately good' with 13 informants (36%).

3. Stabilizing the use of Information technology

The use of website by the society in terms of the users, updating data, and public service transaction, the category is 'adequately good' with 13 informants (36%) out of 36, while the category of interoperability of the applications and data to other institutions is 'adequately good' with 12 informants (33%).

4. The use of information technology

The use of the website whose data can be used and applied, they had no difficulties in public service and business. Therefore it falls into a category of 'adequately good' with 15 informants (41%) out of 36, while the application making to services from government to public is categorized as 'adequately good' with 15 informants (41%).

5. The ability of the apparatuses of public service administrators in using information technology while doing their activities can be observed from the public service improvement by using information technology systems. From the users' responses, the category falls into 'adequately good' from 16 informants (44%) out of 36. Meanwhile, while responses/complaints on the information technology systems by the users of public service are categorized 'good' with 22 informants (61%). Therefore, every information technology user must completely understand the programs that they want to use to improve public service.

6. Factors that restrict the use of information technology to improve public service are:

6.1. Licensing problem which is supposed to one-stop. The data information of information materials was incomplete and the human resources are not credible yet. Data preparation is also inaccurate, ineffective, and inefficient. Furthermore, as the natural factor, the 33 kecamatan are distantly separated. Therefore, an adequate infrastructure is highly required.

6.2. Society's various knowledge and infrastructure network that has not reached the level of village/kelurahan. Thus, government is required to make a policy in each region and place PNS in accordance with the needs, analysis of work load and job analysis, and prioritizing maximum service by using information technology to support a service that is easy, fast, and trouble-free. Additionally, public service regulation, including SOP, SPP, and SPM, information facilities, service officers that are competent, friendly, helpful, and aware of the conducive society, needs to be considered. Therefore, all public services must have a standard.

6.3. The readiness of the IT operators. The operators should not only operate the technology, but also master it. Therefore, they need to be trained to optimize the use of information technology while serving the public. They are required to be excellent at any programs and improve their competence. However, most of the use of the information technology is supplementary, replacing a typewriter to make reports, while the entire service process depends on the personnel, not on the information technology. Therefore, information technology must be used properly in accordance with the main responsibility and functions of each SKPD. The operators must participate in trainings gradually in order to be in line with the development of sciences and technology.

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Public Sphere on Recess of Members Regional House of Representative Kediri Regency in 2014

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Abstract

This study aims to describe the characteristics of public sphere on recess of members Regional House of Representative (DPRD) Kediri Regency in 2014. It caused of the lack of public spheres provided by the government and the lack of community aspirations are met by the council of representatives. The concept used in this research is the concept of public sphere from Habermas (1993) which is divided into 3 types of public sphere actor. The actor comes from the public itself (otochton), actor emerging from the public (autochton) and the mass media actor (publicists). The results showed that the recess was attended by high-level otochton actors consisting of informal groups such as farmers' groups and community family welfare organization. Other actors are autochton, Mrs. Haeni Indrajati and Mr. Dwi Naryo representatives of council members of the democratic faction. Other than that that the recess of members Regional House of Representative (DPRD) Kediri Regency in 2014 produced some suggestions and criticism from the community. The recess of Mrs. Haeni Indrajati's in the election area II absorbed aspirations in the form of suggestions and criticisms of the village government management as well as criticism about the poor quality of public services. While recess Mr. Dwi Naryo in the election area IV open public sphere by giving questionnaire of proposal. Proposals from the public on the management of civil registration services that have not been optimal, the proposed development, proposed village improvement, the proposed management of land certification and the proposal to open employment in the selected areas IV.

Introduction

In Indonesia, it is known that there are political representation and territorial representation in the concept of representation. The political representation is the House of Representatives (DPR). Based on Law Number 23 in 2014 explains that local government is the implementation of government affairs by the local government and the Regional House of Representatives (DPRD). The legal basis and position of the Regional House of Representatives (DPRD) of Kediri Regency for the term of office 2009-2014 is inseparable from some basic and constitutional basis which is applicable until it is formed and embodied in the local people's representative body.

Furthermore, Law no. 23 of 2014 article 45 on the letter (e), regarding the legislative's obligation is to absorb, collect, collect and follow up the aspirations of the community. But in fact, these four roles do not seem to be deeply impregnated by the legislature. A myriad of problems arise primarily in terms of legislation. Laws made by legislators are not in favor of the interests of the people, have not been made on the basis of the priority needs of the community, and have not involved the community maximally in the process of its formation. According to the Pol-Tracking

Survey in October 2015 The public majority of 56.11% was dissatisfied with the performance of the House of Representatives. The public considers that the council has not performed its main duty well.

Table 1. Survey of public dissatisfaction with the House of Representatives in October 2015

No.	Public Dissatisfation Type	Percentage (%)
1.	The public has not been satisfied with the performance of the parliamentary oversight of the government	48
2.	The public is not satisfied with the performance of the legislative councils in legislation	43
3.	The public is not satisfied with the performance of the representatives in formulation of the Indonesian Budget	47
4.	The public is dissatisfied with the performance of the council of representatives in absorbing the public's aspirations	56

Source: *https://www.poltracking.com*

Meanwhile, in Kediri Regency DPRD in February 2014 there are still some unfinished draft regulations in the decision. Among them 1) draft regulation on Structuring, Controlling, and Determination of Telecommunication Tower Levy; 2) draft regulation on the Protection of Farming Land for Sustainable Food; 3) draft regulation on waste processing; And 4) draft regulation on corporate social responsibility. Discussion of this draft new raperda reviewed in June - July 2014.

Based on the above data it can be concluded that the performance of legislative councils and absorbing public aspirations is still poor. This has caused disappointment to public distrust of the performance of the legislature. Therefore, the evaluation of the performance of DPRD members as an important part in the accountability of the trust that has been given by the people through the activity of aspiration selection is the recess activity.

Through the recess, the representatives of the parliament can know in more detail the condition of the community in the area, so that the implementation of the program and the evaluation of development can be optimized and utilized by all levels of society. In addition, recess is also done to maximize the performance of council members.

The recess period in Kediri Regency DPRD should be done every 3 times in 1 year with the longest 6 working days in one recess. Mrs.t in this period, the new recess is held once a year. Recess is done on February 24, 2014 until February 28, 2014. Activities and schedule of the recess is determined by the leadership of the DPRD Kediri Regency after hearing the consideration of the Committee Deliberation.

Table 3. Schedule of Recess of Members of DPRD of Kediri Regency 2014

No.	Recess Schedule	Recess Activity	Regional Choice Information
1.	Monday, February 24 2014	Recess of Election area IV Mr. Bimo Husodo, SE. MM Recess of Election area IV Mr. Dwi Naryo Recess of Election area III Mrs. Hj. Tintin Sumarni Recess of Election area III Mr. Agus Yulianto, SP	Election Area I: District Gurah District Papar District Pagu District Gampengrejo District Ngasem District Kayenkidul
2.	Tuesday, February 25 2014	Recess of Election area IV Mrs. Hj. Sri Herawati R. Recess of Election area II Mrs. Haeni Indarjati Recess of Election area III Mrs. Nanik Kustilah PK Recess of Election area IV Mr. Dwi Naryo	Election area II: District Pare District Kunjang District Plemahan District Purwosari District Badas Election area III: District Puncu District Kepung District Kandangan
3.	Wednesday, February 26 2014	Recess of Election area I Mrs. Siti Nuriyah, Spd Recess of Election area I Mr. H. Assabiq, SH Recess of Election area IV Mrs. Hj. Sri Herawati R. Recess of Election area IV Mr. Dwi Naryo Recess of Election area IV Dra. Thoyah, Msi. Recess of Election area IV Mr. Dwi Naryo	Election area IV: District Wates District Ngancar District Plosoklaten Election area V: District Kras District Ngadiluwih District Kandat District Ringinrejo
4.	Thursday, February 27 2014	Recess of Election area III Mrs. Nanik Kustilah PK Recess of Election area IV Dra. Thoyah, Msi	Election area VI: District Semen District Mojo District Grogol District Tarokan District Banyakan
5.	Friday, February 28 2014	Recess of Election area IV Dra. Thoyah, Msi	

Source: Processed Data

Referring to the concept of public sphere, Habermas (1993) explains that public spheres are not a place for market relationships such as sales and purchases, but are places for different relationships and a space for debate and deliberation. In addition, the public sphere concept prioritizes the dialogical conception with

the assumption that individuals come together to the same location and dialogue with each other, as equal participants in face-to-face conversations. Thus, the public sphere is defined as a place where there is a guarantee for each individual to be able to contribute opinions and actions to control the government, as evidenced by the involvement of citizens in the planning processes and social movements by citizens.

On February 25, 2014 at 11.00 mrs. Haeni Indarjati in the election area II conducted a recess which was located in Gedangsewu village, Pare sub-district. This recess invited as many as 50 people. Meanwhile, Mr. Dwi Naryo from the election area IV was held in Tawang village, Wates Sub-district on February 25, 2014 at 20.00 which was attended by 50 people.

Thus, the public is enthusiastic with the holding of recess activities of members of the Regional People's Legislative Council. This activity provides an opportunity for people to consult intensively with their people's representatives. The community freely submits its proposal and criticism to the people's representatives to be submitted to parliament and to be considered in public policy. Therefore, this study aims to describe the public space in the recess of members of the Regional House of Kediri in 2014.

In Hidayatullah's research (2016) explained that selection of aspirations by members of the Regional Representative Council of East Lombok Regency is mandatory. The implementation of recess activities conducted by the Regional Representative Council of East Lombok Regency is carried out formally as done in the village office and informally like a discussion in one of the houses. After conducting recesses, a collection of community aspirations was reported in writing and reported to the internal fractions by weighing the priority scale which then became the general view of the fraction at the plenary session. In the meeting reporting results of recess activities conducted, often the results of the discussion does not reach consensus t so that the fraction needs to lobby. The inhibiting factor of recess activity is that recess activities are not well accommodated so that people do not benefit from the recess.

Meanwhile, according to Maharani (2017) the implementation of the member of Batam City Regional Representative Council (2014-2019) period held in 2015 has been implemented 3 times in a year with a frequency of about 3.5 months. Recess activities conducted in the city of Batam is also not in a position that is satisfactory. This is because the recess period provided still requires a certain amount of creativity to build an interesting nuance in the recess. Communities tend to be less interested in recess activities due to the lack of public confidence in the credibility of board members and the lack of public understanding of their rights or the benefits of recess activities. Therefore, the recess activities undertaken by members of the Batam City House of Representatives are only used as annual periodic routines that are not clearly continuing.

This research uses descriptive qualitative research method. Research is to explain, manage, describe and interpret the results of research with the composition of words and sentences as an answer in the problems studied. The focus of this research is the characteristics of public sphere in the recess of members Regional House of Representative (DPRD) Kediri Regency period 2009-2014. The study was conducted by examining two recess activities of members of the DPRD Kediri Ibu Haeni Indrajati and Mr. Dwi Naryo in 2014 by observing the recess period. This is because of the 10 members of the board who conducted the recess only mrs Haeni Indrajati and mr. Dwi Naryo from the democrat faction. In addition, the two members have different ways of doing recess. To process and describe data to be

more easily understood, this study uses interactive data analysis by miles, dkk (2014). Thus, this interactive system can show a genuine willingness to understand in detail about a problem to get conclusions.

Discussion

Habermas (1993) asserted that the public sphere provides an important role in the democratic process. Public space is a democratic space or arena of social discourse, in which citizens can express their opinions, interests and needs discursively. Public spheres must be autonomous, without government intervention. Public spheres are a means of communicating, discussing, arguing, and expressing attitudes toward political issues. Public spheres are not just legal institutions or organizations, but are communications among the citizens themselves.

Habermas's public sphere concept is not just the availability of forums to discuss any candidate for public policy. Habermas views the existence of a public space by stating that public space is not just a place but a condition that allows constituents to always play the role of sounding council in voicing the public interest for public policy making. Public spaces that can show discourse between constituents and their representatives that lead to public policy that is truly in the public interest.

In the concept of fact and validity of Habermas (1993) there are three characteristics of public sphere actor. First, otochton are actors derived from the public itself, growing and developing from themselves and participating in the propagation and maintenance of public sphere structures. This type of actor is the subject of a public sphere that is not co-opted by power. Second, autochton is the opposite of autochton. This type of actor does not grow from the public but appears in public with the help of smber-outside sources such as money and power to occupy the public sphere that has been formed. The actor tends to use the public spheres that have existed for the actor's interest presentation stage. This actor type is an actor that has been co-opted power. Actors of this type appear in political parties, trade associations and the like. Third, publicists are actors who control the mass media by occupying accesses for selection and information formation.

In this case, the participants of the recess of members of the Kediri Regency DPRD consists of autokhton and autokhton actors. Autokhton actor is represented by villagers Gedangsewu, Pare sub-District and Tawang village, Wates sub-district. While the autokhton actor is a member of the board of mrs. Haeni Indrajati and mr. Dwi Naryo. They are representatives of the Democratic party faction.

The recess of members of the Regional Representative Council of Kediri District is one of the forms of public sphere. This is because the purpose of the recess activity is to discuss and consult between the people's representatives and the constituents. On February 25, 2014 at 11.00, mrs. Haeni Indarjati's held a recess activity in the election area II (Purwoasri Sub-district, Kunjang Sub-district, Kecamtan Pare, Badas Sub-District, Plemahan District), exactly in Gedangsewu village, Pare sub-district. This recess invited as many as 50 people but the arrival of residents almost reached 70 people. Recess participants consisted of farmer groups, community family welfare organization and volunteer organization in the form of successful team from member of Kediri Regional House of Representatives. This interest is based on the severance pay provided for compensation when they work. The majority of their work is farmers, so if the recess is done during the day it must have closed their working hours. In addition, residents feel this activity will be useful for the village Gedangsewu, Pare sub-district in conveying his aspirations that have been hanging.

In recess activities, people tend to be active and submit their complaints and suggestions. They also advise on reducing

out-of-town visits. This is because the council members always have the office when they need so that their needs are immediately addressed. Based on the observation, the community tends to be enthusiastic until Mrs. Haeni Indrajati finds it difficult to control people's emotions.

Meanwhile, mr. Dwi Naryo's from the Electoral District IV (Wates Sub-district, Plosoklaten Sub-District, Ngancar Sub-district) conducted a recess activity in Tawang Village, Wates Sub-district on February 25, 2014 at 20.00, attended by 60 people from 50 people. The majority of recess participants are indigenous and work as farmers. The recess activity held by mr. Dwi Naryo was held at night because so as not to disturb the working time of its citizens during the day. However, in the observations are still found severance money is distributed at the end of the event. In addition to this recess activity bring a singer to entertain the citizens. This is because to attract sympathy and public participation in conveying its aspirations However, when the question-and-answer session to convey the aspirations of the people, villagers Tawang, Wates sub-district more silent and passive. They feel the performance of the board members has not changed and no one can be trusted to represent their interests. These communities tend to utilize severance pay, consumption and entertainment provided. Therefore mr. Dwi Naryo distributed a paper containing a questionnaire to fill in whatever the proposal and criticism of the citizens.

Figure 1. Recess Mr. Dwi Naryo in Tawang Village, Wates District Kediri Regency

Source: researcher's documentation

Tabel 3. Public Sphere in Recess Activity

Indicator	Recess mrs. Haeni Indrajati	Recess mr. Dwi Naryo
Location	Gedangsewu village, Pare sub-district (election area II)	Tawang village, Wates sub-district (election area IV)
Time	On February 25, 2014 at 11.00	on February 25, 2014 at 20.00
Number of participants	70 people	60 people
Actor characteristics	a. Otokhton: farmer groups, community family welfare organization b. Autokhton: mrs. Haeni Indrajati	a. Otokhton: farmer groups and Successful team b. Autokhton: mr. Dwi Naryo
Recess process	Discuss and interactive	To share questionnaires
Usulan	1. Proposal of empty village government administration is more precisely the empty village head until the signing of the letter is often represented by others 2. Criticism of the village administration is not good 3. Criticism of citizens about the results of public services is still considered less targeted. Examples are poor rice service poor quality, ill-gotten targeted health insurance, and long-time family stewardship process. 4. Criticism Residents had previously conducted hiring together with Members of DPRD Commission I on Law and Government, but up to 2 years there was no result until the residents felt unsuccessful	1. Proposal about Family Registers management 2. Proposed physical development request in Tawang village in the form of asphalting 3. Critics for land certification. 4. Proposes opening employment opportunities to reduce criminal acts

Source: Processed Data

Thus, recess activity is a form of public sphare. In it there are several types of actors and no mass media actors that play a role. In addition, in the recess activity created an authentic dialogue between the members of the board with its constituents. The authentic dialogue consists of proposals and constructive criticisms for evaluation of the performance of board members.

Conclusion

Based on the analysis obove, it can be concluded that the recess is a form of public sphare in order to achieve a deliberative democracy. In this case the recess activity is to capture the aspirations of the community to evaluate the performance of the parliament and submit it in parliament. Actors in the recess activity are otochton incorporated in the group of farmers, community family welfare organization and volunteer organization in the form of successful team from Gedangsewu village of Pare Subdistrict and Tawang village resident of Wates. While the other actor is autochton (council member Mrs. Haeni Indrajati and Mr. Dwi Naryo) from faction of democrat party.

The proposals submitted in the recess of Mrs. Haeni Indrajati are the proposed empty village government administration, the criticism of poor village governance, criticism about the public service which is still not quite right target. While the proposed recess activity of Dwi Naryo is the proposal about the management of Family Registers, the proposal of physical development request in Tawang village in the form of asphalting, criticism of the management of land certification, the criticism of the long-time family stewardship process and proposes opening employment opportunities to reduce criminal acts.

With regard to the results of the above analysis, researchers provide recommendations in the democratic era in this period, the community becomes more critical and more insightful about the state of the area that is not good, especially on public services. Therefore, the members of the council to work harder in upholding and realizing the aspirations of the people especially open public spheres are open and accessible.

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The Effect of the Implementation of the Health Policy on the Effectiveness of the Organizations of General Hospital Regions in the Services of Inpatients (Study In Rsud Banjar City And Tasikmalaya Regency)

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Keyword:
implementation of health policy, organizational effectiveness and patient care.

Abstract:

The problem of inpatient care is a very urgent issue because in handling and managing it requires dexterity skills even high medical equipment costs. Therefore, the services of inpatients in General Hospital more effectively is a must, even especially for General Hospital. This study aims to examine how the implementation of health policy and the extent of its impact on the effectiveness of inpatient services at the General Hospital. In this study using quantitative research methods and refers to the theory of policy implementation that has four components of communication, resources, position or attitude of the implementers and bureaucratic structure. This research uses explanatory survey method. Primary data were obtained by using a questionnaire designed in accordance with research and observation needs. Secondary data were obtained through documentation study. The results of this study indicate that the implementation of health policy has not provided a significant effect on the effectiveness of inpatient services at Public Hospital. On the other hand, the disposition or attitude of the implementers gives a insignificant effect on the effectiveness of inpatient services at the General Hospital.

INTRODUCTION

Given the importance of public health status in supporting the development process and in line with it has been issued many policies by the government and related agencies in relation to health, ranging from the level of policy level, organizational level, and operational level, it is clear that all policies- the policies made are directed to the effort to achieve integrated health development efforts. The integration of health development efforts involves efforts to promote health (promotive), prevention of disease (preventive), curative healing (curative), and health rehabilitation (rehabilitative), which must be implemented in an integrated, comprehensive, and sustainable jointly between government and society .

Health services are basic services that must be provided by the government to the public in order to improve the quality of human resources, in supporting and maintaining the continuity of the development process. The role and responsibility for implementing and maintaining the health of the community is the Hospital. Hospitals as an institution play a very strategic role in order to improve public health status. Therefore, in implementing this strategic role, the hospital needs to be equipped with various policies that govern how to protect the hospital as an institution that provides health services and the community as the

recipient of health services. This means that the integration and continuity of health services provided by the hospital to the community can be maintained.

Published Law No. 32 of 2004 on Regional Government, in the system of governance in Indonesia there has been a fundamental change in the administration of the government from the centralized system to the decentralistic system. Decentralistic policy is a form of broad autonomy, real and responsible, so that all government affairs in the field of service to the community submitted to provincial and district / city areas including the field of health services. This means that such a widespread autonomy, the regions have the opportunity to empower the community so that welfare, public participation and health increase in accordance with the situation and aspirations of the region itself.

The hospital is basically a regional technical institution in the field of health services and also as a leading institution owned by the region that serves directly serve the needs of the community for daily health services, so that the Regional General Hospital can be regarded as a "flag carrier" area in the field of health services. Regional General Hospital, can be said as an institution that has a position "non rivalry" so that for the community is the only option to obtain health services. A patient or family visiting the hospital is basically aiming to treat the illness. They come to the hospital expecting good health services in the sense of not being limited by time of day, day or night. Their arrival to the hospital aims to treat a disease whose nature of the disease is mild so that the patient is called an outpatient or treatment of a severe nature and required continuous treatment, this patient is called inpatients.

Given that the Regional Public Hospital holds the position of "Non Rivalry", it will have an impact on the community itself to "receive" health care services in a state of genuine quality, in the absence of other options. Such circumstances can not be left to the Regional General Hospital no other way than to respond to the public demand for adequate health services, by improving the quality of health services oriented to customer or patient satisfaction. Increased service satisfaction to the patient should be made a strategy by the Regional General Hospital itself, because it will bring a name for the Regional General Hospital itself and the name of the Regional Government where the Regional General Hospital is located. Therefore, the researchers found various phenomena from various events, documents and reports on services provided by the Regional General Hospital, which in outline shows the Regional General Hospital in handling prospective inpatients not in accordance with the standards of medical services as outlined in the decision Director of the respective hospitals, thus less support the improvement and maintenance of hospital service quality.

The low standard of medical services performed by the Regional General Hospital is more due to the ineffectiveness of the implementation of health policies undertaken by the two Regional General Hospital, such as the decision of the Director in both Regional General Hospital about the minimum standard book of medical services was not optimally disseminated, medical personnel have not understood the implementation guidelines, the contents of the policy is not known in detail, and the possibility of difficulty there is a similarity of views which means the delivery of information berekiatan with the decision or rules of ethics code of medicine has not been integrated.

PROBLEM FORMULATION

Implementation of health policies implemented by the Regional General Hospital to the community / patient has not been implemented optimally, resulting in service to patients (inpatients) has not met expectations. This is indicated by the number of complaints made by the community either through the mass media

or by letter directly addressed to the Director of the Regional General Hospital. This should be addressed immediately, given that the RSU is the "flag carrier" of the local government in terms of service to the community. If this is not addressed soon will result in bad community image to the local government itself ". Therefore it will be examined how much influence the implementation of health policy on the effectiveness of service of inpatients at the Regional General Hospital.

RESEARCH OBJECTIVES

The purpose of this research is to know about the effect of Health Policy Implementation on the effectiveness of inpatient care service at Regional General Hospital, and to obtain new concept that will enrich the repertoire.

THEORITICAL REVIEW

After the researcher briefly describes the results of the thinking of public policy implementation by some writers, according to the researcher of Edward III thought that it is most appropriate to be used as the analysis blade in dissecting about the implementation of the policy applied at the Regional General Hospital and Banjar as the implementation of health policy.

The reason researchers use Edward III's thinking results, because researchers see the symptoms found by researchers when describing the "background research" where the symptoms are considered as the cause of the lack of success of health policy implementation in General and Banjar Hospital. The researcher took the model of Policy Implementation according to Edward III as a knife of analysis with the following detailed reasons:

1) Regional General Hospital is a regional apparatus organization that is professional and prioritize the aspect of patient service which since its establishment and development has applied the concept of health policy implementation. It is characterized the organization of the Regional General Hospital has applied; a) communication such as the socialization of minimum standards of inpatient and outpatient services, guidance on the implementation of patient services, b) the presence of resources covering human resources such as medical doctors, medical personnel, medical committee and financial resources such as adequate power support c) the tendency or disposition (attitudes and behaviors) of employees such as behavior of health policy, behavior of different work units, d) the existence of bureaucratic structure such as the existence of procedural operating system and clear division of tasks.
2) Hierarchy of health policy at the Regional General Hospital is at Operational Level so that the theory used must be in accordance with its level. In this case Edward III model according to the researcher is suitable for operational level with laaalasan that Decision of Director of General Hospital is organizational level product from Government and Government which must be operated into policy implementation in service effectiveness of inpatient.

Later in the literature review it has been argued that the implementation process contains a series of follow-up activities (after a program or policy is defined), which consists of decision-making, strategic and operational steps taken to achieve a program or policy becomes a reality, dai program (wisdom) that all set. Implementation can succeed less successful or fail at all in terms of the results achieved or outcomes, because in the process participate play and involved various elements whose influence can be supportive

or inhibit the achievement of program targets.

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In the implementation process there are at least three important and absolute elements, namely the existence of the program (or policy) implemented, the target group is the targeted community group, and is expected to receive the benefits of the program, as well as the existence of the elements of implementation (implementor) both the organization and individuals, who are responsible for the management, implementation and supervision of the implementation process. Implementation of the program or policy is not possible in a vacuum, therefore environmental factors (physical, social, cultural and political) will affect the implementation process of the development program in general.

In the policy implementation study consider four aspects of communication, resources, disposition, bureaucratic structure. These four aspects work together and interact to help the policy implementation process. In understanding the four aspects of policy implementation it should simplify the implementation of the policy into key components because the implementation of each policy is a dynamic process involving the interaction of many variables.

From this understanding, the implementation of policies in the process requires a comprehensive approach to realize the main components in the sense that internal and external factors must be considered and taken into account regarding the existence of policy implementation involving the interaction of communication, resource, disposition, bureaucracy structure. It is easy to understand that in the study of policy implementation will have a good influence that is supportive or inhibit to the implementation of the policy so required to simplify the main components of the implementation.

Implementation or implementation of policy is a stage in the overall process of policy that takes place complex and dynamic, and will determine the success or failure of a policy. It is always open to the possibility that a good enough policy becomes ineffective or fails due to a weakness in the system and its implementation process. Implementation is a set of activities undertaken following a decision. A decision is always meant to achieve a certain goal. In order to realize the achievement of the target it takes a series of activities, meaning that at the level of implementation is the operationalization of various activities in order to achieve certain targets, it is necessary to create a conceptual model to see the process of policy implementation.

A good conceptual model can be an appropriate tool for providing guidance on policy implementation, including activities in which human resources use other resources to achieve the objectives of a strategy that touches all levels of management from top management to bottom line employees . The cure of an implementation is that it can not operate without internal factors and external factors that always affect it, and those factors must be well controlled.

The thought of policy implementation according to George Edward III on four factors or variables that are the most important requirements for the successful implementation process, consisting of communication, resources, disposition, and bureaucratic structure.

1. Communication factors.

This communication is very important because a program can only be implemented properly if it is clear to the implementers. Implementation can be effective, then the people responsible for implementing a decision must know what they are supposed to do. Commands to implement the policy should be submitted to the appropriate personnel and the policy must be clear, accurate and consistent. If the policy is not clearly defined, then the policy is likely to be misunderstood by the people to whom the policy is addressed. Clearly, the confusion of the executors about what should be done increases the chances of implementing policies that are inconsistent with the intentions of the person delivering or giving orders.

Inadequate communication also gives the executives flexibility as they attempt to turn public policies into specific actions. This flexibility will not be tested to show the goals of the real policy-makers. This means that implementation orders that are not conveyed and which deviate from the delivery or the faintest or inconsistencies can present obstacles to policy implementation. Conversely, too detailed or thorough orders can hamper implementation by shutting down the creativity and adaptability of the implementers.

In general there are three important things in the process of communication policy namely transmission, consistency and clarity. The first requirement for effective policy implementation is that those who implement the decisions should know what they should do. Policy decisions and orders must be forwarded to the right personnel before the decisions and orders can be followed. Of course, communication must be accurate and must be understood carefully by the executors. However, many of the obstacles facing transmissions of implementation communications and constraints may hinder the implementation of policies.

If policies are to be properly implemented, then the implementation instructions should not only be understood, but also the guidelines for implementation should be clear. If the execution clues are not clear, then the implementors will be confused about what they should do. In addition, they will also have the discretion to carry out views that may differ from those of their superiors or views that should be referenced. Another aspect of communication concerning implementation instructions is the issue of consistency. Conflicting decisions will confuse and hinder admisitrative staff and hamper their ability to implement policies effectively. In the meantime, there are many things that encourage inconsistent communication and adversely affect the implementation of policies.

Communication in implementing the policy involves transmission, consistency and clarity.

Transmission or information delivery process. Transmission is a factor influencing policy communication. Before an official can implement a decision, he should be aware that a decision has been made and an order for its implementation has been issued. This is not always a straightforward process as it seems. Many found these decisions to be ignored or otherwise, there is often a misunderstanding of decisions. There are several obstacles that arise in transmitting the implementation orders, consisting of: disagreements between the executives and the orders issued by the policymaker. Opposition to this policy will lead to obstacles or an immediate distortion of policy communications. This happens because the implementers use the freedom they can not enforce in implementing common decisions and commands. Information goes through the layers of bureaucratic hierarchy, because the bureaucracy has a tight structure and tends to be very hierarchical. This condition is very mengengauhi level of effectiveness of communication policies that run. The use of

indirect means of communication and the absence of specified communication channels may also distort the executing commands. In the end, the capture of communication may be hampered by selective perceptions and the unwillingness of the implementers to know the requirements of a policy, and sometimes the implementers ignore what is clear and guess the true meaning of communication.

Clarity of information. If the policy is implemented as desired, then the implementing instructions should not only be accepted by the policy implementers, but also the policy communication should be clear. Often the instructions passed on to the implementers are blurred and do not specify when and how a program will be implemented. The lack of clarity of communication messages conveyed with regard to policy implementation will lead to misleading interpretations that may even contradict the meaning of the initial message. Unclear communication message policies do not always face implementation. At some level, the implementers need flexibility in implementing the policy. Something that is often inhibited by very specific instructions concerning the implementation of the policy. Four factors that lead to the lack of clarity of policy communication, among others; the complexity of public policy, the desire not to disrupt community groups, lack of consensus for policy objectives, problems in starting new policies, avoiding policy responsibilities, and the nature of judicial policy-making.

Communication as one of the critical success factors of policy implementation should be scrutinized communication barriers and distortions, since the consideration of those involved in various implementation stages of approving policies means they are more likely to continue policy communications closely. Higher policy makers must rely on other officials to continue and implement their decisions and orders. If a policy is contrary to the choice of implementer then they will have a tendency to use their discretion to ignore or distort it.

To reduce the lack of clarity of policy communication then developed effective communication channels, because the more developed channels of communication to continue the commands of theimplementationi, the higher the probability of the commands forwarded correctly.

Consistency of information submitted. If the policy implementation wants to be effective, then the implementation orders must be consistent and clear. Although the commandments conveyed to the implementers of the policy have an element of clarity, but if the order is contradictory then the order will not facilitate the executor of the policy to carry out their duties properly. On the other hand inconsistent policy implementation will encourage the implementers to take very loose action in interpreting and implementing policies. When this happens, it will result in the ineffectiveness of policy implementation because because very lax measures are unlikely to be used to implement the policy objectives.

2. Resource factors

It does not matter how clear and consistent the implementation order is and how accurate the order is delivered, if the personnel responsible for implementing the policy lack the resources to perform effective work, implementation will not be effective. These resources include four components consisting of: sufficient staff (number and quality), Information needed for decision making, Authority sufficient to perform tasks and responsibilities, and Facilities needed for implementation.

Staff. Enough Staffs to see the amount and quality, the amount should be appropriate, and the staff has the necessary expertise in accordance with the needs of the implementation of the task and work. Failure that often occurs in the implementation of the policy one of them caused by staff who are not sufficient,

inadequate, or incompetent in their field. The addition of staff and implementors alone is insufficient, but it also requires inadequate staff adequacy, but due to the adequacy of staff with the necessary skills and skills (competent with the necessary skills and abilities) in implementing the policy or performing the task desired by the policy itself.

A large number of staffs do not automatically encourage successful implementation. This is due to the lack of skills possessed by government employees or staff, but on the other hand a shortage of staff will also create a complicated issue concerning effective policy implementation. Service is often said to be slow, the cause is not the lack of staff handling services, but rather the lack of quality of human resources and the low motivation of employees. It is not enough with just enough executive to implement a policy. The implementers must have the skills necessary to carry out the work. Lack of well trained personnel can hinder the implementation of policies that cover many updates. One of the problems faced by the government is that few officials have management skills.

Exercises given to executives are so minimal that their professional abilities have increased quite slowly. Officials are less inclined to develop long-term skill development. Career officials themselves do not emphasize management training, as some suggest the need for management competence as a promotion criterion. Lack of skills is a major problem facing local governments, due to the lack of resources used for professional training, the difficulty in recruiting and maintaining competent administrators because of their low salaries, prestige and job security generally.

Inadequate appointment of employees is a major problem for the new program, due to time constraints to staffing and adequate budget allocation so that policies are often accepted only at the initial stage of implementation.

Information. Information needed for decision making. This means that every information must be relevant and adequate, especially in implementing the policy and the fulfillment of other matters involved with the implementation. In the implementation of the policy there are two forms of information are: 1) Information related to how to implement the policy. Implementors should know what they should do when they are given orders to take action. Policy makers are instructed to implement policies, such as aspects of communication factors, the lack of clarity of policy communication messages will hamper successful implementation. 2) Information on compliance data of the implementers on the established government regulations and regulations. Implementors should know whether others are visible in the implementation of the policy in compliance with the law. Not so with implementing a new policy, such as regional autonomy and government policy on hospitals, policy implementers should be explained how the policy should be implemented. Lack of knowledge about how to implement several policies has several consequences directly, consisting of: a) Some serious responsibilities will not be met or can not be met in a timely manner, b) Inefficiency.

Incorrect policies cause other government units or organizations in the private sector to buy supplies, fill out forms or stop unnecessary activities. Policy implementation often requires information about the compliance of organizations or individuals with the law, as lack of staff is able to provide information about possible legal disobedience. Implementation of policies also depends primarily on private sector individuals.

Authority. Sufficient authority to carry out duties and responsibilities. It means to ensure that policies are implemented there must be conformity with their duties and responsibilities. In general, the authority must be formal in order that the command can be implemented.

Authority is an authority or legitimacy for executors in implementing a politically determined policy. Third authority is nil, then the power on the implementor in the eyes of the public is not legitimated so as to thwart the process of policy implementation. But in another context, when such formal authority exists, it is often wrong to see the effectiveness of authority. On the one hand, the effectiveness of authority is necessary in the implementation of policy implementation, but on the other hand, effectiveness will be diminished when the authority is diverted by the implementers for their own benefit or for the benefit of the group.

The lack of effective authority is recognized by officials and therefore requires cooperation with other implementers if they are to implement programs successfully. There are at least two advantages: 1) Encouraging involvement of policy implementers to encourage participation, 2) eliminating possible rejection by policy implementers. At a minimum the policy implementers provide what the public policy makers require.

Facilities needed in the implementation. This means that efforts to provide and complete the needs of facilities in the implementation or implementation of each program, especially to provide services. Physical facilities are also important factors in policy implementation. The Implementor may have sufficient staff, understand what to do, and have the authority to carry out his duties, but without the support facilities (facilities and infrastructure) then the implementation of the policy will not work. An executive employs adequate staff, may understand what to do, and may have the authority to perform his duties, but without a building as an office to coordinate, without equipment, without provisioning, it is unlikely that the planned implementation will be successful. The implementers must obtain the necessary facilities and equipment, and put the facilities in place of work.

A crucial source of policy implementation is that the more technical the policy is implemented and the greater the skills required of the implementers, the greater the shortage of personnel who have adequate skills and this will hinder the implementation of the policy. Skilled staff shortages are a major issue in the new program that is required, as well as experienced and skilled personnel are often absorbed and offer higher compensation with the required skills.

Another crucial source of policy implementation is information, where executives need to know how to implement policies as directed by their superior officers, especially innovative and highly technical policies required by someone who knows how to implement the policy well.

Inadequate resources will mean that laws or laws will not be enforced, services or services will not be provided, and incoming regulations will not be developed.

3. Disposition.

Disposition is the attitude and commitment of the executor to the program especially from those who become the impelementor of the program, which in this case mainly intended is bureaucratic apparatus. Disposition or attitudinal attitude is an important factor to the study of public policy implementation. If implementation is to be carried out effectively, then executors must not only know what to do and have the capability to do so, but they must also have the will to implement a policy. Most implementers can use a lot of flexibility in policy implementation. One reason for that is their dependence on superiors who formulate policies. Another reason is the complexity of the policy itself, but the way in which the implementers use freedom or freedom depends largely on their attitudes or dispositions to policies. Their attitude, in turn, will be influenced by views of policies affecting the interests of the organization

and their personnel. Implementers do not always have a desire to implement the policy. Consequently, policymakers are often confronted with the task of trying to manipulate or work around the attitudes of the implementers or reduce their freedom. Important points to be observed in the disposition variable consist of: bureaucrat appointment and pragmentation.

In the appointment of bureaucracy associated with the disposition or attitude of the implementers will create real barriers to the implementation of the policy if the existing personnel do not implement the policies desired by high officials. Therefore, the election and appointment of personnel implementing the policies must be those who have dedication to the policies that have been set, more specifically on the interests of citizens.

Similarly, pragmentation is associated with disposition, so one technique that is perceived to overcome the tendency of the implementers is to manipulate the incentives. Therefore, in general, people act according to their own interests, then incentive manipulation by policy makers influences the actions of policy implementers. By adding a certain profit or cost may be a driving factor that enables policy implementers to execute orders well. This is done as an effort to fulfill personal or organizational interests.

4. Bureaucracy Structure.

Bureaucracy is one of the most frequent bodies even as a whole executing policy. Bureaucracy either consciously or unconsciously chooses organizational forms for collective agreement, in ranka solves social problems in modern life. They are not only within government structures, but also in other private organizations even in educational institutions and sometimes a bureaucratic system is deliberately created to enforce a particular policy. The policy implementer may know what is done and have enough desire and resources to do so but in the implementation they may still be hampered by the organizational structure in which they carry out the activity. There are two main characteristics of bureaucracy namely the procedure of working the basic measures or standard operating procedure and fragmentation. Basic size work procedures are an internal response to the limited time and resources of the implementers as well as the desire for uniformity in the operation of complex and widespread organizations. Such fragmentation is related to the pressure of the broader bureaucratic unit such as the policy plate affecting the organization of the government bureaucracy. These differences will affect changes in policies, lead to unwanted actions and even fractures of organizational boundaries.

Then the implementation of health policy in an effort to increase the effectiveness of service of inpatients at Regional General Hospital related to competing values and get emphasis as long as organization move on life cycle of organization. This means that the effectiveness of the service of inpatients at the General Hospital is able to apply the identification indicators described by Kasim (1993: 96) namely; (1) criteria of readiness and resource acquisition are characterized by innovation activities, creativity and resource mobilization, (2) criteria of interpersonal relationships such as employee morale and human resource development are characterized in communication and informal structure, sense of kinship and cooperation among members of the organization (3) internal process criteria and rational objectives characterized efficiency, planning, goal setting, information and communication, rules and procedures, (4) open system criteria marked improvement of organizational vitality, balance between skills and suitability such as structure.

The statement indicates that the effectiveness of inpatient care services in Public Hospitals should be able to create innovation or better change, especially serving inpatients from time to time where individual patients and types of diseases are

constantly changing, the creativity of health personnel serving inpatients, or mobilize a number of healthcare professionals to provide maximum inpatient care. The effectiveness of inpatient services at the General Hospital takes into account the preparedness of maintaining the relationship between human or health personnel in serving the inpatients as well as the care, examination and treatment, the readiness to improve the knowledge, skills and expertise in the health sector, maintaining communication among health workers during patient service as well as treatment, utilizing informal structures among health workers or not rigidly serving inpatient admissions, maintaining a sense of kinship that can be shown by health workers with each individual patient in their care, maintaining cooperation among health workers in the workplace, high commitment among health workers in the service of inpatients during the period of care, keeping personal leaders in the work environment and General Hospital. The effectiveness of inpatient services at the General Hospital should take into account the efficiency or not much time wasted in serving the inpatients, there are scheduled inpatient scheduled check up, the purpose and accurate information received by each individual inpatient, good communication of health workers with inpatients during the treatment, applying regulations and procedures by health care workers in treating, checking, and treating patients. The effectiveness of inpatient services at the General Hospital should take into account the increase in vitality or matters considered important in the organization, and maintain balance and conformity such as simplifying the structure desired for the benefit of better health services.

All aspects of the demands and needs in building the effectiveness of the service of inpatients in the General Hospital mentioned above, of course, is crucial to the demands and opportunities for the organization of public hospitals of local government moving from bureaucratic institutions to business institutions, and the development of humanitarian business institutions this leads to institutions that are based on the concept of business, and the development towards this business institution can not be rejected because it is a global trend. If the hospital sector in Indonesia does not use this business concept, it will be difficult in world competition. In this case the trend that needs to be observed is the improvement of competence between hospitals and other health care providers, because in accordance with the demands of duties and responsibilities of health workers to conduct examination and treatment as well as possible. Of course the organization of the hospital must take into account the community because it is a very important external environment and the performance of most hospital revenues come directly from the community, in this case that needs to be understood is the demand that the desire to be healthier embodied in the behavior seek help medical workers, while needs ie the state of health expressed by medical personnel should get medical treatment. Included in the reading of the health system as a hospital environment, key actors in health services need to be identified, ie government, community and third parties who are sources of financing, service providers including the pharmaceutical industry and health personnel education places, as well as institutions for health services.

The effectiveness of inpatient services in local public hospitals shows such a commitment of the duty physician while performing the tasks at the emergency department, as well as the nurses have a commitment to the procedure of the patient inpatient service remains. Nurses take action against inpatients who are not in accordance with the procedures remain at least straighten the stages of completion so that each patient inpatient can be served well. No commitment nurses to the procedure remain patient services because nurses are not satisfied with the

duty doctor, laboratory personnel and physician duty. The attitude of medical personnel who do not comply with the procedures remain assumed to be dissatisfied with their working conditions and partners who are not committed to their time in improving the services of inpatients in public hospitals. Including inpatient care is accompanied by more effective skills of medical personnel, knowledge and skills, training and human resource education and all hoping to be given the opportunity and expense of continuing training and education.

The effectiveness of inpatient services in local public hospitals can be seen from the waiting time in the triage, the death rate and the triage case referral, as well as the standard procedure of receiving new patient emergency standard according to the standard because it avoids the possibility of sudden handling and not in accordance with the applicable provisions . In the Ministry of Health standard it is determined that the division of service activities of inpatients in the emergency department consists of; surgical cases, non surgical cases, and midwifery, as well as trying to get services and actions that fit with health.

Therefore, the effectiveness of inpatient services in local public hospitals is more strived to pay attention to the aspects; the nursing service is in the form of assistance given to the sick individual to be able to meet his needs as a living creature and adapt to stress by using the potential available to the individual itself, providing nursing care to individuals, families, groups, and society as a whole. This is done through; responsibilities, understanding the scope of authority responsibility and limited ability, treating the patient humanly as an active individual unit and partner, conducting therapeutic communications with the patient, developing and maintaining therapeutic relationships with patients, fostering human relationships and cooperating with others comrades in the team spirit of the ploplinic location of the outpatient unit should be close to the main entrance of the hospital, and the polyclinic should not be far from the radiology uq and the laboratory.

Previous Research Results

Yadi (2004: 80) wrote his research work stating that; "Public satisfaction on the quality of public services is determined by the level of conformity between the performance or the implementation of service with the level of importance or expectation, where both service performance and customer interest level using the five main dimensions of public service quality that is; speed, accuracy, convenience, fairness and cost ".

From the research recommendations, it can be known the important dimensions in establishing health services in the Regional General Hospital as follows:

a) Health services with speed dimension. This dimension implies that the quality of public services is determined by the extent of the apparatus's ability to perform the services promised quickly. The rapid dimension in health services has three indicators, among others; speed of responding to patient complaints, speed of service completion and speed of handling patient request. Implementation of the speed dimension in health services to the community is a demand in the process of excellent service, this is reinforced by his opinion Waworuntu (1997) that; prompt and appropriate services can shorten the waiting time of the community, and even the customer's desired service according to Gasperz (1997): "faster, easier, and better service".
b) Accurate health care services. Accuracy is the ability to assist patients in providing appropriate services. This dimension can be explained through three indicators consisting of:
   1) employee readiness when needed,
   2) timeliness of service,

3) the accuracy of examination and treatment.

In observing the urgency of timeliness in the provision of health services as stated Gaspert (1997) confirmed that one of the attributes that must be considered in improving service quality is the timeliness of service.

c) Health services ease dimensions. The meaning of convenience in relation to health services is to include all efforts made to facilitate the patient in obtaining health services. The dimension of ease of service to the patient will be measured in the following indicators:
   1) Availability of service information
   2) Availability of drugs needed
   3) Ease of service
   4) Availability of equipment
   5) Health care facilities
d) Health services with justice dimension. The quality of health services with justice dimensions can be assessed from the following indicators:
   1) Equalization of health care procedures
   2) Use of health facilities / facilities

   The importance of justice in the implementation of services to the community as a pillar that creates the value of harmonization of relations between government and the governed, it is as argued by Ndraha (2003) menyataan that broader indicators of research in the field of government management in addition to service quality one of which is a service fair and prime. This is in line with the excellent service standards proposed by Siagian (1993) that the realization of the quality of service, among others, is determined by the fair service and the equal treatment of the same interests.
e) Cost-saving health services. Cost-dimensional health services will be related to the fairness or high level of the tariff charged to society, this is in line with his thinking Ndraha (2003) states that; "One of the characteristics of public services in terms of sipatnya is the lowest tariff and not looking for profit". So with the lowest possible tariff, the highest quality of service can be obtained by the community or patients who need health services. This dimension will be examined from a cheap and affordable tariff service or treatment indicator according to the answer distribution.

In the service of patients at the Regional General Hospital will come to the factors that affect patient satisfaction by paying attention to the priority of service quality improvement, this is evidenced the following:

a) Factors considered important or main priority by Regional General Hospital, among others; patient satisfaction served by the officer, the speed of completing his service, the readiness of the officer when needed, the accuracy of examination and treatment by the officer, and the availability of access to service information, and the availability of medicine.
b) Improvement factors and performance defenses applied by the Regional General Hospital in a series of patient services among others; speed of responding to patient complaints, timeliness of service, and service procedures.
c) Low priority factors in patient care at Regional General Hospital, among others; speed of responding to patient requests, equipment and health facilities, and use of health equipment and facilities.
d) Excessive service factor in patients in the Regional General Hospital, among others; the similarity of service procedure and the cost of treatment.

RESEARCH METHODS

This research explains and describes the level of dependence of independent variables (independent

variable) to dependent variable (dependent variable). For that purpose, this research uses quantitative design with descriptive survey method, that is research done by car collecting information and data from respondent by using questionnaire from sample representing entire population in order to make generalization for population.

This research is also explanatory in exploring, identifying and analyzing the effect of health policy implementation on the effectiveness of inpatient services at Regional General Hospital and, either partially or intactly, the influence of the policy implementation factors.

The fundamental consideration of this research is carried out by quantitative design is that the policy implementation factors of communication, resources, disposition or executive attitude and bureaucratic structure, along with its dimensions can be measured using applied statistics. For further data the results of the study were tested in accordance with the research hypothesis that has been formulated as an answer to the identification and formulation of the problem, as well as in accordance with the intent and purpose of the study.

Furthermore, the existence of obtained research data can be used as a measure of the magnitude of the influence of each research variable, then this research will be testing the causality of the dimensions of the independent variable (X) to the dependent variable (Y). Therefore, the data analysis used is multiple linear regression analysis followed by using path analysis (Path Analysis).

RESEARCH RESULTS

Regional General Hospital strives to realize its goals through various steps of improvement and equity of services both medical services and medical support services and other supporting services. All of them are sub system of hospital service system whose existence is inseparable from one another. Likewise, hospital service system is an integral part that is inseparable from the service system as a whole and influenced by various factors, among others; the rate of population increase, geographical location, socioeconomic society as well as the development of science and technology including technological advances in the field of health.

To support the smoothness of these efforts in the 2005 fiscal year, the Regional General Hospital has implemented various activities such as improving the quality of human resources through various education and training as well as continuous development, addition and improvement of equipment and other supporting facilities. Development of obstetric care room and advanced stage I content and rehabilitation of Midwife Room Building and old gynecological diseases, physical maintenance of service room building.

Furthermore, in line with the standardization of the Regional General Hospital as Non B-Class B Hospital must refer to the public demand for health services that tend to increase on specialist service and customer satisfaction, then the Regional General Hospital trying to continue to equip physician staff who have not existed between other; a lung surgeon and a physician who is considered to be lacking.

In the field of education, Regional General Hospital participates in providing practical land for students of health nurses, dental care, midwives, health academic students, APRI and ATEM, arrangements in various areas of keakhlian, workshops, seminars and other activities, joint research and use of laboratory and other facies.

In running the organization, the Regional General Hospital has a vision; Tasikmalaya General Hospital with a good image towards achieving independence in 2006, while its mission; commitment to patient, give maximum service to all patient and give best service to patient with reasonable price.

Regional General Hospital is located at Jalan Rumah Sakit No 33 Tasikmalaya, consisting of 44 units of buildings used for room maintenance and other units used for outpatient units, Medical Emergency Services, Medical Supporters and other supporting and Administrative Services standing on an area of 32,700 M2 with the total area of the building there is addition of other year that is from 16.859 M2 year 2002 become 17.030 M2 year 2003. In year 2004 until 2005 area of building of General Hospital of Area become 17.820.99 M2. This is because in 2004, has been completed Building Care Kebidanaan & Illness, and ICU and Hemodialisa Treatment Room from the state budget funds in 2004.

All the physical buildings are still quite good, the main classroom building, the emergency room installation building, the ICU building, the Homodialisa R building, the surgical building, the main building of the RSU, the polyclinic building, the radiology building lma, the new radiology building, the clinical pathology lab building, old building, polyclinic building, VIP building 3 Lt, building R 1 and R 7, R 2 building of VIP and main class, R 3 building, R 4 building, old R 5 building, R 6 building, CM space building, RAA and RAB 2 Lt, R MB building, water strorage building, jami mosque building, wasray building, healthy cooperative building, nutrition installation building, vehicle garage building, multi purpose building, cafeteria building, and midwifery room building. The building has an area of 17,734.99 square meters of general hospital complex, a total area of 862 square meters outside the general hospital, 32.700 square meters of general hospital area and an outside area as a doctor's office of 388.50 M2. The whole building is able to meet the needs of organizational activities of General Hospital and health services especially inpatient services, as well as increasing the security needs, health and welfare of all medical personnel and medical personnel at the Regional General Hospital.

Regional General Hospital is an organization that is organic because of the high percentage of its employees including professionals, siftnya complex, labor-intensive, multidipliner and is an important health care network, loaded with tasks, burdens, problems and expectations hung on him. Therefore the stability of the Regional General Hospital forces the leaders or managers to examine the environmental factors that can be pressing and greatly affect the survival of the hospital, the ability to analyze critical environmental factors can provide useful input for decision-making needed for the development of the organization accordingly with the demands of the times.

Regional General Hospital is a hospital owned by the Regional Government in the province of West Java with Class B Non-Education status. Regional General Hospital performs efficient and effective health service efforts with emphasis on healing efforts, harmonious recovery, integrated with efforts to improve services and prevention and carry out referrals and have the following functions; providing medical services, medical and non-medical support services, nursing services and care, referral services, education and training, research and development, and general and financial administration services. In general, the services provided by the Regional General Hospital are prioritized for the improvement of the perceived needs of the public in general, and especially the internal service of all personnel of the General Hospital itself.

Regional General Hospital is a Government-owned Hospital that officially became the City Government since February 2002. Regional General Hospital is located strategically located in the center of the center that oversees four sub-districts consisting of; Pataruman Sub-District, Banjar Sub-District, Lakbok Sub-District, and Cisaga District. Of the four sub-

districts it covers 22 villages, 203 hamlets and 1019 RTs.

The total area of 113.49 Km3 with a population of 155,643 people is divided into; 7,148 (49.57%) men, 78.495 (50.43%) women, and covers the working area of 43 sub-districts nearby. The area is connected to the condition of the Regional General Hospital should be seen from two conditions, namely external conditions consisting of the general condition of Ciamis Regency, population, social environment ekonimi and health degree of society, while the internal condition consists of organizational structure and working procedures, and health services.

Classification of Regional General Hospital is Non Base Class B Hospital based on Decree of Minister of Health RI No. YM.00.03.2.2.2003 has 180 beds and consists of 10 specialists and 1 sub-specialist orthopedic, 8 general practitioners, 2 dentists, 100 nurses, 43 administrative personnel. All personnel of health personnel and administrative personnel perform their duties and responsibilities in serving patients and trying to improve the patient's service well.

Discussion

Based on the results of research on health policy implementation variables (X), sub-communication variables (X1) with dimensions; transmission, clarity and consistency, resource sub-variables (X2) with dimensions; staff, information, authority and facilities, sub variable disposition or executive attitude (X3) with dimensions; appointment of bureaucrats and incentives, sub-variables of bureaucratic structure (X4) with dimensions; clarity of the organizational structure or the existence of procedural operating system and disseminate the responsibilities of employee activities on the work unit, it turns out to have a significant and significant effect on service effectiveness of inpatients with dimensions (criteria of readiness and change of resources, human relations, internal and rational objectives, open) at the Regional General Hospital.

The contribution of this research is quite clear, in tune with Edward III (1980: 9-10) theory that; What is the preconditions for a successful policy implementation? What are the primary obstacles to a successful policy implementation? Four critical factors or variables in implementing public policy, communication, resources, duspositions or attitudes, and bureaucratuc structure. For implementation to be effective, they are supposed to do what they are supposed to do. Orders to implement policies must be accurate and accurate. If the policies decisionmakers wish to see what they are not, they may be misunderstood by those at whom they are directed. Obviously, confusion by implementors about what to do it.

Important resources include staff of the proper size and with the neccessary expertise, relevant compliance of the others involved in implementation, the authority to ensure that they are carried out; and facilities (including buildings, equipment, land, and supplies) in which the dispositions or attitudes of implementors is the third critical factor in our approach to the study of public policy implementation. If implementation is to proceed effectively, not only must implement to know what to do and have the capability to do it, but they must also desire to carry out a polucy. Most implementors can exercise the implementation of policies and implementations of the implementation of the aforementioned deficiencies in bureaucratic structure. Organizational fragmentation may hinder the coordination nececcary to implement successfully a complex polcy requiring the cooperation of many people, and it may also waste scare resources, inhibit change, create confusion, lead to policy working at cross-purposes, and result in important funcions being overlooked .

But in reality; the theory of policy implementation and its factors and dimensions has not been implemented

properly and optimally in the Regional General Hospital, so that officials implementing health policies have not been able to improve the service of inpatients at the Regional General Hospital.

The following discussion discusses the influence of four factors or sub variables of policy implementation at the Regional General Hospital on the effectiveness of the organization in the service of inpatients.

1) Communication factor

Communication factor (X1) with dimensions; transmission, clarity and consistency, it turns out that according to the research results have a simultaneous relationship and interact with each other significantly in the implementation process of health policy, evidenced from the results of statistical tests obtained by the coefficient of 0.400 lane with the total effect X1: 51.07%. The value of the prosestase proves that there is support and relevance to the concept of health policy implementation which requires the existence of communicative activity with its dimension; transmission, consistency and clarity. Transmission process, consistency and clarity between health determinants or policy makers and executing executives or implementers implementing health policies indicate a real effort in improving the service of inpatients at the Regional General Hospital. This fact means increasingly working simultaneously and interacting with each other between decision makers or leaders with executing officials in implementing health policies, the more optimal the process of health policy implementation and will impact on the more effective service of inpatients in the Regional General Hospital.

Judging from the respondent's answer in the questionnaire that has been processed and analyzed for communication factor with dimension ie tranmisi score 1.989 in good category, the clarity of score 1,153 in good category, and consistency score 1,556 in medium category, this means score value show answer respondent is in category good. The circumstances of the data were confirmed through interviews with executing officials implementing health policy, namely the Chairman of the Medical Committee at the Regional General Hospital, said that there are still obstacles faced by executing officials implementing health policies, especially in the aspects of communication, among others; a) the lack of understanding between the decision maker and the implementing officers or implementers implementing the health policy at the Regional General Hospital such as the handling of referral patients from the puskesmas to the inpatients in the hospital who are struck by the cost and the hospitalization facility, b) executing officers implementing health policies with written content contents issued by health policy makers or top management such as the demand for increased beds of inpatients who are not accompanied by the addition of widespread site of treatment and the addition of sleep deprivation, and c) there are still an implementing official implementing a health policy that ignores the content or information which the investigator suspects when it should be necessary for the thoroughness of the executing officials such as the increasing need for medical equipment and medical support to maximum standards, i was considered less supportive of improving the effectiveness of service of inpatients at Regional General Hospital.

2) Resource Factors

Resource factors (X2) with dimensions; staff, information, authority and facilities, it turns out that according to the research results have a simultaneous relationship and interact with each other significantly in the implementation process of health policy at the Regional General Hospital. This is evidenced from the results of statistical tests obtained path coefficient 0.244 with the effect of total X2: 3.338%. The value of the prosestase proves that there is support and relevance to the concept of health policy implementation

which requires a good resource with dimension; staff, information, authority and facilities.

The provision of staff should be assessed fairly well in terms of quantity and expertise in accordance with the task and job, memdai and competent in the field with high quality as an executing officer who implement health policy at the Regional General Hospital. In terms of the number of executing officials in the Regional General Hospital is quite as much as 31 structural officials. The implementing officers are sufficiently competent and competent in the health sector and have the authority to implement health policies while in terms of quality or quality and expertise of implementing officers implementing health policies consist of; medical committee, nursing committee, medical team, installation, all elements have been in conformity with their duties and responsibilities in providing services of inpatients at the Regional General Hospital.

The development of staff and executing officers implementing health policies at the Regional General Hospital is emphasized on the addition of skills and work experience, such as being able to work skillfully, trained and continue to develop their skills. This is evidenced from the results of interviews with the author of the Deputy Director General and Finance of the Regional General Hospital states that: "the goal of realization of the system of management of employees of local hospitals are relatively and efficient including in improving their welfare, mka in 2008 has been pursued the coaching staff through education 12 training, 7 out of 7 hospital outings, 22 in-hospital training, 2 seminars, socialization of health service quality standard, nursing seminar, health service workshop at Regional General Hospital at month 10 and 11 February 2009, survey on health services at Regional General Hospital, symposium, and employee repress ".

Aspects of information contribute to determine human resources or implementing officials at the Regional General Hospital in implementing health policies, this is evidenced from the results of observations that indicate that the author of the Regional General Hospital has set the goal of the establishment of hospital management information system that has two targets principal namely the implementation of billing system as much as 1 unit and procurement of PABX as much as 1 unit. The information system is carried out by the establishment of procurement committee of billing system and procurement system at Regional General Hospital covers human resources, stationery and project list. Completeness of the information proves the existence of information management in accordance with the needs of resources at the Regional General Hospital so that officials implementing health policies capable of managing relevant and adequate information, the executing officials know what should be delivered, able to package the message to be delivered , abide by the rules of work, understand how to implement the policy, the executing officials know others obey the rules, as well as able to work earnestly and responsibilities so as to improve the effectiveness of services of inpatients.

Authority as one aspect of the resources in the implementation of policies implemented in the Regional General Hospital is based on the working procedures as contained in the Decree of the Mayor Number: 242 / Kpts.92-Huk / IV / 2004. The decision became one of the sources of sufficient authority to work for executing officers implementing health policies at the Regional General Hospital. In the working procedure that contains several important components regulate the authority of all elements of the organization in the Regional General Hospital, among others:

a) that in carrying out its duties, each head of the organizational unit at the Regional General Hospital shall apply the principles of cooperation,

integration both within the internal environment of the hospital and with other agencies outside the hospital in accordance with their respective duties. All elements of leadership or executing officials in the organization of the organization have the authority to implement health policies in order to improve the effectiveness of inpatient services.

b) Any organizational leadership or executing officers implementing health policies in the Regional General Hospital shall address their respective subordinates and should any irregularities or misunderstandings occur promptly to take the necessary measures in accordance with applicable laws and regulations. Irregularities or misunderstandings in regulating the authority of each in carrying out duties and responsibilities formally as well as errors in involving as implementing health policy at the Regional General Hospital.

c) Any leader of the organization or executing officers implementing the health policy at the Regional General Hospital is responsible for leading and coordinating their respective subordinates and providing guidance for the implementation of the overall task, especially in the service of inpatients. As an element of organizational leadership or implementing officer implementing health policy at the Regional General Hospital is able to work with its subordinate staff and work together to improve the effectiveness of inpatient services.

d) Any leader of the organization or executing officers exercising health policy at the Regional General Hospital shall follow and adhere to the guidelines and be responsible to their respective superiors and present periodic reports in due time. All implementing officers who will implement health policy at the Regional General Hospital reporting their work must first process the content of the report in accordance with the target and target of the inpatient service.

Aspects of facilities as part of the resources that determine the implementation of policies in the Regional General Hospital is adequate, especially facilities intended for executives. Implementing officials implementing health policies at the District General Hospital are provided with facilities in accordance with their needs, such as selecting staff who will assist their work and tasks equipped with space and work tools, transportation infrastructure for the socialization of health services, four-wheeled vehicles and two-wheelers used in the series of socialization of policies and services of inpatients, infrastructure of talks between executing officials, as well as the completeness of information reading tools that are directly seen by inpatients.

Judging from the respondent's answer to the questionnaire that has been processed and analyzed for the resource factor with the dimensions of the staff score 2.404 in the good category, the score information is 1.539 in the good category, and the authority score is 1,853 in good category, and the score is 1,926 in good category, the value of the score indicates the respondent's answer is in either category. The good category of respondents' answers indicates that staff, information, authority and facilities as resource determinants in policy implementation have contributed positively to executing officers implementing health policies at the District General Hospital.

Then the state of the data was confirmed through interviews with the executing officials, namely the Vice Director General at the Regional General Hospital showed that there are still obstacles that impede the application of aspects rather than resources in the implementation of health policies, among others; a) the lack of staff with skills and

expertise and management exercises, and still minimal, especially for their new positions at the Regional General Hospital, b) still required adherence from the leadership elements of the Regional General Hospital or individual health officials due to lack of staff who are able to provide information about the situation in serving the inpatients, c) there is still less involvement of the implementing officials implementing the health policy at the Regional General Hospital so that less encourage participation in the service of inpatients.

3) Disposition Factor or Executor Attitude.

Disposition or executive attitude factor (X3) with dimensions; the appointment of bureaucrats and some incentives, it turns out that according to the research results have a simultaneous relationship and interact with each other significantly in the implementation process of health policy, evidenced from the results of statistical tests obtained coefficient of lane 0.103 with the effect of total X3: 1.471%. The value of the prosestase proves that there is support and relevance to the concept of health policy implementation that requires the disposition or attitude of executing officers who implement health policies with their dimensions; appointment of bureaucrats and some incentives. Implementation of bureaucrat appointments and incentives as a reflection of the attitude of executing officials implementing health policies in order to be able to provide services of inpatients at the Regional General Hospital.

This means the disposition or attitude of the implementers has not proven a real effort in improving the service of inpatients at the Regional General Hospital. This fact means the attitude of the implementers of health policies that are lower in interacting with each other including decision makers or leaders, the lower the process of health policy implementation and will impact on the more effective service of inpatients at Regional General Hospital. The low level of attitudes of executors in implementing health policies can be attributed to personal satisfaction, comfort, guarantees, which have not received serious attention, as explained by Trisnantoro (2005: 152) that: "Bureaucratic factors of government hospitals and low incentives encourage change of attitude of a medic for afternoon practice until malem at own practice place or in private hospital ". This condition proves the attitude of executing officers implementing health policy at Regional General Hospital has influenced the practice pattern that has been done in government hospital. The attitude of executing officers who implement health policy with a pattern of cooperation in socializing this health service program will not have a strong commitment.

The attitude of health policy implementers as well as decision makers or leaders if associated with health services, especially inpatient care services at the Regional General Hospital, this means that there should be pilhan to realize the executing officials who implement health policies that really understand the work of health services , level of awareness and responsibility, and able to realize the role of participation, so that all according to the will of decision makers or leaders. The attitude of the decision makers or leaders in the organization of the Regional General Hospital has advantages, one of which must have good attitude and its organizational role, this is also in accordance with his opinion Soenarko (2000: 182) that; "Appropriate Leadership will be realized in the implementation of that policy of participation with a high sense of responsibility (creative participation) on the basis of approval, support and trust".

The attitude of health policy implementers, either as decision makers or leaders or health policy implementers, both parties should be able to approach the right way by showing the role, high sense of responsibility based on approval, support

and trust in the environment of the Regional General Hospital. Therefore, in the organization environment of the Regional General Hospital should be able to manage the activities or activities of the leaders to become employees or health workers behave and behave as desired by superiors according to formal rules, and there are variables outside the official rules of the organization that is as explained by Agustino (2006: 166) that; "Variables outside the law affecting implementation, one of which is the agreement and leadership capabilities of executing officials".

Agreement or commitment and leadership ability of decision making officials or executing managers and officials is an ability to interact between individuals or organizations in the success of policy implementation, this becomes one of the important indications of the success of implementing the policy. The statement indicates the importance of leadership in the implementation of the policy, especially the leadership capabilities of decision-makers and executing officials, but the leadership should reflect the function of regulatory capabilities and interact individually as well as between agencies or organizations for the successful implementation of policies.

There are three leadership approaches in implementing policies according to Soenarko (2000: 182-183): First, knowledge of people's attitudes and behavior in the past days. It means having to know why the people of the past did so, and what caused or motivated them. Second, the approximate attitude and behavior of the people in the days to come. This means that it must be able to predict how people's attitudes and behaviors will behave in the same way in the development of circumstances in society. Third, the knowledge of how to organize, change and control the behavior of the people. With that knowledge then the executor of the policy can perform activities with a persuative style, give understanding, and influence it, or coercive or use of power. With that knowledge, it will be selected implementation, the policy in what way will be done, whether the participative implementation or the authoritative implementation.

Commitments or agreements and leadership capabilities of executing officers are considered as one of the crucial variables outside of formal regulations affecting policy implementation. Therefore, there are four key elements of ability that leaders have in the organization as confirmed by Trisnantoro (2005: 159-161): First, establishing the direction of the leader gives direction by understanding and interpreting events, focusing on the future, and able to translate the vision into action including interpreting environmental changes.

Second, mobilize or mobilize individual strengths. This is necessary because in the effort of formulation and the creation of vision, the involvement of all human resources is required. Thus the commitment of human resources must be raised so that it is in harmony with its mission. Third, trigger organizational skills. The ability to build orgnisasi refers to processes, actions, and value creation activities. Leaders need the ability to translate vision into action and effort to achieve goals in the process of activities. Fourth, showing a strong personal character. Organizers require leaders who are trusted and able to communicate and leaders try to live in accordance with the value of good society.

In relation to the disposition or the attitude of the implementer is one of the factors of the implementation of health policy, it is seen from the respondent's answer to the questionnaire that has been processed and analyzed for the disposition or the attitude of the implementer with the dimension of bureaucrat appointment score 1.867 in the medium category, some incentives 2,833 in the category of moderate, this means the value of the score shows the respondent's answer is in the medium category. The circumstances of the

data are confirmed through interviews with respondents and implementers of health personnel at the Regional General Hospital, there are still obstacles that hinder the implementation of dispositions or attitudes of the implementers of health personnel in the implementation of health policies, among others; a) there is still a prevalent attitude of health policy implementers who override or not actually implement health policies at the Regional General Hospital such as inpatients' complaints on healthcare services at hospitals, b) still not trying to add additional fees or fees such as the absence of additional increase of additional duties outside of working hours so that the implementing of health personnel is not carrying out orders properly in the environment of the Regional General Hospital, c) there is still disagreement among policy implementers at the work unit level that hampers cooperation and relationships in the implementation of services health to inpatients.

4) Bureaucracy Structure Factor

The bureaucratic structure factor (X4) with its dimensions; standard operating procedure and effort of spreading responsibility of employee activity at work unit, apparently according to research result have simultaneous relation and interact with each other significantly in health policy implementation process, proved from result of statistic test obtained coefficient of lane 0,213 with total influence X4: 2,815% . The value of the prosestase proves that there is support and relevance to the concept of health policy implementation which demands a bureaucratic structure with dimension; standard operating procedures and efforts to disseminate the responsibilities of employee activities on the work unit (pragmentation).

The implementation of the standard of procedure and the dissemination of responsibilities of the activities of the employees in the work unit must organize and manage the implementation of health policies and facilitate the implementers of health personnel or health policy implementors to conduct health services so that the services of inpatients are more effective in the Regional General Hospital. This situation indicates that the application of standard operating procedure and the dispersion of responsibilities of the employees' activities to the work unit is better regulated and meticulous and able to interact with each other to support the implementation of health policy, the more optimal the implementation process of health policy and will impact on the more effective service of inpatients at the Regional General Hospital.

Judging from respondent's answer in questionnaire that have been processed and analyzed for bureaucracy structure factor with its dimension that is standard operating procedure score 2,007 in medium category, spreading responsibility of employee activity at work unit score 2,020 in medium category, this mean score value show answer respondent are in the medium category. The state of the data was confirmed through interviews with respondents and implementers of health personnel at the Regional General Hospital, there are still obstacles that impede the implementation of bureaucratic structures in the implementation of health policies, among others; a) unwanted actions are taking place, especially those influenced by long-standing organizational structures and procedures at the Regional General Hospital, b) there is still an inhibition of the conditions to immediately make adjustments to the mission of the Regional General Hospital in providing patient care inpatient. Obstacles in the bureaucratic structure affect the implementation of policy implementation, especially on the understanding and demands of employee's effectiveness in serving inpatients.

Based on the result of research, the influence of health policy implementation through communication factor, resources, disposition or executor attitude and bureaucracy structure to the effectiveness

of service of inpatient patient at local general hospital only 58,10%. This means that there are other factors that are not examined such as agreement and leadership skills, as well as factors outside the hospital such as economic environment, social environment and others, but affects the effectiveness of service inpatients at the Regional General Hospital of 41.90%. Similarly, the results of research influence the implementation of health policy through communication factors, resources, disposition or attitudes and bureaucratic structure of service effectiveness of inpatients at the Regional General Hospital of 72.00%. This means that there are other factors that are not examined such as; factors of agreement and leadership ability, as well as factors outside the hospital such as economic environment, social environment and others, but the effect on the effectiveness of service of inpatients at the Regional General Hospital of 28.00%

From the percentage analysis in both hospitals indicate that for the condition at Regional General Hospital and it turns out the factor of agreement and leadership capability of executing officers in this case directors and deputy directors implementing health policy have a significant influence.

Agreement or commitment of executing officers implementing health policies at the Regional General Hospital and either from decision makers or leaders or executing officials implementing health policies, at least influenced by three aspects, among others; strong belief in organizational goals and values, a willingness to energize on behalf of the organization, and a steady desire to remain a member. Even his opinion Trisnantoro (2005: 148) states organizational commitment is a state of strong desire of members of the organization to improve themselves in an organization voluntarily and strive hard for the interests of the organization.

Organizational commitment includes its components according to Trisnantoro (2005: 148) should be considered carefully affective commitment involving feelings of belonging and involvement in the organization, commitment continuance which means dimension of commitment on the basis of costs to be borne by employees if leaving the organization, and normative commitment involving employee feelings to live in an organization. The statement is the rationale for the researcher to develop the proposed modifications on the theory of policy implementation, especially the implementation of policy at the operational level, found in various obstacles that require thinking and immediate settlement in accordance with the conditions in the field.

The leadership capability of decision-making officials or leaders and executing officers implementing health policies at Regional General Hospital and is vital and necessary to balance the impact of environmental change and various stakeholders, including from specialist doctors, nurses, GPs and others. It is in these circumstances that the leaders and executing officers implementing health policies in the local hospitals should be able to create local public hospital identities and build values for all stakeholders. Then Trisnantoro (2005: 160) states that: "The direction leader gives attention to three things: understanding and interpreting events outside the organization, focusing on the future and being able to translate the vision into action, the leadership of building an organization refers to the process, actions and activities that create value for the hospital, and the leader must be berkarkter means trustworthy and able to communicate well ".

Then the organization of the Regional General Hospital both in and it is one of the tools in the area, this means the organization of the Regional General Hospital has the responsibility to carry out the bureaucratic duties well. Soenarko (2000: 200) has asserted that: "bureaucracy as a system for the realization of functional elements of administration in its

implementation must be maintained and maintained so as not to deviate from the concept and objectives as it should be and remain consistent with neat, fluent and efficient activities". The statement indicates that for this purpose it is very important that the leadership role in the bureaucracy of the Regional General Hospital as a regional tool, and this leadership will keep the principles that have been placed in the organization strongly held by the bureaucrats or the executing officials. With good leadership, the principle in carrying out activities is held firmly, will lead to confidence in the achievement of goals that are apparent in front of the executing officials (bureaucrats) at the Regional General Hospital. It is because of this principle that shows them to do these activities.

Leadership is what makes attitude (attitude) so as to harmonize the values owned by each executing officials (bureaucratic actors) or personal values with the principles of the organization Regional General Hospital, so that with the alignment or alignment between the values the individual and the principles he or she has to uphold will create a strong impetus for all implementing officers implementing health policies including those involving more effective inpatient health services.

Good leadership of executing officials (bureaucrats) who implement health policy at the Regional General Hospital will generate awareness for good cooperation so as to create a relationship with the spirit of mutual help (reciprocal relationship). This sense of kinship will be easy to overcome the disruption caused by the non-completion of a chain of activities of the overall activities of executing officials who implement health policy at the Regional General Hospital. On the bureaucracy of the Regional General Hospital with good leadership it will be a synergistic system that is firmly strong in its entirety which is the implementation of a truly coveted policy. Even more specifically the leadership capabilities of executing officers who implement health policies in the bureaucracy of the appropriate Regional General Hospital is a form of leadership that goal oriented leadership that is affecting and forming policy actors (officials executives) Regional General Hospital both in and for behave and behave consistently toward the fulfillment of public interest (public interest).

Thus, the importance of policy implementation that implements communications, resources, dispositions and bureaucratic structures at the Regional General Hospital of Kot Tasikmalaya and, so in this stage is in urgent need of existence and the role of executing officials implementing health policy. In this case the directors and deputy directors strive to promote leadership and goal-oriented leadership commitment to support more effective inpatient services at Regional General Hospital and.

Goal-oriented leadership is needed especially in the organization of the Regional General Hospital, this is because in many cases of illness the way of handling them is to diagnose the patient and providing the right solution or therapy is also fast. In handling it may be like a routine service pattern, It takes a tactical decision from the leadership. In this connection, goal-oriented immediate handling is required, not only in the processes or procedures that have been in force. This results-oriented, immediate handling is the embodiment or reflection of situational leadership. While the immediate treatment is the result-oriented handling of the patient's healing.

In this case means goal oriented leadership can be translated into dituasional leadership, which handling situational. It is important for the executors of local public hospitals to implement effective policies relating to the inpatient's great policy of creating, patient satisfaction. The goal-oriented leadership is so characteristically required at the House of Public Administration by pelksana officials, as

compared to other agencies, since the handling of the general hospital patient is not only important but also urgent or immediate.

This goal-oriented leadership is still within the framework of profit oriented, and the high number of harmonized patients handled and in many new types of manual diseases, this is a challenge that must be immediately addressed, among others, with medical technology facilities in hospitals. With adequate medical technology facilities then the development of this technology facility requires a profit after tax or profit is adequate. So profit orientation is a consequence of the necessity of adding modern technological facilities that must be prepared to ward off new diseases.

Situational leadership factors in both local public hospitals should be supported by agreements by implementing officers implementing health policies, balancing capacities of environmental change and various stakeholders, responsibility for carrying out bureaucratic duties toward systems of functional elements of administration, awareness of cooperation that creates relationships and mutual help.

CONCLUSIONS

The policy implementation theory proposed by Edward III includes communications, resources, dispositions or attitudes of executors and bureaucratic structures, linked with the implementation of health policy is so urgent to add leadership approaches at Tasikmalaya and Banjar General Hospital. This leadership approach is goal oriented leadership. that is, leadership form whose goal oriented leadership crucially influences and establishes executing officers who implement health policies to behave and behave consistently toward the fulfillment of the interests of health services to the community.

In the leadership approach of the Director of Regional Hospital which oriented to the objective and job duty can use the complete medical technology so as to help the improvement of medical personnel performance and the medical personnel in managing the work of the service of the inpatient.

The success of executing officers implementing health policies in public hospitals should be studied in depth in terms of public policy implementation, especially the approach to commitment and leadership skills oriented towards goal oriented leadership. In the context of health policy implementation jointly needs to be a further study on public policy science, especially the factor of agreement and leadership skills in the form of goal oriented leadership in relation to policy implementation.

Regional General Hospital as a formal organization needs to improve the governance capacity of potential sources of patient service inpatient by utilizing the power of technology and information that support the improvement of patient's healing rate.

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Implementation of Spatial Policy in Managing Green Open Space in the Administration City of North Jakarta

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policy implementation, development, green open space

Abstract:

The administration city of North Jakarta as the authorized party has critical role in managing Green Open Space in accordance with Law No. 26/2007 on Green Open Space Arrangement. The presence of Green Open Space (GOS) is crucial as a climate regulator so that the air and water circulation system can be well maintained to support the embodiment of healthy and sustainable city. This study aims to analyze the implementation of GOS policy in the area of Jakarta particularly in North Jakarta. This research is a qualitative descriptive research that aims to provide a systematic, detailed, and profound analysis of the implementation of GOS management in North Jakarta. Data collection techniques were arranged by interviews supported by in-depth interview, document review and observation. This research uses qualitative interactive data analysis techniques which include data reduction, data presentation, and conclusion/verification. Data validity is verified by using source triangulation. The research result presents that the implementation of the provision of GOS in North Jakarta was still not optimal and only 5% of total land use utilized for GOS due to the practices of misuse of land. Some obstacles are indecisive monitoring system; unaffordable price of land; the increase of commercial building and settlement; and the lack of socialization to the public on development and sustainability. Therefore, this study recommends a review focusing on the need for strong political will from local government in order to enhance the spirit of sustainable development and create Jakarta not just as a central of governance and business, but also an environmentally friendly city.

INTRODUCTION

Law Number 26/2007 on Spatial Planning has mandated every city to arrange spatial policy and planning with at least 30% of total area allocated for GOS consisting of 20% is for public GOS and 10% is intended for private GOS owned by private or community group. The process of development, structuring, and fulfillment of GOS for all the components of the urban environment are the responsibility of the whole stakeholders, whether central, provincial and local governments, private sector, or community.

In order to create an environmentally friendly development, in this case is related to the availability of green space does not only require a good planning but also clear mechanism of monitoring system both in planning and implementation processes. This system orientates on policy objectives; organization capacity; and planning and implementation process. Monitoring system in GOS management becomes very important along with the rapid progress and development of technology and modernization in the urbanized cities that exist in Indonesia today particularly North Jakarta.

North Jakarta is one of administration cities in the province of DKI Jakarta which experiences a fast-changing development and modernization. The increasing activities of urbanization and regional development in North Jakarta have adverse impact on the dynamism of land use. The land area is relatively permanent but the increasing demand for land use has caused the process of land conversion especially for GOS in North Jakarta City is inevitable.

Based on data from *Suku Dinas Pertamanan dan Pemakaman* in North Jakarta, there is only 5% of total land area used for GOS. The percentage of green space is certainly far from what is mandated in Article 29 Paragraph 2 Law Number 26/2007 on Spatial Planning. The purpose of this research is to analyze the implementation of GOS policy in urban areas especially in North Jakarta including the constraints, and alternative efforts to achieve improvent in the implementation of open space policy in North Jakarta. Theoretical and empirical analysis is organized to analyze and answer the research problems. Regarding these matters, Grindle (in Subarsono, 2005:89) explained that there are several factors which affect the policy implementation relates to the provision of GOS in the city of North Jakarta which include:

a. Content of policy includes:
1. Affected Interest (the interests of the community of North Jakarta is represented in the content of GOS policy);
2. Type of Benefits (the type of the benefits received by the targeted groups of both local governments and community of North Jakarta regarding GOS policy);
3. Extent of Change Envision (the display of the desired changes of Green Open Space policy in North Jakarta);
4. Site of Decision Making (the consideration of location of policy program which supports GOS policy);
5. Program Implementors (the detailed identification of program implementors);
6. Committed Resources (the resources needed to support GOS policy in North Jakarta).

b. Context of implementation include:
1. Power, interest, and strategy of actors involved in the implementation of GOS policy in North Jakarta;
2. Institution and Regime Characteristic;

Related to the spatial city, Mirsa (2011:15) said that, "in the process of urban infrastructure planning, design and program, the main things need to be concerned as elements of urban spatial arrangement are the preparation or planning

process, utilization and control". By considering these elements, the policy management of all elements can be more focused especially in achieving environmentally friendly city development. The term open space generally can be defined as both Green Open Space and non-Green Open Space (Pancawati, 2010:6), yet this research focuses on Green Open Space (GOS).

GOS in urban area is part of the urban spatial arrangement that served as a green area of City Park; green area of city forest; green area of city recreation site; green area of city sport site; cemetery; green agricultural areas; green terrain; and green area of the yard (Fattah, 2001: 11).

Green Open Space (RTH) is an area in the form of paths or clumped areas, which are more open use, where plants grow, whether naturally grown or intentionally planted. In Law no. 26 of 2007 on spatial arrangement states that 30% of urban areas should be RTH consisting of 20% public and 10% private. Public RTH is RTH owned and managed by local government of city / regency that is used for public interest in general. Examples of public outdoor is urban park, urban forest, green belt (green belt), RTH around river, cemetery, and railway. Private RTH is the RTH belonging to a particular institution or an individual whose utilization for the limited circle is in the form of garden or yard of a community / private property planted with plants.

The provision of green space has the following objectives:

1. Maintaining the availability of land as a water catchment area,
2. Creating urban planologi aspects through a balance between the natural environment and the built environment that is useful for the benefit of society.
3. Enhance the harmony of the urban environment as a means of securing a safe, comfortable, fresh, beautiful, and clean urban environment.
4. The existing green space either naturally or artificially is expected to perform four (4) functions as follows:
5. Ecological functions include: urban lung, micro climate regulator, shade, oxygen producer, rainwater absorber, animal providers, absorbed pollutants in air, water and soil, and windbreaks.
6. Socio-cultural functions include: to express local cultural expressions, communication media, and recreation places.
7. Economic functions include: the source of products that can be sold such as plants, flowers, fruits, leaves, and vegetables. Some also serve as part of agriculture, plantation, forestry, and others.
8. Aesthetic functions include improving comfort, beautifying the city's environment both micro scale (home page / neighborhood settlement), as well as macro (urban landscape as a whole); creating a harmonious and balanced atmosphere between waking and unbuilt areas.
9. In an urban area, these four main functions can be combined according to city needs, interests and sustainability such as water supply protection, ecological balance. and biological conservation.

The benefits of RTH based on its function are divided into the following categories: Direct benefits (in a fast and tangible sense), forming beauty and comfort (shady, fresh, cool) and getting the materials to sell (wood, leaves, flowers, and fruit). Indirect benefits (long-term and intangible), ie highly effective air cleaners, maintenance of continuity of groundwater supply, and preservation of environmental functions along with all the contents of the

existing flora and fauna (biological conservation and biodiversity)

The research problems can be identified as follows:

1. The actual percentage of GOS in North Jakarta has not met the standard which has been established in Law as well as regional regulations;
2. The significant increase of land conversion practices in urban area;
3. The unorganized human resource and financial management;
4. The increasing population number in North Jakarta brings impacts on land use and sustainability;
5. Less effective monitoring system;
6. The unbalanced growth of physical development with the availability of GOS in North Jakarta.

From the research problems described above, the authors focused on the implementation of GOS policy in North Jakarta relates to the percentage of area that has not met the standard. The formulated problems are listed as follows:

1. How is the implementation of Green Open Space policy in the Administration City of North Jakarta?
2. What are the obstacles encountered in the implementation of Green Open Space policy in the Administration City of North Jakarta?
3. What efforts were made to improve the implementation Green Open Space policy in the Administration City of North Jakarta?

METHODS

In this study, the authors used a qualitative method which presents theoretical and empirical analysis regarding the facts and phenomena specified to data and information of the implementation of GOS policy in the Administration City of North Jakarta. The measurement process of data validity of the study is conducted by triangulation of sources which compares observation and interview data; situation and informant's perspective; and, interview result and document content (Moleong, 2004). The research approach used is an inductive approach, meanwhile, all research's data obtained from direct observation, in-depth interview, documentary and literature study. In addition, to consummate the analysis of the result, the researchers also used a secondary data collection method through literature study involving books, documents, records, and reports (Nazir, 2009). The analytical framework of this study is illustrated below:

IMPLEMENTATION OF SPATIAL POLICY IN MANAGING GREEN OPEN SPACE IN THE ADMINISTRATION CITY OF NORTH JAKARTA

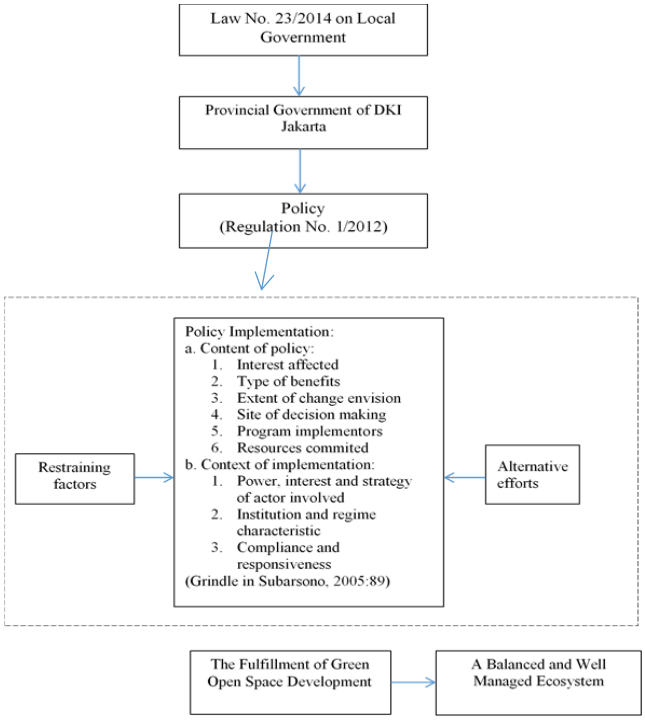

Figure 1. Analytical Framework of Research
Source: Data Analyzed by Researchers (2017)

DISCUSSION AND ANALYSIS

The Dynamism of Green Open Space Development in North Jakarta

Total area of GOS in North Jakarta has been drastically reduced per year. During 2007-2014 there was a reduction of the space by 208.36 ha, from 937.01 ha in 2007 to 728.65 ha in 2014. The reduced area for GOS occurred due to the increasing

number of residents in North Jakarta. However, the rapidly-changed population growth must have been managed to ensure an equal and adequate land use management.

The issuance of Law Number 2/2012 on Land Procurement for Public Interest based Development, yet, practically hampered the policy implementation of GOS. This is because, in accordance with this law, local government can no longer free to manage land use. On the contrary, in a more centralistic system, land management is handled by *Badan Pertanahan Nasional* as National Authority in Land Management. This rule, of course, has brought great impacts on GOS management specifically in urban area.

Land for GOS, in a long time, has been converted for property development such as apartments, flats, settlements, and other urban infrastructures such as skyscrapers, malls, flyovers, business districts, and etc. In addition, the very expensive land price has created more problems on social and economic. Poverty and the uncontrolled urbanization have led to the development of slum kampong and the decline of the environmental quality. These complex situations surely affect the process of GOS development and management. In another side, within this situation, property developers and private companies rather gaining more benefits by developing commercial buildings than allocating it for greenery.

Analysis of Regional Spatial Planning for Green Open Space (Period 2011-2030)

Urban development is a complex set of technical and political process to manage infrastructure – as part of modernization process; administer equity through public welfare enhancement for the poor; and maintain sustainability of the environment – including water and air management, and land use (Prasetyanti, 2017). Conceptually, GOS is a critical aspect of urban development. It does provide public service for communities in attempt to achieve sustainability in development. The provision of GOS as mandated by Law Number 26/2007 on Spatial Planning has become a sequence aspects of sustainable urban planning and development. It does need strong political commitment from local government as well as private sectors and community. The total area of urban GOS must be at least 30% of the total urban area. In fact, there has been a significant decrease in the quantity of GOS that caused a decline of urban public open space quality. Therefore, one major solution should be taken primarily by the decision-makers is the development of green policy.

Related to the provision of GOS, green policy has been issued by the Provincial Government of DKI Jakarta on Regulation No. 1/2012 on Spatial Planning for 2030 in DKI Jakarta Region consisting of provincial spatial plans; city spatial administration plans which includes North Jakarta spatial plans; and the government's plan for the management of administration regency. In this regulation, the presence of GOS has a very important role to sustain the development of the city and the prosperity of the people. In North Jakarta, GOS has fulfilled these following functions and benefits:

a. GOS as public service facility for community to arrange activities including family recreation, sports, field trip, and etc. GOS can be defined as an effective means for children playground to support more educational activities.
b. GOS provides healthier environment and promotes urban greenery. Plants in GOS can help absorbing carbon dioxide (CO2); increasing oxygen level, lowering the city temperature. GOS can also be utilized for water absorption areas, as well as dampening noise.
c. A microclimate balancer caused by a rapidly-growing technological development. GOS might control pollutants so that air pollution can be minimized.

d. As a wildlife habitat and conservation area of germplasm as well as place of biodiversity.
e. By maintaining good management, GOS does not only become a new attraction for tourism destination, but also a tool for economic activities that effectively generates economic value for the daily officers. Therefore, the existence of GOS, if it is well organized, can prosper the community.
f. GOS provides a learning facility. Youth can be involved in the green space management by practicing social activity to develop skills and values to preserve the environment.

The Implementation of Green Open Space Policy in North Jakarta

In the process of problem analysis focusing on the implementation of GOS policy in North Jakarta, the researchers concerned more on the analysis process from the aspect of policy implementation. Analysis on policy implementation presents a review whether or not the set of GOS policy is implemented in accordance with existing rules and regulations. Brief analysis of GOS implementation can be seen from the aspecs of policy content and implementation environment as elaborated in the theory of policy implementation (Grindle in Subarsono, 2005:89).

1. Content Policy, includes:
   a. Interests affecting GOS policy
      In terms of providing GOS in North Jakarta, local government referred to policy guideline on Spatial and Regional Planning *(Rencana Tata Ruang Wilayah/RTRW)*. This regulation is applied at the national and local level. This legal framework is considered to have an effect on how governments manage and organize GOS without any other interests affecting in the implementation process. Practically, the implementation of GOS in North Jakarta has been run effectively so that there were no influence of interests that might be impeded the realization of the implementation of the policy.
   b. The benefits of the RTRW policy in GOS management in North Jakarta in 2030 intended to ensure the availability of sufficient space for:
      1. Conservation area for hydrological preservation;
      2. The development of biodiversity area;
      3. Area for microclimate creation and reducing pollutant;
      4. Place for community recreation and sports;
      5. The public funeral;
      6. Managing the unexpected direction for city development;
      7. Sustaining natural resources, both artificial and historical.
   c. The degree of change in the development of GOS.
      The current condition shows that North Jakarta has less than 30% area for GOS. According to long-term regional and spatial planning of Jakarta in period 2011-2030, local government has set a target to allocate 13.94% of the total area for GOS. This means that the government needs to provide an additional 8.94% of current GOS area. However in attempting to provide more GOS, local government must uphold strategies to manage land conversion. The area of GOS only increases 1% in the period the last 10 years; surely it does take a long time for North Jakarta to pursue the target of the desired GOS.
   d. The status of Implementor in GOS.
      Policy implementor certainly has an important role in implementing the policy of spatial planning in of GOS in North Jakarta. The role of policy

implementor can certainly be a benchmark for successful implementation policy in the provision of GOS. If GOS policy was not optimally proceeded, the role of policy implementor would be questionable.

e. The executors of Spatial Planning Program in GOS
In terms of the implementation process, maintenance and monitoring of GOS in North Jakarta is done by the officers of *Suku Dinas Pertamanan dan Pemakaman*. As a result, all reports regarding planning, implementation and evaluation of the utilization and monitoring is coordinated in advance with the Regional Department of Planning and Development *(Badan Perencanaan dan Pembangunan Daerah/BAPPEDA)*.

f. Resources Management in GOS
Resource management in GOS is still ineffective in terms of personnel/human resource. Human resource restructuring needs to be reinforce by reforming personnel management within the framework of governance.

2. Context of Implementation, includes:
   1. Powers, interests and strategies of the actors involved in GOS management did not dominantly affect the policy of GOS. The authorized party is represented by *Suku Dinas Pertamanan dan Pemakaman* coordinated with related stakeholders including private sectors through CSR.
   2. Characteristics of institutions involved in GOS in North Jakarta
   The provision of GOS in North Jakarta involves both *Suku Dinas Pertamanan dan Pemakaman* in North Jakarta for technical purposes and *Dinas Pertamanan dan Pemakaman* DKI Jakarta for coordination.
   3. Compliance Level and Community Responsiveness, and Implementer to RTH policy in North Jakarta
   The implementation of green open spaces in North Jakarta in accordance with the existing RTRW provisions is not solely the concern and responsibility of the government, but also requires the participation of the community and the private sector. The management of green open spaces will not work optimally if only hoping for the government alone, but also the compliance and responsiveness of the community is needed for the success of this policy implementation. Based on data from the Jakarta Parks and Cemetery Agency that the use of land in North Jakarta by the community is more dominantly intended as housing and public buildings, while for green open space is still very less that is only about 5%. So this shows that the responsiveness and participation of the community in realizing the development of green space is still very less.

Restraining Factors in GOS Policy Implementation

1. Lacking of Control on Land Use and Conversion

The intervention of various parties makes monitoring system on land use and conversion becomes weak. In addition, the process of monitoring, so far, can only be well organized during the process of applying for permits. This monitoring constrain is essentially due to the absence of a legal provision that affirms enforcement of development on green space.

2. The Unaffordable Land Price

The provision of GOS in urban areas is hampered by limited amount of land owned by the government. While purchasing land between public and private faces hard effort to achieve,

coordination among stakeholders also facing various difficulties to meet a consensus. This financial problem requires more coordination among departments both in local and regional level.

3. The Increasing Number of Land Conversion

Land conversion in North Jakarta has occurred in some districts. Lands that should be utilized as green space actually turned into shopping centers, office buildings, housing and other commercial developments, such as Pantai Indah Kapuk (PIK). Formerly, the area was designated as a forest zone to conserve mangrove, forest tours, and flood protection in Cengkareng area. However, currently, the area has been transformed into housing and commercial area, although there is still a small portion that is intended for mangroves. Similarly, Kelapa Gading has experienced the same problem. All the areas have turned into a settlement and commercial areas. In fact, those regions are properly designed for swamps, rice fields, and water absorption areas. Based on data obtained from BAPPEDA DKI Jakarta, total area built in North Jakarta in 2015 was 7,836.50 Ha so that land area in North Jakarta that can be used for GOS is 6,736.50 Ha.

4. Lack of Socialization to the Community

Regulation of Ministry of Public Work No.5/2008 mandates that the purpose of the spatial use and green open spatial guidelines in urban areas is managing public socialization on the importance of GOS for urban society life to the community and related parties. The development of GOS as public service facility and sustainable urban development enhancement, like any other development projects, requires multi-sectors coordination. Thus, socialization can be only optimally conducted by the active involvement of community. Government also needs to strengthen education on environment and sustainable development in schools through *Adiwiyata* program initiated by Ministry of Environment and Forestry.

Alternative Efforts to Achieve a Betterment of Green Open Space in North Jakarta

1. Clear requirements of GOS provision on the issuance of a Building Permit *(Ijin Mendirikan Bangunan/IMB)*

   Land conversion to commercial area and the increasing of land price has caused complex problems of GOS development. In attempting to realize GOS development, policy innovation on physical development needs to enforce legal approach by adding some environmental consideration that requires every building provides green area. This matter is an innovation from previous policies that only provide *plot* in the licensing process. In a short term, this policy is considered as an effort to overcome land abuse.

2. Managing GOS through CSR rather than purchasing land for GOS

   Public private partnership may provide a better solution for land problems through the mechanism of CSR. This strategy considered to be an alternative scenario which cost less than purchasing land with high price.

3. Utilization of public land (fly over area)

   Another development strategy is the utilization of public land, especially fly over area as GOS perhaps create more greenery and healthy environment for slum area. This strategy does not only provide aesthetic value, but also support sustainable development efforts in North Jakarta.

4. Provision of GOS through the Roof Garden

   Roof garden is a means to provide more space for urban greenery. The

authorized department of GOS in North Jakarta has planned to propose this policy to the Provincial Government of DKI Jakarta as an effort to create a wide range of GOS. Regulation of Ministry of Public Work No. 5/2008 on Guidelines on the Supply and Utilization of Green Open Space in urban area states that the roof garden scenario can be applied in any conditions including in a limited land area with the percentage Basic Coefficient Building *(Koefisien Dasar Bangunan)* is above 90%, for example, roof garden in the central shopping area, or in high-density areas. Therefore, roof garden will be applied to in a densely populated areas with cement-roofed buildings.

Concluding Remark

Implementation of the spatial policy on Green Open Space management in North Jakarta still faces complex challenges so that the results, yet, are not optimal and only realized 5% of 30% total GOS. This is due to the misuse of land conversion for commercial purposes. Meanwhile, in accordance with Regional Act No. 1/2012 on Spatial Plan 2030. the policy process of GOS development is still less effective. Some obstacles are (a) lacking of control on land use and conversion, (b) the unaffordable land price, (c) the increasing number of land conversion, and (d) lacking of socialization to the community. Responding to the problems, the need for strong political willing from government is highly urgent. By the emergence of sustainable development trend in urban area, Jakarta as a fast-growing modern city, must uphold sustainability in GOS development by enforcing the law, initiating community based development, managing public private partnership through CSR to achieve sustainable urban development.

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Electronic Identity Card (E-KTP) Making Service at Dumai City Population and Civil Registration Agency of Riau Province

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BACKGROUND

One of the main tasks of the state is to provide services to the community both in the form of services and facilities. Even to measure the progress of a country, public services can be used as an indicator. Therefore, if a country is in a position toward progress, then what needs to be improved is the public service in that country. The Government of Indonesia is well aware that if the people have got what they are entitled to is good service, then society will also carry out its obligations with full awareness.

The public service in its development undergoes a very comprehensive study and public service is essentially a mandate contained in Law Number 25 Year 2009 regarding public service, where the definition of public service is an activity or series of activities in order to meet the needs of services in accordance with the rules of law legislation for every citizen and resident of the goods, services and / or administrative services provided by the public service providers. (Law Number 25 Year 2009)

One of the services to the community is the management of population registration which is the responsibility of the city / regency government, which in its implementation begins from the village / kelurahan as the spearhead of the registration of the population, until every citizen is registered administratively as an Indonesian citizen and in accordance with Law Number 23 Year 2006 about population administration. In such services need to be done properly and quickly so that the citizens as customers feel able to satisfactory service.

Electronic Identity Card, hereinafter abbreviated e-ID card, is the official identity of the Population as a self-proof issued by the Implementing Agencies applicable throughout the region. According to Presidential Regulation of the Republic of Indonesia Number 126 Year 2012 regarding the third amendment to Presidential Regulation Number 26 Year 2009 concerning Application of Identity Card of Population Based Identity Number on National Population.

Electronic ID card program is motivated by the system of making Conventional / National ID card in Indonesia that allows one can have more than one ID card. This is due to the absence of an integrated database that collects population data from all over Indonesia. The facts give people a chance to cheat on certain things by doubling their KTP.

In the process of issuing e-ID card is in need of facilities and infrastructure that support as the realization of maximum service, with the availability of facilities

and infrastructure, the entire process of bureaucracy e-ID card publishing process can run well and maximize.

Table 1.1 Realization of Recording and Printing of E-ID cards at Disdukcapil Dumai Municipality of Riau Province

NO	YEAR	TOTAL POPULATION	MANDATORY E-ID CARD	E-ID CARD RECORDING	NOT RECORDING YET	REGULAR PRINT
1	2014	259.109	162.113	134.076	28.037	24.303
2	2015	264.415	171.884	162.037	9.847	22.506
3	2016	270.631	178.469	177.295	1.174	45.086
			AMOUNT			91.895

Source: Disdukcapil Kota Dumai Riau Province, Year 2017

Other problems related to the use of continuous equipment to serve the community until often experience interference or error. The interruption or errors of such equipment may result in the length of service provided to the community.

Besides, in the implementation of Electronic Identity Card (E-ID) service in Disdukcapil Dumai Province Province is still experiencing many obstacles. It is proved that there are still many obstacles in the process of making Electronic ID card, the obstacles among others there are still people have not got E-KTP because the process is long, convoluted, the bureaucratic structure in the procedure in issuing E-ID card which takes a long time and there is no certainty when thus, inadequate server systems, lack of socialization to the public, lack of attention and good response from employees of Disdukcapil Kota Dumai Riau Province.

1.2. Formulation of the problem

So what to see is how the Electronic Identity Card (E-KTP) Card Making Service at the Dumai City Population and Civil Registration Agency of Riau Province?

1.3. Research purposes

The purpose to be achieved is To know How Service Making Electronic Identity Card (E-KTP) On the Department of Population and Civil Registration of Dumai City Riau Province.

1.4 Service Concept

The term service comes from the word "service" which means to help provide everything that is needed by others for the act of serving. Basically every human needs service, even the extreme can be said that service can not be separated with human life (Sinambela, 2010; 3).

Service is the process of fulfilling needs through the activities of others directly (Moenir, 2006: 16-17). Talking about the ministry means talking about a process of activity that connotes more to the abstract (Intangible). Service is a process, the process produces a product in the form of service, which is then given to the customer.

Harbani Pasolong (2007: 4), service can basically be defined as the activity of a person, group and / or organization either directly or indirectly to meet the needs.

Hasibuan defines service as an activity of providing services from one party to another, where good service is a service that is done in a friendly and with a good ethics so as to meet the needs and satisfaction for those who receive.

According to Kotler in Sampara Lukman (2000: 8) suggests, service is any beneficial activity in a collection or unity, and offers satisfaction even if the result is not bound to a product physically.

Furthermore Sampara Lukman (2000: 5) service is an activity that occurs in direct interaction between someone with another person or machine physically, and provide customer satisfaction. While the more detailed definition given by Gronroos in Ratminto (2005: 2) is the service is an activity or a series of activities that are invisible that occur due to the interaction between consumers with employees or

other rights provided by companies that intended service to solve consumer / customer problems.

According to Ahmad Batinggi (1998; 21) there are three types of services that can be done by anyone, namely:

1. Service with oral

Oral services are performed by public relations officers (HUMAS), Information services and other areas whose job is to provide explanations or information to anyone in need. In order for the oral service to succeed in accordance with the expected, there are conditions that must be fulfilled by the service actors are:

a. Understand the issues that fall into the field of work.
b. Be able to provide an explanation of what is needed, smoothly, briefly but clearly enough to satisfy those who gain clarity about something.
c. Be courteous and friendly

2. Service with writing

Service through writing is the most prominent form of service in performing the task. The service system on this Information uses the remote service system in written form. This writing service consists of 2 (two) classes namely, in the form of Information and similar instructions addressed to interested persons, in order to facilitate them in dealing with agencies or government agencies. Secondly, the service is in the form of a written reaction or report request, giving / delivery, notification and so on. The usefulness is:

a. Make it easy for all interested parties.
b. Avoid people who ask a lot of officers
c. Smoothen the affairs and save time for both parties, both officers and parties who need service.
d. Leads people in the right direction

3. Service with deeds

In general, services in the form of deeds are carried out by officers who have expertise and skill factors. In the reality of day-to-day service is indeed not spared from the oral service so between the service of deed and oral are often combined. This is because the general service relationship is mostly done orally except specifically through the written relationship caused by the distance factor.

According Syafruddin (1999: 43) satisfactory service contains four elements, namely:

1. Convenient services in the management of interests or get equal treatment in the management of an interest.
2. Service to get reasonable service.
3. equal and equalization in the service of the same interests.
4. Services provided regardless of the status or status of a person.

Slowness of public service is not only caused by less good way of service at bottom level. Apparently there are still many factors that affect the bad work and bureaucracy, as in government agencies seen many employees who come to the office just to fill the attendance, following the morning apple, apple lunch, while the jobs - jobs that must be completed on time.

Service is any beneficial activity in a set or unity, and offers satisfaction even if the result is not tied to a single product physically. (Sinambela, 2006; 4)

A good servant is summarized in a service product known as service excellence including:

1. Security is the ability of service providers in creating a sense of security to the community in performing services.
2. Convenience is the ability of service providers in creating a sense of comfort to the community in providing services so that people feel comfortable during service is done.
3. Hospitality is the quality of service provided by service providers to the community, so that people feel happy when served.
4. Accuracy is the ability of service providers to always provide

accurate information, time, cost and service personnel clear to the public. (Tjiptono; 2001; 64-65)

Furthermore According to Law No. 25 of 2009, Public service is an activity or series of activities in the framework of fulfilling the needs of services in accordance with laws and regulations for every citizen and residents of goods, services and / or administrative services provided by public service providers.

The scope of public services pursuant to Law Number 25 Year 2009 covers the service of public goods and public services as well as administrative services regulated in legislation. In the scope, including education, teaching, work and business, housing, communication and information, environment, health, social security, energy, banking, transportation, natural resources, tourism and other strategic sectors. (Article 5 of Law No. 25 Year 2009)

1.5. Electronic Identity Card (E-ID)

Understanding E-ID card is largely a demographic document that contains a security system / control both from the administration or information technology with based on the national population database. The residents are only allowed to have 1 (one) ID card which is registered with the Population Identity Number (NIK). NIK is a single identity for every resident and is valid for life. The parent's number on E-KTP will be the basis of the issuance of Passport, Driver's License, Taxpayer Identification Number (NPWP), Insurance Policy, Certificate of Land Rights and issuance of other identity documents. This is in accordance with Article 13 of Law no. 23 of 2006 on Population Administration.

E-ID card making equipment is more sophisticated than other card-making equipment. E-KTP uses the type of security by using fingerprint (fingerprint). The use of E-KTP fingerprints is more sophisticated than has been applied to SIM (Driver License). Fingerprints are not just printed in the form of images (jpeg format) such as SIM, but can also be recognized through the chip installed in the card. The data stored on the card has been encrypted with certain cryptographic algorithms.

The fingerprints recorded from each mandatory KTP are all fingers (totaling ten), but the inserted data in the chip is only two fingers, ie the right thumb and forefinger. The fingerprint is selected as an authentication for E-KTP for the following reasons:

a. The cheapest cost, more economical than other biometrics.
b. The shape can be kept unchanged because the fingerprint of the fingerprint will return to its original shape even if the skin is scratched.
c. Unique, there is no chance of the same even though the person is a twin.

Figure 2.1
Form of E-ID card has been packed

Sumber: www.e-ktp.com

From the picture above, the chip is not visible but in use using radio RFID (radio frequency identification). By using these waves, E-KTP does not have to touch the reader to be read.

Data stored on E-ID card is guaranteed by the government in terms of security. This is because the stored population data is protected from the encounter or duplication of foreign parties through the E-ID card printing machine. That means, E-ID data is not easily burglarized because it is protected technology system.

1.6 Legal Foundation of E-ID Card Making Service

The legal basis underlying the making of E-KTP is Law no. 23 of 2006 on Population Administration, PP. 37 of 2007

on the implementation of Law no. 23 of 2006 concerning Population Administration, Presidential Regulation no. 26 of 2009 on the implementation of NIK-based ID cards nationally,

Implementation of NIK-based ID cards (Population Identity Number) has been in accordance with Article 6 of Presidential Regulation no. 26 Year 2009 on the Implementation of Identity Card based on National Identity Number Nationally Perpres No. 35 of 2010 concerning the amendment to Presidential Regulation no. 26 of 2009 which reads:

a. NIK-based ID cards include security codes and electronic records as a means of verifying and validating the identity data of the population;
b. Electronic recordings as referred to in paragraph (1) shall contain the biodata, signatures, photographs and fingerprints of the residents concerned;
c. Records of all fingerprints of resident hands are stored in the population database;
d. The collection of all fingerprints of the resident's hand as referred to in paragraph (3) shall be made at the time of submission of a NIK-based ID card, provided that: For Indonesian Citizen, conducted in Kecamatan; and For foreigners who have permanent residence permit in Implementing Agency.
e. The fingerprints of the resident's hand contained in the NIK-based ID cards as referred to in paragraph (2) shall contain the fingerprint of the left hand and the index finger of the right hand of the concerned population;
f. Records of all fingerprints of resident hands as referred to in paragraph (3) may be accessed by interested parties in accordance with laws and regulations; Source: Law Number 25 Year 2009.

1.7. Electronic Card Identification Card (E-KTP) on the Population and Civil Registration Service of Dumai Pripinsi Riau.

As for the aspects of the indicators to find out how Satisfaction of the People in the Service of the Identity Card (E-KTP) in the Office of Population and Civil Registration of Dumai City of Riau Province is from the indicator of public service satisfaction which includes: Public Service Principles, Public Service Standards , Executing Behavior in Public Service Delivery (Pendapat Masyarakat), and Supervision of Public Service (Internal and External). To find out the results of questionnaires from each indicator can be seen in the following discussion:

a. Principles of Public Service

Efforts to manage and run the wheels of government both at the central and regional levels must hold firm. One of them is with the Principles of Public Service, where in the government must be accompanied by the implementation of the Public Service Principles in order to be realized optimally and according to mutual expectations.

Success in implementing the principles and principles of quality service is highly dependent on the process of public service run. The process of public service on both sides is bureaucracy (minister) and society (served).

Equality of treatment is one of the principles that must be considered by government officials, as mentioned in Article 4 of Law Number 25 Year 2009 on Public Service, is equality of treatment / non-discrimination, meaning that every citizen is entitled to a fair service. Whereas according to Article 10 of Law Number 30 Year 2014 concerning Government Administration, there is also mentioned the principle of impartiality, which means by this principle requires the agency and / or government officials in determining and / or making decisions and / or actions taking into account the interests of the parties overall and not discriminatory.

According to the public in the management of making E-KTP equality treatment is quite good, because when managing E-ID card at Disdukcapil office of Dumai City Riau Province, first take the registration form and then can queue number. And queue by no queue that has been in love was for recording and fingerprints.

Information is information, statements, ideas, and signs that contain values, meanings, and messages, both the facts, data and explanations that can be seen, heard, and read presented in various packages and formats in accordance with the development of information and communication technology electronic or non electronic. Public Information is information generated, stored, managed, transmitted, and received by a public body relating to the organizers and the administration of the state and / or the organizer and the administration of other public bodies in accordance with this Act as well as other information relating to the public interest .

Whereas the timeliness or accuracy of the products received by the community in the service of Identity Card (E-KTP) in Disdukcapil of Dumai Municipality of Riau Province is not timely or the accuracy of the product given is not appropriate accepted by the society with the specified time constrained by the Blanko available.

Facilities and service facilities, namely the existence of facilities and facilities in accordance with its function, the Facility is not only seen aspects of appearance but the extent of function and the usefulness of facilities / facilities in supporting ease, smooth service process and provide convenience to service users. Facilities and infrastructure that exist in Disdukcapil Office of Dumai City of Riau Province already. Service facilities in the form of various facilities needed in order to provide services provided by the State in the framework of the service process, including such forms, office supplies, E-ID card manufacturing facilities such as complete computers, farbo printers, biometric tools, cameras, / digital and equipped server to send data to the center. While other supporting facilities are facilities that are generally provided in order to provide services such as the provision of facilities waiting room is quite comfortable, the parker facilities are extensive, the number of staff is adequate, the room service officers, toilets and distance to the place of service that can be reached by the whole people with good road conditions to the service office

b. Executing Behavior in Public Service Implementation (Community Satisfaction)

The measure of the success of service delivery is determined by the level of community satisfaction. Satisfaction of the community is successfully achieved if the service recipient gets the service as needed and expected. Thus the problem of fair and non-discriminatory given by employees of Disdukcapil Office of Dumai City of Riau Province in making Electronic Identity Card (E-KTP).

Service without discrimination is certainly a hope for many people. Not only for the upper middle class society, but also for those who are in lower middle economic strata, which in fact is much more number.Sekadar remind that the right to get services without discrimination for citizens, guaranteed by law. Normatively Law Number 25 Year 2009 on Public Service has regulated it. One of them, Article 15 Concerning the Principles of Public Servant letters (c). equality of rights, which means that service delivery does not distinguish between ethnicity, religion, race, class, gender, and economic status. On the letter (g). equality of treatment / non-discrimination, which means that every citizen is entitled to a fair service

1.8 Conclusions

Electronic Identity Card Identification (E-ID) Service at Population and Civil Registration Office of Dumai City

Province can be said good when viewed from the satisfaction of public service received by community in making Identity Card in Population and Civil Registration Agency of Dumai City, Riau Province. While the public service standards, implementing behavior in public service providers provided by employees is quite adequate only sometimes blank E ID card that causes maselpakt can not accept ID cards that should have been completed and can be used by the community. The not yet optimal availability of infrastructure facilities in making E-ID cards, such as the availability of Blanko which procurement is done from the central government, and also the availability of Ribbon and Film procurement is done from the Province.

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Implementation of Community-Based Risk Reduction Policy (Cbdrm) in Central Bengkulu Regency

(Cbdrm Case Study of Earthquake and Tsunami in Pondok Kelapa and Pekik Nyaring Central Bengkulu Regency)

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Abstract:

The conception of the public Administration with the concept of public policy in the present shows that the higher the orientation to the public interest. Policy on community-based Disaster risk reduction (CBDRM) has developed in Bengkulu by several institutions. This research focuses on policy implementation model CBDRM theory community (Korten) which consists of three components, namely program, implementing organization, and communities. This research is qualitative research, which focuses on the research field (field Research), with sampling purposive basis on employee/staff BPBD Central Bengkulu, PMI (The Indonesia Red-Cross) of Central Bengkulu, NGOs and Village Communities of Pondok Kelapa and Pekik Nyaring.

The results showed that the implementation of the policy of CBDRM earthquake and Tsunami in Pondok Kelapa and Pekik Nyaring Villages has been implemented with a program consisting of several programs, implementing government agencies and NGOs, community-based Village developed. CBDRM tend to do with cooperation between government agencies, the private and community along with related stakeholders Implementation model Community on the site of the research shows the need for the reconstruction of the implementation model in the form of continuity and leadership for sustainability CBDRM program get communities toughness. CBDRM policy development during the next requires follow-up and synergy potential in various areas, with the initiation of leadership BPBD as Coordinator, in cooperation with the stakeholders concerned, in order to devise strategies and implement appropriate action priorities, needs and reach the target community's toughness against catastrophic earthquake and tsunami. unaffordable price of land; the increase of commercial building and settlement; and the lack of socialization to the public on development and sustainability. Therefore, this study recommends a review focusing on the need for strong political will from local government in order to enhance the spirit of sustainable development and create Jakarta not just as a central of governance and business, but also an environmentally friendly city.

INTRODUCTION

Conception and implementation of the public administration in the era of the present experience of development orientation and activities to the public, where according to Utomo (2008:7) "*Administration by Public* demand-oriented are differetianted, in the sense that the function of the State/Government as a facilitator, a catalyst that dotted press on putting the customers in the driver set, so that the determination of the State/Government no longer is a major factor or as driving forces in life activities State".

Public policy provides direction for implementation of programs and projects that are set by the Government, both in the Center as well as the region, including a disaster management policy. The public administrator with all bureaucracy activities have a responsibility to protect people from disasters through the right policies for security, services and the efforts of preparedness against the disaster. Disaster management through appropriate policy into the Affairs of the Government apparatus both at the Center and the regions, in accordance with the context of threats, vulnerabilities and capacities faced.

Community-based Disaster reduction Risko (CBDRM) by various institutions have been developed in Bengkulu, include Central Bengkulu Regency who have developed some programs CBDRM with initiation Government and private institutions, in collaboration with the community and stakeholders concerned. Central Bengkulu Regency (Fortifications) has a catastrophic earthquake and tsunami vulnerability on the villages located on the coast. Staff Office of the PMI Central Bengkulu Regency and Disaster Resilient Village facilitator (DESTANA) Central Bengkulu Regency stated that "the activities of CBDRM with focus of earthquake and tsunami disaster has been developed in the village of Pondok Kelapa, Pekik Nyaring, Pasar Pedati, Sri Katon and villages in the coastal area of Central Bengkulu Regency".

Implementation of disaster management in a comprehensive manner by focusing on community-based Disaster risk reduction (CBDRM) in the area basically laid the groundwork has been laid the groundwork and preparedness toughness on the community in the area, ideally need to be developed for program sustainability the continuity of development and progress of society. Disaster risk cannot be eliminated, but it can be reduced by reducing the impact of the damage on communities and the environment. The impact of a disaster area is closely related to policy choices and behaviours of the Community environmental management and human interaction, culture in building a House, the capacity of local governments, learning at school and the choices carried out the area and its people.

LITERATURE REVIEW

1. The Concept of Policy Implementation

Public policy is a complex phenomenon, associated with the making of decisions that affect the community, personal and organizational. Harrold Laswell and Abraham Kaplan (in Nugroho, 2013:3) defined as a public policy program, which is projected with certain goals, values, and practices of certain *(a projected program of goals, values and practice).*

The paradigm of public administration that developed in the era of immediacy tends to accomodate the aspirations and interests of the public. Purwanto (2005:187) stated that the New paradigm holds that Public Service responsiveness (the responsibility of) the bureaucracy more geared to citizens *(citizen's)* instead of clients, constituents *(constituent)* and neither the customer *(customer).* The Government is required to view the people as citizens who pay taxes. In a country that subscribes to the doctrine of democracy, is in fact a citizen not only viewed as a customer that needs to be served with

certain standards, but more than that, they are the owner *(owner)* of the Government that provide services.

Public policy in the present era are expected to meet the public's needs and aspirations, build progress as well as the good of the community. Public policy is projected with the purpose, value and develop interaction within the community and between the community with the environment. Public policy set by the Government giving effect on the values that exist in the community. Ideally the public policies in harmony with the values of kindness in the community, so that the harmonization and effectiveness occurred in the policy.

Riant Nugroho (2009:618) says that "the implementation of the policy in principle is a way so that a policy can achieve its purpose." Thus the implementation of the policy includes actions of public administrators do reply, a group of private, community or public institution in the reply is directed to achieve some of the goals that have been set previously by the decisions of the policy set by the Government. Implementation is an important intermediary connecting policy with policy objectives.

> Implementation of function and purpose is to form a relationship that allows the goals or the goals of public policy (politics) can be realized as "*learning outcomes*" (final result) from activities conducted by the Government. Implementation can be referred to as "*policy delivery system"*. That is, as a system of delivery/forwarding policy. As a system, implementation consists of elements and activities that directional towards the achievement of the objectives and the desired goals (Tachjan, 2006:26).

Policy implementation model has been developed by scientists, either top down or bottom up. Developing models with bottom up perspective which were developed by David C. Korten (1980), in the form of a Community Model. The conception of the Community Model that implementation of policies as a collaborative social learning process between local-level bureaucracy with the target group or community, that community was able to help himself and has a self-sustaining capaciy. Community model put the community as the main focus and the protagonists of development (people-centered develompment). The Government is the enable/facilitator who encourages participation, innovation and community self-reliance. Interactions between components on a Community model can be seen in the following figure:

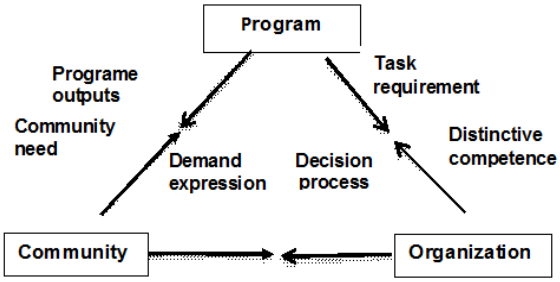

Figure 2.1. Korten's Implementation Model (1980)

Main components interacting in program implementation with the Community approach – based resource management is the community, programs and organizations implementing the programme, which should be mutually interact collaboratively in the process of learning to achieve conformity with each other. (see in Korten, 1980; 80).

2. Policy Implementation of CBDRM Earthquake and Tsunami

The paradigm of risk reduction is an appropriate alternative to perform disaster management efforts, where every individual, society in the region is introduced with a variety of threats that exist in the region, how to reduce threats (hazard) and vulnerability (vulnerability), as well as improved capabilities (capasity) community in the face of threats. (Bustami and Juriono, 2008:2/16).

Policy Implementation on society, ideally CBDRM organize, direct and develop the interaction within the community and between the community with an environment that can reduce vulnerability, raise capacity and reduce the risk of disasters, so as to enhance the resilience and toughness the public against disasters.

DISCUSSION

1 . Policy Implementation of CBDRM Earthquake and Tsunami in Pondok Kelapa and Pekik Nyarin Villages Central Bengkulu Region

Central Bengkulu Regency is a Regency of the expansion, with the Setup process of institutional Government Organization, bureaucracy and apparatus that keeps first settled in this decade. Institutional local authorities in disaster relief also recently developed in this decade. Development requires the involvement and coop of CBDRM all stakeolders, to optimal benefits to the community.

The coastal regions that have vulnerability against earthquake tsunami is at Pondok Kelapa, Pasar Pekik Nyaring. The village has a earthquake and tsunami impac includes the village of Sunda Kela Katon and surrounding villages such Kuncoro and Talang Pauh and surroundings (interviews with staff of the Indonesia Red Cross Central Bengkulu Regency). Pondok Kelapa and Pekik Nyaring Villages ever carry out the disaster preparedness that hometown program is a program of Central Bengkulu Regency and BPBD later in 2014 is selected to become a village carrying out Disaster Resilient Village program which is a program of the national disaster mitigation Agency (BNPB). Pondok Kelapa villages already implement CBDRM earthquake and Tsunami, where the earthquake and tsunami disaster became a top priority in the disaster hazard assessment (Contingency Plan of Pondok Kelapa Village, 2014:11).

CBDRM programs that have been implemented at Pondok Kelapa and Pekik Nyaring Villages are: (1) the village of Disaster Resilient (DESTANA), (2) the village of disaster preparedness (KSB) CBDRM and by non-governmental organizations (NGOs). In addition there are volunteer disaster, namely the Midshipman disaster preparedness (TAGANA), where Midshipman disaster preparedness is a volunteer social or social kesejaheraan power comes from the community, have the concern is active in disaster relief. (Social Ministry of Indonesian Republic, 2012).

CBDRM activities in Pondok Kelapa and Pekik Nyaring Villages was developed by Social Service, BPBD and BNPB and NGOs, which can be seen in the following table:

Table 1
CBDRM Program in Pondok Kelapa and Pekik Nyaring Villages Central Bengkulu Region

PRBBK Program By various institutions	Pondok Kelapa village	Pekik Nyaring village
BNPB Sosial institution	DESTANA TAGANA	DESTANA TAGANA
BPBD of Central Bengkulu Region	Village of Disaster Preparedness	Village of Disaster Preparedness
Non- Governmental Intitution	-	Bina Vitalis

Source: Compilation of the Data fields of Pre Disaster BPBD of Bengkulu Province and Reports Facilitation of a Destana Pekik Nyaring and Pondok Kelapa Villages

CBDRM development in Pondok Kelapa and Pekik Nyaring Villages at the time of the implementation of the program showing the availability of CBDRM component, where program execution the last one is the village of Disaster Resilient (DESTANA) as follows:

Table 2
CBDRM Apparatus in Pondok Kelapa and Pekik Nyaring Villages Central Bengkulu Regency in 2014

PRBBK Program by Various Institutions	Pondok Kelapa Village	Pekik Nyaring Village
PRB Forum	V	V
Community Action Plan	V	V
Village Volunteering Plan	V	V
Map Threat	V	V
The construction of early warning system	V	V
Evacuation Plan	V	V
Disaster Relief Plan Of The Village	V	V
Contingency Village Plan	V	V

CBDRM program has provided a grounding device preparedness, community organizing for the reduction of vulnerability and strengthening capacity, needs to be further developed in the future. With a population that is pretty much a limited program range, then the new portion of the benefit program CBDRM. Many residents who have not yet had a chance to interact and gain socialization of CBDRM. Required periodic and continuous socialisation and if it needs to be repeated continuously thereby will be increasingly extends the reach of socialization and reach an understanding of the whole community, to achieve the effectiveness of toughness against the catastrophic earthquake and tsunami.

2.The Continuity Development CBDRM Earthquake and Tsunami in Central Bengkulu Regency

The conducting of CBDRM in Central Bengkulu Regency, expected to be a strategy for disaster risk reduction at the community base with villages, involving all stakeholders, namely local government, private and community. CBDRM development has been conducted by BPBD Central Bengkulu Regency by building communication with the organizers of CBDRM, BPBD district/city, as well as a wide range of stakeholders. Development of CBDRM during next need a follow up in accordance with the needs of the community in each village, vulnerability and capacity of the community as well as local wisdom in the coastal community of Central Bengkulu. Local wisdom in Pondok Kelapa Village and Lempuing of which are mutual, gregarious (*arisan*, *yasinan*), high social, care, the use of traditional tools (slit drum) for social communication, respect for tradition.

The concept and application of public policy experience a development orientation to the public. Planning the management and future development of CBDRM, need to leverage existing diverse stakeholders and communities. Based on observations, has been conducted step by BPBD CBDRM activities that communicate with all our stakeholders. CBDRM development in the future, need to be improved by doing follow-up and development of CBDRM through synergy with the program villages Disaster Resilient that is developed by BPBD.

The concept of public policy is also undergoing a development orientation to the public. Srategy things to do which are more oriented towards CBDRM policies to the public, not just the perceived project already determined from the top/center of the Government program. Implementation and follow-up CBDRM need directed entirely to the interests of the public by exploring the potential of local coastal resources, through such strategies and actions that provide optimum benefits to the public. The development of intercultural synergy requires implementing CBDRM location Division in appropriate capacities, vulnerability and Division activities CBDRM. Synergy can also be done with the entrepreneurs of farmed shrimp that's located on the coast of Pondok Kelapa, the fishermen and other community node.

Follow up the policies need to be directed to better accommodate the public interest, with the Development Team the CBDRM partnership with various agencies such as the Agency for the environment, Forestry, Fisheries and Marine Service, Office of education, the Forum of Mangrove, and so on. This needs to be

directed as a collaborative social learning process between local-level bureaucracy with the target group or community, that community was able to help theirself. *Follow-up* on Central Bengkulu Regency CBDRM need to be developed to accommodate the CBDRM data base has been carried out by NGOS/other institutions and do not have a follow up mechanism. This is in accordance with the concept of the program Villages Disaster that "implementation of the Respite program does not stand alone, but rather a strengthening and development of empowerment programmes in villages that have been conducted by other agencies/ministries, international and national organizations. This program is part of the development of the capacity of communities in the villages (one of the elements in the national disaster response system). (The report is facilitation of Disaster Resilient BPBD Village in Pondok Kelapa District, 2014:3).

CBDRM basically have the philosophy as a movement, its institutionalization and sustainability. As a movement, CBDRM is a social movement in society or ideally come from the community or in accordance with local values in society so that it is closely related to the independence and participation. CBDRM initiation from the outside (the Government or donor agencies,) is the initiation of early, targeted to strengthening local wisdom and grassroots movement. CBDRM movement in Pondok Kelapa and Pekik Nyaring requires proper management so as to harness all the potential that exists in the community and the institutions as well as the stakeholders. Community participation which can be dug and developed, would strengthen self-reliance and CBDRM sustainability in Pondok Kelapa and Pekik Nyaring.

CBDRM system that has evolved in Central Bengkulu with implementing diverse institutions, need to be managed appropriately based on good governance *(good governance)* appropriately with the prospective components according to needs and conditions of Bengkulu's local wisdom and optimize all the local resources in this community. When the community already has the internationalization that CBDRM is shared on community needs, it will be able to optimize the movement of CBDRM and sustainability.

Action that touches the community needs that can synergize with developed useful CBDRM mutualisme, as coastal forests managed community with the development of mangroves, Cypress beach or coastal ketaping-coastal Central Bengkulu Regency according to needs of each location, as a natural bulwark against tsunamis or small tsunami (goro), which at once became the stronghold of abrasion, storm the beaches and tidal wave. Cooperation of stakeholders also need to be developed, such as the involvement of Senior High School /Skill Middle School students in the coastal area in the course of the local charge of mangrove reforestation or the beach. On the other hand needed socialization regularly and continuously about preparedness, vigilance and rescue techniques as well as techniques of evacuation from earthquake and tsunami. CBDRM means contained in the Office of the village and spread at some point the village such as the evacuation line, also require maintenance for optimal useful.

E. CONCLUSION

The analysis of the implementation of the policy of CBDRM having imapoct to understand what is happening at the moment and after CBDRM policy implemented. Through the study of the implementation of the policy will be obtained, then the CBDRM understanding CBDRM policy process and resulting recommendations/suggestions – advice for the implementation of the policy of CBDRM on the future. CBDRM implementation in Central Bengkulu Village Community base with the trend, have been implemented with a Program conducted by several institutions, where

implementers of programs involving the Government, private sector and the community and its stakeholders. The output shows the necessity for socialization CBDRM PRB routinely and periodically, as well as conducting follow up measures for the sustainability of the program. To achieve sustainability, necessary Community toughness program needs to be initiated and coordinated by the BPBD District with good governance to do a strategic plan of action and the development, in collaboration with diverse CBDRM parties such as PMI, Office of education/school, Department of Fisheries and maritime, Forestry, mangrove Forum, the Environmental Agency and related stakeholders.

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Laporan Fasilitasi Desa Tangguh Bencana (DESTANA) Desa PondokKepala dan Desa Pekik Nyaring Kecamatan Pondok Kelapa Kabupaten Bengkulu Tegah tahun 2014.

Laporan Kegiatan Fasilitasi Pemberdayan Masyarakat Menuju Desa Tangguh, Desa Pondok Kelapa

Peraturan Kepala BNPB Nomor 1 Tahun 2012 tentang Desa Tangguh Bencana.

Public Participation in Promotion Tourism Bengkulu Province Through Social Media

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Abstract:

This paper will explore the involvement of the community either directly or indirectly in promoting tourism in the province of Bengkulu this is due to the growing development of social media also influence the public and government views on various matters including various policies and programs that require the involvement of various parties in the implementation process including the development tourism became the program of the provincial government of Bengkulu by establishing the program Visit Bengkulu 2020 in 2017 as an effort to increase the growth of tourism by preparing 52 events to attract international and domestic tourists. This research is done by descriptive qualitative method with secondary data as main data and conducting observation process of research data. The results showed that the community participated in the promotion of tourism activities of Bengkulu province through social media such as facebook, twitter, instagram and blog by uploading photos of tourist objects owned by Bengkulu province starting from Raflesia flower photo, waterfall, Malborough Fortress, Arum Jeram, Beach, sea, flower garden, historical house, culinary who get positive response from other interested and motivated account to follow those accounts visit the tourism object according to the uploaded photo although it is still a bit folowers or a response from another account. The community participates indirectly by promoting Bengkulu tourism through its own social media and being imitated by other communities. This can be used as a positive strategy for promotion by the government by emphasizing the public's suggestion to upload or post photos of their streets to social media that is cheap, fast and Directly accessible to the whole world.

INTRODUCTION

Technological advancements and cyberspace developments are increasingly rapidly starting from the use of new e-mails, and growing with the advent of social media in cyberspace, such as blogpersonal, then booming the use of facebook, twitter, instagram, whatsapp and various similar applications that are part of the need important world community. In Indonesia, every day the number of internet user create moreaccounts in applications like facebook, twitter, instagram, path, blog, line and whatsapp.Media social can be accessed either through personal computer or via smart phones and tablets that have become part of everyday life Indonesian society. The Internet is no longer a static medium, providing one-way, but two-way information because there are interactions among users in it (Hamzah, 2013: p. 1). The phenomenon of social media that become the current trend is very utilized by the actors of tourism to do promotion using social media. Social media become a very effective option in promoting tourism without spending high cost, easy access and most importantly it reaches many people because of unlimited place and time to do it.

In accordance with the study of Dwintha Ririn Tiyani (2012 in Wajid et al 216) and Cynthia Kirana Dewi (2013 in Wajid et al 216) on social media which shows that in terms of research or companies supported by social media that publish or expose events without sponsorship So the research or companies that implement the event do not spend more money in doing the introduction of the event and the public can quickly find out information about the event.

Moreover research conducted by Wulandari (2015) found that twitter effective in the promotion of nautical tourism "Ibu Penyu".

While tourism, stated by Salah Wahab (in Pendit, 1999: 35), is a kind of new industries which is capable of generating rapid economic growth in providing employment, increasing income, living standards and stimulating other productivity sectors requiring media for promotion and engagement various parties. Those parties hold a complex sector that includes the actual classical industries such as handicraft and souvenir industries.

Bengkulu as the 26th province in Indonesia is an area that has various economic, social, political potential including tourism potential that becomes a priority in development to improve people's welfare. The development of tourism becomes a program of the provincial government of Bengkulu which has set the program ‘Visit Bengkulu 2020’ starting in 2017 as an effort in increasing the growth of tourism by preparing 52 events to attract international and domestic tourists. Natural resourceowned by Bengkulu Province in the form of natural tourism potential, history, culinary and religion become the main capital to attract domestic and foreign tourists to BumiRafflesia. In order to realize the Visit Bengkulu 2020 Bengkulu provincial government expects the involvement of elements of local government including all levels of society by opening different insights and perspectives related to the development of tourism potential in the region on a global scale.

Bengkulu Province Central Bureau of Statistics (BPS) data accessed through bengkulu-bps.go.id shows the number of domestic and foreign tourists visiting Bengkulu is 210,751 people in 2009 and then it increased to 225,494 people in 2010 and increased to 227,276 people in 2011 up to year 2013 the number of tourists is 250,367 people. This means that every year tourist visits continue to rise to the province of Bengkulu.

To increase the number of tourists visiting Bengkulu required the involvement of all parties, both government, private and public to participate in promoting tourism owned by Bengkulu province. Furthermore, this paper will describe the form of

participation made by the community in promoting tourism Bengkulu through social media.

LITERATURE REVIEW

Participation by Verhangen (in Prihartanto, 2007: 21) is a special form of interaction and communication related to the development, authority and responsibilities and benefits of each member of the community. Participation activities will include A. Become a member of a community group. B. Engaging in group discussion. C. Engage in organizational activities to mobilize other community participation. D. Mobilize community resources. E. Take part in the decision-making process. F. Make use of the results achieved from community activities.

Promotion by Indriyo Gitosudarmo (in Sunyoto, 2012) is an activity aimed at influencing consumers so that they can become familiar with the products offered by the company to them and be happy and then buy the product. Social media according to Suryadi (2016) is a communication medium that provides a new way of delivering and publishing messages, relatively faster, and more effective than conventional media. Social media such as facebook, twitter, instagram, line, whatsapp and others.

Then promotion forward by Kotler and Keller (at Wulandari, 2015) is part of a marketing strategy that is product (product), price (price), distribution (place) and promotion (promotion), which is essentially the promotion is a form of marketing communication.

Facebook according to Hermawan (in Suryadi 2016) was launched in 2004 by Mark Zuckerberg. The world population using facebook is huge, more than 1.5 billion people and growing members. Facebook is a marketing hub and its existence has threatened its own media platform and paid media. The network he created is able to connect customers with marketers more intensively at low cost. Twitter is a social media and microblogging that allows its use to send and read updates of messages from other users, with limits of only 140 characters. Created since 2006 by Jack Dorsey, twitter has been worldwide and is the fastest growing social media of 2009 (Lovelock, in Suryadi, 2016).

Instagram is a photo sharing app that lets users take photos, apply digital filters, and share them with various social media services. Instagram was launched in 2010 by the company Burbn.Inc. One unique feature in instagram is to cut the photo into a square shape, so it looks like the result of kamatak and polaroidkodak camera. This is in contrast to the 4: 3 aspect ratio commonly used by cameras on mobile devices (Suryadi, 2016).

RESEARCH METHODS

This research uses qualitative descriptive method with secondary data source as main data. Secondary data collection is done by observed directly through facebook account, personal blogs and twitters, using literature study technique, among others by using data literature in the form of journals, books, articles, and news and social media updates related to research on public participation in promoting tourism of Bengkulu province through Social Media.

RESEARCH RESULT

Based on statistical data of tourists coming into Indonesia (BPS, 2017), the number of foreign tourist arrivals to Indonesia in January 2017 increased up to 26.58 percent compared to the number of foreign tourists visiting January 2016, ie from 814.3 thousand visits to 1.03 million visits. Meanwhile, when compared to December 2016, it decreased by 7.42 percent. Then seen from Room Classified Occupancy Rate (TPK) starred hotels in 27 provinces in January 2017 reached an average of 50.92 percent or increased by 1.59 points compared to the ROR in January 2016 which was recorded at 49.33 percent. Meanwhile, if compared to the

December 2016 ROR, the star-rated hotels in January 2017 decreased 5.58 points and the average length of stay of foreign and Indonesian guests in star hotels in 27 provinces during January 2017 was recorded at 1.94 days, an increase of 0, 11 points when compared to January 2016. In 2015, Bengkulu province provides star hotels for as many as 600 tourists. This number is active users of the internet used for social media as many as 63 million inhabitants of 253.6 million inhabitants of Indonesia.

The increasing of coming tourist cannot be separated from the efforts and participation of all parties including the participation of the community in promoting tourism in the province of Bengkulu through various media including social media such as twitter, facebook, instagram, and blogs. One of social media, i.e. twitter account named Pesona Bengkulu which has 254 followers and liked by 62 people follower and has posted as many as 191 times and has instagram under the name @Pesona Bengkulu uploading images or photos of raflesia flowers, Long Beach Bengkulu and other natural beauty of Bengkulu province with the look of twitter as below:

Source: Twitter, 2017

Same as twitter account with the name of DPP ASPPI Bengkulu which is the official account of tourism association Bengkulu region that often displays or uploads photos about the beauty and charm of Bengkulu province. It provides a profile photo in the form of logo Panjang City Beach Bengkulu as part of promotion to welcome visit Bengkulu 2020 in Wonderful Bengkulu program. This followed by 52 followers favored by 74 people and has tweeted 101 times including uploading photos of flowers blooming Raflesia in Taba Penanjung District Central Bengkulu and immediately liked by 10 people with twitter view as below following

Source: Twitter, 2017

In addition, based on observations the researchers note that there are more than 50 twitter accounts that promote natural attractions, history and culinary owned by the province of Bengkulu, such as @ neviwintari account mengtweet about 4 restaurants and culinary in Seluma Bengkulu cheap and tasty, @rubbiabigail account that tweet about 10 tourist attractions in Bengkulu that can be visited and @miswariwonder account that tweeted about the thrill of arum rafting to the local area of Bengkulu. Postings contained by the account owner are an experience gained by traveling and doing other tourism activities.

After twitter there is a facebook account PesonaWisata Bengkulu which is a community favored by 118 people and followed by 121 people. Photos of tourist attraction that is uploaded by tourism account Pesut Bengkulu is a natural tourism object in Kepahyang Regency favored by 16 people and commented on by 7 people. Tourism object of deer breeding in governor office of Bengkulu favored by 13 people, hills tour of kandis Regency of Central Bengkulu Liked by 17 people and waterfall Pacitan North Bengkulu favored

by 9 people, Sepang Bay beach in Bengkulu City favored by 6 people.

Furthermore there is a facebook account named Bengkulu Tour which is a private company favored by 13,389 people and followed by 13381 people with photo uploads Pantai Panjang favored by 608 people and commented on by 40 people, while photos of North Tengkang Balai Bengkulu Beach favored 71 people and commented 14 people. Others are photo uploads of Linau Beach Kaur District favored 609 people and commented on 97 people, photos of Bangkai Flower in the likes of 76 people and commented on 6 people, and photos of Kelok Sembilan Taba Penanjung which liked by 87 people and commented 29 people. Here is the view uploaded in facebook by Bengkulu tourist charm account:

Source : Facebook.com, 2017

From facebook account that uploaded a photo of Waterfall Klambit Kepahyang Regency has responded seen by other facebook account become a friend, and liked by 16 other facebook account and some of account which have friends have responded by asking where existence of photo taken, road to tourswisatawisata difficult To reach and have shared it twice. Below is a photo of the comment field provided by other facebook account in response to the photo uploaded by Bengkulu tourist charm

Source : Facebook.com, 2017

Furthermore there is a Bengkulu Green facebook account that often uploads typical Bengkulu culinary photos such as corn marning, Tat Cakes, Pie nuts, Coffee Lebong and get 9 comments from facebook friends account. In addition Bengkulu Green facebook account also uploaded photos of outbound preparations that favored 20 other facebook account and get 9 other comments.

In addition there is a Blog address at http://pesonabengkuluindonesia. Blogspot.co.id/ which is a blog created by Alan Jayadi who display the charm of Bengkulu starting from the existence of Enggano island of Bengkulu province, Arum Jeram of Lebong Regency, SekunyitKaur Beach. Here is the look of the blog Pesona Bengkulu below:

Source:
http://pesonabengkuluindonesia.blogspot.co.id/2017

Next there is @ lenny.diaryTraveler | Writer | Blogger FB page: Travel Diary Twitter: @Lenny_diary Email:

Lenny.kepri@yahoo.co.id who is a traveller and photographer often highlights the picture of tourism of Bengkulu Castle Malborough Bengkulu, exile house Bung Karno in Bengkulu City , Bangkulu Flower Park, Flower Park of Harun Bestari Lake Rejang Lebong Regency, Raflesia Flower in the middle of Kelok Sembilan Forest, British Governor's House Thomas Stamford Raffles, on instagram, twitter, blog and website managed by the name of Trevel Diary favored by 102 people and Commented on as many as 41 people.

Erik Qualman in Socialnomics: How Social Media Transforms The Way We Live and Do Business (in Hamzah 2013: 5) mentions how the owners of personal blog accounts do not write something for a particular purpose, but they do so because they like it. The owners of these accounts update, tweet, upload photos or videos do not try to advertise anything so that what they say is an honest submission based on the experience that has been done. The travelers or tourists write many impressions and experiences and share photos of the beauty, scenery and feelings associated with attractions without any purpose other than sharing their experiences with many interested or uninterested people. Internet-based social media is chosen because it can be accessed easily, quickly and cheaply. Traveling or traveling to a place/attraction there is always a push and pull factors for a person to travel, with a factor that is generally social-psychological or person-specific motivation and towing which is the destination specific attributes .

Through writing, photo and video uploads, the owners as participants promote indirectly and interact through social media with people who become friends, followers and public audiences so that it can be one of the driving factors for a person to travel. Social media such as instagram, whatsapp, facebook, twitter, or blogs are part of the power of technology that can provide stimulus for consumers by being a driving factor for them to travel on tours that may or may not have been visited. The stimulus provided is in the form of information delivery media on tourism objects. In Social Learning Theory (Bandura, A.1971) 3 explained that an individual learns and does something, one of them through an imitation process. They see and observe the experiences of others and then make them a guide in their behavior. This social learning theory emphasizes facilitation in conducting behavioral learning. So the imitating individual does not conduct a behavior by being forced, but because it gets the effect of the object he or she observes. By uploading the tourism places viafacebook in almost every week, including photos of tourism, sports, culinary tours, photos of streets, photos of activities become a model to be imitated by other communities. Thus, this activities are really potential effort without seeing the religion, races and jobs and this indirectly though not in the form of tourism marketing advertisements that are read as opportunities for promotion.

CONCLUSION

The community participates in promoting tourism activities of Bengkulu Province through social media such as facebook, twitters, instagram and blog by uploading photos of tourist objects owned by Bengkulu get a positive response from other interested and motivated accounts to follow. Those accounts visit the attractions according to the uploaded photos. The community participates indirectly by promoting Bengkulu tourism through its own social media and imitated by other societies. This can be used as a positive strategy for promotion by the government by emphasizing the public's suggestion to upload or post photos of its streets to social media that is cheap, fast and Directly accessible to the whole world.

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Use of Mass Media Supporting Information Dissemination Policy in Central Java Indonesia

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Abstract:
Information dissemination policy is government policy to disseminate information to the public on a reciprocal basis as a part to fulfill the right to know. As an effort to deliver information from the government to the people, information delivery is not a one-way affair. One of the important actors in successfully the policy is the media mass, because the media is the connecting link between the government and the public. Dissemination in Central Java is very interesting, because the Central Java provincial government is the provincial government who first established commission of information. The use of communication media is determined through the level of infrastructure readiness, information continuity and public understanding can show the success of information dissemination policy. This study revealed new actor on dissemination who to be a part of the policy elite. This study uses qualitative approach and data validation with triangulation and using focus groups discuss on radio live so get the final result, that the use of communication media in information dissemination policy in Central Java is not optimal because the limited infrastructure, less intense information and not in accordance with the public needs.

INTRODUCTION

Services which given by government to the public is an information (Wilson 2003). Giving information to the public is an importance task, so the government should implement an information dissemination policy. Information dissemination policies are an important part of supporting other policies, even information is considered as fuel for the running of public programs and services (Munge & Rotich 2014). Information dissemination policy is government policy to disseminate information to the public on a reciprocal basis as a part to fulfill the right to know. Dissemination of information policy is very interesting to study, because dissemination is regarded as important to change people's understanding of a political policy (Volkova 2015). The use of media in the policy process is also very rarely studied.

One of the local governments in Indonesia who concentrated on the fulfillment of the public information is Government of Central Java Province, the first provincial government established the Commission on Information (KI) and get the Information Commission Award 2015. Central Java has empowered various media to disseminate information. Information dissemination through online media has also been applied in Central Java as part of e-government (Coombs 1998). The implementation of e-government is considered to revitalize public services (Bwalya et al. 2014). However, dissemination does not always run smoothly. Information sharing is easy to say, but harder to do well (Dawes et al. 2010), and also information delivery is not a one-way affair (Ifukor 2013). Annual Reports of Central Java Information Commission 2015 mentions public information disputes submitted by the people arose because of compilation of information documents are not too good and information requests are not responded by public bodies. From the 90 cases of public information disputes from 2014 to October 2015, there are 49 cases involving state administrations by public bodies in regencies / cities in Central Java. Meanwhile, according to the Ombudsman, until the end of 2015, the highest reported agencies are local government, and public information is factor that get poor ratings in services.

Essential actor determines succeeded policy is the mass media. Media is a connecting link between the government and society (Howlett and Ramesh 1995). Using media significantly contributes to successfully information delivery (Ifukor 2013). However, Central Java Province consists of several regencies and cities. Each of them has different conditions that affect the use of the media in the dissemination process. This condition is very interesting to study how the use of the media in implementation of information dissemination policy in the province of Central Java.

LITERATURE REVIEW

Communication is an important part of policy implementation (Edward III 1980). Communication includes the transmission or how the policy is distributed, the clarity of the purpose and the way it should be applied, as well as the consistency of attitude (Edward III 1980). According to Nugroho (2015), important stages of implementation are socialization, or efforts to disseminate policy information. Reflecting on the two arguments, the process of distributing information is crucial in every policy implementation process. Dissemination of information also strongly supports the open government process that prioritizes government transparency. Distribution of information is also called information dissemination.

Dissemination of information is a reciprocal communication of the government to the public. Wilson (2003)

also reinforces the importance of the information that *"All of the services that [government] Provides to citizens, businesses, and to internal clients are about information in one way or another. The provision of information is often the service itself."*

Dissemination is very attached to the notion of mass communication, which is addressed communicate to the mass or communication using mass media (McQuail 2011). The mass is a collection of people whose social relationships are not clear and have no specific structure, while communicators in mass communication is not one person but a formal organization (McQuail 2011).

Another model of mass communication is co-orientation model, which implies that in the communication process there are interaction among three actors in capturing an issue, namely elite, mass media and public (McLeod and Chaffee 1973). One of the important actors in the successfully policy is the mass media, because the media is a link liaison between government and society (Howlett and Ramesh 1995). Nisco (2006) mention that media is the one who can shape the public opinion. In the policy process, DeFleur (1981) stated that the role of the media is very complex in shaping the public agenda and see the social problems that occur.

McQuail (2007) states that human communication is the earliest mass media are used in mass communication. Human communication is matching the method of interpersonal dissemination or word of mouth (Zhang 2014). Ifukor (2013) mentions that the mass media consists of: 1) *interpersonal communication* such as face to face; 2) The use of *modern channels* such as radio, television, video, mobile phones, audio-visual channel (videotapes), 3) *rural library*. In today's digital era, information dissemination is more emphasized through electronic publications (Volkova 2015). Ifukor (2013), in his research found that the form of media used is very instrumental to the up and down of information. Thus, the use of media becomes part in determining the success or failure of communication factors in every policy implementation.

Dissemination of information also needs to be supported by the infrastructure / instrument continuously improved (Munge et al. 2014). According to Gerbner (1976) mass communication is a production and distribution based on technology and institutions with the continuous flow of messages and the most extensive. Cultivation theory shows us that exposure to television from time to time, can subtly shape the perception of viewers real life (Gerbner & Gross 1976). This theory can be used also for other media, not only television, that information packet must pay attention to the continuity of this information to be displayed on a periodic basis or as needed repeated public. Successfully of information dissemination is also determined by the continuity of the information or production and reproduction level of information.

Determining a success of communications program is not only for that message should be up, however it is necessary to evaluate the extent to which the audience understands about key messages and analyzes all strategies are appropriate to the problems faced or other communication reasons (Cees Leeuwis 2006). As a policy, the dissemination of information needs to be evaluated on an ongoing basis from planning to implementation. Public response is an important part of the evaluation of information dissemination. Generally, mass communication patterns are unchanged relatively, however the interactive patterns with society will emerge despite limitedly (Sasa Djuarsa 2000). Dissemination of information policy should also facilitate the aspirations, input and response the *feedback* to society as a follow-up evaluation.

Dissemination of information as the process of giving *right to know* observes the patterns of communication, one

through the use of media. Media consists of: 1) Interpersonal media or face-to-face /*word of mouth*, 2) the printing mass media such as newspapers, 3) outdoor media such as billboards, 4) electronic mass media such as television and radio, and 5) digital media such as the use of online
application, social networks, websites and so on.

The use of media is part of determining the success or failure of any policy implementation. While to see the success of policy implementation through the media, at least need to know the infrastructure or supporting instruments media (Munge et al. 2014), continuity or reproduction of information (Gerbner & Gross 1976), and understanding public respond or input by feedback aspiration (Cees Leeuwis 2006).

METHOD

This study used a qualitative approach to address the phenomenon (Lincoln & Guba 1985) with the paradigm of post-positivism (Denzim and Lincoln 2009). Research Design is *collective or multiple case studies* (Cresswell 2007) with a theme raised about the use of media in implementing of information dissemination policy in several locations in Central Java. Location sample is get in *Governement's Public Relations Institution* and *Communication and Informatics Division* on Government of Central Java province, district or city in several locations,, there are Jepara, Batang , Purbalingga, Temanggung regency, Surakarta and Semarang as representative of the characteristics of the Java community Central based urban and rural regions that have a different character than the rate of population and industrial activity (Gomes 2004). There are a lot of informants, consist of 16 people from bureaucracy in provincial, regencies/cities, 9 people from media perpetrators in Central Java, and 30 random people. The study runs from June 2016 to January 2017.

Data collected through: 1) semi-structured interview; 2) Documentation (Gottshalk, 1986); 3) Observation unstructured. The results of the interview will be compared with the documentation or observations. Then data collecting are presented and grouped than getting validation process with triangulation (Denzin 2009) by comparing the findings. Later, data revalidated by using *analytics triangulation* through FGD to get a balanced viewpoint and provide feedback to build the credibility of the research (Onwuegbuzie et al. 2008) and getting a better conclusion.

RESULT AND DISCUSS

Government is using several media in the dissemination. Provincial Government and regencies / city governments in Central Java has print media like tabloid or magazines, outdoor media such as billboards, as well as modern media such as websites and social media channel. However, local authorities still use the conventional print media like private newspapers, television and private radio.

Organizing the implementation of dissemination through cooperation with the media institution has been going well, although in limited. Bureaucratic cooperation with mass media institutions is not only media center facilitation, also joint activities in the form of broadcasting or news blowup. However the cooperation is in low intensity due to budget constraints. In the regencies, mass media like radio dominantly used than television.

Local governments also empower outdoor media such as billboards and banners in cooperation with advertising services, although very rarely, due to the high cost of renting advertising spaces. Similarly, the
private television and radio rarely

empowered optimally due to budget constraints. Local government is trying to make partnership with the mass media without spending high budget by sponsorship program, while government's policy program supported by the private media or sponsorship to make news program or talk show or other. The cooperation programs are "Gubernur Menyapa" in TVRI Jateng, "Halo Gubernur" with national private radio, "LaporGan" program with print media Tribun Jateng. Private media get profit from advertisements that come in the program, so make a *win-win solution.* This kind of collaboration appears in the low capacity.

Interpersonal media or direct interaction is also done with various ways in the region, such as the roadshow program of Governor of Central Java, "Subuh Bersama Bupati Purbalingga" and so on, but its continuity is still limited. Some people said the existence of extension workers or agent information needed to disseminate information. In Jepara, Batang and Purbalingga, direct dissemination carried out by volunteers who are members of the Information Group (Kelompok Informasi Masyarakat/ KIM). Community leaders or elite who are mostly youth, apparatus staff or *santri* have set up KIM, a nonprofits organization to help disseminate information to the public. KIM using a variety of ways, ranging from direct information *word of mouth,* or *wara-wara* to citizens, *layar tancap*, community radio, banners and posters, newspapers and walls magazines, and other. However, in Surakarta and Semarang city, also in Temanggung Regency, these institutions are torpor.

Traditional media also developed to strengthen dissemination. In various regions, a Traditional Media Communication Forum (Forum Komunikasi Media Tradisional/FK Metra) has been established. Appearance of the performers of dance art and traditional drama developed to support dissemination. The advantages of using traditional media is more informative and entertaining so making it easier for people to understand the information message, and the method uses daily language which familiar to the public.

Tabel 1.
Number of Group Information/KIM in each area (researcher process)

NO	GOVERNMENT	NOMINAL of GROUP INFORMATION/KIM
1	Semarang city	4 groups but not active
2	Kab. Jepara	20 groups
3	City of Surakarta	7 groups but not active (more to FK Metra)
4	Kab. Temanggung	no (only 1 FK Metra - newly formed)
5	Kab. Purbalingga	11 groups, 1 inactive group
6	Kab. Trunk	41 groups

Government collaboration with group of information / KIM and FK Metra still limited. Local Government tends to use a lot of social media and websites in the dissemination of information, because cheaper and faster. Central Java population is 35 million inhabitants. However, the internet user target is 30% of the area population, althought the number of visitors on local government website - average 1-2 million visitors every website, the follower of local government social media at most about 13 thousand accounts. Official data of Kemenkominfo 2016, Internet users average about 26.3%. Infographics of Kemenkominfo 2016 confirms that the constraints of households do not access the Internet, among others because it is not needed, the rates are expensive, the high price of the device and no network. Most Internet users access social media, e-commerce and chat program. Internet Association Data in 2016 said 97.4% of internet users accessing social media.

Public who to be informant stated that they would prefer in-person dissemination of information than other media, because it can interact directly and if there are any questions shows can be answered directly by the government. The

media form that got the first rank of public choice are face-to-face or word of mouth media or interpersonal or directly communication, then social media internet and television and then billboards. Most people agree the extension or agent of government information must be exists to inform and educate to public.

From the result, mass media in dissemination classified into 3 (three) types: 1) The government's internal media such as newspaper / tabloid, billboards, local governments radio broadcasting, Social media and the official website; 2) private mass media such as radio, television, newspapers and advertising services by private sector, and 3) community-empowered media through traditional media and information group. Of all the media, local governments prefer the use of online media or internal media. However there has limitations of the device, the price of the data pulses are still expensive though competitive, and people's habits will determine access to social media and government websites. People feel they don't need the internet to much, and then public educational background is not enough to support the habit of using internet, and the other reason are limited time for work and the limitations of telecommunications infrastructure. Internet users are accessing actually has a lot of social media to update their data, e-commerce and chat, so it could be said they do not access government websites or government social media account.

Dissemination through face-to-face method is more comfortable, because public feel steady face to face or directly conversation. They can discuss with the apparatus and make a question and the bureaucracy can answer directly. In contrast, if online method, sometimes, when they make question, it would be referred to another bureaucracy unit to answered, even the answer will rising a few days later. Face to face as communication is considered as a medium that helps public understand the information comprehensively, not words by word, but also they look the apparatus expressions that can be read by their gestures. Thus, there is developing variety of community organizations such as the Information Group (KIM) that promotes the dissemination of information with face to face concepts.

In reality, information dissemination actors are not only government bureaucracy, but also private mass media and community information groups (KIM). KIM or FK Metra is new elite that independently supports the implementation of information dissemination. Their limit still very high, both in terms of data support, devices and financial operational.

In the regencies, there are no local television station or local print media, so that the dissemination of information also using the local radio. In urban areas, such as Semarang and Surakarta mass media has developed rapidly, so the government is also using newspaper, television or private radio.

Kemenkominfo said, public choose internet telecommunications operator to 25.6% due to a strong signal, so that each operator are encouraged to develop telecommunications infrastructure, particularly BTS (Base Transmission System). BTS is transmission center that administer and serve data users within a radius of a certain scope with limited connections. In some areas, difficult by public to access the information due to geographical conditions and infrastructure are lacking, such as the blank spot area or less BTS coverage area so there are bad internet signal.

Table 2
Number of base stations in different regions
(source LG's)

No	Territory	No of BTS	Population 2015 each district	BTS Ratio to Population
1	Semarang	813	1.701.110	1: 2092
2	Jepara	376	1.188.290	1: 3160
3	Surakarta	150	512.230	1: 3414
4	Temanggung	121	745830	1: 6163
5	Purbalingga	150	898,380	1: 5989
6	Trunk	160	743.090	1: 4644

Although the dissemination of information in internet *updates* every day, but the number of visitors to the government online media was still far from the target population. These limitations are also due to lack of telecommunications infrastructure. Can you imagine... when people access the Internet with their *mobile phone* in rural areas must scramble with 4000 - 6000 others in a BTS connection. Ration of BTS with the population in the regencies still very different compare in urban areas. The existence of communications infrastructure also impact on the price of internet services. A limited number of BTS makes the data plans are quite expensive. Geographic condition is not too probable, so that there remains *dead zone* or *blank spot.* This limitation could actually anticipate by the pattern of resource collaboration, for example private mass media can built free access hotspots for the public to access the information.The supporting infrastructure of government is still lacking, such as a broadcast studio and transmitter radio and television signals. Government of Temanggung regency even tried to make Public Television Stations to expand the dissemination of information. So, local governments tend to use internet-based media for dissemination, so that the results are not optimal because people prefer face-to-face communication, and because of the limitations of communications infrastructure.

Discussing the continuity of information, reproduction of information through electronic print media has been performed at least once a week and already exceeded the target of regulation. The production of information through traditional media such as dance or film is very rare, even the budget allocation is reduced every year. Public assessing information production was minimal and not intense because some people still uninformed. In Surakarta, there are many public demands to increase the intensity of the dialogue in Surakarta. It has be an indication that the dissemination is less intense. Public suggested that they need more information dissemination activities. This proposal appears in almost all regions.

Implementation of dissemination has reached the target of administration, even the government considers the information has effort to fulfill the rights to know. Although in real terms, dissemination of information is still not optimal due to less intensity. None of the local government made a scientific study of how much of dissemination of information for each location, but only based on intuition apparatus. Government is reproducing information based solely on habit, or the budget allocation to any plan of action. Dissemination of information is also rarely reproduces information that is the same, so that the intensity of the information is still lacking. This is related to the audit of the budget, because if the same activity is repeated will be considered inefficient in the use of the budget. Thus, dissemination is not intense because the government has never conducted a study in dissemination, the dissemination process only based on the intuition to do, and tied to the rules of budgeting

Public considers the dissemination of information is not optimal, because the information obtained a general nature, not too detail, so it is considered less transparent. Public have to

painstakingly look for more detailed information, especially information about basic services, such as e-KTP/e-ID, BPJS (public health insurance) and so on.

Tabel 3
Information needs (researcher process)

NO	REGIONS	ISSUE
1	Semarang city	health (BPJS), e-ID (e-KTP), UMKM capital assistance, free education
2	City of Surakarta	health (BPJS, Jamkesmasda), e-ID, Rusunawa, BLT
3	Kab. Jepara	health (BPJS, Kartu Indonesia Sehat), population (e-ID), allocation of village funds, raskin,
4	Kab. Trunk	health (BPJS), population (e-ID), allocation of village funds, scholarships
5	Kab. Temanggung	health (BPJS, Kartu Indonesia Sehat), population (e-KTP), allocation of village funds, tobacco
6	Kab. Purbalingga	health (BPJS, KB), population (e-ID), allocation of village funds, education

Evaluation and periodic reports against any dissemination activity is never done. Evaluate and report it periodically made to the aspirations, complaints and requests for information from the public, either through SMS center, e-mail, directly and social media. This input is regarded as a form of dissemination evaluation.

Public also complained that the dissemination of information from the government sometimes obstructed in lower level because they receive limitation information such as only a title and general description, not too detail and considered not too transparent. Aspiration and public feedback is not channeled properly during this time, so the evaluation is not running optimally match the expectations of society.

Government only evaluate about information application services, since that report into the one point of Information Commission Award vote about the transparency information in any government institution. Based on these, it can be said to evaluation and monitoring were conducted on the use of the media in the implementation of information dissemination is only did to meet the assessment criteria only, not essentially serve the public information needs yet.

Input comes from FGD directed to the convergence of the use of the mass media in the dissemination of information, namely the use of diverse media so that people can choose the most suitable media to access information according to their ability. Convergence needs to be done to answer the reality condition that local government still lacking to produce or reproduce the information for the public.

According to this, the implementation of the dissemination even though using a variety of media, but the government has tended to use the Internet media. However the public is more comfortable and like the interpersonal media or face to face concept or directly communication. This causes the public not to optimally receive information dissemination due to lack of intensity of dissemination, limited infrastructure and less detailed information.

CONCLUSION AND RECOMMENDATION

Local governments are using variety of media in carrying out the dissemination of information, but they tend to use the internet and social media, by intern government media. However people prefer the interpersonal media, face-to-face or word of mouth concept, or directly communication. Dissemination information is not optimal, because supporting data and internet infrastructure access is still very limited, what is disseminated is still less intense, not too detail, and particularly on the basis of information services. This result identifies that in the implementation of policy, use the media is a very important role, and it turns out that online media is still less than optimal in ensuring government information disclosure or supporting open government model.

To implement the policy of information dissemination, local government should not be lulled within use the internet media without supporting good infrastructure. Government needs to encourage the Internet infrastructure

development, empower Information Group (KIM) and FK Metra as the most preferred public media

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The Mechanism of Public Complaint Management in Samarinda Samsat Office

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Abstract:

Information dissemination policy is government policy to disseminate information to the public on a reciprocal basis as a part to fulfill the right to know. As an effort to deliver information from the government to the people, information delivery is not a one-way affair. One of the important actors in successfully the policy is the media mass, because the media is the connecting link between the government and the public. Dissemination in Central Java is very interesting, because the Central Java provincial government is the provincial government who first established commission of information. The use of communication media is determined through the level of infrastructure readiness, information continuity and public understanding can show the success of information dissemination policy. This study revealed new actor on dissemination who to be a part of the policy elite. This study uses qualitative approach and data validation with triangulation and using focus groups discuss on radio live so get the final result, that the use of communication media in information dissemination policy in Central Java is not optimal because the limited infrastructure, less intense information and not in accordance with the public needs.

INTRODUCTION

The advance of information technology has been used widely by those who engage in service sectors both in public and private, and one of them is in the service of public complaint. This research was conducted in Samarinda Samsat[11] office to shed some lights of the mechanism of public complaint at that office. Actually Samarinda Samsat office has provided the space for public complaint in the form of special corner named *Public Complain* where there is a box to put the critique and other complaints. However there is no *Call or SMS Center* and they don't have an official site to manage the complaint yet.

In the initial observation, the author looked at Samarinda Samsat Facebook page to find general description of the problem. This was done because the office doesn't have their own official site so to find information of any complaint to their service then the author had to look at the other site available to explore. On the Facebook page that was visited by 2.263 visitors from 2015-2016 the author found many complaints and also questions from the visitors. This information gave the author a general picture of a more critical society of Samarinda that they are now put more attention to the service of public office. But as stated before, Samarinda Samsat office seems to ignore the complaint and not seriously manage the facilities to accommodate those complaints by using the advancement of information technology.

Based on that problem, the author assumed that the mechanisms of public complaint service in Samarinda Samsat Office were not implemented optimally. Moreover it urged the author to explore about the mechanism, do they have a SOP in public complaint? And if they do what made it not optimally implemented? And what were the obstacles?

RESEARCH OBJECTIVES

The objectives of this research are to describe and to analyze the mechanism of public complaint managemen in Samarinda Samsat Office as well as to identify the obstacles of such mechanism.

RESEARCH METHODS

This research used qualitative-descriptive approach and its goal is to describe the relations of phenomenon to produce a sound description about the phenomenon. The observation was focused on how the mechanism of public complaint management was operated while the data utilized in this research consisted of two types, one was primary data obtained from key informants that taken from the officials and the public, and the secondary data such as official documents from Standard Operating Procedure, Complaint Registry Record, Public Complain Form and other related information from internet and social media.

Data analysis was started from looking carefully on the collected data both primary and secondary- and then all the data were condensed, that was when the data were selected and only those which related to the case that was kept. The next step was to present the data and to infer the conclusion. Each of the steps was done by relating the data with the research question to avoid data overload and irrelevant data that could confuse the research.

RESULTS

1. The Mechanism of Public Complaint Management in Samarinda Samsat Office

1.1. Complaints Distribution

[11] Samsat is an abbreviation of *Sistem Administrasi Manunggal Satu Atap* or in English is known as One Roof System. However in Indonesia, Samsat is associated only to the system of vehicles administration that comprised of three institutions – The Police, Local Income Service, and insurance company, while One Roof System can be used to name any of similar systems like Samsat. Thus, this paper opted to used Samsat rather than One Roof System to avoid confusion.

Samarinda Samsat Office do have SOP related to the mechanism of public complaint management, and based on that Standard Operating Procedure, the mechanism of public complaint started from the public as the source of the complaint using multiple channels to send their complaints both direct and indirect.

1.1.1. Direct Complaint

From the result of the research, it is found that the public have not maximally utilized the official mechanism as stated in the SOP because they preferred to communicate about their complaints directly to any officials they met even if the official was not qualified to answer their complaint of simply was not the person in charge to do so. The public was reluctant or uninterested to use *Public Complain Corner* as evident in the registry record that showed only 15 complaints registered through the *Public Complain Corner* in 2016, or approximately only one complaint per month. However, in reality there were so many complaints about the service of Samarinda Samsat Office when the author tried to talk and discussed with the public.

This result showed that the public still not used to utilize official complaint mechanism with all their facilities such as *Public Complain Corner* in Samarinda Samsat Office. They were still unwilling to say their complaint openly to the official that was assigned to listen to their complaints. It's an unfortunate situation, because if the public were aware of such mechanism and utilized it as it supposed to, it would generate positive impact for the improvements of public service quality that focused on *voice mechanism* to enhanced the relations of the government and the public.

Apart from that, the democratization of public service through public participation mechanism (such as complaint delivery) is one of the effective ways to reinforce structural balance between the government and the public. Moreover, Dwiyanto (in Wibawa 2009:153) stated that the availability of aspiration delivery in the form of complaints and protests of the governance performance and public service would be significant to the whole enterprise of implementing a good governance. However the ideal situation was not found in this case, therefore the complaint mechanism in Samarinda Samsat Office needs special approach especially related to the public education and socialization so public participation in the improvement of public service in Samarinda Samsat Office could be done as the theory suggested.

1.1.2. Indirect Complaint

Indirect complaint is the complaint from the public that was delivered or channeled through particular facilities provided by the office such as complaint box, call center etc. Based on the SOP of Samrinda Samsat Office, they have provided three facilities of indirect complaint channels which are Complaint Box, *Call Center* and *SMS Center*. The result indicated that the public did use the Complaint Box to deliver their complaints but since the *Call Center* and *SMS Center* did not available the indirect complaint mechanism only delivered through the complaint box. Furthermore this problem made the indirect complaint delivery mechanism did not implement optimally in that office.

For that reason, the public say their complaint directly to any officials they met and in some cases through the officials they know personally regardless of their position in the office. This was clearly breaking from the channel provided by the Samarinda Samsat Office Standard Operating Procedure of complaint management. If only the office provided the other two of the facilities (*Call Center* and *SMS Center*) as mandated by the SOP, it would boost the constructive participation of the public. The complaints that they delivered would be the ingredients to the institution betterment as well as the platform to reflect to what the office had

achieved. As Prasetyo et.al (2013) and Mahendra (2014) had stated in their respective researchs that indirect mechanisms of complaint delivery are the most widely used by public, comprises of 95 percent while direct complaint only comprised of 5 percent. That means, the public propensity to used indirect facilities (via SMS, email, website and phone call) are so high so that indirect public complaint delivery mechanism proved to be the effective way of collecting public complaint as well as boosting public participation in governance affairs.

Based on that, then this paper suggested that the mechanism of public complaint management, both direct and indirect in Samarinda Samsat Office have not implemented optimally, especially on indirect complain delivery mechanism where they still have not utilized advance information technology. The lack of direct complaints is assumed as the result of public tendency to used indirect facilities as previous research have shown.

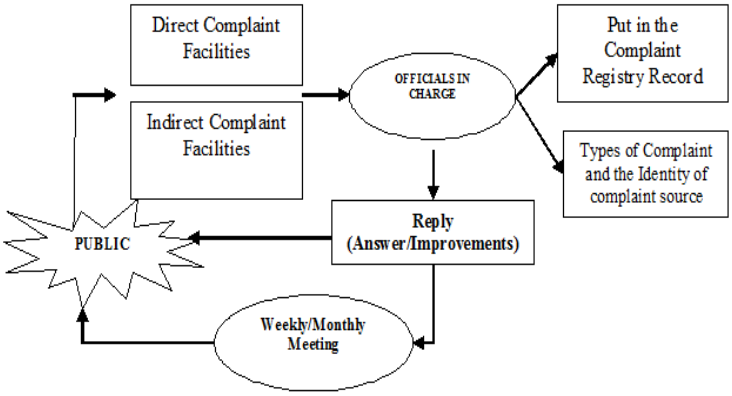
1.2. PROCESSING RESPONSE

In order to response the feedback from the public (both complaint and constructive input), the correct means are required. Samarinda Samsat Office has devised several facilities in order to give the appropriate responses to the public feedback such as:

1.2.1. STANDARD OPERATION PROCEDURE

Based on Samarinda Samsat Office Standard Operating Procedure document, the mechanism of public complaint management at the office can be described as the following charts:

Standard Operating Procedure (SOP) Mechanism of Public Complaints in Samarinda Samsat Office



Source : Samarinda Samsat Office's SOP of Mechanism of Public Complaint Management

Based on the SOP chart, there is a certain mechanism of public complaint managemen in Samarinda Samsat Office, from the differentiation of the complaints (direct and indirect), who is in charge to hear the complaint in the first place, and then how to respond to those complaints, put all the complaints to the registry record for archive, to the mothly or weekly meeting with stakeholders in order to reflect and improve the service of the office.

However, this research found that even when the SOP was there and the official mechanism of managing public complaint was in place, Samarinda Samsat Office did not inform to the public about the SOP neither did they socialize it to wider society as the user of their services. It was confirmed as the author interviewed the respondents and they revealed that they never saw any signs of informations regarding to the public complaint mechanism. According to Caballero et.al (2003), a Standard Operating Procedure (SOP) is like a guidance of what to be expected by it and what does it intend to do about certain steps and mechanism of particular activities. Ideally SOP have to be informed to all of the stakeholders i.e those agents who are affected and included in the system. Furthermore it stressed the importance of a SOP in any organization to

ensure stable and precise activities in order to achieve their goals. Stup (2001) stated that if the organization or a company does nott have any reference in order to do what they should to reach their goals –as a SOP provided- then the organization or the company would not effectifely run because the person or the officials inside the organization or the company do not understand what they should do and what to be expected from their jobs. Also the organization or the company management would not know if there was misconduct or dysfunction in their organization or company because there are no specific and clear guidance of what to do. It would not only harm the management and the internal organization or the company but also harm the public or the consumer as the user of their services.

Based on that case, it can be said that in Samarinda Samsat Office, there is a Standard Operating Procedure of the mechanism of public complaint management but it has not been implemented as it should had. For the public there is no clear guidance or information on how to say their complaints and it resulted in the lack of communication between the public and the office in an effective way. Furthermore it also hindered a constructive relations between the public and the office because the complaints of the public cannot be officialy registered to the office as the base to reflect and improve their service.

1.2.2. COMPLAINT FACILITIES

Complaint facilities are the prerequisite elements to implement the mechanism of public complaint management. In the official SOP of Samarinda Samsat Office, those facilities are comprises of:

1) Tools: Central Processing Unit (CPU), Touchscreen Monitor and Mouse.
2) Supporting Facilities: Special Complaint Corner; Table and Chair for complaint service; Electricity/Generator Set; Call Center; Complaint Registry Book; Air Conditioner (AC) / Fan and Complaint Box.

The results of this research found that majority of those facilities were already there and ready to be utilized especially on the hardware elements, however there were no Call Center and SMS Center facilities as stated in the SOP. It was an unfortunate condition because as we argued before, both of the software elements would boost and improve the complaint management and also would collect more constructive feedbacks from the public regarding their service.

Furthermore, it can be said that Samarinda Samsat Office did not put enough attention to this problem as it shown that although they were fully informed about the incomplete elements of the SOP, they did not do anything about that. As stated before, it was such an unfortunate condition because an organization such as Samarinda Samsat Office should maximize all the feedbacks from the public to its own benefit as Supriadi (2005) argued.

1.2.3. COMPLAINT CONTENT

After this research found out about the SOP as a guideline to implement complaint mechanism, the the focus shifted to the content of the complaints of the public towards Samarinda Samsat Office. This is important because it enables us to know about the object of this research and also help the office to formulate the right policies to overcome the problem especially in regards of public complaints. Sugiarto (1999:31) argued that public complaints can be categorized in four groups: Mechanical Complaint, Attitudinal Complaint, Service Related Complaint, and Unusual Complaint. The first one is the complaint about the mechanism or steps or requirements that had to be fulfilled by the public as the service user, the second is about the attitude of the official in the office or agents who are responsible to deliver the service to the public, the third one is about the dissatisfaction to the service of the

office and the last one is the complaints that do not fall into the previous groups.

Based on the research, the complaints of the respondents interviewed at Samarinda Samsat Office were mainly related to Service Related Complaint, that they had complaints about inadequate service that they receive from the office, such as they had to wait for a long period of time in order to get the service, whereas the office had set particular time of service delivery for the public. Apart from that there were also Attitudinal Complaint related to the attitude of the official that they perceived as having little bit lack of hospitality, while there were no Mechanical and Unusual Complaint. The result of this research was in line with the another research conducted by Cendikia et.al (2007), that argued in the organizational service, the types of complaints are dominated by technical complaints. And the public or the user cannot complaint to a more substantive issue such as the accusing the corruption in the process of the service of the complaints about the standard of the service such as the SOP.

1.2.4. COMPLAINT RESPONSES

According to Hirschman (1970:39) there are three forms of response from the public for the service that they perceived as below expectation. First is "Exit", that is when the public leave for a better service in another organization or company, the second is "Voice" that is when the public say their thoughts and complaint to get a better service from the same organization or company and the last is "Loyalty" that is when the public still using the service from particular organization or company even though the service is disappointing.

Based on the the interview with some respondents, it was revealed that generally the public who received the service from Samarinda Samsat Office were not satisfied with the office's service and would open to find better alternatives if they could. However the regulations prevent them from doing so because the only institution that can provide the service they need (related to the vehicles together with all the licenses and other requirements) is only Samsat and in this case is Samarinda Samsat Office as the Central office. The public can utilize the brach office or mobile office but in some cases they have to go to the Central Office to get the service.

Related to the research findings, it can be said that the public did say their complaint and had their dissapointments towards the office but still using the same service from the same organization (Samarinda Samsat Office) as they did not have any other options. As Hirschman (1970:39) and Cendikia et.al (2007:14) previously agreed we can categorized that research findings into "Voice" group, meaning they did say about their complaints but still using the same service from Samarinda Samsat Office.

Beside that we can conclude that the response process of public complaint the Samarinda Samsat Office was not optimally done even when the SOP was already there to guide the mechanism. While the majority of public complaints facilities were already in place but some of them are still not available especially those which related to indirect complaint facilities. And then in the content of the complaints, there were generally consisted of Related Complaint and Attitudinal Complaint, while the response of the public to the service they received fall into "Voice" category.

Actually the position of the public in the getting the public service from the public institution is guaranteed and have some improvements as Law No.25/2009 about Public Service and Government Regulation No.76/2013 on Public Service Complaint Management were issued by Indonesian Government. Both regulations obliged the public institution to fulfill the need of the public of a good, just and appropriate service. A good public service also served as Ratminto (2005:75) argued as a balancer in the assymetrical position

between public institution which provided the service and the public as service user.

1.3. FEEDBACK

Feedback from the public were used to identify about the satisfaction of the service user (the public) on the service they received, and latter served as foundations to reflects and evaluate the service itself. According to Barlow & Moller (1996) one of the things to ensure complaint handling effectively implemented is to reflect on public satisfaction. It also means that two ways interaction is needed that is interaction between public institution and the public as the service user.

According to the official SOP, Samarinda Samsat Office is obliged to give respond or to reply to any complaint they received by directly call the person or sending them an official reply letter related to the question or the complaint they have. Based on the interview with the respondents it was revealed that the actual mechanism as stated in SOP was not implemented and it seemed that the Samarinda Samsat Office covered the complaints they received especially if they are negative. It also dercibe that there were no concrete efforts about the public complaints and the office were not ready to implement the SOP as objectively as it should. This research finding also confirms the argument of Kurniawan and Mubasysyir (2007) that one of the issues of public complaint management is when the officials are not ready to receive complaints especially the negative ones. Actually the SOP was designed to help both the office and the public to create a good and qualified public service by interacting and participating in a constructive ways. Unfortunately the situation in Samarinda Samsat Office did not impelemted as ideal as the concept suggested even when the SOP was already in place but still the mechanism of public complaint management did not implemented optimally.

2. OBSTACLES OF THE MECHANISM OF PUBLIC COMPLAINT MANAGEMENT

There were some obstacles that hindered the implementation of a sound public complaint management in Samarinda Samsat Office as was stated in the previous section like public reluctance to utilize public complain facilities, and then there were no information about the official SOP on the mechanism of public complaint, the lack of information technology that used in the process like the internet, Call Center and SMS Center and more importantly the reluctance of Samarinda Samsat Office to publish openly about the complaints they had received especially the negatives.

In summary, the obstacles derived from both internal (Samarinda Samsat Office) and external (public) factors. However there were related to each other as the official indifference about the issue was made worst by public reluctance to utilize the facilities provided for them. To be more clear the obstacles both from internal and external can be broken down into points such as:

- Internal:

1. There was no socialization and information about the official SOP on the public complaint mechanism.
2. Lack of use of information technology in the process such as the website, email, Call Center and SMS Center.
3. Unwillingness of the officials to publish all the complaints they had received especially the negatives.

- External:

1. Public reluctance to utilize public complaint facilities
2. Public tendency to find informal way to deliver their complaint such as utilizing personal relationship to any officials they know.

This findings, especially on the internal sector was in line with Cendikia et.al (2007) that argued that one of the cause

for public complaint management dysfunction is the lack of indirect facilities especially those that using advance information technology such as internet. It leaves the public to only use direct complaint mechanism through an official specially assigned for it, however given the reluctance of the public to utilize direct official mechanism, then generally public would be quiet and did not say their complaints not because they did not have anything to complaint about, but because they did not know exactly how to do it. By time if that unfortunate condition still remained, then it will be bad for public institution in this case Samarinda Samsat Office because the public can take the institution to the court through class action for example.

Conclusion

1. Generally the mechanism of public complaint management both direct and indirect employed by Samarinda Samsat Office had not implemented optimally. There were some factors behind it such as public reluctance to utilize public complaint facilities, no information about the Standard Operating Procedure of the mechanism, lack of technology involved in the process such as internet, Call Center and SMS Center and also unwillingness of Samarinda Samsat Office to publish the complaints they received especially the negatives.
2. Theoretically, this research confirmed the argument of the role of information technology especially the utilization of internet as an effective means of mass communication. The other thing that this research confirmed was that the involvement of advance information technology in an appropriate way would support the mechanism of public complaint management such as the need for fast responses related for the public.

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Bela Beli Kulon Progo: the Role of Regent Leadership in Poverty Reduction at Kulon Progo District

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Abstract:

This research discusses Hasto Wardoyo's role as a regent in tackling poverty in Kulon Progo, which implemented poverty alleviation policies based on local wisdom, utilizing social potential through the Bela Beli Kulon Progo program, and how it significantly reduced poverty in Kulon Progo in 2013. The theory used is the Leadership Role Theory by Henry Mintzberg, and the approach used was the post positivist approach. By using in-depth interviews and textual study, the researchers found that Hasto Wardoyo, the Regent of Kulon Progo, began his term in the office by introducing the "Bela & Beli Kulon Progo (Defend & Buy Kulon Progo)" program. It is a people-oriented economic program that is based on Kulon Progo's local wisdom and local genius values. This program was meant to improve Kulon Progo's economy. The various policies included in the program have successfully reduced the poverty rate from 22.54 percent in 2013 to 16.74 percent in 2014. Hasto Wardoyo's leadership showed success in reducing the poverty rate in 2013 and in introducing innovative poverty alleviation policy that is pro-poor and pro-job.

INTRODUCTION

Poverty is one of the most prevalent social issues in the world, including in Indonesia. Poverty can also be seen as a condition where a person or a group of people cannot meet their primary needs (*Tim Koordinasi Penanggulangan Kemiskinan Republik Indonesia* [Indonesia's Committee for Poverty Alleviation], 2005: 9). The high poverty level in Indonesia is strongly linked to the economic crisis of 1998. The effort to alleviate poverty requires integrated developmental policies and programs in various sectors. Poverty alleviation policy, according to Gunawan Sumodiningrat (1998), can be divided into indirect and direct policy.

One of the indirect policies to alleviate poverty is through regional autonomy. One of the main purposes of regional autonomy is equal prosperity distribution for all regions in Indonesia. In order to do so, the regional leader's leadership plays a pivotal role in making said purpose reality. The role of a regional leader in the effort of alleviating poverty can be described as a proactive leader in motivating and mobilizing his/her staff and people to participate in development. He/she has to become a creator, innovator, and facilitator in development (Kaloh, 2009: 6); a regional leader has to be able to develop policies and management of resources suitable for the region's needs in order to alleviate poverty (Adisasmita, 2011: 161); and according to Kaman Nainggolan (in Susanto, et al, 2011: 297), a leader is someone who is willing to listen to his/her people and understand their aspirations.

Through his/her leadership, the regional leader has to be able to make his/her people more democratic and more empowered in accessing public service, provided by the local government, so that equal distribution of prosperity is achieved.

One of the indicators of prosperity, which should be a regional leader's main concern, is the poverty level in his/her region. Theoretically, the level of prosperity will be inversely proportional to the level of poverty. An anomaly, however, occurred only in Indonesia (jogja.antaranews.com, 2014). For example, in the province of *Daerah Istimewa Yogyakarta* (Special Region of Yogyakarta), the prosperity level (which is the second highest in the island of Java), is directly proportional to its poverty level (which is the highest in Java). According to Kadir Ruslan (2014), a socio-economic observer and official statistician in BPS-RI (Indonesia's Central Statistics Agency), in 2012, Yogyakarta's Human Development Index (HDI) was 76.75. This score was the second highest in Java after DKI Jakarta (78.33), which meant that the capability (the quality of education, healthcare, and prosperity) of the Yogyakarta people was one of the best in Java.

The above data is directly proportional with BPS's data in 2013 that stated that out of the 33 provinces in Indonesia, Yogyakarta's poverty level is on the 9th place. Yogyakarta's poverty level in 2013 was 15.03 %, which was above the national poverty level at 11.47% in the same year. The high poverty level put Yogyakarta as the province with the highest level of poverty in Java.

The province of Yogyakarta consists of five regencies/cities: Kulon Progo regency, Gunung Kidul regency, Bantul regency, Sleman regency, and the city of Yogyakarta. Out of the five regencies/cities, three had poverty levels that were above the national poverty level in 2013. Those three were Gunung Kidul (21.70%), Kulon Progo (21.39%), and Bantul (16.48%). Two of them, Kulon Progo and Gunung Kidul, had poverty levels that were above the provincial poverty level.

Based on the data of poverty level and its growth on the level of regency/city, Kulon Progo could be categorized as regency with high poverty level in Yogyakarta. The ground for the conclusion was the fact that Kulon Progo's poverty

level in the last four years (2009-2012) was the highest compared to the other three regencies in Yogyakarta. In 2013, The data from BPS revealed that the biggest decline in the number of poor residents took place in Gunung Kidul, while the biggest decline in percentage was in Kulon Progo.

Table 1. The Growth of Poverty Depth Index (P1) and Poverty Severity (P2) In the Province of Yogyakarta by Region

Kab/Kota	2009			2010			2011			2012			2013		
	GK (Rp)	HC (Jiwa)	HCI (%)	GK (Rp)	HC (Jiwa)	HCI (%)	GK (Rp)	HC (Jiwa)	HCI (%)	GK (Rp)	HC (Jiwa)	HCI (%)	GK (Rp)	HC (Jiwa)	HCI (%)
Kulonprogo	205.585	89,9	24,65	225.059	90,0	23,15	240.301	92,8	23,62	256.575	93,2	23,31	259.945	86,5	21,39
Bantul	224.373	158,5	17,64	245.626	146,9	16,09	264.546	159,4	17,28	284.923	159,2	16,97	292.639	156,6	16,48
Gunungkidul	186.232	163,7	24,44	203.873	148,7	22,05	220.479	157,1	23,03	238.438	157,8	22,71	238.056	152,2	21,70
Sleman	226.256	117,5	11,45	247.688	117,0	10,7	267.107	117,3	10,61	288.048	118,2	10,44	297.170	110,8	9,68
Yogyakarta	265.168	45,3	10,05	290.286	37,8	9,75	314.311	37,7	9,62	340.324	37,4	9,38	353.602	35,6	8,82
DIY	220.830	574,9	16,86	234.282	540,4	15,63	257.909	564,3	16,14	270.110	565,7	15,88	303.843	541,9	15,03

Source : The Central Bureau of Statistic of the Special Province of Yogyakarta, 2014

In 2013, the number of poor residents in Kulon progo was 21.39%. Compared to previous years, the percentage of poor residents in Kulon Progo kept declining. The decline in 2013 was especially high (1.92%), from 23.31% in 2012 to 21.39% in 2013. This decline, besides being the result of the various social security programs launched by the central government, might have also been the result of the rapid development done by the local government of Kulon Progo. The development was related to the poverty alleviation programs such as *Gerakan Bela Beli Kulon Progo* (Defend and Buy Kulon Progo Movement), house renovation, and others (*Bappeda Kabupaten Kulon Progo* [Kulon Progo Development Planning Board], 2013: 75-76).

Kulon Progo's regional budget in 2013 was around 800 billion rupiahs, with locally generated budget around 65 billion. Meanwhile, according to Hasto Wardoyo, the regent, in 2014, around 60% of the budget was used to pay the civil servants, who amounted only to 2% of the local population. Such condition created a financial limitation for the residential government of Kulon Progo to fund governmental programs, especially poverty alleviation programs. One of the most rational strategies for sustaining development and solving the problem of poverty was by reintroducing Kulon Progo's local wisdom and local genius as social capital for community empowerment. Examples of the local wisdom and local genius are the sense of family, sense of belonging or the sense of *handarbeni* to Kulon Progo, social sensitivity and solidarity, mutual cooperation, and other social values that characterize Kulon Progo residents' personality (Sutedjo, 2013:7).

Considering its limited budget, the regional government could not handle a problem as complex as poverty on its own. The most rational solution to alleviate poverty is through the utilization of the local wisdom of mutual cooperation as social capital. Under the regency of Hasto Wardoyo, the program of "*Gerakan Bela Beli Kulon Progo* (Defend and Buy Kulon Progo Movement)" was able to reduce the poverty level. The role his leadership played in inspiring, mobilizing, coordinating, and supervising the implementation of poverty alleviation programs in Kulon Progo was an intriguing one. Based on said issue, the question this research would like to answer is: what was the role of *Gerakan Bela Beli Kulon Progo* and the Regent of Kulon Progo in alleviating poverty in Kulon Progo?

THEORITICAL FRAMEWORK: LEADERSHIP ROLE

The theory of leadership role used in this research refers to Henry Mintzberg's theory. Mintzberg introduced ten roles of a manager in an organization, each of which would be briefly explained (in Thoha, 2009: 265-275) below:

1. Interpersonal Role
   Activities in this role include ceremonial events related to the position of a leader. Mintzberg divided

this interpersonal role into three, which are:

a) *Figurehead,* a role of representing the organization in which the leader belongs in every formal opportunity or matter.
b) *Leader*, in this role the leader conducts interpersonal relationship with his/her staff like giving motivation, developing and managing the organization's members.
c) *Liaison,* in this role the leader interacts with his/her colleagues, staff and others outside the organization to gain information.

2. Informational Role
   The Informational role is a continuation of the interpersonal role. A leader's external relationship makes him/her the source of information for his/her organization. The Informational role is divided into three:
   a) *Monitor,* this role identifies a leader as the receiver and collector of information
   b) *Disseminator,* this role requires the leader to handle the transmission of information to his/her organization.
   c) *Spokesman,* in this role the leader delivers information to outside parties and represents the organization in the lobbying process.
3. Decisional Role
   This role requires a leader to be involved in strategy-making in his/her organization. The leader must be substantially involved in every decision made by his/her organization. There are four roles included in this category:
   a) *Entrepreneur*, in this role the leader acts as the initiator and designer of the controlled changes in his/her organization.
   b) *Disturbance handler,* this role requires the leader to take responsibility of his/her organization when it faces challenges. The role of a handler puts the leader in charge of previously unknown changes.
   c) *Resources allocator,* in this role the leader is required to determine the distribution of the organization's resources.
   d) *Negotiator*, this role requires the leader to take an active role in negotiation.

METHODOLOGY

This research was done using postpositivist approach. This is due to the fact that in doing the research, the researcher started from a theory, which was Mintzberg's theory of leadership roles, followed by empirical observation in researching the role of Kulon Progo's regent in alleviating poverty in Kulon Progo. Based on the research objective, this research is categorized into descriptive research because the researcher wanted to present a thorough picture of the social setting, situation, and the relationships present in the research regarding the leadership role of Kulon Progo's regent in alleviating poverty in Kulon Progo. Based on the research's benefits, this research belongs to the category of pure research, which does not try to find a solution to a problem, but is academically oriented. Based on the time dimension, this research is categorized as cross-sectional research. This research took place in from April to May 2015.

This research gathered its data by in-depth interview and literature study. The primary data were obtained from in-depth interview with several parties involved in the leadership role of Kulon Progo's regent in alleviating poverty in Kulon Progo, i.e. the Regent of Kulon Progo, the Vice-Regent, members of the fourth commission of the Regional Legislative Councils of Kulon Progo, the administrative section of People's Welfare and Society, the head of Kulon Progo's Development Planning Board, the head of the Social Service of the Work Force and Transmigration, the public relation division of the regional secretariat,

NGOs, local reporters, scholars, and public figures. Meanwhile, secondary data was obtained through literature study by studying statistical data and documents from books, journals, public documents, and internet websites.

RESULTS AND DISCUSSION

According to Hasto Wardoyo, the regent of Kulon Progo, the basic principle in poverty alleviation is building a people-oriented economy. He chose the people-oriented economy on the basis that the global economic condition was ruled by the capitalist economy. Furthermore, Indonesia' trade condition, which would face free trade whether in the global or regional level, was another reason for Wardoyo to put people-oriented economy as the main pillar in dealing with capitalist economy. He believed that through people-oriented economy approach, the poverty in Kulon Progo could be alleviated.

The main foundation for building the people-oriented economy is Pancasila economy. For Wardoyo, Pancasila economy, which includes cooperatives and mutual cooperation, became his main asset for his region to face globalization, which, without the right method, might increase the poverty level in Kulon Progo. Wardoyo realized that Kulon Progo did not have strong economic assets needed to build a strong and resilient economy, capable of bringing prosperity, which was vital in freeing his people from poverty. Therefore, for Wardoyo, lack of assets should not be an obstacle, since it left only one choice: Pancasila economy, which has a strong ideological base.

The basic principle of people-oriented economy lay in its defense of local products. In building a people-oriented economy, Wardoyo believed that the presence of cooperatives with strong ideological base is essential. The ideology formed was then known as "*Bela Beli Kulon Progo* (Defend and Buy Kulon Progo)." Through this ideology, it was hoped that the youth would not let their market be dominated by foreign products. Other than creating the strong ideology of "*Bela Beli Kulon Progo*", Wardoyo also implemented his people-oriented economy into five pillars. The first pillar was turning cooperatives into "*soko guru* (the principal pillar)." It means that the cooperatives would implement democratic principles, such as providing as many as possible the people's needs, so that the people would not have to buy in other places. The second pillar was that region-owned enterprises must dominate regional economy so that they would profit greatly from local projects.

The third pillar is that the natural resources in Kulon Progo must be harnessed as much as possible for the well-being of the people and the prosperity of the local community. One instance in which this could be achieved is through the use of andesite stone which the area is rich in as an essential building material for sidewalk construction in the regency. Then the fourth pillar would be how it is the local government's duty and responsibility to protect and provide for the poor, the orphans, the abandoned children, and the elderly. This can be actualized with the optimal allocation of zakat, infaq, and shadaqah funds collected by the local zakat institution (BAZDA) through various government programs and activities. At last, the fifth pillar is to reduce unemployment in full measure. One example in which this can be made possible is by awarding contracts of upcoming public works projects to the local community instead of unlicensed contractors, thereby making the projects labor-intensive and has its workforce coming from the community.

Based on Mintzberg's Leadership Role Theory, Wardoyo's role as a figurehead in relation to his attempts of alleviating poverty is illustrated from ceremonial activities which he attends on a regular basis, such as the House Renovation program. By doing so, he represents the local government who wishes to serve

Kulon Progo residents and simultaneously sets an example for the regional apparatus to embrace a more hands-on approach in dealing with the people. Moreover, it is to be mentioned that the purpose of this program is to show that poverty is a problem of the society and not of an individual. Therefore, another role that the regent has in respect to such event is to urge all the members of the community to work together in renovating the houses as a sign of active participation in tackling this problem.

Wardoyo is also shown to be able to perform his role as a leader through several ways: using old government vehicles strictly for official purposes to give an example to his subordinates on how to live a prudent life; motivating underlings in order to perform better through giving performance ratings during inter-regional task force evaluation meetings; and forming the Regional Research Council and a special cadre for poverty alleviation (KPK - not the Corruption Eradication Commission) from which government staff with certain qualities such as high intelligence, clear vision and uncorrupt conduct are recruited. Furthermore, he demonstrates his capability in executing such role through lightening up the atmosphere with jokes while giving criticism so his staff would be more likely to accept and act on them, behaving like a lecturer when giving orders, such as explaining the correct way to create a presentation and involving himself directly in the proposal writing process, as well as supporting his subordinates into pursuing higher education and leading the evaluation meeting every 3 months. However, another case displays Wardoyo as being less attentive towards his main tasks and function as a regional head; it was when he was engaged in one proposal writing process which his subordinates should have been responsible with. From a managerial point of view, this only shows the regent as an ineffective leader. It is not on his level to handle technical matters as the work should be done by the underlings. His task is to formulate and implement policies. If public employees cannot do their job, it should be the leader's duty to assess their performance and establish training programs with the result that their knowledge and skills would improve.

As a liaison, Wardoyo made breakthroughs as a part of his strategy to build a closer relationship with his staff and the general public. These include conducting a public forum (Kamis Pagian), where he established a wider and accessible information network and took public concerns, especially the poor who needs attention and a place to talk about their problems. Another breakthrough involves starting the Greetings from the Regent (Bupati Menyapa) program on RRI Yogyakarta every Friday from 7.30 AM to 8 AM Western Indonesian Time and Talkshow Program that runs twice a month on Thursday on TVRI Yogyakarta. These activities become an advantage for the regent in playing his role as someone who manages information, since through the programs, he is able to obtain comprehensive and diverse information directly from its source.

Viewed from his role as a monitor, Wardoyo pays special attention to valid information and data. His reason to do so is influenced by his previous work experience as a doctor. This in turn changes the working method of his staff into focusing on gaining mastery of managing valid data, starting from building *by name, by address, by case* data unification system on targets of poverty reduction programs and activities (or known as Poverty Registry), and its support system called SINANGKIS (Poverty Alleviation Information System). In executing this role, he also takes advantage of the short message service gateway, the local government website, as well as the Documentation and Information Management Offices (PPID). Through these systems, it is hoped that various programs and activities dedicated to tackling poverty would be more precise in

meeting the needs of the target community through these systems; additionally, intervention on such projects is expected to be more focused on attending to the causes of household poverty through "therapy" (giving medical treatment, ending child exploitation in the workforce, and upgrading working conditions) for the sake of achieving the government's target on reducing poverty by 1 percent each year.

The regent carries out his role as a disseminator by doing direct socialization (the activity of disseminating information on a particular matter) as well as making use of the development in information technology. The first approach can be seen from the socialization of a new policy requiring civil servants to be foster parents that he does by himself, since a leader should be able to provide an insight of it for his/her subordinates. This way, they could build their understanding so that it would be faster for the policy to come into effect. Regarding the fact that the local government also experiences financial strain, Wardoyo makes good use of *SMS GATEWAY* as austerity measures for ease of communication and faster coordination with low-ranking officials to the ones at the lowest level. Such actions done by the regent are considered a step forward and quite effective for his role as a disseminator.

The launching of Poverty Registry and the talk show titled "Investment Opportunities in Kulon Progo" are two events that illustrate Regent Hasto Wardoyo's role as a spokesperson. These events prove that in representing the organization that he is leading, Wardoyo also works actively in his role to disclose information, may it be on the poverty issue or investment opportunities in Kulon Progo. As a leader, he is appreciated for his audience engagement skills through his communication style which is casual and humorous. Such style is adopted to make the speech or other information given more interesting while getting the message across.

Being the regional head in Kulon Progo, Wardoyo has issued many innovative policies that are based on the concept of the people-oriented economy in dealing with poverty in the regency. Such policies are infused with the ideology '*Bela Beli Kulon Progo*' along with the programs made to tackle the issue. They are as follows: the signing ceremony for an Integrity Pact that involves the Regent, Vice-Regent and the regional task force (SKPD); the Tri-a-Tedha Pledge; the formation of the Regional Poverty Reduction Coordination Team, Poverty and Social Problems Reduction Community Association, *One Village One Sister Company*, and a social and economic empowerment group catering to families in Binangun (KAKB); as well as data collection on poverty and the launching of Poverty Registry. The policies and programs also include optimal management of the local *zakat* institution (BAZDA), the provision of *Total Coverage* Health Insurance, and the establishment of Senkudaya (Posdaya Wholesale Center). In addition, Wardoyo starts the Poor Homes Renovation Movement and Civil Servants as Foster Parents Movement, introduces "*Air Sehat*", a bottled water product released by the local water utility company (PDAM) Tirta Binangun, and promotes the use and production of *Gebleg Renteng batik*, *Gapoktan* rice for public servants, local rice, andesite stone, *Selo* roof tiles, and homemade bags from the sub-district of Sentolo.

The regent takes on a more persuasive approach in his role as a disturbance handler in the regency, shown from the public forum which he created for the local residents to express their concern on issues in the community (*Kamis Pagian*) that also serves as a strategy to reduce social tension. This causes the public to see him as a humanist figure. However, in cases where the tension occurs inside the organization, he is noted to have lacked in creating a sense of comfort for his subordinates. In addition, the flaw in the approach that

Wardoyo uses makes him seem indecisive as a leader.

The role of the regent as a resource allocator is seen from his habit of scrutinizing the regional budget plan, the use of the budget for local resources utilization to fulfill the needs of regional task force (SKPD) programs, and the formation of the Regional Poverty Reduction Coordination Team (TKPKD). These activities project the image of an authority figure taking on the role of a resource allocator, who possesses extensive knowledge of any resources within the organization. Having this quality will be helpful in times of making the right decision, as it will determine the kinds of alternative policies that can be adopted. Then if the policy is to be chosen from the options, the selection process will be based on the one with the largest benefit obtained. Likewise, in allocating resources, Wardoyo based his decision to cultivate both natural and human resources within the area and to eradicate poverty with the assets on his zeal in making "*Bela Beli Kulon Progo*" a reality. Thus, the programs that he has initiated have to be implemented in order to be returned to the community.

Wardoyo's role as a negotiator places emphasis on how he could negotiate with outsiders so that the results will be beneficial for both of them. The regent has signed a memorandum of understanding with several institutions, including universities as a step towards advancement of knowledge and the Logistics Affairs Body in its program of substituting local rice for subsidized rice. Moreover, he has also collaborated with state-owned and private companies to support the implementation of his corporate social responsibility program in Kulon Progo. The memorandums of understanding that have been signed must be able to make use of the regency's local potential to support the ideology of "*Bela Beli Kulon Progo*". It is hoped that the utilization of the resources will have an immediate effect on the community's productivity, especially the underprivileged so that their economic conditions will improve.

CONCLUSION

From this research, it can be concluded that in general, the regent fulfills the roles within three categories from Mintzberg's theory, which are the interpersonal, informational and decisional role in addressing poverty in Kulon Progo Regency. At the beginning of his term in 2012, he had made a breakthrough by developing the people-oriented economic system that is based on the local wisdom and local genus in the area through "*Bela & Beli Kulon Progo*" program to improve the economic condition of the residents. Policies issued in relation to the program had also reduced the poverty rate in the regency from 22.54 percent in 2013 to 16.74 percent in 2014; one of which is the innovative pro-poor, pro-job poverty alleviating policy released in 2013.

RECOMMENDATION

Thus, a systematic effort is needed to maintain these achievements. This can be done by setting up other systems and devices supporting his programs and policies. As Wardoyo is entering his second term, it is hoped that the poverty alleviation programs that are successful in Kulon Progo could be institutionalized.

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The Influence of Policy Implementation of Automatic Promotion System (Sktb) On Quality of Learners at Sdi South Panggentungan Somba Opu Gowa District

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Implementation of policy, Automatic promotion and quality of learners.

ABSTRACT:

This study aims to determine the influence of policy implementation of automatic promotion system (KTB) on quality of learners at SDI Panggetungan Selatan Somba Opu Gowa District. Type of this research used mixed method then interpreted the questionnaire data by using total sampling of 18 populations. Data were collected by questionnaire, observation, documentation and developed by interviewing of 3 informants form SDI Panggetungan Selatan Somba Opu Gowa Distict. The result showed that implementation of policy of automatic promotion system (KTB) on quality of learners at SDI Panggetungan Selatan Somba Opu Gowa District had a significant influence between variable of automatic promotion system and variable of learners' quality, the results of correlation analysis obtained of regression output (enclosure), there were correlation between variable of automatic promotion system and quality of learners obtained R value of 53,1, this figure indicated that automatic promotion system could be explained by regression equation obtained by 53,1% or 0,531 meanwhile the remaining 46,9% was the influence of others variable such as learning components and school management components. Variable of automatic promotion system had a significant influence on quality of learners at SDI Panggentungan Selatan. Quality of learners appraised qualified could be seen from some description about the effect of policy implementation so achievement of academic and non-academic resulting from policy implementation of automatic promotion system (KTB) on quality of learners at SDI Panggetungan Selatan Somba Opu Gowa Regency good influence for leaners and school.

INTRODUCTION

Through the Department of Education, Youth and Sports, Automatic Promotion System program has been implemented as a commitment of local government concerning education since in 2012. Automatic Promotion System is able to improve the accessibility of learners to the next grade of education by providing certainty and completeness process measured at each level without staying class system. This concept was the first introduced by head of Regent of Gowa to coincide with National Education Day on May 2, 2011 in front of a number of educational figures and Experts.

As the first step, automatic promotion system has been run by several pilot schools. Exactly 50 schools for elementary, junior and senior high / vocational schools in Gowa district since 2013. Then, it was totally run by all levels of school in Gowa district without exception.

Automatic promotion system requires each of learners to attend basic education. Its goal is to provide maximum educational services to learners. This is possible to make the students studying optimally in completing all competency bills on all subjects in each unit of education. Also to help and to facilitate the development of students' potential comprehensively (spiritual intelligence, emotional intelligence, intellectual intelligence and kinesthetic intelligence) for whole personalities. So, automatic promotion system not only to improve the learning system in all education units in Gowa district, but also to develop a whole human being comprehensively, which functions as a subject that has capacity to actualize the potential and optimum dimensions of humanity.

Based on Government Regulation of Gowa Regency Number 10 Year 2013 about automatic promotion system is a policy of education program of Local Government Gowa Regency. South Sulawesi Province which provides optimal education services to students through the strategy of completing of all competency standard and basic competence bills on each subject continuously. The policy was implemented due to the Gowa regency government of South Sulawesi province realized that the education system, especially basic education is foundation of all education levels, spread from the city to remote villages should have the strength to develop various aspects of learners' capability to live as a productive society. It is also realized that basic education is a force that can lead the learners to further education levels and develop learners become human being comprehensively.

Automatic promotion system introduces a term of complete or incomplete, and stay-grade class system. Complete term is mastery of all basic competence of learners on each subject according to the time allocation prepared. In its implementation, automatic promotion system efforts to guide and instill creativity and disciplinary behavior for them is to complete all basic competence bills on each subject continuously.

Not apply the stay-grade class system for learners who do not meet the minimum score for some subjects and only remedial for subjects that have not been completed. Students who still have the burden of completing The Minimum mastery Criteria (KKM) of certain subjects, then they can continue to the next class. However, they are limited the number of University Credit Unit (SKS) taken. As in college lecturing, the student is only required to remedial the process of learning for subjects that have not been mastered yet while still continuing his education for further grade. Students with good average (elite) are given the opportunity to take more SKS fir further grade.

Automatic promotion system emphasizes on (1) Exciting Learning in Mastering Competence (2) Semester Credit System, (3) Enrichment Learning, and (4) sustainable Remedial Learning. Fun of learning atmosphere is the atmosphere of education created in the classroom when learners follow the learning process. Fun of learning implies that learners learn in an atmosphere without psychological distress. So, learners can pay attention in learning and they will have better learning outcomes. The atmosphere is created by the teachers by attractive the attention of learners to task given.

Fun learning atmosphere created by teachers from the beginning of class and when the attention of learners already on the task of learning then the learners are ready to learn. When teachers are able to give understanding to learners that what will is or being learned is something useful for them , so the attention of learners will grow and they will have willingness to learn. When it arises then the learners are ready to learn and they are in an atmosphere of learning without pressure.

Qualified education places learners as active learning subjects with knowledge, affective skills, cognitive skills, psychomotor skills in developing healthy, independent, productive, nationalistic, and religious life habits. Automatic promotion system is a right system to provide quality and comprehensive education services to develop the potential of learners comprehensively.

PURPOSE OF RESEARCH

To Know the policy implementation of Automatic Promotion System influence on the Quality of learners at SDI Panggentungan Somba Opu District Gowa Regency.

LITERATURE REVIEW

Concept of Policy Implementation

Definition of Policy Implementation

One of the important stage in the public policy cycle is policy implementation. It is often perceived implementation of what the legislators or decision-makers have decided to do as if had little effect. But in reality, the implementation stages become so important because a policy will not mean anything if it can not be implemented properly. In other words implementation is the stage where a policy is implemented maximally and can achieve the goal of the policy itself.

The implementation concept comes from English that is *to implement*. In Webster's dictionary in Wahab (2008), *to implement* is *providethe means for carrying out*; and *to give practical effect to*. Moving from the formulation of the implementation can be obtained the picture that "*to implementation* associated with an activity that is implemented through the provision of facilities (eg: laws, government regulations, implementation guidelines, resources and others) so that the activities tersebuat will cause impact / effect on something. Furthermore, Mazmanian and Sebastier in Wahab (2008) formulate the implementation of the policy as: Understanding what actually happens after a program is declared valid or formulated is the focus of attention of policy implementation, i.e. events and activities that arise after the implementation of state policy guidelines, which includes both efforts to administer it and to have real effects on society or events".

According to Lester and Stewart (2000: 104) define the implementation as: "*The stage of the policy process imadiately after the passage of a law. Implementation viewed most broadly, means administration of the law in which various actors, organizations, procedures, and techniques work together to put adopted policies into effect in an effort to attain policy or program goals"* (The policy implementation stage immediately after being decided to act. In broadly view that implementation is defined as administrating the law into various actors, organizations, procedures, and techniques to achieve the goals and impacts that policy shall be effort to achieve).

Policy implementation is an important aspect of the overall policy process. According Udoji in Mustari (2013: 127) firmly says that *the execution of policies is a important if not more important than policy-making, policies will remain dreams or blue prints file jackets unless they are implemented* (policy implementation is important, even more important than policy-making) policies will simply be good dreams or plans that are neatly stored in the archives if they are not implemented.

A commonly used definition of implementation policy according to Wahab in Mustari (2013: 127) "*Those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions"* (Actions taken by either governmental or private individuals or groups or groups directed at achieving the objectives outlined in policy decisions). Based on several definitions submitted by the experts above, then I can conclude that the implementation is an activity or undertaken by the executor of the policy in the hope of obtaining a result in accordance with the goals or targets of a policy itself.

THE CONCEPT OF AUTOMATIC PROMOTION SYSTEM (SKTB)

THE CONCEPT OF MASTERY LEARNING

The foundation of the concept and theory of *Mastery Learning* is the view of students' abilities put forward by Carroll in 1963. According to Carrol in Ramayulis (2005: 193) basically talent is an index of one's ability, but as a *measure of learning rate*. This means that

a person who has a high talent requires relatively little time to achieve the level of mastery of materials compared with learners who have low talent. The Carrol model centers on three propositions / propositions as follows:

a. Aptitude can be defined as the amount of time it takes for students to learn a subject. In this case, aptitude can be seen as an index of a learning speed rather than a degree of learning.
b. Degree of learning for each student in a school setting is a function of time that is actually used by students. Thus to optimize the potential of students, they should be given sufficient time to study a subject..
c. The time that students actually use in studying a subject is the same as the time required by the student according to certain personal and learning characteristics. Aptitude is a personal characteristic embodied in the form of abilities / ability of students to understand learning and perseverance. Characteristics of learning consist of student learning opportunities (amount of time allocated to study subjects) and quality of learning (presentation, explanation, and order of optimal subject elements for students.

According to Bloom (1968) Mastery Learning is a model of learning that is focused on mastery of students in something learned. According to Bloom in Ramayulis (1990: 194) there are several steps that must be done in learning thoroughly namely:

a. Determining the unit lesson (break-down for every one or two weeks).
b. Formulating the teaching objectives (specifically and measurably).
c. Determining the standard of completeness (benchmark of percentage).
d. Arranging diagnostic test, formative test as the basis of feedback.
e. Preparing a set of tasks to learn.
f. Preparing a set of corrective teaching (for weak learners).
g. Implementation of ordinary teaching (*group based instruction*).
h. Summative evaluation, (if completed one unit).

DEFINITION OF AUTOMATIC PROMOTION SYSTEM

Conceptually The Automatic Promotion is an educational approach that gives attention to the effort to help learners achieve learning mastery. The completion is done in the learning process since the beginning of the semester or the beginning of the year until the end of semester / year, and at each meeting. At each meeting a fun learning process is done by developing attention to the subject so that they feel the benefits. At each meeting the assessment of learning outcomes and remedial is given to those who have not yet achieved complete mastery of competence for the meeting.

Remedial giving can be done individually, class, or group. Teachers can remedial through the task of reading the taught material, re-discuss the material through group discussions, or explain and retrain to all learners in the classroom. Remedial giving can be done individually, class, or group. Teachers can remedial through the task of reading the taught material, re-discuss the material through group discussions, or explain and retrain to all learners in the classroom.

At the end of the year, Automatic Promotion does not recognize any students who live in class. Each learner does not live in class, and continues his lessons in a new class in the new school year. Learners who still master one or two competencies from one or more subjects are in the status of still having to master the competence, in accordance with the rules of the applicable class increase.

Semester Credit System is an appropriate system for Automatic Promotion because every learner who has mastered the competency in a semester in one subject will be given information that the relevant has the required competence. To apply Semester Credit System, it needs improvement in the curriculum, especially with regard to the determination of competency level that must be mastered every semester. According to Hasan (2013) Automotic promotion learning system is:

a. Learning process that develops the potential of learners to achieve the quality capability/competence required by the curriculum.
b. Learning process that seeks to guide learners in completing all basic competencies in each subject in a sustainable manner.

According to Salam (2015) the Automatic Promotion System is an approach in learning that efforts to optimize the education service system by maximizing all learning components and school management components effectively.

According to Gowa Regency Government Regulation No. 10 Year 2013 Definition of Automatic Promotion is a learning process that develops the potential of learners to achieve the quality of the required skills of the curriculum.

Operationally, Automatic Promotion means that every learner:

a. Completing achieve the quality of a subject in accordance with the requirements stated in the Minimum Criteria of Mastery Learning.
b. Completing to finish one semester lesson based on the credit expense stated in the curriculum.
c. Completing to finish learning of all subjects in the classes that followed.
d. Continuously follow the lessons (competencies) in the next class even though at the end of the learning (semester / year), there is still basic competence that has not been completed (not yet meet the Minimum Mastery Criteria) in certain subjects.
e. Learners do not stay-grade class and do not remedial of all subjects in a particular class, but must complete basic competencies on certain subjects that have not met the Minimum Mastery Criteria while sitting / sitting in the next class.
f. Continuing education (SD / MI, SMP / MTs, SMA / MA, SMK / MAK) subsequent education gap by completing all competency standard bills in each class of the last class.

Technically, the thoroughness assessment is based on the mastery of all indicators for all Basic Competencies which are stated with the same repeat value or above the Minimum Mastery Criteria score. If the value obtained is equal to or above the Minimum Mastery Criteria value for a Competency Standard, then the learners are continuing their learning to the next Competence standard. If the value obtained by learners in a daily test is lower than the value of Minimum Mastery Criteria, then learners should get help so that the relevant Minimum Mastery Criteria value above.

Provision of assistance to students is done by teachers and termed as remedial learning. After the learner reaches the same or higher value from the KKM then the person can continue his learning. The value of Minimum Mastery Criteria shows the ability to be possessed with students. In the learning approach of Automatic Promotion grade of Minimum Mastery Criteria is used as a reference for teachers to determine learners' learning mastery. The determination of learning mastery is done since the first daily replication continues until the end of the school year.

TYPE OF RESEARCH

The type of research used is the type of quantitative research. Data analysis is the next step to manage the data where the data obtained, done and used in such a way as to summarize the issues raised in preparing the results of research. Technique of data analysis of this research is by using technique of Simple Regression.

Simple linear regression is a linear regression in which the variables involved are only two, i.e. one bound variable Y and one independent variable X and one rank. Simple regression is based on the functional or causal relationship of one independent variable with one dependent variable. Simple regression testing method using SPSS (*Statistic Product and Service Solution*) version 17.00 in the form of descriptive analysis (frequency) percentage. SPSS is a *computer statistic* capable of processing statistical data quickly and precisely, to search for the desired outputs of decision makers that will show a picture of the effect of Automatic Promotion on the Quality of Learners.

DISCUSSION

Based on the variables analyzed the items for the independent variable (*X*) is policy implementation of Automatic Promotion System consisting of: Academic Supervision is a series of activities to help teachers develop their ability to manage the learning process to achieve learning objectives, the management of learners is a structuring or arrangement of all activities related to the learner among them, that is starting the entry of learners until the release of the learners from a school or an institution.

Management of facilities and infrastructure can be defined as activities, arranging, starting from planning needs,

procurement, storage, maintenance of inventory and the elimination and arrangement of land, building, equipment and school furniture appropriately and on target. Management of educators and education is a management mechanism that must be done thoroughly and continuously starting from educator and education staff through human resource planning process, recruitment, selection, placement, compensation, reward, coaching and training / development, and dismissal.

Meanwhile, the items for the dependent variable (*Y*) are quality of learners consisting of academic achievement such as: National Examination Achievement in general has increased. The number of graduates who enter the junior high school (SMP) accreditation of A and B, champion various academic competitions. Then, non-academic achievement such as: achievement in the field of sports, achievements in the field of art and achievements in the field of extracurricular (scout). Academic achievement is the result of lessons learned from learning activities in schools or colleges that are cognitive and usually determined through measurement and assessment. Then, non-academic achievement is the result of a job that cannot be measured and assessed using numbers.

To know the influence of policy implementation of Automatic Promotion System on the quality of learners, regression analysis is done. The following researchers present the SPSS program of the variables analyzed.

Table 1 : Anova

Variable	Regression Coefficient	T Observed	T Table	Sig
SKTB	0,331	3,820	1,753	0,002
Constanta : 55,772 R : 0,729 R Square : 0,531		F observed : 8,504 F Table : 3,68 Sig : 0,003		

Source : Output SPSS

In the table above the R Square value is 0.531 which is the quadratic result of the correlation coefficient (0,729 x 0,729 = 0,531). From the table above can be seen the value of F arithmetic is 8,504, while the value of F table can be obtained by using table F with degrees of freedom (df) Residual is 15 as df denominator and df Regression (treatment) is 2 as df numerator with significant rate 0,05, so that obtained value of F table that is 3,68. Since F observed (8,504) ≥ F table (3.68) then Ho is rejected. Based on Significant value, seen in the sig column is 0.003 that means the probability of 0.003 is smaller than 0.05 then Ha is accepted.

Based on the table above, it can be seen that the value of T observed for Automatic Promotion is 3.820, at T table with db 15 and significant level 0.05 obtained 1.753, because T observed ≥ T table then Ho rejected. Based on Significant value, seen on sig column is 0,002 it means that probability 0,002 smaller than 0,05 so Ha is accepted.

The result of data analysis above shows that there is a significant influence between variable of automatic promotion system on quality of the learners, the result of correlation analysis obtained from the regression output (attachment), there is a relationship between variable of automatic promotion system on quality of the learners obtained R value is 53.1, this figure indicates that automatic promotion system can be explained by the regression equation obtained by 53.1% or 0.531 while the remaining 46.9% is the influence of other variables such as learning component and school management component. Variable of automatic promotion system have a significant influence on the quality of learners in SDI South Panggentungan.

Automatic promotion system affects quality of learners it is caused in learning process of automatic promotion system is using learning methods such as early detection, early clinic, remedial and enrichment.

The academic achievement and non-academic achievement of SDI South Panggentungan after Automatic Promotion System (SKTB) applied i.e. generally, National Exam Achievement is getting Improvement.

The average score of national examination for academic year 2011/2012 from 72 students, the average score of national exam for Indonesian subjects is (7.72), Mathematics is (7.54), and IPA is (7.09) with the average score is (7.45) While the average score of national examination of SDI South Panggentungan for 2012/2013 from 76 students, the average score of national exam for Indonesian subjects is (7.91), Mathematics is (8.19), and IPA is (7.74) with the average number of national examination is (7.94). So from comparison table 6 above, it can be concluded that the average score of national exam of students at SDI South Panggentungan,

significantly increased of the average score from (7.45) to (7.94) or increasing of 0.49%.

The results of research showed that average scores of national exam at SDI South Panggentungan in the academic year of 2013/2014 from 84 students,score of national exam for Indonesian subject is (8.07), Mathematics is (8.39), and IPA is (7.94) with the score of national examination is (8.13). So from table comparison of table 6 above, it can be concluded that the score of national exam 2012/2013 and 2013/2014 academic year, students of SDI South Panggentungan significantly increased of score from (7.45) to (8.13) or increasing of 0.68%.

Meanwhile, in academic year 2014/2015, there is no National Examination but internal school exam with materials 25% from central government and 75% of schools coordinate with local governments. Regarding to Government Regulation Number 32 Year 2013 article 67 paragraph 1a "National Examination for education unit of formal education base line as referred to in paragraph (1) is exempted for SD / MI / SDLB or other equivalent". So the value of the national exam results of the academic year 2014/2015 only serve as a comparison with the value of school exams. Thus, the certificates of the academic year 2014/2015 are not listed of national examination but just the value of the school examination test and grade 4, 5 and 6 and semester I are used as reference for junior secondary school with an average score of 8.

CONCLUSION

The result of data analysis above shows that Policy Implementation of Automatic Promotion System on Quality of learners at SDI South Panggetungan, Somba Opu District, Gowa Regency has a significant influence between variable of automatic promotion system and the variable quality of students, there is relationship between variable of automatic promotion system on quality of learners obtained R value is 53.1, this figure indicates that automatic promotion system that can be described with the regression equation obtained by 53.1% or 0.531 while the remaining 46.9% is the influence of other variables such as learning components and school management components. Variable of Automatic Promotion System have a significant influence on the quality of learners in SDI South Paggentungan.

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Women's Representation in Legislative (A Study Conducted in the Local House Of The Representative, Ciamis Regency During Period 2014-2019)

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ABSTRACT:

Everyone of any gender has equal opportunity to participate in the political sphere. Meanwhile, the problem happened that politics is often dominated by men although the law requires the involvement of women in the process of democracy. In addition, the facts both in National and local legislatives in Ciamis regency showed that the representation of women in legislative has not been expected. It proves that from 50 members of the local legislative in Ciamis regency during period of 2014 - 2019, there are only 4 women or only 8% of the women representation in the legislative. Whereas, the data of the women voters in Ciamis regency is greater: 622,799 people, then the men voters in total of 611,023 people. The failure factors that affected the 30% of women's quota in the legislative are: lack of insight, knowledge and ability, taboo and rigid to welcome the domestic affairs, lack of confidence, limited in access and poor of regeneration system recruited by new political parties that only fulfill the qualifications/ requirements of legislation. Hence, the future strategy in adding women's representation in legislative should cover: improving the sustained affirmative policy, then each political party prepares women legislative candidates for more than 30%, and conducting the sustained political education.

INTRODUCTION

As we all know that our country has a democracy system. In general, there are two principles of democracy, namely: freedom or equality and sovereignty of the people. In relation to equality, it is the essential concept that states all human beings (both men and women) are free to develop their personal independence and make the choices without being constrained by stereotypes or rigid gender roles.

The Efforts to bring the justice and gender equality have become the global commitments, have cultural historical roots and have formal legal foundations in Indonesia. The 1945 Constitution in Article 28 D verse (3), mandated that "every citizen has the right to equal opportunity in government". Specifically, in the run up to the 2014 election, women will have the opportunity that political parties participating in the election must be eligible to include at least 30% of women's representation in the management of political parties both in the Nasional and local House of the representative (DPR/DPRD) (UU No.8 / 2012, Article 15 d) and the candidacy members of National and local House of the representative (DPR/DPRD) (Law No.8 / 2012 Article 55).

The aforementioned phenomenon shows that in a political democracy, women have the same opportunities as men to participate actively in the political arena, especially getting involve actively in politics under the political parties and having career of reaching the top position of official state positions through the democratic process.

Nevertheless, the space of women's political expression delegated by the government and elites of the political parties are still far from the spirit of justice and equality. Although the 30% quota has been accomodated by the government and has also been tested since the 2004 election, the growth aspect of woman's political representation in legislative is still far from the expectation. The fact occured both in National and local levels.

The real depiction can be also seen in the representation of women in the local House of the representative in Ciamis regency during period 2014-2019 such as follows:

Table 1.
The data of the House of the representative members in Ciamis regency during Period 2014-2019

No	Name of political parties	Men	Women	Total
1.	PDIP	12	0	12
2.	Golkar	5	1	6
3.	PKS	3	2	5
4.	PAN	5	0	5
5.	PPP	4	0	4
6.	Demokrat	3	1	4
7.	PKB	4	0	4
8.	Gerindra	4	0	4
9.	Nasdem	3	0	3
10.	Hanura	2	0	2
11.	PBB	1	0	1
Total		**46**	**4**	**50**

Source: BPS Ciamis regency, 2015

The aforementioned data show that from 50 members of the House of the representative in Ciamis regency during period 2014 - 2019, there are only 4 women or just 8% of their representation in the legislative. Whereas, the data of women voters in Ciamis regency are greater: 622,799 people, then men voters totaling 611,023 people.

Based on this fact, the writer tries to analyze the opportunities and challenges of women in the political field along with the failure factors that affect the 30% quota of women's representation in the legislative. Besides, the future strategy applied notably by the women representation in Ciamis regency, West Java.

DISCUSSION

Women and Politics: Opportunities vs. Challenges

Politics as a phenomenon has many sides and it is very interesting to be analyzed throughout the ages, as long as there is social interaction and human civilization. In the long political journey in Indonesia, the values of democracy become the framing of the organizers. This value is reflected in the principle of democratic justice, for example: the whole citizens have equal rights in the administration of government without any difference.

This statement is in line with the opinion of Robert A. Dahl (quoted by Muladi, 2009: 76), that in the democratic system at least it is shown by 5 (five) principles, namely:

a. The existence of the principle of equal rights and it is not differentiated between one person to another.
b. The existence of effective participation indicating the existence of equal processes and opportunities for the people to express their preferences in the taken decisions.
c. The existence of understanding that shows that people know and understand the decisions made by the government, including bureaucracy.
d. The existence of final control scheduled by the people who shows that the people have a special opportunity to make decisions, and it is made through a political process that can be accepted and can satisfy the whole parties.
e. The existence of inclusiveness, which is a sign indicating the most sovereign in the country which accommodates the whole people.

Still in the similar reference, Burkens also argues that the minimum requirements should be fulfilled in democracy including ***openbaarheids van besluitvorming*** (openness in decision-making). These requirements are meant of the functioning the governance's democracy. Further, Burkens states that many areas of government activity requires direct participation of the community in the process of preparing policy and decision-making.

The opportunities for women to participate in public arena are enormous with the release of various Indonesian laws and regulations (from the 1945 Constitution, the Political Party Law and the Election Law). The Law and the favorable policies have to be fought for women themselves because women have a unique interest and needs that can only be understood by women themselves. Among them, it is related to reproduction, violence against women, sexual violence, concern for children, elderly groups, women's empowerment and so forth.

Another opportunity that is owned by women is the number and mass organizations of women. For Ciamis women, there are more number of women voters than men do. Besides, there is also Ciamis Women Political Communication Forum (henceforward *Forkom PPC*) that can be struggled to show not only a shadow, but also the real action.

For that, the future challenges for the Ciamis women are how to prepare themselves to gain the opportunity by making 30% of the women's quota in the legislative. In addition, it is not only to fulfill the requirements, but also as the necessity of the Act of the general elaction. It is important to increase the women's capacity and confidence to be able to equal and become the men's partner working in the public/ political sphere to create the populist policies.

The efforts to go politics for women not only as activities to enter the processes, mechanisms, institutions and the political system (crafting democracy), but also how the political representation of women that is able to expand the base of constituents (broadening base). As stated by Lovenduski (2000), the political representation promoted by women activists and politicians at least represents three important elements, namely: representing the voters (functional), their political party

(ideology) and women's constituents as identity (social). In addition, how to synergize all three in the reconciliation of political actions with the women's social movement. Hence, the reconciliation itself can become a challenge for women that have to be answered including by Ciamis women in the mid of criticism, doubt and public disgust for their ability.

Environmental Analysis (Internal and External Factors)

Various studies have been carried out to know the factors that influence the failure to fulfill the 30% quota of women representation in legislative both in National and local levels. In the fact, the results of the studies are generally almost similar among others. The results show: lack of understanding and ability of women in the field of politics, fear and unconfidence besides the limited access.

As a result of Cut Sukmawati's (2009) study, the factors that cause the minimal involvement of women, such as: (i) still closely attached to patriarchal culture; (ii) recruitment system by political parties for the women; (iii) the mass media has not maximally built the public opinion about gender equality in public/ political areas, (iv) lack of awareness of women themselves to participate actively in the public/ political sphere, (v). There are fears and obstacles from the family.

Next study is done by Nur Hasan in Women Journal (excerpted from Media Indonesia, 29 April 2013), states that the lack of women's role in the political stage is caused by three factors: social politics, social culture and social economy factors.

The writer also analyzes that the lack of representation of women in the House of the representative in Ciamis regency caused by internal and external factors such as follows:

1. Internal factors
   - Lack of insight and knowledge of women related to the political field so that they are passive in responding the opportunities and the importance of women's involvement in the public/ political sphere.
   - Taboo and rigid to deal with domestic affairs, resulting the lack of family's support and stuck with daily routine.
   - Lack of ability to compete due to the quality and capacity of self-development.
   - Lack of confidence so that their participation in the political arena only for a trial efforts.
2. Eksternal factors
   - The regeneration recruitment system done by the political party only for fulfilling the requirements that is standardized by the Act of the legislation.
   - Less of consolidation role of mass media and women activists in building opinions about gender equality.
   - Lack of access due to lack of attention from political parties to develop and empower women.

The above internal factors are well-known as the term 'weakness' that come from personal sense and inhibit the progress of self potential. Meanwhile, external factors come from the outside environment which if it is ignored will be a threat for the achievement of 30% quota of women in the legislative.

The Strategy to Improve Women's Representation in Legislative

Increasing the women's role in gendered development as an integral part of national development which has an important meaning in the realization of harmonious cooperation between men and women in various activities, especially politics. Women have an important role to share the understanding and integrating perceptions due to healthy, fair and realistic democratic development.

Hence, various strategies to increase women's representation in the legislative have to continue to be fought, one of them through affirmative policy. This affirmative policy keeps to be revised from time to time beginning from the requirements of

political parties of the election participation, then the composition of general election comission (KPU) membership, the management of political parties, the list of candidates for National and local the House of the representative members, until the implementation of zipper system.

However, political parties in Ciamis regency have not fully implemented in the form of zipper system. It is because the bargaining position of women is still low, so that the tendency to accept any decision of the party in deciding the list number is always welcomed. Thus, other strategies are needed to be taken to ensure women's representation in the legislative in order that their participation in legislative can be sustainably increased:

a. The number of women candidates from each political party have to be more than 30%. This is reasonable, since the final outcome of the vote for women legislative candidates is also determined by the number of women nominations. Through the increasing number of women candidates, the effect can result the greater opportunity to earn the votes.
b. The sustainably political education. It is intended to improve the quality of women in order to develop their political awareness to take advantage of the provided opportunities.

In addition, it is important to apply other strategies to be developed by women's personalities in politics which show their strength, intelligence and flexibility and tenacity in acting an extra work to get the most votes by expanding the network. The facts show that women candidates who are well-known and liked by the people will definitely be selected.

I. CONCLUSION

To achieve gender equality and to realize women's representation in legislative, it still requires the fatigue struggle especially from women themselves. The effective efforts can be performed by women candidates in Ciamis regency, including: (1) carrying out the joint movements with women activists, feminists, and political parties to conduct political campaigns with the slogan "it's the time for women to elect women"; (2). It is the right time for political parties to help women candidates who have been only "the figure" in order to reach the 30% quota as the requirement, but they are really empowered if they are eligible to be elected. Hence, the political parties' image can increase, besides the impact of vote acquisition and seat acquisition will also increase. In consequence, the impact can accelerate gender equality and justice for women.

Another effort is to keep having confidence and optimism for women that they are able to gain seats in the legislative without having to worry about the list of number because the final vote is based on the majority vote. The future challenges are not only the limit of 30% quota, but also how after the achievement fulfilled can be collaborated and become the equal partners for men to be able to create populist policies.

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Development of Competency, Job Performance, Commitment and Integrity at Government of Makassar City

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ABSTRACT:

The main issue investigated in this study was related to the number of local government officials who are recruited in the position promotion possessed lack of competence, job performance, commitment, integrity, rank level and suitability of field of knowledge. Therefore, this study aimed to analyze the capability of Makassar local government in recruiting the local government officials who possessed competencies, job performances, commitments, and integrity. The method used in this study was descriptive qualitative and the relevant research types, such as triangulation of related data to the implementation of the position auction policy from the informants. The qualitative approach by using observation and in-depth interview was used to obtain the valid data and information and to explain comprehensively the capability of the local government to develop the position promotion. The results showed that almost half of the promoted officials lacked the competencies, job performances, commitments, integrity, the appropriate rank level and field of knowledge. The developed model is a rational prototype of positional auction policy, was conceptualized from a series of theory based on the result of previously researchs in order to be applied transparently, accountably, professionally and objectively.

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INTRODUCTION

In 2014, the local government of Makassar city implemented the position auction policy and continued to the position promotion conducted in December 2016. Through the position auction, it is intended for the apparatuses promotion is conducted openly, and gets the professional structural officials, has high competence, integrity in accordance with the organization's expectation. It is regulated in the Government Regulation of the Republic of Indonesia Number 100 in 2000 about the Appointment of Civil Servants in Structural Positions. Similarly, the Regulation of the Ministry of Administrative and Bureaucratic Reform, Republic of Indonesia Number 13 in 2014 regarding to the Fulfillment Procedures of Leadership Position Openly within the Government Agencies, and more clearly stated in the Constitution Law of Republic of Indonesia Number 5 in 2014 on the State Civil Apparatus. Therefore, the appointment of Civil Servants (i.e., known as PNS in Indonesia acronym) in a position must be conducted based on the assigned principles, i.e., professionalism, appropriate competence, work performance, and the position rank. The Makassar City Government conducts the position auction for headman and sub-district heads as well as for the heads of other Regional Device Work Units (i.e., known as SKPD in Indonesian acronym) which is aimed as one of the strategic steps to respond the society aspirations which are not satisfied with the performance of some urban village and sub-district heads and other SKPD's leaders. The main issue investigated in this study was the existence of some officials in work units of local government recruited in position promotion possessed lack of competencies, work performances, commitments, integrity, the position rank, and inappropriate field of knowledge so that those will affect in declining performance of local government and the slow service and advancement of regional development of Makassar City.

LITERATURE REVIEW

The competencies of apparatus officials refer to the abilities as an official or a leader in developing proficiency and skills. Each official who will be promoted to the position should have managerial competence, employment competence, and field competence. The managerial competence deals with the ability to plan, organize, develop the staff, implement the government programs, monitor, and evaluate the activities implementation. Meanwhile, the employment competence is related to the accuracy and suitability between the position (job) given with the maturity (mature) and psychological personality which are possessed. The field competence refers to the suitability of the position types with the field of knowledge, so that every official has a good performance and can integrate with the work environment. The competence refers to the work ability of each individual that includes knowledge, skill, and work attitude aspects in accordance with the established standards (Constitution Law No. 13 in 2003 about Employment, article 1, paragraph 10). Initially, there are only two types of competence definitions, namely: 1) competence defined as descriptions of what should be knowm or conducted in order to carry out the work well (Miller, Rankin, and Neathey, 2001). This type competence definition is known as the Technical or Functional Competency. 2) The competence that illustrates how a person is expected to behave in order to carry out his/her work well. This competence is called as behavioral competencies or can also be called by Soft Skill/Soft Competency. According to Rylatt and Lohan (1997), competence provides several benefits, namely: 1) a clearer career change option to change to a new position, someone can compare his/her current competencies with the competencies required for new positions. The new required competencies may be only 10% different to those which have been possessed; 2) provide more

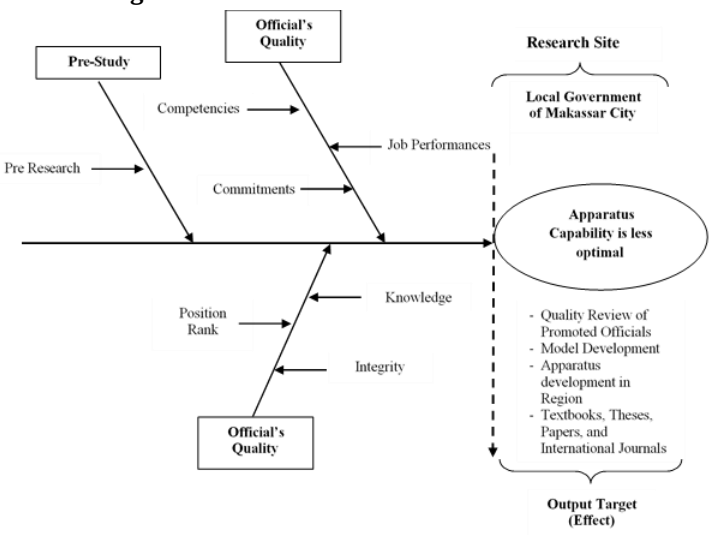
objective performance assessment and clearly defined standard of competency-based feedback; and 3) improve skills and 'marketability' as an employee. .

The job performance deals with the activities and work results achieved or showed by someone in conducting the work duties. It can be also stated that job performance is a manifestation or appearance in carrying out the work (Supardi, 1989). The benefits of job performance assessment include: a) work performance improvement, b) compensation adjustment, c) assisting decision-making in determining salary, bonuses, and other compensations forms, d) decision for promotion, transfer, and demotion placement, e) training and development needs, f) career planning and development, g) knowing the staffing misconduct, h) help to identify inaccuracy information, i) work design diagnosis, j) fair employment opportunities, and k) overcoming external challenges.

Integrity can be interpreted as a complete and intact effort that is based on quality, honesty, and consistency of a person's character. Santoso (2010) states that integrity is often interpreted as the unity of thoughts, words, and actions to create a reputation and trust. If it is referred to its derived word, integrity has the meaning of speaking intact and completely/entirely. Meanwhile, according to Harefa (2000), integrity is the three keys that can be observed, namely show honesty, fulfill commitments, and do things constituently. When talking about integrity, it will not be separated from the effort to become a complete and integrated person in every part of the different self, which works and performs his or her functions well based on what has been designed previously. The integrity is closely related to the integrality and effectiveness of a person as a human being (Cloud and Townsend, 2002).

Robbins and Judge (2007) define commitment as a state in which an individual sides with the organization and its goals and wants to maintain its membership within the organization. The commitment is a promise which is expressed by someone to her/himself and others and must be reflected in actions and behaviors. The commitment is also as a whole confession that comes from the character or personality of a person who appears spontaneously from within her/himself. Therefore, everyone should have a commitment in the organization. According to Steers (as cited in Kuntjoro, 2002), organizational commitment is as a sense of identification (trust in organizational values), involvement (willingness to do the best possible for the benefit of the organization), and loyalty (the desire to remain a member of the concerned organization) which are assigned by employees to their organization. Steers argues that organizational commitment is a condition in which employees are very interested in the goals, values, and objectives of the organization. The commitment to the organization means more than just a formal membership, because it includes an attitude of liking to the organization and a willingness to strive for a high level of effort for the organization's interest for the achievement of the goal. Similarly, Griffin (2004) states that organizational commitment is an attitude that describes the extent to which a person knows and is bound to the organization. This research was described in the research framework as follows:

Figure 1. The Research Framework



RESEARCH METHOD

The method used in this study was descriptive qualitative and relevant types of research such as triangulation of data which were related to the implementation of the position auction policy from the informants. The qualitative approach by using observation and in-depth interview was used to obtain the valid data and information and to explain comprehensively the capability of the local government to develop the position promotion.

RESULTS AND DISCUSSION

Competence, Job Performance, Commitment, and Integrity

A. Official Apparatus Competence

The recruitment process of Makassar City Government officials, as stated through interviews with the administration officials (i.e., called BKD's staffs) revealed that one of the models use in the official's recruitment was based on the proposals from SKPD which would be reviewed by the Position and Rank Consideration Board (i.e., known as BAPERJAKAT in Indonesian acronym) regarding to the official's track record and searching information to the immediate supervisor.

Referring to the intended competencies, such as organizational competence, job competence and field competence are also considered in the official's recruitment process, and those competencies have been regulated in the government policy of Makassar City, but the competency assessment was remained preceded by the proposal of SKPD itself. Furthermore, officials who assess the competence, it is not only assessed by the mayor, but also involves direct supervisor. The competency assessment is conducted by looking at and assessing the daily performance of the officials such as how far they are able to carry out the responsibilities given to them, and it is an added value when the officials can complete the work given on time and based on the expectations. The officials involved in conducting competency assessments are included in the BAPERJAKAT by conducting official assessments, including assessment obtained previously, such as from BKD, Inspectorate and from the elements of city administration assistants, and assessments can not be separated by looking at the official's work records.

Regarding to the position promotions, there were 2 things that need to be observed, namely the first was related to JPT (Senior Leadership) or Echelon 2 with 11 position items which were open (Open Promotion) and proposed by some Civil Servants. Furthermore, the assessment was conducted in cooperation with the State Employment Board (i.e., known as BKN in Indonesian acronym), then after the assessment with various models such as sociometry, interviews and teamwork, then the next it was the selection committee (i.e., known as Pansel in Indonesian acronym) section to explain the proposed opinion and papers and direct interviews with Pansel. The result of score accumulation from BKN with selection committee would appear rank 1, 2, and 3 which then reported to Mayor as personnel appraisal official. The indicators of position promotion determined by Makassar municipal government was not separated by seeing the work performances, so that if there were officials who are considered fewer performers, they will be non-worked, and the second is by looking at integrity. Related to the competencies of officials who have been promoted, the informants stated that the competencies used in the official's recruitment in Makassar City Government were still less optimal. Similarly organizational competencies, occupations, and field of knowledge were unclear measurement because they tended to like and dislike perception. However, the three competencies are clearly regulated in general by the Ministry of Administrative and Bureaucratic Reform (i.e., known as Kemenpan-RB in Indonesian acronym).

In assessing who is a competent official, it was conducted directly by the relevant officials in accordance with their position. Besides, the percentage of officials who were replaced because of having lack of competence, the informants stated that the officials' change was not based on competencies because there were some and even more officials who have lack of competencies instead replaced by people who lack competence including having no background in that field of knowledge. Therefore, the informants stated that in the Government of Makassar City did not arrange the competence indicators in position promotion. This phenomenon is not congruent with the government regulation No. 101/2000 on the education and training of civil servant positions that mention competence as a capability and characteristics possessed by a civil servants in the form of knowledge, skills and behavioral attitude required in the implementation of their duties and positions. However, the Mayor of Makassar keeps the principle of placing officials in accordance with their competence by signing a memorandum of understanding with the Head of Assessment Center for the competence of the State Civil Apparatus (i.e., known in Indonesian acronym as ASN), Aris Widyanto, and the assessment team for the assessment of candidates for senior management in the scope of Makassar City Government. The cooperation is a form of transparency and implementation of bureaucratic reform in the scope of Makassar City Government.

The assessment was conducted to get official candidates in accordance with the required competence in order to fill the chairman position that is served by the task executor and charging positions of regional equipment restructuring according to Government Regulation No. 18 in 2016. If the official candidates are not competent, it will affect and cause the service to the community, the service will be slow, work at random, not maximal, less efficient and the results are less appropriate in accordance with the standard operating procedures (SOP) that have been determined. The Mayor of Makassar as an informant stated that the poor bureaucracy (low performance) due to lack or even less competence as a structural official in the government. Therefore, the assessment becomes very important so that the performance of structural officials can be achieved better to the progress in the Government of Makassar City. Based on the results of the official competence assessment record, it shows that the promoted officials' competencies on average were at the value of index 2.4 which means that it is still in the good (medium) category or only 60 percent of officials who have good competence. The rest of 40 percent still have competencies that are in the poor category. It shows that almost half of the promoted officers still need to be improved their owned competencies both managerial competence, job competence, and or field competence.

B. Official's Job Performance (Having good performance and work discipline)

The performance assessment of civil servant officials is an important part of effective civil service administration. With job performance assessment, the Mayor informs employees about their work and productivity levels that are useful as the best consideration in determining decision-making in position promotions. Therefore, job performance assessment is as a process that is conducted by the Mayor of Makassar to promote an official. The results of observations and interviews indicated that one of the indicators to see the officials' performance, is such as for the position of urban village head, the Mayor has launched a program known as *LONGGAR* (i.e., *Lorong Garden*), each urban village has at least 4 to 5 *longgar*, so that the performance indicators can be seen by how far the officials are able to implement the program proclaimed by the Mayor. For this year, the job performance assessment is not applied

anymore because previously the assessment has been conducted, so the value that has been obtained previously is combined with the Employee's DPK (Performance Work List). This is the indicator of job performance in this year. For the promoted staffs, they should have integrity, loyalty and the achievements were accompanied by the leadership that is assessed by the special team, because in SKPD, the staff is the spearhead of the administration so that the indicators in assessing the performance is the success of building and fostering communication with the employee leadership and discipline. If they violate integrity, loyalty and have less performance, the employees will be sanctioned by not included in position promotion. For position mutation or replacement sanction, it was usually conducted by looking at the assessment from the beginning of the serving until now, whether the placement from the beginning is appropriate or it needs adjustments. Although the assessment has been done from the beginning, but the officials' educational background and work experience are also considered. However, the Mayor of Makassar has performed job performance assessment in accordance with the policies and programs proclaimed, then as a public official which is bound by the applicable legislation, so each position promotion policy is based on job performance assessment which is always obliged and refers to the Government Regulation Number 46 in 2011 about the work performance assessment of civil servants. Article 1 paragraph 3 explains that work performance is the work achieved by every civil servant in an organization unit in accordance with the objectives of employment work and work behavior.

The job performance assessment of civil servants aims to ensure the objectivity of civil servant guidance that is conducted through the system of work performance and career system that are emphasized on the work performance system (Article 2). The job performance assessment is conducted based on the principles of: a) objective, b) measurable, c) accountable, d) participative, and e) transparent. While the work behavior assessment includes aspects of: a) service orientation, b) integrity, c) commitment, d) discipline, e) cooperation, and f) leadership. The work performance and work behavior indicators should be the main basis in considering whether or not an official can be promoted. In the employment administration, the merit factor system or career system remains to be preferred in the position promotions so that someone can further develop his/her career and feels rewarded for the achievements that have been made. That is why in the preparation of a new structure in the Government of Makassar City should be based on objective assessment. All officials have the right to get a position by showing maximum performance in performing their duties. As an implication of the objective assessment, the Mayor of Makassar in December 2015 had defined three officials' names, namely the Head of Industry and Trade Department, Head of Disaster Management Agency of Makassar Region, and Head of Environment Agency of Makassar Region. The three officials were replaced by more accomplished officials based on objective assessments. Similarly, positions that have been simulated consisted of Kasubag level, Section Head, Head of Section, Head of Agency, Head of Village, Head of Regional Office and Director of Regional Company. This policy was not only related to the continuation of the previous auction results, but also applied after the decree of Government Regulation No. 18 in 2016 on the restructuring of regional apparatus.

Based on the results of the officials' job performance assessment records, it shows that the average performance of promoted officials on average was at a value of 2.4 index which means that it is still in the good (medium) category or only 55 percent of officials have good work performance. Meanwhile the rest of 45 percent are still having poor work

performance. This shows that almost half of the promoted officials have lack of good work performance. Therefore, in accordance with the promise of the Mayor of Makassar when inaugurating the *Camat* and *Lurah* of Makassar City on the *Pinisi* ship at the Losari Beach Pier, in December in last year stated that it would be conducted evaluation to the work performance of officials, sub-district and village heads and would announce the evaluation results. The official's performance assessment indicator was simple to see performance during the last three months; especially how to conduct the programs that have been declared by the Government of Makassar City. If within three months of serving and they are less able to match the monitoring in the field, then the officials will be replaced so that the program can run rapidly.

C. Official's Commitment (Obey the Law Regulation, Appointment, and Asseveration)

The official's commitment is an important indicator in performing functions, duties and responsibilities. The commitment is a consistent attitude toward the goals to be achieved that is preceded the agreement or deal to do something. The city government officials who have stated their commitment to help to conduct the city government programs are officials who are willing to comply with legislation and fulfill their appointment to advance the Makassar City Government. With regard to the officials' commitment, in the first year they have signed the Integrity Pact, which consists of several points relating to the commitment of officials themselves such as compliance with laws, promises and asseveration. The city government officials, either SKPD's officials, sub-district heads and urban village heads who are less disciplined, violate the rules and ethics of a civil servant even though they have the competence and performance, they will not be included in the position promotions. Similarly, if in conducting their duties regarding to the disciplinary issues such as immorality or lack of ability to provide services in accordance with the legislation rules, and conduct the illegal charges, then the officials immediately replaced and processed into the court domain if they stumble over the legal issues. Some headmaster officials of Makassar High School became a proof of assertiveness of Makassar Mayor to be removed their position due to illegal charges. Similarly, several heads of government departments and headmen were sanctioned for dismissal and subsequently carried out the guiding efforts so that the officials could be changed and may be possible to rule out being given new positions as long as they were able to perform well.

Commitment is needed to support the city government programs by assessing through performance reports that can be obtained at BAPPEDA –i.e., Indonesian acronym of Regional Development Planning Agency– in the form of data per period about the achievement of commitment development, because the commitment assessment is also an indicator of position promotion. To support the officials' commitment, in the Regional Employment Board of Makassar City, there are several indicators of knowledge development which are conducted in order to foster the officials' commitment, such as:

a. Technical guidance of LHKPN (i.e., Indonesia acronym of Civil Service Assets Report), therefore, they understand how to fill in the wealth report, if there is an addition to the wealth number, then it is reported again and this is done per period.
b. For the development of human resources, it is conducted the Leadership Education and Training (i.e., known in Indonesian acronym as DIKLATPIM), which has been conducted lately, such as DIKLATPIM 4 for 5 Grades and DIKLATPIM 3 for 2 Grades.

c. For contract employees are also given technical guidance about the Employment Ethics.

In addition, the spiritual guidance was conducted for every *dhuhur* prayer which was centered at Mushollah/Mosque of Makassar City Hall. Even one of the place of official's inauguration conducted on the place that is considered sacred as at the garden of the hero's tomb and on the *phinisi* boat as a *da'wah* –religious propaganda– effort so that the inaugurated officials always remembered the death and struggle, therefore, in carrying out their duties, they can be more disciplined and obey the employment regulation and other constitution laws.

Based on the results of the officials' commitment assessment records, it reveals that the promoted officials' commitment on average was at a value of index 2.1 which means that it is still in the good (moderate) category or only 52.5 percent of officials who are committed in performing the task properly. The rest of 47.5 percent still have a relatively poor commitment. Therefore, it indicates that the compliance or obedience of officials to the constitution regulation and the oath of office that is expressed still needs to be improved before the officials are promoted.

D. Official's Integrity (Trustworthy, Honest, and Having Character)

The integrity creation and strengthening for the public officials have been proved in many countries as one of the most important factors in the eradication of corruption as well as in administrative reforms in order to establish the good governance. The Mayor of Makassar ensures that the officers who are mandated to become officials in the new organization structure of Makassar City Government in 2017 are the professional and integrate State Civil Servants (i.e., known as ASN in Indonesian acronym). For the official's integrity, ideally an integrity assessment should be conducted in stages, but if a leader conducts an assessment and discovers nonconformity with the Integrity Pact that they have previously fulfilled and signed, then the non-employment status will occur in the sense that it will not be given another position because integrity is an indicator to the position promotions. That is because the determination of this State Civil Apparatus as an official based on the track record, or performances achieved during its served in Makassar City Government. Positions currently occupied by task executors such as Social Department, Education Department, Communication and Informatics Department, and Housing Department, are not necessarily held by Task Executor (i.e., known in Indonesian acronym term as PLT) currently being served. So it is not necessarily that the PLT is patented, and still selected which one is more competent. Therefore, the appointed officials can support the Constitution of Public Information Disclosure (i.e., known as KIP in Indonesian acronym). It aims as a form of transparency and publicize programs that have been possessed by regional work devices in Makassar.

Based on the results of the officials' integrity assessment records, it reveals that the promoted officials' integrity was on average at a value of index 2.0 which means still in the good (medium) category or only 50 percent of officials who have good integrity. The rest of 50 percent still have poor integrity. It shows that half of promoted officers have lack of good integrity in the form of performing their duties and mandate based on the principle of firmness, trust, honest and noble character in carrying out the tasks.

In addition to the four main elements, namely official's competency, job performance, commitment and integrity discussed previously, then it is also presented two additional discussion elements, namely: 1) position rank, and 2) the suitability of the official's field of knowledge.

1) Position Rank

The position rank is one of the indicators that will be achieved in the implementation of position promotion. The position rank should be based on the rules as a criterion in placing the candidate of the elected officials. Its aim is that in the implementation of the position auction can get the official candidates who have the competence, capacity and capability based on expanding structural positions. One of the government regulations governing the appointment of the rank of civil servant in a structural position as amended by Government Regulation No. 13 in 2002 is the Government Regulation No. 100 in 2000. This regulation becomes the legal basis to be implemented so that the officials appointed in structural positions can be objective. For example, the officials' appointment should consider to the track experience records so that the officials can work professionally when they serve the society. The officials who are not appointed objectively and based on the professional manner will difficult to understand the new task being carried out. One of policy objectivity principles to appoint officials is to conduct the merit system and does not to violate, so the appointed civil servants in their position qualify the requirements.

Some officials within the scope of Makassar City Government occupy the position of Echelon II b while the concerned officials were the first time to serve the position and had never occupied the position of Echelon III a and also had never followed the structural training, both training PIM IV and III (Head of Women's Empowerment and Child Protection Agency, recorded until April 2016). Similarly, an official was appointed in the position of Echelon II b, while the concerned rank of class III d, 2 (two) levels below the rank, while the base of Echelon II b is IV b and has never followed the structural training PIM III (Head of Regional Disaster Management Agency, recorded until April 2016). The temporary data in previous research found that approximately 12 appointed officials in the position of Echelon II b, Echelon III a and Echelon III b had not qualified the rank requirement for occupied Echelon positions as well as educational qualification and level, and expertise competence in the field of knowledge in accordance with the relevant positions. This is not only contrary to the Government Regulation No. 100 in 2000 concerning the appointment of civil servant rank in structural positions but also contradictory to the Regional Regulation No. 3 in 2006 concerning on Education, Article 19 Paragraph (1). Therefore, the implementation of the position auction as a policy in the implementation of government needs to be returned to the applicable rules, so the government officials can perform their duties and functions as a good regulatory implementer, i.e., precisely to the right law regulation and proper discipline as authoritative government officials and have high accountability in conducting the government tasks.

2) Official's Field of Knowledge

The suitability of the official's field of knowledge is also one of the indicators in the position promotion of as has been conducted previously in the official's assessments. If it is less or not in accordance with the work field of knowledge, it will be replaced with appropriate officials. The knowledge level of a person to be able to develop a position must be adjusted to the position so she/he is able to conduct her/his works properly. The Merit System is a policy and management of the State Civil Apparatus (ASN) based on the fair qualifications, competence and performance without distinction of political, race, color, religion, origin, gender, marital status, age, or disability condition background (Article 1 number 22 of Constitution Law Number 5 in 2014). In Government of Makassar City, the studying permit is an early action before the municipal officials of Makassar continue their educational level, so that when the studying permission is taken firstly by conducting the interviews and then asked

their purpose to continue their study and the suitability of the field of study that will be taken. It is intended to be linear between positions/jobs with the field of knowledge. For the educational accreditation assessment is minimum accreditation B in accordance with Decree of Minister of Administrative Reform (i.e., known in Indonesian acronym as Menpan). However, for the nursing Department, it is an exception with the consideration that has no minimum accreditation B, so for the field of nursing is devoted.

Technological developments where the assessment of educational accreditation made through the online system are very helpful in knowing the officials' educational accreditation value. When it is conducted the input to the system and it is found that accredited C, except the nursing field, then it will be immediately rejected by the system. In the position promotion in the municipal government of Makassar, the suitability assessment of the official's field of knowledge with the work field remains to be consideration of the mayor, although in the realization there are still some officials served less appropriate with their field of knowledge. Based on the suitability assessment results of the officials' field of knowledge, it indicates that the promoted officials are on average at an index of 2.3, which means it is still in the good (moderate) category or only 57.5 percent of them who have the suitability of the field of knowledge with the positions held. The rest of 42.5 percent are still less appropriate to the field of knowledge. This shows that half of promoted officials have lack of good skills in performing their duties. The logic is often a model that when the position is highest, the knowledge must also be highest. Even with the basic knowledge that can be a character indicator in performing the tasks.

Overall, the promoted officials' quality assessment can be identified based on the following table:

Table 1. The Promoted Officials' Quality

Quality	Indeks (Mean)	Category	Percentage (%)
Competency	2.4	Good	60
Job Performance	2.2	Good	55
Commitment	2.1	Good	52.5
Integrity	2.0	Good	50
Field of Knowledge	2.3	Good	57.7

Source: Primary Data Analysis Results, 2017

3) The Quality Development Model of the Promoted Officials

The quality development model for officials which was developed in the second year is the rational model prototype of the first year position auction policy, which is a conceptualized model of a series of theories based on first year research results. Based on the framework model, it can be stated that an auction policy that aims to be implemented in a transparent, accountable, professional and objective manner, so the things that need to be conducted are: 1) formulation of all policy plans that will be implemented, including methods and prescriptions for policy actions so that they are easily to be implemented. Formulation is the first step of a phase or activity development of a policy that unifies the perceptions of emerging needs in society. In the formulation, it has been formulated that how the activity plan can be implemented; who is the executor and who is that will get the benefits from this activity; 2) implementation refers to the policies implementation that can truly be supported by all administrative officials at all levels. The administrative apparatus must have a strong commitment in implementing the policy in order to truly achieve the policy objectives; and 3) policy evaluation is related to the assessment process, whether the policy objectives have been achieved well or there are still many insufficiencies,

and the weakness from the implementation. The three main elements were implemented in accordance with the Constitution Laws, Ministry Regulations and Government Regulations as the regulation basis so that the policies can be implemented normatively without contrary to the constitution.

The results of a transparent, accountable, professional and objective policy were expected to produce the official's candidates who have competency, job performance, commitment, integrity, based on the position rank and the appropriate field of knowledge. The managerial competence, job competence and field competence can be realized if the official's candidates have organizational capability, physical and psychic maturity and mastery of knowledge from the positions that are given to them. The officials' prototype is not born by itself but it must be by design through quality training and adequate budget support. The investments for human resource development in governance should be prepared in advance, in other words, the quality selection of the officials is not sufficient to be obtained when the position auction or promotion is carried out, since inappropriate assessment or mis-assessment and like-dislike factors easily occur and be apply subjectively to the behaviors of the deciding regional heads, including the difficulty to evaluate the officials' job performance, commitment, and integrity objectively. Therefore, a credible and independent assessment apparatus should also be involved without being easily intervened. There is a need to guarantee a failure to promote an official and open acknowledgment of the wrong assessment that has been conducted. The abstraction of Quality Development Model for the promoted officials can be described as follows:

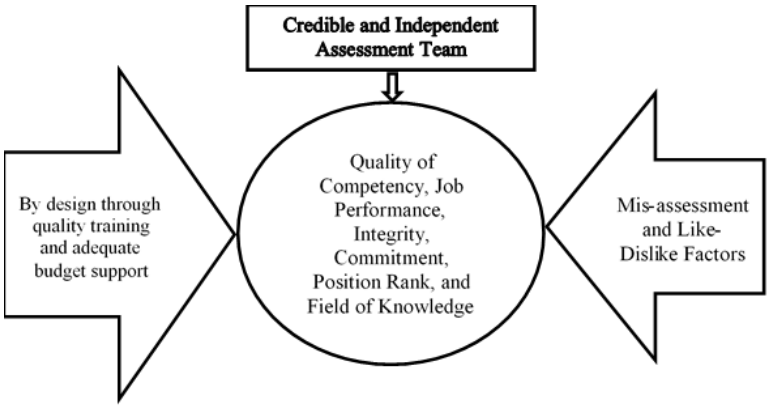


Figure 2. The Quality Development Model of Officials based on Competency, Job performance, Commitment, Integrity, Position Rank, and Field of Knowledge

CONCLUSION AND SUGGESTION

Conclusions

Based on the results and discussion previously, it can be concluded that as follows:

1) The officials' competency assessment shows that the competence of officials who were promoted was on average at the value of index 2.4 which means that it was still in the good (medium) category or only 60 percent of officials who had good competence. The rest of 40 percent still had poor competencies. It shows that almost half of the promoted officials still need to improve their competencies both managerial competence, job competence and field competence.
2) The officials' job performance assessment indicates that the average performance of the promoted officials was at an index average of 2.4, which means that it was still in the good (moderate) category or only 55 percent of officials who had good job performance. The rest of 45 percent still had poor job performance. This shows that almost half of the promoted officials have lack of good job performance.
3) The officials' commitment assessment indicates that commitment of Makassar government officials that were promoted was on average at the index

value of 2.1, which means that it was still in good (moderate) category or only 52.5 percent of officials who have commitment in doing their works well. The rest of 47.5 percent still had a relatively poor commitment. It indicates that the compliance or obedience of officials to the constitution laws and the oath of office that had been expressed still needs to be improved before they are promoted.

4) The officials' integrity assessment shows that the integrity of promoted officials was on average at an index value of 2.0 which means it was still in the good (moderate) category or only 50 percent of officials who had good integrity. The rest of 50 percent still had poor integrity. It shows that half of promoted officers had lack of good integrity in the form of carrying out their duties and mandate based on the principle of firmness, trust, honest and noble character in carrying out the tasks.
5) The temporary data in the previous studies found that approximately 12 appointed official in the position of Echelon II b, Echelon III a and Echelon III b had not yet qualified the Echelon position's rank, the educational qualifications and level, and the expertise educational competency for field of knowledge based on the relevant positions. This was not only contrary to Government Regulation No. 100 in 2000 concerning the appointment of civil servant rank in structural positions but also contradictory to Regional Regulation No. 3 in 2006 concerning to Education, i.e., Article 19 Paragraph (1).
6) The suitability assessment in the field of officials' knowledge shows that the promoted officials were on average at an index value of 2.3, which means it was still in the good (moderate) category or only 57.5 percent of officials who had the suitability of the field of knowledge with the positions that were held by them. The rest of 42.5 percent were still less appropriate to the field of their possessed knowledge. This shows that half of promoted officials lack good skills in performing their duties.
7) The outcomes that had been achieved were the publication of international journals and will follow the national seminar based on the papers to be presented.
8) The next research plan phase in 2018 is related to the performance of apparatus officials in providing services to the community with indicators of community satisfaction towards services ranging from agencies, departments, districts and sub-districts.

Suggestions

(1) It is recommended that the fulfillment or promotion for the official's candidates of local government should be based on the assessment of competency, job performance, commitment, integrity, position rank and suitability of field of knowledge for the relevant positions based on the objective assessment and publicly announced.
(2) The implementation of a conditional assessment or appraisal for a civil service official should be conducted by the Regional Employment Board and assisted by an independent team as a policy which is as long as does not contrary to the existing laws and regulations so it is appropriate to choose a government official who is authoritative and has high accountability in conducting the government tasks.
(3) In order to easily understand the new implemented tasks by the officials, then one of the policy objectivity principles is to appoint officials based on the merit system principle and does not violate the employment regulation so that civil servants who are appointed

to the relevant positions qualify the requirements.

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Evaluation of Village Development: Bias of Indeks Desa Membangun (IDM) and Indeks Pembangunan Desa (IPD)

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ABSTRACT:

This study aims to determine the extent to which the cultural value of siri' na pacce is applied in the service of the public in the office of one stop services of takalar regency. The cultural value of siri' na pace not be separated from the culture of the local community then has implications in the public services of the office of the. This research use approach qualitative with case study method, and critical ethnography inkulturatif, for the purposes of data collection the researchers conduted observation and in-depth interviews. The results of this study show that the values of siri' na pacce denoted, with the mast house, the quadrangle afraid of honest, intelligent, brave and surrender to almighty god, to the four values of the applied in the public service, its application will be more easily observed and understood if it is associated with attitudes and behaviour in the application.

Introduction

The village is a political entity that precedes the existence of the state in providing public services in the village. The role of the village is vital in the Indonesian Government system, especially after the village gets its autonomous right through Law no. 6 years 2014 (Village Law). Prior to the legislation, village roles were often dwarfed, but contemporary public issues made the central government focus on resolving problems to the lowest level of the government system of village governance. This then led to the debate of two main paradigms namely, "Village Build" put the village as the subject of development or "Membangun Desa" which puts the village as the object of development.

Villages in the context of development are the result of the discourse of the system of power that surrounds it. As seen in the National Medium-Term Development Plan/Rencana Pembangunan Jangka Menengah Nasional (RPJMN) 2010-2014, development in the village is done by 24 ministry and state institutions (Irawan, 2014: 12). Thus, village development can work well when coordination between ministries and institutions is well established, and village development discourse takes place through a series of policy processes. The state-chosen development paradigm determines how the formulation, implementation and evaluation of village development will be seen.

Village development is also carried out by the central government through various projects or programs. Most of the programs and projects are the result of foreign loans, such as the Program Nasional Pemberdayaan Masyarakat (PNPM), PNPM Infrastuktur Pedesaaan (IP), PNPM Mandiri Pedesaaan (MP), PNPM Program Infrastruktur Sosial Ekonomi Wilayah (PISEW), programs and projects is undergoing changes in accordance with central government policy (Irawan, 2014: 13). The project is a continuation of the Kecamatan Development Program (PKK) which develops the concept of Community Driven Development (CDD) development, some experts on the village assume that CDD is no longer compatible with the passing of the Village Law. This led to the emergence of a new village development term, Village Driven Development (VDD).

Lostness and poverty in the village, is not really a new story. It is well known that poverty in the village is still very high, even after various development projects are disbursed but still can not have an optimal impact. For example, as shown through the poverty level between the villages and towns below.

Table 1: Distribution of Poor Villages and Cities in Indonesia

Year	Number of Poor People (million)		
	City	Village	City and Village
2011	11,05	18,97	30,02
2012	10,65	18,49	29,13
2013	10,33	17,74	28,07
2014	10,51	17,77	28,28
2015	10,65	17,94	28,59

Source: BPS, 2017 (data processed).

Table 1 shows the comparison between the poor in rural, urban and rural / urban areas. It can be seen that from 2011 to 2015 the poor are mostly still in the village. Even the poor in the village of the last 2 years has increased, namely in 2013 of 17.74 million people rose in 2014 to 17.77 million people, then rose again in 2015 to 17.94 million people.

Table 2 Village and City Inequality in Indonesia In 2010-2015

Area	Year	40% Low Spending	40% Medium Spending	20% High Spending	Gini Index
City	2010	17,57	36,99	45,44	0,38
	2011	16,10	34,79	49,11	0,42
	2012	16,00	34,53	49,48	0,42
	2013	15,40	34,83	49,77	0,43
	2014	15,62	34,89	49,49	0,43
	2015	15,83	34,60	49,57	0,43
Village	2010	20,98	38,78	40,24	0,32
	2011	19,96	37,46	42,58	0,34
	2012	20,60	37,57	41,82	0,33
	2013	21,03	37,96	41,00	0,32
	2014	20,94	38,10	40,65	0,32
	2015	20,42	37,53	40,05	0,33
City and Village	2010	18,05	36,48	45,47	0,38
	2011	16,85	34,73	48,42	0,41
	2012	16,98	34,41	48,61	0,41
	2013	16,87	34,09	49,04	0,41
	2014	17,12	34,60	48,27	0,41
	2015	17,10	34,65	48,25	0,41

Source: 2017 BPS (data processed)

The data in table 2 indicates that the level of inequality of the population residing in the villages and towns is based on expenditures made by villagers and cities. From 2010 to 2015 shows the lowest 40% population expenditure rate indicates that village is still a problem, where villagers still have low expenditure. Although, if seen based on the village gini index is still much better, this is because the inequality of expenditure of the villagers is not much different. But the gini index is very worrying in the city. In general, villages still have to get special attention, because this if continue to be left then it will encourage the flow of urbanization is getting stronger. Given the rapid development of the city, a village with a low level of development will make the villagers choose to move to the city.

The development undertaken in the village during this time, needs to be evaluated in order to determine the subsequent policies related to rural development. This is done to see how the success or failure that has occurred. It is therefore necessary to measure the index to see the success or failure of the village development. Currently the central government through two ministries, namely Ministry of Village, Development of Underdeveloped Regions and Transmigration/Kementeriaan Desa, Pembangunan Daerah Tertinggal dan Transmigrasi (PDTT) and Ministry of National Development Planning/Kementeriaan Perencanaan Pembangunan Nasional (PPN)/Bappenas have measuring instruments in the form of development index in the village.

Bappenas first released the Village Development Index/Indeks Pembangunan Desa (IPD) in July 2015 before the Kementeriaan Desa, PDTT issued a Development Village Index/Indeks Desa Membangun (IDM) on October 31, 2016. IPD from Bappenas produces indexes in 3 categories of villages namely, Autonomous Village/Desa Mandiri, Developing Village/Desa Berkembang and Disadvantaged Village/Desa Tertinggal . IPD is measured using village specific principles, based on 2 main data from the results of data collection of Village Potency/Potensi Desa (Podes) conducted by BPS year and second data of Government Administration according to the Minister of Trade Decree of the Republic of Indonesia No. 39 year 2015. The objectives of the compilation of IPD are as follows: First, a instrument that provides information for village development actors at the central, regional and village levels in order to make appropriate policy interventions as an effort to leverage the development of the village; Second, a tool to monitor and evaluate village development performance in order to achieve the target RPJMN 2015-2019. The IPD compiled by Bappenas identifies five development dimensions: basic services, infrastructure conditions, transportation, public services, and

governance. The next five dimensions are translated into 42 indicators that are expected to be able to measure the fulfillment of village services according to minimum service standards in the village.

Meanwhile, the Ministry of Village PDTT with IDM tries to emphasize the importance of strengthening village autonomy and community empowerment with policy objectives, namely achievement of village and rural development targets as set forth in the RPJMN 2015-2019. IDM assigns the classification of villages to 5, namely Autonomus Village/Desa Mandiri, Advanced Village/Maju Village, Developing Village/Desa Berkembang, Disadvantaged Village/Desa Tertinggal and Very Disadvantaged Village/Desa Sangat Tertinggal. It is expected that through the formulation of the classification the development or intervention of government policy can be adjusted to the condition and status of the village. IDM has 3 main dimensions in looking at the dynamics of development in the village, namely the social dimension, the ecological dimension and the economic dimension. Furthermore, these three dimensions are translated into 22 main indicators in measuring village development. Not only infrastructure-based development, IDM also sees social capital content translated into social dimension indicators, such as aspects of tolerance and mutual cooperation.

The attractiveness of the authorities in governing the village and the incoherence of the two state ministries in providing an interesting village index benchmark for more in depth. The authority in governing the village is inseparable from the interests of political actors and institutions to win claims against the village. This indicates that the country's hegemony over the village has changed since the village law, but in the context of village power never escaped the hegemony. Village index that serves to show the achievement of the government in 2019 as included in the RPJMN 2015-2019, namely to reduce left behind villages by 5000 villages and increase the village self-reliant up to 2,000 villages. Claims to run the RPJMN's mandate are written in writing in IDM and IPD issued by Bappenas and Kemendesa PDTT. The struggle for the authority of village management and IDM and IPD division is interesting to analyze by using critical policy analysis to look deeper into how discourse processes occur and what underlies the motivation behind the struggle over the village index.

Based on the background of the above problem then, this research takes the title of the study, " **Evaluation Of Village Development: Bias Of Indeks Desa Membangun (IDM) And Indeks Pembangunan Desa (IPD)**."

Literature Riview

Village and Village Government

The emergence of an autonomous village administration is a manifestation of the decentralization system adopted in Indonesia (Eko, 2011: 257). Given that the debate over the recognition of the rights of village origins previously castrated by the New Order government through the uniformity of village institutions, bureaucracy and uniformity at village level throughout Indonesia using Law no. 5 years 1979 (Santoso, Ed, 2006: 3). Then after the reform of the implementation of Law no. 22 of 1999 on Regional Government began to warm up, then the debate on village autonomy strengthened when the recognition of broader autonomy emerged through the revision of Law no. 32 of 2004, the most recent is Law no. 23 years 2014. The village then has the legality of the right of village origin through Law no. 6 year 2014 on Village (UU Desa). It is therefore important to trace the spirit of decentralization within the Unitary State of the Republic of Indonesia.

Decentralization is a manifestation of the central government's desire to optimize services to the community in

accordance with the needs of the people in the regions (districts and villages). The notion of decentralization is so diverse, one of which is according to Maddick (in Kuncoro, 2004: 3-4) that distinguishes decentralization into two kinds: deconcentration and devolution. Devolution is understood to be the transfer of power to perform certain functions to local governments or governments under it, whereas deconcentration is the delegation of authority over certain functions to central government staff living outside the head office or in the region. The merger of the definition given by Maddick above is also conveyed by Imawan (2011: 329) decentralization is "the principle of dividing the territory of one country into smaller territories, and in those territories established political and administrative institutions to serve the needs of people or society somewhere."

The reasons for the decentralization system as described by Liang Gie (in Kaho, 2012: 11) are as follows.

1. Viewed from a political point of view as a power tool, decentralization is intended to prevent the accumulation of power in one puhak which in turn can trigger tyranny.
2. In the political sphere, the implementation of decentralization is regarded as a democratizing act, to attract people to participate in government and train themselves in the exercise of democratic rights.
3. From the organizational technical standpoint of governance, the reason the local government (decentralization) is held is simply to achieve efficient governance goals. What is deemed to be more important to be administered by the local Government shall be submitted to the Regions.
4. From a cultural point of view the decentralization system needs to be held so that attention can be fully devoted to the particularity of a region, which has its own uniqueness.

Rooted in the spirit of decentralization in Law no. 22 of 1999, Law no. 32 of 2004 that the emphasis of decentralization is understood not only districts / cities but also at the lowest root of the Government of the Republic of Indonesia, namely the Village. Although in 1974 there was once a law on village administration. As time passes it seems important to make the village self-reliant and strong is a need that needs attention. Therefore, the central government in the end rolling Law no. 6 year 2014 on Village (Village Law) is expected to explore the potential of villages in Indonesia to become more sovereign politically, economically and culturally dignified.

As explained in the Naskah Akademik (NA) underlying the Village Law explains that the philosophical and conceptual autonomy of the village which is a manifestation of decentralization in Indonesia is a necessity. There are at least three fundamental reasons that support the statement, firstly that long before the existence of the State of Indonesia, the Village had already existed, therefore the Village should be the oldest part of the embryo of the Republic of Indonesia. Secondly, the fact that the law building located in the Village is the basis for the existence of a state system of the Republic of Indonesia. Therefore, the legal arrangement of the village in the form of law or the like is an important part in determining the reversal of the Village and which will then affect the country itself. Third, the establishment of the Village Law is a necessity to support the upcoming village improvements. This understanding shows the importance of the role and scope of villages in realizing independence, local democracy and the welfare of the people.

Therefore, village autonomy is a necessity and an obligation for the state to give it.

As mentioned in the NA UU Desa which ultimately makes the origin of the foundation to be the main basis of opening the village government format that previously default village to optional village. The default format in optional village is then manifested into 3, namely the first local state government, the second local self government, the third self governing community. The first option that is local state government refers to the form of Village Government in the form of Kelurahan, the easiest characteristic is the Village Head / Lurah done by the appointment of the government institution above him who has the authority. The second option of local self-government refers to a form of village that has autonomy in regulating development and policies at the village level according to its authority, a characteristic that is easily recognizable is that the Village Head is still elected or the opposite of Kelurahan. The third option is the self governing community that refers to the Adat Village, with the return of the right of recognition to make the customary villages, such as those in Bali, Mingkabau, Aceh, etc. have authority in governing the village in accordance with the right of village origin within the framework of the Unitary Republic State Indonesia.

Referring to the Village Law defines the Village as a community entity that has a clear legal boundary that handles government affairs in accordance with the right of origin or traditional rights guided by the system of the Unitary State of the Republic of Indonesia. Through this definition, it can be understood that the definition of Village Government is a form of administration of government affairs and the interests of the village community in accordance with the authority it possesses.

Looking at the context of the recently passed Village Act of 2014, the authority of the village covers several matters set forth in article 18 covering the authority in the field of village governance, the implementation of village development, village community development, and the empowerment of village communities based on community initiatives, and village customs.

The authority of the village under article 19 which is a continuation of article 18 above is as follows:

a) Authority based on the right of origin;
b) Local authority at village level;
c) Authority assigned by the Government, Provincial Government, or Regency / City Government;
d) Other authorities assigned by the Government, Provincial Government, or Regency / City Government in accordance with the provisions of laws and regulations.

Carrying out the authority of the village as well as the village government there must be a principle that governs that the government can run well. The principle as described in article 24 is as follows:

a) Legal certainty;
b) Orderly governance;
c) Order the public interest;
d) Openness;
e) Proportionality;
f) Professionalism;
g) Accountability;
h) Effectiveness and efficiency;
i) Local wisdom;
j) Diversity; and
k) Participatory.

According to Eko et al. (2014: 39) there are two types of conceptual forms of supra-village government development intervention on the village, the first being the concept of development intervention that is more 'village build' and the second is the more 'village-building' concept. By distinguishing these two types of development concepts will provide an understanding to distinguish conceptually in the field, which way is the supra-village government in developing the village development, as follows.

Table 3 Concepts of "Development the Village" and "Village Development"

Item/Issue	Development the Village (Rural Development)	Village Development (Village Development)
Entrance	Rural areas	Village
Approach	Functional	Locus
Level	Rural development	Local development
Issues and related concepts	*Rural-urban lingkage*, market, lapangan pekerjaan, infratruktur, kawasan, sektoral, dll.	Kemandirian, kearifan lokal, modal sosial, demokrasi, partisipasi, kewenangan, alokasi dana, gerakan lokal, pemberdayaan, dll.
Level, scale and coverage	Spatial and economic areas that cross the village.	Within the scope and scale of the village jurisdiction.
Institutional schemes	Local governments undertake planning and implementation supported by special funding allocations. The center conducts facilitation, supervision and acceleration.	The regulation establishes village-level authority. Institutionalize village planning, allocation of funds and local control.
Authority holder	Local government	Village (village government and villagers).
Goal	Reduce backwardness, backwardness, poverty, and build prosperity.	1. Making villages as a basis for sustainable livelihood and community life. 2. Make the village as the front end of the community, as well as an independent village.
The role of local government	Plan, finance and implementation.	Facilitation, supervision and capacity building of the village.
Village role	Participate in planning and decision making.	As the main actors (subjects) plan, finance and implement.
Results	• Better cross-village infrastructure. • The growth of small towns as centers of growth and the	• Village government becomes the front end of public service for citizens.

Source: Eko *et al.* (2014: 39).

By looking at the fundamental differences between the concept of building village and village building then it will continue to look at the importance of evaluation of various policies and development projects. Moreover, after the Village Law is implemented for approximately two years it is very important to see the success and learning through evaluation.

Policy Evaluation

According to Nugroho (2006: 183) policy evaluation is a policy oversight mechanism, by assessing the effectiveness and extent to which the policy objectives have been achieved that are accounted for by their constituents. Constituents here interpreted as public or public in general. Evaluation of policies that have been interpreted only in the form of evaluation in the realm of implementation alone is a mistake, Nugroho (2006: 184) explains that policy evaluation is not only in the realm of implementation evaluation only, but policy evaluation can be done in other spheres, evaluation of the policy environment. Furthermore, Dunn (2004: 608) explains that the term evaluation is often paired with appraisal, rating and assessment, furthermore evaluation is therefore a production of information about the value or benefits of the outcome of the policy. According to Wahab (2011: 176) Evaluation as a practice has socio-political complexity, which often deals not only with technical assessment issues, such as what is wanted and should be achieved with what has been achieved or actually achieved.

Public policy evaluations have diverse meanings and definitions by experts and public policy experts. We will firstly explain the basic definition and general definition of policy evaluation. It will then be shown two main camps that look at public policy evaluations, the first of which is a more rationalistic approach and the second is a more constructive approach. These two main proponents of public policy evalauas have different paradigm grounds, so it is important to examine them more deeply through academic literature. Finally aka presented what is called by Huitema *et al.* (2011: 184) as synthesis of the two main approaches above, namely 'a teheoritical middle gorund', a theoretical framework of evaluation developed by Fischer in 1995 through his book Evaluating Public Policy. Furthermore, this approach as proposed by Fischer (2016: 3) is a multi-methodology scheme, through which it is possible to organize a more delibertive (contextual, societal and value critique).

Fundamentally we need to understand the difference between monitoring and evaluation. Following the explanation of the Organization for Economic Cooperation and Development (OECD) (in Görgens and Kusek, 2009: 2) that monitoring and evaluation are like two sides to a different but inseparable piece of currency. Monitoring is described as a

continuous function that uses systematic data collection on specific indicators, to inform management and key stakeholders of ongoing development interventions with indicative levels of progress and achievement of objectives and progress in the use of allocated funds. Evaluation is described as a systematic and objective assessment of ongoing or completed projects, programs, or policies, including design, implementation, and results.

There are several approaches in policy evaluation, two of which are rationalistic approaches and constructivist approaches. According to Huitema et al. (2011: 183) the rationalistic approach sees policy as something that intends to achieve a predetermined standard of purpose. Comparing whether, objectives, standards or concepts in policy with what is in fact or has actually occurred empirically in the field, this is the main focus of the rationalistic approach. In a rationalist approach known to the main actors in the typical evaluation of the country. Furthermore, Owens *et al.* (2004: 1945) equate this rationalistic perspective as a traditional model of policy analysis, paired with analytical procedure or technical-rational. This traditional model is assumed to be a process in scientific advice, which has a positivist epistemology base, by performing a "separation of power" which is deemed to be neutral in the policy process.

Policy evaluation in a constructivist perspective emerges as a response to a rationalistic approach. Huitema *et al.* (20111: 183) sees that in today's contemporary world, policy evaluations are expected to become more autonomous. Therefore, it is denied that the main actor is trying to be a single player in the policy evaluation. In this perspective, policy evaluation is required to be more interactive among actors, here the role of policy avaluator exists as a facilitator rather than merely being a single agent evaluator. The constructivist approach is more often associated with the learning process in policy or policy learning, thus in the constructivist view of policy evaluation aimed at learning through discourse on the assessment and policy objectives that are not singular.

Huebner and Betts (1999: 342) used an evaluation approach from Guba and Lincoln to see the development of evaluation in children. Guba and Linclon's twisting through their book Fourth Evaluation Generation provides a progressive picture toward the constructivist direction. further, the approach developed by Guba and Lincoln seeks to show the political bias of the generation of evaluation before them, the inability to acknowledge pluralism in the evaluation and reach consensus on the realities and differences that exist between the evaluator actors.

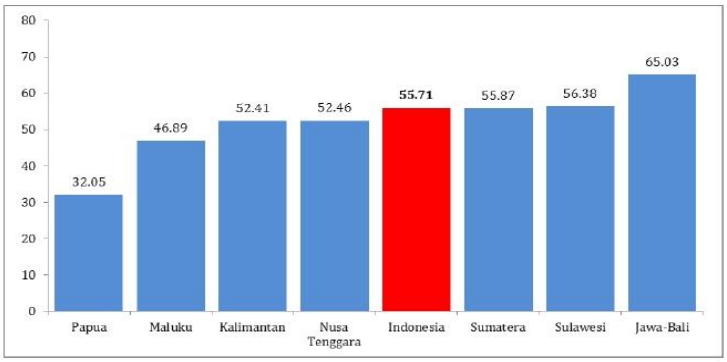
Discussion

In the discussion section will be presented various secondary data to indicate the existence of bias in IPD and IDM. And how on some indicators determined by IPD and IDM have an inappropriate category. In initiating the discussion will be submitted in advance national circumstances calculation of village index based on IPD and IDM, then will be followed by the example case in Sidoarjo regency. This is done to show that the bias of both indices in turn also yields different outcomes whereas the initial data used to construct the two indices is the same, ie the Potensi Desa (Podes) conducted by the Badan Pusat Statistik (BPS). More ideally, further empirical research should be undertaken to memeperdalam bias contained in IPD and IDM, in order to obtain a more comprehensive and deep understanding of the village index.

Here is the IPD throughout Indonesia issued by Bappenas in 2014. In the bars are the average IPD throughout

Indonesia, and the blue is the average IPD based on major islands in Indonesia.

Figure 1 Village Development Index/Indeks Pembangunan Desa (IPD) In 2014



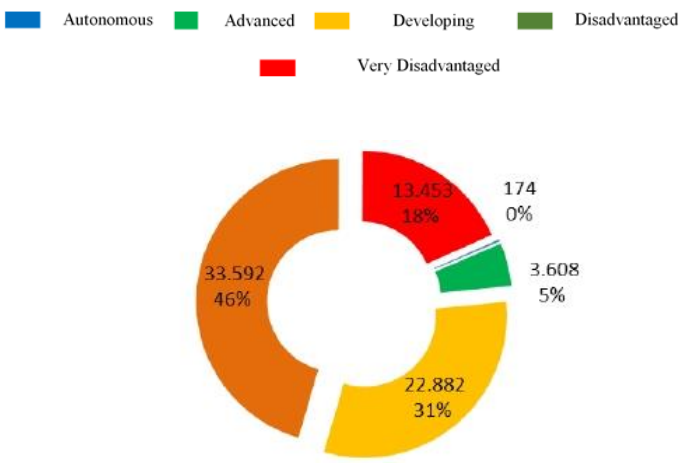
Source: Bappenas and BPS, 2015

The picture above shows the condition of the village based on the major islands in Indonesia accompanied by the average condition of villages in Indonesia. The villages in Java-Bali are the villages with the highest average with the index of 65.03 while the village with the lowest average condition is in Papua with index value 32,05. The areas in eastern Indonesia are mostly below the national average, such as Maluku with index value of 46.89 and Nusa Tenggara with index value of 52.46. Only Sulawesi has an index value above the national average of 56.38. While the average condition of villages across Indonesia is 55.71, so based on this data the condition of villages across Indonesia is different from each other.

Meanwhile, Kementerian Desa PDTT with IDM tries to emphasize the importance of strengthening village autonomy and community empowerment with policy objectives, namely achievement of village and rural development targets as set forth in the RPJMN 2015-2019. IDM assigns the classification of villages to 5, namely Autonomous Village, Advanced Village, Developing Village, Disadvantaged Villages and Very Disadvantaged Villages. It is expected that through the formulation of the classification the development or intervention of government policy can be adjusted to the condition and status of the village. IDM has 3 main dimensions in looking at the dynamics of development in the village, namely the social dimension, the ecological dimension and the economic dimension. Furthermore, these three dimensions are spelled out to be 22 main indicators for measuring village development. The level of village development is not only determined by infrastructure-based development, but IDM also sees the social capital content translated into indicators of social dimension, such as tolerance and mutual-cooperation aspects. Village conditions in Indonesia based on IDM will be presented in figure 2.

Figure 2 shows the total number of villages based on Potensi Desa data by BPS 2014 of 73,709 villages, out of a total of 82,190 villages/UPT. Meanwhile, if viewed through Permendagri No. 56 of 2015 on the Code and Data of the Regional Administration of Government that the number of villages that already have the code of village administration is 74,754 villages. Based on the IDM, the number and proportion of villages with independent status, developed, developed, left behind and is very lagging as shown in Figure 2 below. There are 174 independent villages, 3,608 advanced villages, 22,882 developing villages, 33,592 left behind villages and 13,503 villages. In line with IPD, village conditions based on IDM also show different conditions between villages. Therefore, the categorization with the largest number of lagging villages that almost touches 50%, which amounted to 33,592 villages. This condition shows that most of the villages in Indonesia are still in a state of consciousness, inappropriate policy interventions will make the condition worse. This increasingly shows that policies related to village development and fostering should be in accordance with village conditions, if they want better and maximum results.

Figure 2 Classification and Number of Villages Based on Development Village Index/Indeks Desa Membangun (IDM) In 2014



Source: Village Ministry, PDTT, 2015.

Differences in social conditions, geographical, economic potential, and independence levels demonstrated through IPD and IDM are important for the attention of the central government in selecting and implementing policies. The selection of policies through a range of policy alternatives can not reject the different and diverse real conditions of the village as well as the empirical data and explanations that have been submitted. The neglect of differences in the real conditions in the village, by choosing policies that uniform the village in may endanger or moot the situation in the village. This is important given that central government policies have long regarded villages in the same conditions so that policy interventions are often uniformed or equalized. For example, village-level advisory policy.

Thr two different indices of the two ministries of the country can not be separated from the problem, ie the development bias that appears from the indicators used. IPD if observed more deeply it would appear that the strong characteristic of developmentalism seen from the indicators used is still 'government driven development', so it still has not been able to show the village autonomy more deeply. Especially if it is used to see democratization and deliberation process in development process that exist in village.

As an example we can see the variables that still rely on the role of supra village government in indicators in IPD, namely basic services in the form of education and health. Although this indicator is important in the implementation of this indicator is very dependent on the government supar village in menggengarakannya. Basic services in the form of access to educational facilities such as elementary, junior and senior high schools, as well as access to health facilities such as health centers, maternity homes, hospitals, polindes, poskedes, Then on the dimension of infrastructure conditions again the role of government supara village still looks dominant, for example on aspects such as availability of electricity. Variables in the form of availability of restaurants, restaurants, hotels, etc. that do not show the characteristics of the village are included as well.

The aspect of village autonomous in IPD is only measured by the ability of the village government in performing administrative tasks of the government alone. Although this is important, but if independence is only seen solely on this aspect would certainly dwarf the village administration itself. We can further see this through the dimensions of public service and governance as contained in IPD which are then derived in the calculated variables. From this it can be drawn a conclusion that the IPD is still not able to show as autonomous village government and village community in slowing down development, let alone talking about democratization and deliberation process of dala, development which become the ideology of Village Law.

While IDM is initiated by the village ministry, PDTT has a better breakthrough because it incorporates aspects of social capital, but it can not be free from the problems of development bias. New IDM limited to measuring social capital in a visible or visible level, of

course, is still very weak, and some can be said to be inappropriate. For example, three of the four indicators used to measure social solidarity are highly biased in infrastructure and impressed inappropriately, that is first the existence of open public spaces for unpaid citizens, secondly the availability of sports facilities / sports fields, the three are sports groups only indicator the habit of gotong royong in the village that is still acceptable. In addition, there is also an indicator error in indicating the level of tolerance. The variables of tolerance were measured by indicators, ie the first villagers consisted of several tribes / ethnicities, the two villagers communicated daily using different languages, the three religions adopted by most of the villagers which more accurately depicted the diversity of the villagers. This can be seen to be concluded that with the level of ethnic diversity, everyday language and religion it is automatically high tolerance level. Though it only shows passive tolerance and does not show active tolerance among villagers, what if there is no interaction between villagers although in a village there are various tribes, languages and religions.

Furthermore, IPD and IDM have not been able to demonstrate the villagers' initiative of their own development, resulting in strong empowerment and autonomy. Then both IPD and IDM have weaknesses in view of social, economic and political capital which is the reference for village empowerment and autonomy. Villages have a variety of uniqueness that sometimes can not be seen only through numbers in indexing. If the index then becomes the reference of a single development formula that is expected to solve the problems in the entire village of Indonesia which amounted to 17,093 in 2015, then if not used properly and wisely will be able to thwart the main purpose of the Village Law.

To reinforce the importance of better evaluation in the village there are some previous studies that review it. While not all of the research speaks within the village locus, learning to overcome biases in the evaluation will be helpful for the improvement of future development-related evaluation systems.

Research conducted by Mansuri and Rao (2004: 1) shows that the conceptual concept of rural development by relying on Community Driven Development (CDD) or often referred to as Community Based Development (CBD). This concept inspires much of rural and village development through World Bank and other international agencies. One recommendation of the results of the study shows that the CBD/CDD concept is best when implemented in a specific context, with long periods of time and a carefully designed and well-designed evaluation and monitoring system. This is done primarily on carefully designed and well-designed evaluation emphases, so that unbiased evaluations do not occur.

In the context of new development in the countryside reading works of Asley and Maxwell (2001: 345) are very important. Although this scientific manuscript was written long enough, but seeing this work will help us see the recommendations of 10 specific policies for the future of rural development. Rural development has become the center of attention given the challenges of poverty, participation and good governance.

Research on drug policy issues conducted by Gerevich (2005) can show a bias in policy interventions. This research demonstrates how the policy issued contains bias in four contexts, firstly paternalistic bias, both elitist biases, the three rationalist biases and the four activist biases. These four policy biases make policy interventions highly regressive and lead to the escalation of new drug problems (Gerevich, 2005: 451).

Previous research is concerned with addressing the evaluation bias of conflicting policy interests. By emphasizing the importance of independent institutions in evaluating and auditing the

financial sector on specific programs discussed in the article indicates that licensed professional institutions can help address potential conflicts of interest that may occur in policy and program evaluation processes (Sharek, Schoen and Loewenstein, 2012: 368).

Bias Outcome of IPD and IDM Village Cases in Sidoarjo District

In this section will be presented data in the form of indexes from IPD and IDM that produce the end result of different index. This is part of the fundamental differences in the form of variables and indicators on each index. This becomes a separate issue besides the biases of both indices, as explained in the beginning of the discussion.

There are 39 villages left behind in East Java Province based on IDM issued by the PDTT Kemendesa. There is an interesting fact, if we look at the 10 villages with the bottom of the 39 villages because there are 3 villages in Sidoarjo regency which fall into the category of the villages are very lagging in East Java Province, as can be seen in the table below. Table 5 describes the villages left behind in serial number 8, 9 and 10 respectively contributed by Sidoarjo District. Those villages are Penatarsewu Village with index value 0,4710, Plumbon Village with index value 0,4723 and Besuki village with index value 0,4728. For the other districts / cities there are 1 and 2 villages are left behind, such as Sumenep regency with 2 villages are very lagging, Lamogan 1 village, Malang regency 1 village, Mojokerto regency 1 village, Jember district 1 village, Ngawi district 1 village.

Table 5 The Ten Very Disadvantaged Villages Based on IDM in East Java Province

No.	District	Sub-District	Village	IDM
1	Lamongan	Sambeng	Sekidang	0,4571
2	Malang	Jabung	Taji	0,4616
3	Mojokerto	Pungging	Bangun	0,4630
4	Jember	Tempurejo	Pondokrejo	0,4635
5	Sumenep	Kangayan	Cangkraman	0,4662
6	Sumenep	Nonggunong	Somber	0,4698
7	Ngawi	Bringin	Suruh	0,4708
8	Sidoarjo	Tanggulangin	Penatarsewu	0,4710
9	Sidoarjo	Porong	Plumbon	0,4723
10	Sidoarjo	Jabon	Besuki	0,4728

Source: Ministry of Village PDTT, 2015 (data processed).

Different results are shown by the measurement of IPD in the villages of Sidoarjo regency. Will be presented 5 villages with the lowest value in Sidoarjo regency. It is important to see that measuring the rate of village development using categorization based on both IPD and IDM has resulted in not only different index values but also resulting in different final categorizations between villages.

Table 6 Five Villages With Lowest IPD Value in Sidoarjo

No.	Sub-District	Village	IPD
1	Tanggulangin	Kedungbendo	46,98
2	Jabon	Pejarakan	50,39
3	Jabon	Besuki	50,64
4	Candi	Kendalpecabean	54,56
5	Tanggulangin	Banjarpanji	57,38

Source: Bappenas dan BPS, 2015 (data processed).

Based on the above table, the village with the lowest IPD final value in Sidoarjo is Kedungbendo Village, Tanggulangin Sub-district with a score of 46.98. Meanwhile, if referring to the table 1.5 villages with the lowest IDM is Penatarsewu Village Tanggulangin District. Following the formulation of IPD measurement, the village is left behind in Sidoarjo regency only one village is Kedungbendo Village, because the village is left behind is if the village has index value less than or equal to 50. While the village in the order of 2 to 5 ditabel 6 already exceeds 50, although the value is also very thin above 50. Besuki Village Jabon Subdistrict recorded in the IPD and

IDM with the bottom 3 sequence with a value of 50.64 (IPD) and 0.4728 (IDM).

Based on the case of IPD and IDM in Sidoarjo Regency resulted in the end result of different index. Apparently the most disadvantaged village when viewed by IDM is the village is Penatarsewu Village Tanggulangin Sub-district, Sidoarjo District. Meanwhile, if viewed based on IPD, the most disadvantaged village is Kedungbendo Village, Tanggulangin Sub-district, Sidoarjo Regency. Even interesting is the village of Penatarsewu which is a very lagging village in Sidoarjo regency based on IDM not included in the big 5 left behind village based on the IPD version. This is evidence of the inconsistency of the resulting variable. Of course it will affect the form of policy that will be done on those villages.

Conclusion and Recommendation

The enactment of the Village Law makes various government agencies scrambling about to take care of the village. Because it is related to the budget and the power that follows. The village government has experienced various ups and downs related to its authority and autonomy. Different programs, projects and policies hit the village. Therefore, various projects, programs and policies are still not able to optimally overcome the problems that exist in the village.

Evaluation is needed to see how far the programs, projects and policies have had a good impact on village development. In response to this central government through the two state institutions Bappenas and Kemendesa, PDTT issued IPD and IDM to provide a reference for the policies to be implemented. However, IPD and IDM have an evaluation bias that must be fixed soon. As indicated in this paper, this evaluation bias results in a mismatch between what is actually a need and what actually exists in indicators and variables in IPD and IDM.

Recommendation

In accordance with the results of the discussion in this study there is a bias of valuation in IPD and IDM. Therefore it is necessary to improve and reorganize some of the indicators or variables that result in evaluation bias. Improper evaluation bias exists in IDM, for example is in the context of social capital and tolerance and others. Then in the context of IPD is still seen developmentalist aspects that are more dominant in the indicators and variables that according to the authors are no longer quite appropriate to see the existing autonomy in the village.

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Good Corporate Governance Perspective in the Provision of Drinking Water in Surabaya

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ABSTRACT:

The provision of drinking water is a necessity of all mankind. Drinking water in the settlements should be well available in the sense that quality meets the standard, the amount is sufficient, the way it is easy and affordable. In the management of drinking water supply, the authors are interested in conducting research on Good Corporate Governance in PDAM Kota Surabaya to know the state of the company considering there are still many consumer complaints related to the service. This study will analyze how far the performance of PDAM Kota Surabaya in facing the strategic issues that are developing in the provision of drinking water. This study will also discuss the history of drinking water supply in Surabaya and explain whether drinking water from PDAM management can actually be drunk.

Introduction

Drinking water is a staple of every human being in the world. Drinking water needs to be a problem in many countries, especially with high population levels. This problem arises because the demand for drinking water is higher than that of the country's inventory. Demand for drinking water continues to increase as the country's population grows, resulting in a decrease in the flow of raw water sources, such as springs, rivers, lakes and groundwater as a result of environmental degradation. (Wenten, 2005). [12]

According to Law No. 7 of 2004 on Water Resources (SDA) in Article 5 it is explained that the state guarantees everyone the right to get water for basic daily minimum needs in order to fulfill their healthy, clean, and productive life. In the article it is clear that the state must provide the minimum water requirement for the community for its daily life. However, Law no. The Constitutional Court declared that water resources as part of human rights, water resources are also needed by humans to meet other needs , such as for irrigation of agriculture, power generation, and for industrial purposes, which have an important contribution to the advancement of human life and become an important factor for humans to live a decent life.[2] The Constitutional Court also considers that the state's control over water is said to exist when the state, which by the 1945 Constitution is mandated to make a policy (beleid), is still in control in carrying out the bestuursdaad, regelendaad, management (beheersdaad), and control measures (toezichthoudensdaad).[3] Cancellation of Law Number 7 of 2004 means returning to Law Number 11 Year 1974, but it is necessary it is known that the Act was made 43 years ago, so there are factors of the present that should be considered.

Until now, the provision of clean water in the city of Surabaya has not been fully met, there are several complex problems that have occurred and can not be solved completely. As with leaky faucets or unnecessary water usage, this requires the participation of the community to launch the Surabaya government program that proclaims 100% of service coverage by 2019. This year the Perusahaan Daerah Air Minum almost reached the target, with details as follows:

Table 1:Data Number of Customers of Surabaya

No.	Customer Type	YEAR 2012	2013	2014	2015	2016
1	Housing	114.714	466.529	483.875	493.042	502.124
2	Government	1.396	1.213	1.247	1.265	1.239
3	Trading	32.561	33.899	35.423	36.411	38.089
4	Industry	403	398	411	403	404
5	Social General	3.482	3.573	3.676	3.741	3.794
6	Special Social	1.608	1.940	2.051	2.116	2.163
7	Port	5	5	5	5	6
Total		485.169	507.557	526.688	536.983	547.819
8	Total Population	2.750.357	2.772.450	2.790.414	3.283.975	3.274.687
9	underserved population	2.389.498	2.495.737	2.585.137	3.042.931	3.127.782
10	Service coverage	86.88%	90.02%	92.64%	92.66%	95.51%

Source: PDAM Kota Surabaya

Data Table 1 shows that the number of subscribers from 2013 in the sector of government subscribers has decreased, and in the industrial customer sector in 2013 also decreased. In addition to these two sectors, the overall number of customers in Surabaya City has increased from 2012-2016. However, there is an interesting point when looking at the coverage of services that have never reached 100% when in the present time, the city of Surabaya almost has everything, whatever is needed in the city of Surabaya, including technology, facilities, infrastructure, human resources, or raw materials.

[12] I.G Wenten (Membrane Technology in Water Treatment and Industrial Waste) Indonesian Engineers Union Conference, ITB 2005.

[2]The Constitutional Court Decision Number 85 / PUU-XII / 2013 was read by the Chief Justice of the Constitutional Court Arief Hidayat on Wednesday (18/02/2015) in the Plenary Court Room of the Constitutional Court.

[3] Interpretation of the concept of "State Control" of Article 33 of the 1945 Constitution according to the decision of the Constitutional Court.

The increasing number of customers of Surabaya City is inseparable from the willingness of the Regional Water Company (PDAM) Surya Sembada Surabaya in implementing the program provided by the General Directorate of Cipta Karya, Strategic Plan of Directorate General Cipta Karya Year 2015-2019. The program is issued based on Presidential Regulation No. 2 of 2015 on the National Medium-Term Development Plan of 2015-2019 mandates several matters related to the development of infrastructure of the Ministry of Cipta Karya, among others: the achievement of urban slum settlement to 0%, the achievement of 100% water services drinking for the entire population of Indonesia, as well as increasing citizens' access to proper sanitation (domestic waste water, garbage and environmental drainage) to 100% at the level of basic needs. The development of infrastructure of Cipta Karya Field uses 3 approaches, namely building system, facilitation of Local Government, and community empowerment. Through these 3 approaches, it is expected that the 100-0-100 National Movement target can be achieved.

The drinking water supply program is a partnership in efforts to manage water resources by involving communities, governments, and the World Bank. World Bank has donor agencies WSP-EAP to support the provision of access to affordable, safe and sustainable sanitation services for the poor in Eastern and Pacific Asia. The WSP-EAP initiative focuses on policy reform, advocacy, institutional effectiveness, capacity building, and knowledge management. With the principle of co-management, it is expected that the people of Surabaya participate in the use of water and can use it well.

In the implementation of drinking water supply program, Surya Sembada Regional Water Company of Surabaya City is assisted by Perusahaan Daerah Air Bersih (PDAB) to fulfill the needs of clean water supply in Surabaya. From the quota of Umbulan Water Source distribution of 1,000 liters per second from the central government through Perusahaan Daerah Air Bersih (PDAB) of East Java Province for Surabaya which is planned to be targeted in 2019, Surya Sembada Regional Water Company (PDAM) will prioritize water needs in West Surabaya and North Surabaya. Priority selection for West Surabaya and North Surabaya is due to follow the pipeline planned to be built in 2017 to Gresik Regency and also because the closest of the pipeline construction that leads to Gresik. And tapping (penyudetan) pipes conducted in Alas Malang.[4]

Operation Director of PDAM Surya Sembada Surabaya said:

> *"For the clean water needs of the central area, the south and east of our city still rely on clean water processing of two IPAM (Installation of Water Treatment) in Karangpilang III and Ngagel. The water debit from these two IPAMs is 10,000 liters per second. While this is utilized by PDAM Surya Sembada Surabaya is still 110 liters per second only".*[5]

As is known, Umbulan Water Source that is able to discharge about 5,000 liters per second, planned to be distributed to five districts / cities ie Surabaya get 1,000 liters per second, Pasuruan regency 410 liters per second, Pasuruan City 110 liters per second, Sidoarjo 1,200 liters per second, gresik 1,000 liters per second. Mega ready-to-drink drinking water project is estimated to swallow an investment budget of Rp 4.51 trillion, the plan will be enjoyed about 1.3 million people in five areas.

[4] It is said by the Director of Operations, Tatur Djauhari on socialization activities of Umbulan Water Utilization in Winongan Village Kab. Pasuruan, Tuesday 30/08/2016.

[5] *Ibid.*

Strategic Issues and Water Supply Issues

The strategic issues and problems faced by PDAM Kota Surabaya in the provision of drinking water is not easy to solve, there are still many problems that must be addressed in order to improve the service to the community. In accordance with the target in 2019 that is 100% coverage of services for drinking water community of Surabaya. Dissatisfaction of customers to the services of PDAM Kota Surabaya is based on a number of reasons that can explain the still weak performance of PDAM Surabaya. In its service, PDAM Surabaya City has not been able to satisfy customers in terms of quality, quantity, and continuity. Customer satisfaction is the extent to which the performance provided by a product commensurate with buyer expectations. If the product performance is less than expected, the buyer is not satisfied. Whereas if the performance of the product exceeds expectations then the buyer or customer will be very satisfied. (Kotler, 2001: 298) . [6]

First, limited natural resources with ever-increasing demand. Along with the increasing urbanization and population growth in the city, causing the availability of limited natural resources becomes a problem in the provision of drinking water for the community.

Second, policies that favor the poor are still underdeveloped. In fact, many of the poor still have difficulties in obtaining drinking water services, since drinking water supply management has not initiated to install water services to hard-to-reach areas and few home connections (SR).

Third, public and private partnerships in drinking water supply are less developed. There is no common perception and agreement on the involvement of the private sector in the provision of drinking water, among the Municipal / District governments. As a result, water supply and / or regional government managers are not ready to partner with the private sector. There is no sufficiently stable and comprehensive regulation for private government partnerships in the provision of drinking water. The process of provision of licenses to private entities interested in providing optimal drinking water supply. So the private feel insecure investment and not guaranteed return. The current provisions on drinking water tariff arrangements shall be approved by the DPRD. This provision has resulted in private interests being less protected.

Fourth, the problem of raw water. Problems arising from surface water sources and non-surface water sources that is in the dry season the amount of surface water that flows very small because the surface water flowing is the waste water and ground water coming out into the channel. Conversely in the rainy season, the amount of water that must be streamed is very large that comes from the rain water that is melimpas. This has the potential to cause flooding, due to limited channel crossings and many materials that block the flow of water in channels, such as garbage and plants.

Fifth, PDAM as a Regional Owned Enterprise (BUMD) has not touched the clean water service for low-income urban communities. Whereas there is still unused production capacity (idle capacity). PDAM still has not prioritized to invest in the form of piping installation to MBR dwelling because the cost is quite large, in addition MBR interest to become customers is also constrained by low purchasing power.

Sixth, some reservoir is less than the maximum. Now the water intake awaits the flow directly from the Parang Pilang. While the distance with these points far enough.

[6] Philip Kotler, Book "Marketing Management" Issue 13 Volume 1.

While the water pressure when it reached that point becomes greatly reduced.

Seventh, the quality of water has not met drinking water requirements. Quality received by customers from PDAM is still water quality, not yet qualified drinking water quality. Whereas in the regulation already implied that what is meant by drinking water is water that can be consumed without cooking first. The public does not understand the right to obtain water in accordance with the existing drinking water requirements, so that people often accept what is received from drinking water providers. While PDAMs never inform the quality of drinking water they provide to the community. If people can get water with drinking water quality, it is estimated that the number of transmitted diseases or associated with water will be reduced by 80%.[7]

History of Water Supply in Surabaya

In the era of 1890, the Dutch East Indies Government granted concession rights to the Dutch businessmen in the city of Surabaya, Mouner and Bernie, who are considered meritorious in the provision of drinking water in Surabaya. Both figures succeeded in managing Umbulan springs, Pasuruan to be flown to the city of Surabaya by installing 20 kilometers of pipes for two years. In 1900, the government established a water company and the installation was inaugurated three years later. To provide protection against the company, the government at that time requires the inhabitants of luxury homes to become customers. Three years after the establishment of the drinking water company, the installation of drinking water in Surabaya reached 1,588 customers. The status of the drinking water company in July 1906 was transferred from the central government to the municipal water supply (now the PDAM Kota Surabaya) . [8]

In the Dutch colonial era in 1920 the water company was watered with Waterleiding while in the Japanese occupation, the drinking water company was named Suido Syo, based on the medium-term program implemented by PDAM Kota II as the controller of water resources for the city of Surabaya. At that time the service only reached 72% of the population of Surabaya. The sources of raw water that can be utilized for the people of Surabaya is Umbulan water source, Umbulan springs are located in Pasuruan about 68Km to the south of Surabaya City where the water source tesebut has a maximum capacity of about 4m cubic / dt, but not all the source of water is supplied to Surabaya, the quality of the water source itself is very good so no longer needed process and installation of water purification that exist in the source of water Umbulan tersebut.Sumber other water is derived from Brantas times that empties into the sea through times Wonokromo, and also comes from source of groundwater contained in Surabaya (Alfian 2012) . [9]

The provision of drinking water in the years 1920-1950 is the period where the development of IPAM Ngagel I and IPAM Ngagel II, it is done along with the increasing number of customers at that time. In 1950 the Drinking Water Company was handed over to the Government of the Republic of Indonesia (Kota Praja Surabaya).

In the era of 1970, the era of Pelita I (1969 - 1974) and Pelita II (1974-1979), the construction of drinking water infrastructure and facilities received less priority. Similarly, the construction of other public service facilities, such as communication, transportation, and energy. In the two decades the focus of national development is focused on agriculture and irrigation development as an effort to strengthen food security.

[7] http://www.ampl.or.id/digilib/read/isu-isu-strategis-permasalahan/4998. Retrieved on August 20, 2017.

[8] https://id.wikipedia.org/wiki/PDAM. Retrueved on 22 Agustus 2017.

[9] "Utilization of Clean Water Source in Surabaya by PDAM in 1990 ". April 2012.

In Pelita II, there is a change of world economy with increasing of oil price in world market. Indonesia as a country that keeps some of the world's oil reserves is the target of investment, which has a positive impact on the Indonesian economy with the development of downstream industries and other related industries. The industry is generally located in urban areas so that economic growth in urban areas is increasing rapidly.

Economic growth in urban areas attracts labor in rural areas to immigrate to urban areas. This has an impact on the increasing need for infrastructure such as road networks, drinking water networks and environmental sanitation, energy, communications, and others.

To support drinking water supply the Ministry of Home Affairs has issued several regulations including:

1. Inmendagri No. 26 of 1975 dated 3 November 1975 on the Adjustment / Transfer of Form of Drinking Water Company from the Regional Office to Regional Company.
2. Inmendagri No.32 of 1980 dated June 18, 1980 on the Implementation of Provisions / Regulations that apply in the framework of the Development and Management of Regional Water Company.

Urban drinking water services at the time of Pelita I and Pelita II still rely on networks built during the colonial period and additional investment after independence with a very limited amount. The condition is not able to offset the rate of population growth. Investment of drinking water infrastructure and facilities and their operations and maintenance are carried out by the Ministry of Public Works in coordination with the Ministry of Home Affairs (Now Ministry of Home Affairs).

The cost of building water utilities and infrastructure comes from APBN, APBD, as well as bilateral, and multilateral foreign aid from the World Bank or Asian Development Bank. The development of small-scale drinking water infrastructure and facilities is usually linked to other development projects, such as Kampung Improvement Project I (KIP I). The World Bank initiated a number of loans for the provision of clean water in 1970, more than twenty-five years after its establishment. Why does the World Bank refrain from lending in this area? The answer lies partly with the main challenges facing the Bank in the first decade: the need to establish creditworthiness and obtain working capital through bond issuance. Thus, the World Bank's policy argues that it should not be lent to "non-liquidating business" business projects with low returns that are unlikely to generate income alone (Karren Bakker, 2011). Water supply, sanitation, education and housing are some examples of projects that the Bank says are out of reach (Mason and Asher, 1973).

The World Bank's preliminary perspective on drinking water supplies changed when there was an official World Bank and WHO agreement in 1971 on waste water disposal (WHO is working with the World Bank in identifying appropriate funding projects) as well as the creation of the UNDP-WB Water and Sanitation Program in 1977, attended a conference on water at the United Nations Conference in Mar del Plata (Black, 1998; Pitman, 2002).

The supply of drinking water continued and in 1980-1990 the economic growth was quite high, and the manufacturing and technology sectors grew very rapidly. The good economic condition is conducive to the development of the infrastructure sector. At the same time declared the International Water Decade (1981-1989) aimed at improving drinking water services for all levels of society. Both momentum is a driving force for improving drinking water services for the community.

So during Pelita III (1979-1984) and Pelita IV (1984-1989) there was a significant increase in investment in the drinking water sector. In Pelita III, the development of drinking water infrastructure and facilities succeeded in

increasing the coverage of drinking water services by 20-30% and in Pelita IV the provision of drinking water infrastructure and facilities was able to serve 55% of the community.

To realize the International Water Decade, the Ministry of Home Affairs issued regulations related to the provision of drinking water:

1. Kepmendagri No.109 of 1982 dated April 26, 1982 on the Development of Regional Water Companies and Drinking Water Association of All Indonesia.
2. Kepmendagri no. 4 Year 1984 dated January 23, 1984 or Joint Decree of Minister of Home Affairs & Minister of Public Works No.27 / Kpts / 1984 on Regional Water Company Development of Operation and Maintenance Technique (SKB Minister of Home Affairs & Minister of Public Works).
3. Kepmendagri no. 5 Year 1984 dated January 23, 1984 on Guidelines for Organization, Accounting System, maintenance techniques, Structure and Calculation of cost to determine drinking water service tariff to subsidized water management subsidy of sub-district capital and management of public water supply for drinking water company and Drinking Water Management Agency .
4. Kepmendagri No.61 of 1986 dated December 22, 1986 concerning Approval and Ratification of the Board of Directors, Ratification of Amendments to Articles of Association and Bylaws and the Work Program of Approval of Indonesian Drinking Water Companies (PERSAMI) for the 1986-1989 Bhakti period.

According to the central government recommended program for end of 1994 or the end of Repelita VI, where PDAMs should be able to serve about 90% of the people's need for clean water, many efforts are made including Long stroarage times of Wonokromo and revitalizing the situation itself to be feasible and adequate in the provision of clean water more and more feasible, of course the utilization of existing raw water sources also tergangtung akan Rainfall excessive, where the PDAM can certainly have the amount of water supply more to be processed into clean water when the rainfall is rising.

The management of clean water resources in Surabaya is not solely done by PDAM, but also there is interference and cooperation with private parties. The cooperation between PDAM and private parties covers various things, ranging from management, distribution to calculation for profit between the two defending parties. The system of cooperation between PDAM and Private is based on the "Take or pay" Principle, where the PDAM plays as a single Client is obliged to utilize the existing clean water, while the private sector is more on installation aspect and infrastructure development in water management until the time period agreed by both parties, some things that must be considered in a cooperation agreement between the PDAM and the private sector, among others is, private parties have responsibility for the availability of clean water, while PDAM Duty in utilizing the production, so that the results of clean water treatment can be channeled and distributed equally to each Consumer.

On the other hand, it is not possible for the private sector to manage independently of the clean water resources in Surabaya City for the benefit and profit of the private company concerned, where there are rules of management on the source of clean water, the rules are written in the Government regulation year 1981. Article 3, paragraph 1, where it is written that the contribution of financing and maintenance of irrigation infrastructure, shall be imposed on legal entities, social bodies, individuals who benefit directly from the availability of water as a result of

infrastructure development either for self-employment or which will be further cultivated for the interest of parties third, withdrawals made by the company. In another article, article 5, paragraph 1 is written, the determination of financing fee for exploitation and maintenance of infrastructure as the basic tariff, is based on the calculation of rational economics which can be accounted for by taking into account the expenses of exploitation and maintenance, amortization and interest, depreciation and backup for development. Whereas in Article 7 is written; Companies that can withdraw and finance the exploitation and maintenance of irrigation infrastructure are stipulated by Presidential Decree (Alfian 2012).

Pelita V (1989-1994) and Pelita VI (1994-1999) are the era of globalization, especially in the economic field. The increasing demands of regional autonomy and decentralization policy have made central government control more loosened. At the same time, the Dublin-Rio (Dublin-Rio Principles) principle is applied internationally. Private sector involvement in all sectors increased rapidly, as did urban infrastructure (Dublin Rio 1992). [10]

In Repelita VI, construction of drinking water infrastructure and facilities is planned to serve approximately 60% of rural population and 80% of urban population. The economic crisis, which occurred since August 1997 and followed by a political crisis, resulted in economic stagnation, government foreign exchange reserves are so limited that existing government budgets are insufficient to finance the construction of infrastructure and facilities.

In 1997 in the water sector, the World Bank released Indonesia Urban Water Supply Sector Policy Framework (UWSPF). The UWSPF identifies six policy changes that need to be made: establishing separate relationships between owners and asset managers, establishing regulatory frameworks for private sector participation, improving the water sector's drinking water management, simplifying tariff policies, and improving the design, planning and implementation of water projects drink.

In 2000 up to now, Indonesia was involved as a participant of the second World Water Forum and the Ministerial Conference in The Hague, The Netherlands, and became one of the signatory states of "The Hague Declaration". This forum positions water as a necessity (commodity), not as a human right.

Through the Water Restructuring Adjustment Loan (WATSAL) structural adjustment loan program in the water services sector, the World Bank "requires" the implementation of water privatization for the disbursement of loans of 300 million US dollars.

In this era, related to the provision of drinking water has been published:

1. Kepmendagri 34/2000 on the Manual of Personnel of Regional Water Company.
2. PP 16/2005 on Development of Water Supply System.
3. Permendagri 23/2006 on Technical Guidelines and Procedures for Regulating Drinking Water Tariffs at Regional Water Company
4. Permendagri 2/2007 on the Organ and Staffing of Regional Water Company.

Important Value of GCG Perspective in PDAM Kota Surabaya

Value Transparency. Transparency requires that an open, timely, clear, and comparable information relating to the financial, management, performance, and ownership of the company, as follows.

1. Disclosure of information is not limited to material information about:
   a. Financial and operating results of the company

[10] "The Dublin Statement on Water and Sustainable Development" 1992.

The audited financial statements are a useful source of information to monitor financial performance and serve as a basis for assessing securities assets. Managers and decision makers often discuss using material from financial statements. Disclosure of matters relating to the company correctly will be very useful.

b. Company goals

Company goals should be socialized to the business environment and the general public. Investors and other users sometimes see the company's purpose for the purpose of evaluation between the company's operations and what steps the company takes to achieve its objectives.

c. Ownership of majority shares and voting rights with disclosure, investors get information related to their rights as shareholders. Such rights are such as the right to secure shares, the right to clear information, voting rights, the right to participate in decision-making, special voting rights, the right to participate in decision-making regarding trade or other collective modifications.

d. Members of the board of commissioners and their income

Basis requires this information to evaluate the performance and qualifications of board members as well as gauge how much potential conflict of interest will affect their decision. The disclosure of the executive board's salary is to measure the costs and benefits of the salary plan, as well as the contribution it derives from benefits such as stock options.

e. Factors will come, another important information material is about the expected risk of information obtained, such as interest rate risk, dependence or certain commodities. The risk of derivative transactions, and off balance sheet transactions, as well as the risk of environmental damage.

f. Issues related to employees and other interested parties. Employees and interested parties are company assets that must be maintained so that issues related to employees should be disclosed. For example the relationship between management, relationships with stakeholders.

g. Corporate governance structure and policy here is more emphasized how the company's effort in realizing good corporate governance.

2. Information should be prepared, audited, and disclosed in accordance with a high quality standard in accounting, financial and non financial disclosures, and audits.
3. Annual audits shall be conducted by an independent auditor to provide an objective external assurance of how to prepare and present financial statements.
4. Information dissemination channels should reflect fairness, timeliness, and cost efficiency so that the resulting information is relevant.

Value of Accountability. Accountability is intended as the principle of managing the roles and responsibilities of management in order to manage the company to be accountable and support the effort to ensure a balance of interests of management and shareholders, as supervised by the board of commissioners. The Board of Commissioners in this case provides oversight of management regarding the performance and achievement of targets set for shareholders. For this accountability principle to be effective, it must be maintained independently of the influence of management. Shareholders who have control interests within the company should be aware of the responsibility on shareholders' matters using its influence on the management of the company, either by using their voting rights or by other means. Intervention in the management of the

company, and ultimately must be resolved through applicable legal process. Minority shareholders also have similar responsibilities, that is, they should not misuse their rights under applicable laws and regulations. The board of commissioners must be able to exercise objective consideration of the affairs of the company independently, particularly on management.

Companies should define the functions, rights, responsibilities, and liabilities of each company's organs and communicate those matters to any interested parties. Any decision taken by the company's management should be clear about its accountability aspect. The Company strives to maintain a balance between the interests of shareholders, as well as other stakeholders. The Company applies the principle of accountability as one way to overcome the problems arising from the division of authority between corporate organs and to reduce the impact of agency problems arising from differences in interests between management, shareholders and stakeholders. Three levels of accountability, as follows:

1. Individual accountability
   Individual accountability leads to a relationship of accountability in the superior-subordinate context. Accountability applies to both parties, who have the authority and who get the assignment from the authority holder.
2. Team Accountability
   Team accountability refers to the existence of accountability shared by a working group on the conditions of performance achieved.
3. Corporate accountability
   Corporate accountability refers to corporate accountability in performing its role as a business entity. In this case the company is responsible for the activities it does.

Responsibility Value. The Company ensures the management of the company by complying with the laws and regulations as it reflects the corporate responsibility as a good corporate citizen. The Company always seeks partnerships with all stakeholders within the limits of sound legislation and business ethics.

Value of Independence. The company believes that self-reliance is a must for the company's organs can be well duty and able to make a good decision for the company. Each organ of the company will perform its duties in accordance with applicable laws and principles of GCG. In addition to corporate organs there should be no parties to interfere with the company's management.

Equivalence Value. Equality means that there is equal treatment of all shareholders, including foreign investors and minority shareholders, that all shareholders of the same class shall be treated equally, in accordance with the following provisions:

1. In any class, all shareholders must have the same voting rights. All investors should be able to obtain information about the voting rights attached to all classes of stock before they buy it. Any change in the voting rights shall be subject to shareholder approval.
2. Voice must be submitted by custodians or hominoes in a manner approved by shareholders.
3. The process and procedure of the General Meeting of Shareholders (GMS) shall allow equal treatment of all shareholders. Company procedures should not complicate or require expensive fees to voice.
4. Insider trading and abuse of authority for the insider's own interest must be prohibited.
5. Members of the commissioner and board of directors and managers must disclose any debt interest in the transaction or the rights affecting the company.

Regional Water Company (PDAM). Is the water drinkable?

Another problem of PDAM Kota Surabaya is public complaints about water quality and services provided by PDAM Kota Surabaya. Some of the people of Surabaya are more confident in the management of water managed by Perusahaan Daerah Air Bersih which is selected by the East Java regional government. Then the question then, what causes the differences in water quality produced by PDAMs with PDAB? Is water from PDAM drinkable? While the name of the company is a Water Company. Such questions often cross the minds of every Surabaya society. The answer is of course the water produced by PDAB better quality compared to PDAM, because the raw water obtained by PDAB is water with excellent quality coming from Umbulan Village Pasuruan Regency and located 72 Km from Surabaya City. While the raw water obtained by the PDAM comes from the Brantas River, these are two very different things that talk about the context of raw water between Umbulan Village and Brantas River. Water pollution that occurs in the Brantas River is very high compared with the raw water of Umbulan Village.

In terms of raw materials already different, then another question arises is why the name of the company is not replaced other than the Regional Water Company, where people assume that water disbursed by the PDAM is not feasible to drink. While the other answers from the PDAM managers are actually water can be drunk, but the public trust to the water produced due to the raw water coming from the Brantas River, where the Brantas River high turbidity level, high pollution, processed however the public's assumption remains the water is still not feasible to be drunk, and people are willing to spend more money to meet the needs of drinking water. Some people who understand about the water treatment process in PDAM also realize that water should only be used for household needs other than for drinking. This is a shortage of PDAM Surabaya city that is not able to give a sense of trust to the community that the water can already be drunk. In theory, of course, this could happen, but in practice it will be very difficult considering the society has assumed that the raw water from the river berantas that processed anyway still keep the river raw water eradicated that is considered very unworthy even for the purposes of everyday household .

Such things should be muted by the PDAMs, how complaints from some of their customers are given directions where exactly the purpose of the PDAM was established, so that people can also accept the reasons for what actually happened with PDAM Kota Surabaya. In conducting the service, to the customer the providers and service providers should always strive to refer to the main purpose of service, namely customer satisfaction (customer satisfaction). Since many other companies are working to improve customer-focused service, we have time to improve service capabilities from time to time. Customer satisfaction is not an absolute concept, but rather relative to what customers expect. Measuring customer satisfaction can use a number of factors, such as expectations, importance, performance, and ideal factors. Quality of service and customer satisfaction are closely related. Quality provides an impetus to customers to forge a strong bond with the Company. This long-term association allows the Company to understand carefully the expectations of its customers and their needs, thereby enhancing customer satisfaction whereby the Company maximizes pleasant customer experience and minimizes or eliminates unpleasant customer experience (Junearto 2016) . [11]

[11] Dian Juniarto Kuncoro, "Descriptive Study About Quality Handling Services Customer Complaints PDAM Surabaya ". ISSN 2303 - 314X. May-August 2016".

Conclusion

From a series of descriptions of Good Corporate Governance in the provision of drinking water in Surabaya City, the following conclusions can be drawn: Firstly, PDAM Kota Surabaya in improving services viewed from the value of Transparency (transparency) shows that the openness of information PDAM Kota Surabaya can be seen on the official website there is http://www.pdam-sby.go.id/. On the website can be found some matters concerning PDAM Kota Surabaya to service complaints. Secondly, PDAM Kota Surabaya in improving services in terms of accountability value shows that management's responsibility in managing the company is good enough is proven by the annual bpkp audit for the management of the company's balance sheet. This is evidence that the management of drinking water supply in Surabaya can be well monitored, although publicity about the company is not open to the general public. Third, PDAM Kota Surabaya in improving services in terms of Responsibility value indicates that the implementation of water supply management in Surabaya City in accordance with the laws and regulations as well as the provisions that apply as a mirror of corporate responsibility as a good corporate citizen. The Company always seeks partnerships with all stakeholders within the limits of sound legislation and business ethics. Fourth, PDAM Kota Surabaya in improving services in terms of the value of Independence shows that the company's organs can be well duty and able to make good decisions for the company. Every organ of the company performs its duties in accordance with the provisions of applicable legislation and GCG principles. Fifth, PDAM Kota Surabaya in improving services in terms of Equity value indicates that there is equal treatment to all shareholders, including foreign investors and minority shareholders, that all shareholders of the same class should receive equal treatment. This is also reflected in the recruitment of several section directors published online through the official website provided by PDAM Kota Surabaya.

Suggestion

Based on the research and conclusions that have been described, can be developed some suggestions for the parties involved in this research. As for some suggestions that can be submitted as follows: First, it is expected to PDAM Surabaya can inform to the public if there is service improvement at least one day before the improvement, so that people can understand the reason why water does not come out etc, either through mass media, electronic. Thus, it is expected that public complaints on water supply services will be slightly reduced. Secondly, it is expected that PDAM of Surabaya City will improve the quality of water distributed to the community, even if raw water is not suitable for consumption. It would be nice if the processing of raw water into clean water / drinking water more improved, just imagine if people no longer spend for drinking water needs is enough to turn their faucets home. How much money can be saved if it can be done. Third, complaints handling and performance improvement are considered optimal but need to be done continuously and develop continuous service innovation in order to increase customer satisfaction level.

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Design-Reality Gap in the Implementation of E-Government (Case Study of *Program Penerimaan Peserta Didik Baru* (PPDB) Online in Mojokerto)

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Keywords: e-government, penerimaan peserta didik baru (ppdb) online, design-reality gap, itposmo

ABSTRACT:

This paper examines the gap of the design and implementation of e-government by local government in education service, that is, Program Penerimaan Peserta Didik Baru (PPDB) Online (New Student Enrolment Program-Online, here after PPDB-online). Based on several constraints that hinder the implementation of PPDB-online , as well as review of previous studies, this research use design-reality gap model to analysis the case study of PPDB-online in Mojokerto. The analytical technique of this model consists of three parts, namely design, reality, and gap, which involved several dimensions of e-government commonly abbreviated with ITPOSMO (Information, Technology, Processes, Objectives and values, Staffing and skills, Management system and structure, and Other resources). This model is suitable for providing a comprehensive and complete explanation of the design and the implementation of an e -government practice, including PPDB-online program in Mojokerto. This research finds from the seven dimensions of ITPOSMO, gaps are found in the design and reality of six dimensions of ITPOSMO. This means that only one dimension which was in line between design and reality, which may in some cases lead to inconsistency implementation. This research also finds that there are still indications of fraud, while the number of assigned school operators is not sufficient. Yet, overall, the PPDB-online was successful to be implemented in the city.

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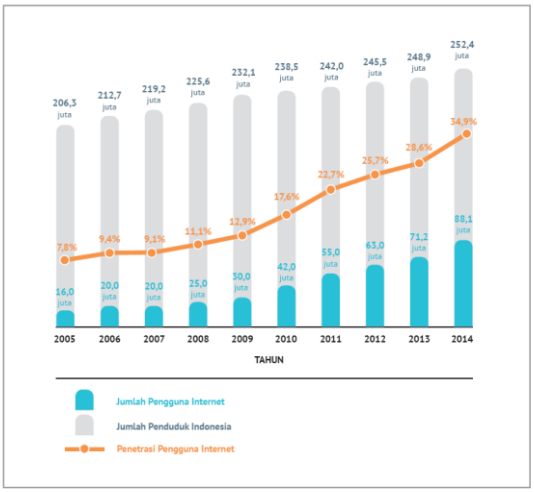
INTRODUCTION

The 21st century has been marked by the increasingly important role of information and data processing in various aspects of human life, including in many aspect of public service and public sector management in general. As the pace of Information Communication technology (ICT) development progresses, more and more public organizations utilize information technology through the use of e-government, which also has brought a new paradigm to Public Administration theory and practice.

E-government, as defined by the World Bank (See Indrajit 2004) is the use of information technology by government agencies that has ability to transform the relationship of the government with citizens, businesses and other arms of the government. DeBenedicties et al (2002) define e-government as the use of internet based information technology mainly to improve accountability and perfomance of government activities, which the activities include also the execution of government activities, particularly for the service; access to government infomation and processes; and the participation of citizens and organisation in government. More advance development of the use of technology in government has shifted from e-government to e-governance, in which the later provides more spaces for the inclusion or active participation of thought and feedback from non government actor.[13]

In Indonesia, the use of E-goverment is supported by the tendency of high number of internet users. As recorded in a study conducted by Universitas Indonesia Communication Studies Center, since 2005 until 2014, the number of internet users in Indonesia tended to increase (see charts below).

Chart 1. The number and Penetration of Internet Users in Indonesia 2005-2014



Source: Profil Pengguna Internet Indonesia 2015, Puskakom U, from http://puskakomui.or.id/publikasi/rilis-pers-hasil-survey-profil-pengguna-internet-di-indonesia-2014-oleh-apjii-bekerja-sama-dengan-pusat-kajian-komunikasi-universitas-indonesia.html, accessed 29 Februari 2016.

The increasing tendency of internet users every year from 2005 until 2014, as can be seen from the chart above, reveals the potentials use and benefits of e-government for both the state (or the government) and community in Indonesia. Indeed, the vast use of e-government in public services has been directed to improve the quality of, as well as, accelerate innovations in public services. In order to assess the advance and effective use of *e-government, the Ministry of* Communication and Information use *Pemeringkatan e-government Indonesia (PeGI) or Indonesian E-Government Ranking (hereafter PeGI)*. For 2015 PeGI's Report for provincial level ranked East Java at the Third Place after DKI Jakarta and East Java. Unfortunately, this achievement at the provincial level does not always be followed by its cities or regions. As

[13] For the purpose of this research, discussion will only cover e-government as PPDB-online is one of example of the use of e-governemnt in public service. For a comprehensive discussion on the move from e-government to e-governance see Suparniene (2013) and UNDP (undated) see also Gati and Asmorowati 2016).

recorded in the report, at the city/regional level, quite significant number of cities and regions in East Java, which have not utilized *e-government* maximally. Instead, only ten cities and regions have been listed in PeGI's rank for city and region level in 2015. From the ten cities and regions, Surabaya was ranked among the top and labeled as very good, while nine other cities or regions were labeled good. Among the cities and regions in East Java, The City of Mojokerto has also implemented an innovation that apply *e-government* for services in education. This is called *Program Penerimaan Peserta Didik Baru (PPDB) Online* or New Student Enrollment Program -online (hereafter the acronym PPDB-online is used in this research. Apart from this innovation, however, the City of Mojokerto has not been listed in the PeGI, which is also a sign that e-government has not been implemented comprehensively or maximaly in Mojokerto.

PPDB-online has been implemented since 2014. It is one of new program initiated by the Mojokerto City Education Office. Due to weaknesses in the previous new student selection process, I.e. the indication of cheating,including such as bribery practices, or frequent patronage selection (elected students are often those who have affiliation with officials who hold authorities, legislative body or many other important and rich figure, including prominent businessmen/businesswoman). An example of problems found in previous new student selection in Mojokerto was an indication of fraudulent practice that involved three principals of senior high schools (SMAN) in Mojokerto. The fraudulence was started by the principles deliberately increased the quota of new student admissions by twenty percent of the total students at the high school. Based on Mojokerto education office's data, students at one of the high school should only received a total of 250 students, but in the orientation, it was found that the total student accepted were 300 children students, meaning there were over 50 more students (https://m.tempo.co/read/news/2013/07/26/079500074/ombudsman-jatim-usut-suap-penerimaan-siswa-baru,accessed May 24, 2017).

In response to the incident, the National Ombudsman body advised the City Government of Mojokerto to formulate an online new student selection process (PPDB-online), which also has been done by other local governments, such as Surabaya City. This online mechanism is expected to be able to create more equitable and transparent enrollment (http://www.satujurnal.com/2013/07/ombudsman-telisik-penambahan-pagu-pdb.html, accessed 24 May 2017).

But amid the optimism, there are several obstacles, in the implementation of PPDB-online in Mojokerto. As reported by one of the local media, that the Office of Education as the responsible agency is considered too confident to implement the program. In practice there are some of unpreparedness, lack of socialization, inconsistent changes in the Mayor's Regulations about quotas of students from inner and outer city, as well as non-compliance of some schools, and the practice of re-listing fees that conflict with free school policies (Anwar 2014: http: //www.bangsaonline.com/berita/3234/dewan-tuntut-kadis-p-dan-k-mundur-buntut-carut-marutnya-ppdb-online, accessed February 29, 2016).

Other local media reported that there were indications of non-transparency of PPDB-online implementation which resulted in the evaluations of three headmasters of SMAN by the State Attorney. This was due to many complaints and shortcomings during PPDB program implementation in Mojokerto. This research, therefore aims to analyse the implementation of PPDB-online in Mojokerto. It is focused especially on the design and reality of PPDB-online in Mojokerto and analyse if there gaps between the two.

RESEARCH METHOD

Qualitative case study approach was employed in this research involving interview, observation and document analysis. For the interviews, key informants were chosen using purposive sampling. These key informants are individuals who have knowledge and understand the topic and further easy to access Gilchrist (1992 in Cresswell 2015:405) Further informant were selected using snowball sampling, in which the informants were selected based on the information from previous informant (Creswell 2016). The fieldwork research was conducted in the Education Unit of the City of Mojokerto (*Dinas Pendidikan Kota Mojokerto),* and three state junior high schools in Mojokerto (SMPN 1, 2 and 4). The informants were ranging from subhead unit for students and middle level education *(*Kepala Seksi Kesiswaan Bidang Pendidikan Menengah Dinas Pendidikan), *secretary of* the Education Unit in Mojokerto (Sekretaris Dinas Pendidikan), The head and secretary of education council (*Ketua dan Sekretaris Dewan Pendidikan).* Principles of School, Administration staff for PPDB-online as well as parent and students in the respective schools with a total of 37 informants. The collected data were then analysed using qualitative data analysis, involving reduction of irrelevant data and information, presentation according to the themes (that is according to the seven element (ITPOSMO), then conclusion. (Creswell 2015).

FINDINGS AND DISCUSSION

The essential indicator for the success and failure of e-government is the degree of change that occurs between where we are now and where e-government projects we want to achieve. 'Where we are now' means the reality of the present condition. 'Where e-government projects we want to achieve' means models, conceptions, and assumptions in building e-government project design. Thus, the success and failure of an e-government program or application depend on the size of the gap that exists between 'present reality' and 'e-government project design'. The larger design-reality gap, indicating a greater risk of e-government failures. In other words, a smaller gap, gives a greater chance to succeed (Heeks 2003). In other words, a slightly more systematic analysis is done by understanding the difference between two things: reality (how things really are in public organizations), and designs (requirements or assumptions built into a particular system, approach or e-government applications.

In order to achieve its aims, this research analyses the case using ITPOSMO model, that contains seven dimensions:

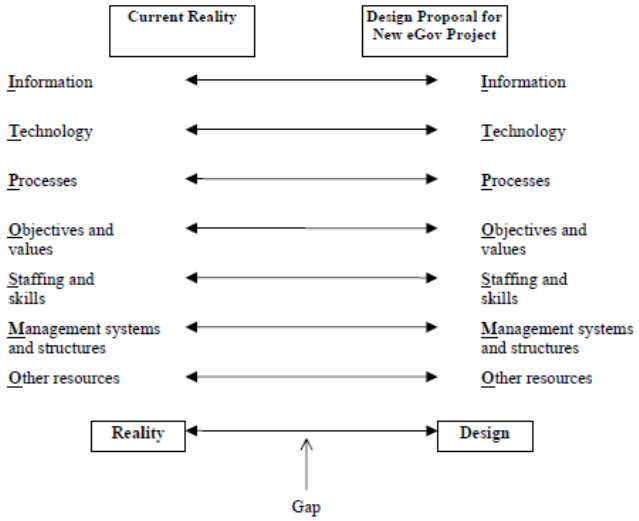


Chart 2: Design and Reality Model

The ITPOSMO acronym, indeed, are required and sufficient to provide an understanding of design-reality gaps (Heeks 2003). The ITPOSMO which is a checklist of key e-government dimensions described by Heeks (2003) consists of information, technology, process, objectives and values, staffing and skills, management system and structure, and other resources: time and money / budget. (Heeks 2006: 4). This Dimensions can be seen in the chart below

The findings and analysis of seven dimension above will be analised below.

1. *Information*

Checkland and Scholes (1990) and Mingers (1997) describe information as data plus meaning or meaningful data (in Callaos and Callaos 2002). Further according to Callaos and Callaos (2002) information is interpreted data. In this, the same data can obtain different interpretations. The implementation of PPDB-online requires certain data to be processed into final information, namely the name of successful students or applicants in the selection process. The information can be grouped into two parts: data required in the registration process and data required in the verification process. In the information dimension, the data required and gathered during the implementation of PPDB-online has to be in accordance with the regulations and the general and technical guidelines of the program. When registering in PPDB-online , students must fill in the required data in accordance with what is requested on the website view. These data include personal identity, school origin, student's parent number (NISN), and the mark of the national exam (*Nilai UN*). Students must print the proof of registration for verification. Several other documents need also to be included, including the original certificate and legalised copy of: completion from the primary school and *madrasah ibtidaiyah (Islamic primary school*), the result (mark) of national examination, birth certificates; and photocopy of the family card (Kartu Keluarga or KK). Students must then verify their data in order to legitimately enter the PPDB-online . If it is not not verified, then the system will not process student data, and the students cannot proceed or participate in the selection process through PPDB-online . But from several documents listed above (that must be shown during verification process), two documents always delayed to be made available by the education office . These are the certificate of completion (*Ijasah*) and the national exam results (*Surat Keterangan Hasil UN* or SKHU). In this, it is obvious that there is a lack of coordination for the completion of the two documents in the education office, the very important information in PPDB-online . Although it does not disrupt the process of selection, because both documents can be replaced with a letter from the school of origin. The data is then processed by the system in the database server of PPDB-online . Data that has been processed by the system can then produce information about students who will be accepted or not accepted in the online selection. The data is processed and the resulting information can not be changed or altered, because everything has been done automatically by the system, that is by the system rank the participated students according to their national examination results .

2. *Technology*

Technology here, as defines by Afriyie (1988 in Wahab et al., 2012) include: (1) basic sub-systems knowledge; (2) technical support system (software); and (3) capital embodied in technology (hardware). Burgelman et al. (1996 in Wahab et al., 2012) declare technology as the theoretical and practical knowledge, skills, and artifacts that can be used to develop products and services. In the context of this research, technology is understood as the various hardware (hardware) and software (software) needed to run the PPDB-online system.

Some of the technologies used for PPDB-online programming can be divided into three parts. First is the technology prepared by the committee, in the education office. The education office cooperates with Telkom (Nasional Telecomunication Company) for the procurement of software in the form of PPDB-online website as the media used during the selection process. The website addresses is www.mojokertokota.siap-ppdb.com. In addition, Telkom also provides database server as a means to process or data processing. Besides software, the education

office prepared hardware: computers or laptops and internet network, which are used to monitor the implementation of PPDB-online through the system. Internet is required to access the website from the secretariat in the service.

Second is the technology that needs to be prepared by (state) schools as a service user as well as implementer of PPDB-online . Similar to the education office, schools prepare hardware (computers or laptops and printers), and software (internet network) to access PPDB-online website. As the interview reveal, this research finds that the Education Office has set the minimum number of computers or laptops that schools need to prepare, but without explaining the required specification. However, when it is asked to the informants from the three schools, the informants said that the Education Office did not specify the minimum number of computers/laptops that they must prepare. This means that there is a gap in the understanding of technology amongst the stakeholder. More over, it is also found that in practice, the availability (or the number) of devices used in the schools depends on the needs of each school, as the number of applicants in each school are varied. Meanwhile, the education office did not outline the specification of hardware used, but only required that the device can be used properly and do not constrain the implementation of PPDB-online. Officials from the education service together with officials from Telkom conducted a review to each school before the day of the selection process though PPDB-online. This is done to ensure the readiness of the school.

Third, is technology that is required for students or parents (or can be called PPDB-online's users) who will register as candidates of new students. Registration can be done using any device, such as computers, laptops, mobile phones, tablets, or other similar devices connected to internet access. Registration can be done by directly opening the website, without using any intermediary devices such as USB, id card, or so on. Yet, as this research finds, not all communities can have access to devices nor understand how to apply via PPDB online. To overcome this, schools provide facilities to the community, I.e. their students to register and obtain information on PPDB online.

3. Process

The process is defined as what needs to be done and the role involved in it (Bandor 2007). In this research, the explanation of the process is interpreted and limited to the range of activities that occur when PPDB-online is implemented, especially with respect to the process of selecting new students relating to data processing by the system. There are stages of this process. First is registration which can be done anywhere and anytime using any device connected to internet. Students or parents register by opening the PPDB-online website. Students or parents who do not own devices to register or do not understand the mechanism, they can go to and register with the help of their school.

There is a difference between students graduated from primary school inside and outside Mojokerto when signing up. Students come from Mojokerto's primary schools register by entering their national student number (NISN) or the number of national exam participant. Then his data automatically will be displayed directly on the website. Meanwhile students come from school outside the city must fill their own data one by one as requested or displayed in the website.This is because the education office has not recorded the mark of national examination for students outside Mojokerto. Similarly, students graduated in the previous year must enter their own data into the website.

With such an easy process however, in reality, not all registrars took the advantage of the convenience services provided by the PPDB-online. Instead, most students graduated from primary school in Mojokerto City are assisted by their

teachers in their primary school. The teachers coordinate and encourage students to enroll collectively at school. This, hovewer, is as advised in the socialisation for all principals from the Education Office to help enrolling their students. As this research find, few students or parents do self-registration online from home.

The next stage is verification by bringing and showing to the enrollment staff in the school. After enrolling, students or parents must print the proof of registration and bring it to school to verify the required documents. For junior high school (SMP) the verification can be done at any school within their chosen zone (or rayon). Verification process must be conducted in order to be approved in the PPDB-online selection process. Such mechanism is pre-programmed automatically and adjusted according to the regulation and the guideline of the enrollment proces. In the verification process, the PPDB-online operator checks the required documents to confirm with data including all the attachment submitted when registering in the system .

The next step is processing data. The verified data is automatically stored back in the database server and processed by the system. Applicants can directly monitor the results of data processing in the form of applicants' ranking according to the results or the mark of students' national examination, which later turn into information about the results of the selection process, that is, the students who are accepted in their choice of school through the PPDB. Monitoring of the selection process and results in PPDB-online can be done online everywhere as long as connected to internet, or by coming to the school to see on the bulletin board every day during the registration periode.

The final stage is announcement of the final results. After the registration period ends, the results of student selection is announced in the website. The announcement and letter of acceptance as new students in a particular school can be download immediately. There are also official announcements attached to every state school in Mojokerto. The official announcement is signed by the principal, and endorsed by the Head of the Education Office. As this research highlights, the stages in the PPDB-online process has been in accordance with the regulation. Such process, however are threaten by fraudulent practices. For instance, there was a discrepancy between the number of students received from school outside Mojokerto, compare to those listed on the website. Meanwhile, in terms of the accepted students, three junior high school exceed the maximum percentage of the quota, especially for the line of achievement (*jalur prestasi*). This means that the process of PPDB-online was not controlled well.

4. Objectives and Values

According to Mager (1962 in Pope 1979) objective is a statement that successfully communicates purposes and describes an expected outcome, results or changes that will be achieved when the action is completed. Although goals are often described broadly and vaguely, the goals must be specific and unambiguous. The goal of PPDB online is to manage the process of student enrolment transparantly, independently, and accountably. By applying PPDB-online, people no longer have to go to school to register. Because it can be done from home or anywhere using any technological device. People who do not have the tools or device; or do not understand the enrollment mechanism, they can go directly to school for assistance as discussed above.

But unfortunately, this research found that there was still a fraudulent act in the online implementation of PPDB, that threat the achievement of the PPDB-online's goals or objectives. There were cases where parents sought helps to principals so that their children getting place in a school. More specifically, the findings indicate that despite implementing PPDB-onlines that

are believed to eliminate cheats, there is still a gap to commit to such a violation.

If the PPDB-online can achieve its goals and objectives, community's mobility during PPDB-online can be reduced. People only go to school to do verification, while the rest can be done from home or from anywhere. People do not need to jostle to register or check the results of selection to school, as data processing that produce information about the accepted students has been done automatically by the system. The committee cannot change anything through the system. In this, the PPDB-online's objective, one of these is eliminating any forms of cheating. In addition, the PPDB-online ease the schools or the unit of education office itself in terms of administrative aspects. They are no longer bothered by such activities as inputing data, sorting and ranking the results of the selection manually. They are also no longer able to make deals with people who want to enroll their students informally or illegally. In short, the PPDB-online ease the education service by ensuring the objectivity of selection, transparency, and openness with simple administration by using information technology to the community. These principles and objectives have been implemented in line with the regulation, i.e. the Mayor of Mojokerto's Regulation Number 34/2016 article 2 and article 3.

5. Staffing and Skill

Gulick (in Rea 1972) defines staffing as a comprehensive function of personnel, from recruiting and training staff, and maintaining working conditions. Welford (1968 in Winterton 2006) defines skill as a combination of factors that leads to a competent, expert, fast, and accurate performance. Meanwhile Proctor and Dutta (1995 in Winterton 2006) define skills as goal-directed, well-organized behavior, acquired through practice and conducted with economic effort. In this context, staffing explains who are the person or employees involved in the implementation of the PPDB-online program. As for skill (skill), explaining skills and skills that need to be mastered by these responsible person or employee in running the program and how to get it.

The composition of the official responsible for implementing the PPDB-online committee includes two elements, namely internal and external elements of the education office. The structure in the board consists of adviser (*penasehat*), the responsible actor (*penanggung jawab*), chairman (*ketua*), vice chairman (*wakil ketua*), secretary, and members. There are also team from Telkom who involved in the implementation of PPDB-online.

But there is a challenge in staffing, that is, the involvement of non-formal and informal education field in the team that somewhat irrelevant with the PPDB-online, which is enrolment for formal education.

In addition, there are also school committees that is formed in each school. The composition of the committees in each school varies according to their needs, but with the same elements, namely chairman, secretary, and members. This is in accordance with the (Mayor) Regulation No. 34 of 2016 on Amendment to Mayor Regulation No. 30 of 2016 on Guidelines for Implementation of New Student enrollment in Education Unit in Mojokerto City 2016/2017, Article 17 paragraph 1 point (b) regarding the admissions committee of new students. There are also admin and operators who are the members of committee in schools. The number of operators in each school is not the same. The difference is as adjustment with the number of participants who register in each school (which more often are not the same: there is a tendency of more students' applications in more desirable (favorite schools then the less desirable ones as many as 3000 compare to 150 student apllicants). Letter of assignment for school operators issued by the Department of Education, outlined that only up to 3 operators allocated for each school. This number is

apparently related to the amount of budget for training and award. But, how if schools need more than 3 operators because of the number of registrants?

In a report, it was said that each school has 7 operators, and that the total of operators in the Office of Education was 100 people; while in reality only 3 operators for each school.It is only because of important conditions, (or there is a need to increase the number of operators in the school) that a school should have 7 operators.

In terms of competency and skill, school committees are selected and determined based on their understanding of the use of information technology. Competence is more required by the adminnistration staff and the operator, because during the duty, they will be much in contact with technology. In cooperation with *Telkom*, the Education Office provides guidance and training to the operator as an effort to transfer knowledge so that the operator is able to perform its duties. The training was held for two days at Telkom office. Although most operators have previously served in the previous year, training is still conducted for the following year. This was aimed for reminding and better understand the mechanism of program implementation.

6. Management System and Structure

In the organizational coordination structure, Rea (1972) identifies the seven functional elements of management associated with Fayol's management functions. From the division, Gulick created POSTCORB which consists of: planning, organizing, staffing, direction, coordination, reporting, and budgeting.Management deals with the way in which organized functional units carry out their job responsibilities. With regard to matters or facilities, and regulations or regulations. The main focus includes facilities and equipment, management and staff, human resource policies and practices, as well as other procedures and regulations relating to structural elements. Management focus includes the design of organizational structure, decisions about what needs to be done to implement change, and how to achieve it. The design of the management system should be tailored to the specific conditions of the organization and its environment, including creating conformity between selected management components (Steiss 2003).

The discussion on management system and structure focuses more on the explanation of the relationship between the implementation of the PPDB-online program with the organizational structure of the Education Office. Furthermore, it also explains how the composition of persons involved in the committees as the program implementers and the management of human resources. With regard to the mechanism of division of tasks and responsibilities established and coordination undertaken. This research finds that there is a good coordination among personnel in committee or coordination by committee with other stakeholders. PPDB-online is an annual program forming by a committee that is formed temporally. With this kind of formation, the program does not interfere with other activities in the Education Office and has no effect on its organizational structure. The program does not affect the structure or nominal salary earned by the employees involved. Employees who are members of the committee and become school operators receive a certain amount of honorarium from the office. Moreover, it is not difficult to coordinate between committees. Inter-sectoral cooperation within the committees manifests well. In general, the tasks performed are adjusted to the institutional *tupoksi* of the education office

The office committee coordinates with all education units in Mojokerto City. Providing socialization to principals from all levels of education. Socialization is also done to the community by spreading posters through the villages to be forwarded to the community, installing banners in

each school, as well as through electronic media that is interactive radio broadcast. However, students and parents know information about the program only from teachers at school. They are not aware of any posters or leaflets being distributed. Being a separate correction for the official committee to better manage the socialization done through posters and leaflets.

Coordination is done by the official committee with the school operator in the form of debriefing and training. The official committee coordinates with the legislative namely the City Council of Mojokerto. Communicate and aspirate nets discuss regulations that will be established for program implementation. When the selection process is in progress, coordination is still carried out between the school committee and the school. Monitor and monitor the progress of the selection process through the secretariat at the Office of Education office and always standby when needed. There is a group of whatsapp operators that become the medium of communication and coordination between operators with the participants.

7. Other resources: time and money/budget

Aristotle defined time as a measure of motion related to before and after. Such explanation is defined time only in terms of duration. Leibniz defines time as an unusual sequence of events. A series of any event is an ideal entity such as the number and the temporal sequence. If the various entities consist of all events, the temporal sequence is only the time itself (Fraassen 2013). According to Mirela et al. (2013) budget is understood as a list or document containing income and expenditure from certain economic entities as well as predictions for a certain period of time. On the one hand, the budget can be interpreted as a particular methodological process of public finance that highlights how the formation and size of financial resources are used in certain economic entities. On the other hand, it is the distribution of the various purposes of resource use for the fulfillment of predetermined targets. Horngren et al. (2004 in Mirela et al., 2013) looks at the budget as a quantitative expression of the action plan proposed by management at a certain time period and as a guide to coordinate what needs to be done in implementing the plan. The time here, explains how long the duration required from planning, preparation, implementation, until the end of the PPDB online program. As for the budget, explain the amount of budget provided to run the PPDB-online program. Planning and preparing PPDB online program does not take long. Because it is the implementation of the third year. Based on the experience and readiness of the previous implementation, the preparation for this year can be done easily and quickly. Just add some improvements to improve previous deficiencies. Implementation of the selection is done on time as scheduled in the regulation. The availability of the budget required to run the program is sufficient. The budget is derived from APDB Mojokerto City allocated for activities undertaken by the Office of Education

Conclusion

This research has sought to examine the implementation of an e-government program initiated by local government in education service in Mojokerto, East Java, Indonesia. That is, Program Penerimaan Peserta Didik Baru (PPDB) Online (New Student Enrolment Program-Online, here after PPDB-online). To analise the implementation, it has used *design-reality gap* model that consists of several dimensions known with acronym, ITPOSMO (Information, Technology, Processes, Objectives and values, Staffing and skills, Management system and structure, and Other resources). From the seven dimensions in the design-reality gap,

ony one dimension, that is, the last dimension (other resources) , i.e. time and budget), which gap was not occurrued. Meanwhile, gaps are found in the other six dimensions, which in some cases has led to inconsistencies, and fraudulant behavior in the implementation of the PPDB-online. Apart from these gaps, however, the enrolment which is open, transparant and accountable to everyone.

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Leadership, Participation, Transparency and Accountability in Rural Development Policy in Berumbung Baru Village, Dayun Districts Siak Regency Riau Province

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ABSTRACT:

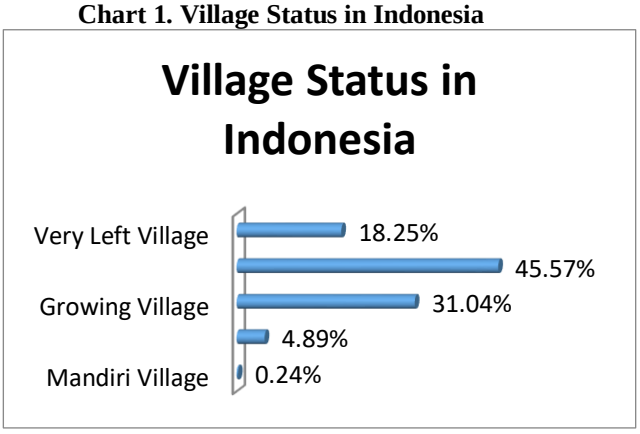
Village head leadership is a key factor in implementing village development policies. The low level of participation, transparency and accountability in the rural development process remains a major problem in accelerating the achievement of a developed and independent village. The purpose of this research is to know the form of leadership, participation, transparency and accountability of village development policy in village Berumbung Baru Dayun Subdistrict Siak Regency of Riau Province and to analyze the successful development program of village Berumbung Baru Dayun District Siak Regency of Riau Province. The data were collected through in-depth interviews of 17 (seventeen) key informants. observation is done by looking directly at the village development activities and the location of development activities, and secondary data collection is obtained through the Village Mid-Term Development Plan, Village Government Work Plan, Village Regulation and Village Profile and Budget Revenue and Expenditure. The results show that the main factor affecting the development of Berumbung Baru village is the leadership of the Head of Berumbung Baru Village. Innovative-progressive leadership is naturally implemented by the Head of the Head, able to mobilize the potential of village resources and create community participation to participate in the development process of village development policy The leadership applied by head Penghulu Berumbung Baru village also implies the birth of transparency and accountability in the administration of government and the stage of development policy. The development phase of the village covers the aspects of planning, implementation and monitoring done transparently without any information that is kept secret to the community, and can be accountable to the public and the government.

Introduction

The national policy on village development continues to undergo changes and developments, in line with the alternation of government, there is a change in the paradigm of village development policy, where the old paradigm is state centric; autocratic, top down, centralistic, hierarchical, sectoral transformation into a new paradigm that contains the spirit of recognition and subsidiarity that is society centric; democratic, bottom up, autonomy, independence, locality, participatory and emancipatory (Eko, 2014). The policy of village development is also in line with the development of village autonomy in Indonesia which currently has more authority than in the old and new order. The birth of Law No. 6 of 2014 on the village actually restores the village autonomy that has been owned since time immemorial and became a custom inherent in the village community concerned.

Rural development became one of the national strategic strategic agendas contained in the Nawa Cita of the three Jokowi-JK governments, which mentions "building Indonesia from the periphery by strengthening the regions and villages within the framework of the unitary State". in the National Medium-Term Development Plan 2015-2019 the government targets to reduce the number of Disadvantaged Villages to 5000 Villages, and increase the number of mandiri village at least 2000 Villages by 2019. In quantity growth the number of village governments continues to increase, Data from Kemendagri Republik Indonesia in 2015 mentions the number of villages in Indonesia amounted to 74,053 villages. Of these figures can be seen from the status and criteria of villages in Indonesia.

Chart 1. Village Status in Indonesia



Source: Ministry of Village, Disaster Areas Development and Transmigration, 2014

Especially in Riau Province, the number of villages to date is 1.603. Regarding the status and criteria of the village in Riau Province, it can be seen that 428 Villages (26,7%), Outstanding Villages of 888 Villages (55,4%), 278 Villages (17,3%), Desa Maju 9 villages (0,56%) and there is no village in Riau Province which is included in the Independent Village category. (Kemendes 2014). Various Policies issued by the Central Government (Cross-Ministry), Province / Regency to accelerate the development of villages in Indonesia include rural areas in Riau Province. Provincial and District Governments in Riau Province in 2005 have issued policies on Development and Empowerment Programs with various forms program. From the research findings and observations, the crucial issues that arise when exploring the output of the development program are that in general, the villages in Riau Province can be said to have not succeeded in implementing development programs in accordance with the goals and objectives of the program. Other phenomena indicate that when development programs are over, then the program is no longer resumed / preserved by the community.

Based on this experience, one of the problems of Village failure to drive village economic potentials is leadership. Leadership is a process to influence or mobilize others effectively and efficiently to achieve organizational goals. According

to Musatakim (2015: 20) Village Heads as Village leaders have no imaginations and strong initiatives to mobilize society and consolidate local economic assets. The Village Head or the Village Government is only busy with managing the assistance of the government either to the central, provincial or municipalities. And often the assistance given is still not touched on the movement of local economic potential. Some problems, which are also found in the process of village development policy in Indonesia and Riau Province in particular are partisan communities in every step of the process of village development policy, transparency and accountability is a crucial issue in the process of governance and village development. Participation, transparency and accountability are one of the key dimensions in the realization of good governance including governance and village development policy.

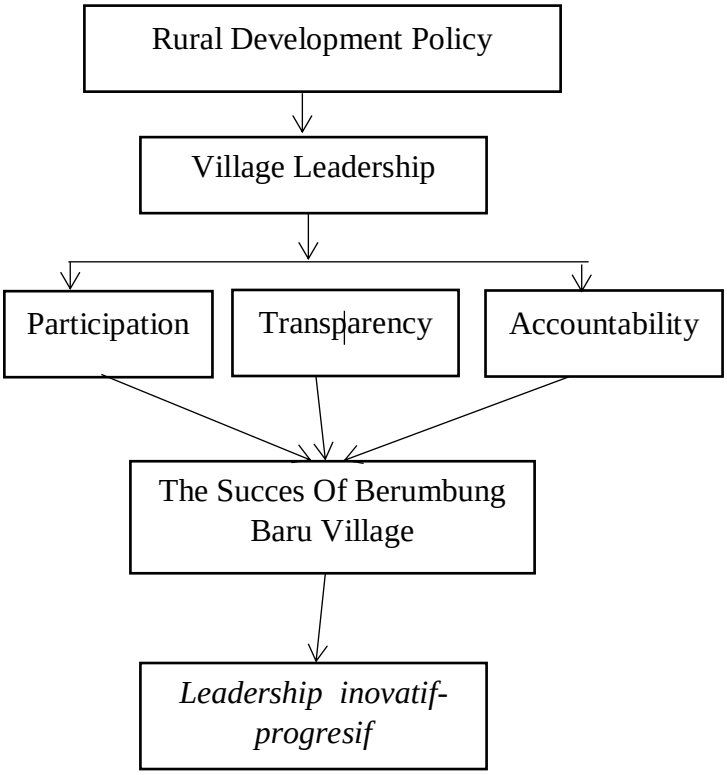
From a number of villages in Riau Province and some development and empowerment issues in Riau Province, it still shows that the village categorized is quite high in the area. In this research, the researcher conducted a study on the location of the village in the Province of Riau which is categorized as having village development and rural community empowerment into a developed and self-sufficient village is Kampung Berumbung Baru located in Dayun Subdistrict Siak District. The village / village was chosen as one of the best villages in the national level representing Riau Province in 2015. The current situation is being changed naming the village name into a village, it is based on the Law Number. 6 Year 2014 About Village and Regional Regulation Number 1 Year 2015 on Change of Naming Villages to Become a Village in Siak Regency. Issues and issues that are the main ideas in this research are where Berumbung Baru village is categorized as successful in the development of village, as an important question of the researchers: How the form of leadership, participation, transparency and accountability of development policy in Berumbung Baru village Dayun District Siak Regency of Riau Province. what is the success of the program development program Berumbung Baru village Dayun District Siak District Riau Province.

Research Objective

The purpose of this research is to know the form of leadership, participation, transparency and accountability of development policy in Berumbung Baru Village Dayun District Siak Regency of Riau Province and to know the success of program development program Kampung Berumbung Baru Dayun Subdistrict Siak Regency of Riau Province.

Theoretical Framework

Picture. 1 Research Model



Rural Development Policy

According to Thomas R Dye (in Mamud, 1995) mentions that policy is everything that the government does or does not do. Policies are born from government decisions and decisions are binding. The decision to take policy is something to be done by the government, because the government according to Widodo (2007) has two functions namely

politics and administrative function. Development policy is a process passed by a country, people, community, family and individuals in a better direction. Development is not just material alone, it also involves aspects of humanity itself that leads to human well-being including social, educational and religious relations. Development of rural communities is a development program for people in most third world countries in improving their people's living standards. Politically the policy on village development has been carried out by the government with various legislative products issued to regulate governance and village development. And administratively, the implementation of policy products has also been carried out by the government with various programs that have been created and implemented throughout the villages, within the territory of Indonesia.

Concept Of Leadership

Village leadership leadership is divided into three types of leadership, namely regressive leadership, involvative-involudive leadership and innovative-progressive leadership. Regressive leadership can be interpreted as autocratic authoritative leadership, theoretically autocratic means government whose political power is held by one person. One of its features is anti-change, related to the change of new governance on the Village either village consultation, economic cooperation with village and others will definitely be rejected. Parokial villages (living together based on kinship, religion, ethnic or otherwise) and corporate villages (subject to state policy and regulation) usually bear such leadership. Conservative leadership-involving, is a leadership model characterized by what a working village existence, enjoyment of power and wealth, and do not attempt to make changes that lead to the democratization and prosperity of the people. This type of leadership generally only executes the above direction, executing the textual function of the Village Head according to the principal duties and functions of the village head. Innovative-progressive leadership, this type of leadership is marked by the new awareness of managing power for the benefit of many. This leadership model is not anti-revolutionary, opens the broadest space of community participation, transparency and accountability. With such leadership pattern the head of the village will get a greater legitimacy than its people.

Village head in law terminology is referred to as community leader.Terms have the meaning of Village Head not only belong to some group, family or certain dinasty but the Village head belongs to the whole Village community. The most fundamental aspect of running Village Leadership leadership is Legitimacy, this is closely related to legitimacy, trust and power right. legitimacy in relation to the attitude of society towards authority. The authority to preside, govern, and become representative or representation of its people. Village Legislation Number 6 of 2014, signaling that the process of development policy should be participatory, democratic, transparent and accountable. Accordingly, the type of village head leadership in the village should be conducted as follows;

First, participatory. Village consultation in the process of drafting village development policies expected as mandated by the Village Law is the involvement of the community as a whole. for leaders with the type of innovative-progressive leadership in the implementation of the Village Deliberation will involve every elemental society, religious leaders, community leaders, representational representatives, and representatives of the poor in the Village Consultation. Second, transparent. Village Delegation Participants get complete and correct information on the strategic things to be discussed. In the type of innovative-progressive leadership will open broad access to the community, the more extensive and complete information

submitted to the community is considered to be close to the success of the Village program. Third, accountable, the results of the village deliberation following the follow-up should be accountable to the Rural community. Innovative-progressive leadership , The result of the village consultation and the follow-up of the deliberative decision will be communicated to the community and conducted at any time.

Concept of Participation, Transparency and Accountability

The importance of village community participation in village development programs has been described by Mowforth and Munt (1998). Voluntary participation in development programs has also been the foundation of the spirit of self-confidence and finally able to realize an independent village community. The importance of participation in institutionalization of community development systems is also described by Loekman (1995), First, that the people's participation in development is not mobilizing the people in development. People's participation in development is the cooperation between the people and the government in planning, implementing, and financing development. Second, to develop and institutionalize people's participation in development must have created a change in government's perception of development. Development must be regarded as a moral obligation of all this nation, not an ideological ideology should be secured. Third, to raise the people's participation in development requires the tolerance of government officials to the criticism, the alternative minds that appear in society as a result of the dynamics of development itself, because the alternative criticism and mind are a form of people's participation in development. The government and its officials must respect the children of Indonesians who have shown off as early as possible the mistakes made by the government in their development, not just dumping them before the blame fuels new problems which impede the development itself.

Transparency means every process and activity outcome must be accessible to every public without any one being covered. Transparency is the government's openness to the public to access information based on the consideration that the public has the right to know openly and thoroughly with the government's accountability. According to Kristianten (2006), the principle that should exist in measuring transparency is the openness of information that is easily understood by the public, the publication of the details of the Village Development, the Village Fund, management and the Village Fund Allocation to society. There are several indicators to measure transparency as explained by Kristianten (2006), namely the provision and access of clear information on planning, implementation procedures, oversight and accountability of governance and village development, consultation involving the village community, transparency of the Village's financial management process and openness information about the village financial management document.

Accountability is also known as accountability. Self-accountability concepts begin to appear in the public sector at the start of the concept of Reinventing Government (Osborne and Gaebler, 1993). The Reinventing Government's idea provides emphasis on the importance of understanding and practice for public sector entrepreneurial actors on the importance of accountability. Similarly, it is mentioned by Osborne 2010: 24) that the concept of accountability is the primary focus of the New Public Management concept. New Public Management means that accountability should be undertaken by modern public sector organizations as a reflection of the increased public-interest-taking effort. According to Sedarmayanti (2013: 104) mention in the accountability contained

obligations to present and report all actions and activities, especially in the field of financial administration to the higher parties / superiors. Accountability is an individual or regulatory obligation entrusted to manage public and related resources to respond to fiscal, managerial and program responsibilities. According to Supriyanto (2009: 198), Public Accountants are obliged to run by government organizations using funds and facilities public service to serve the interests of the public, public accountability is the obligation of an official from a government organization to account for the performance of his actions to the competent authorities and / or to citizens as owners of sovereignty.

Research Methods

This study uses a qualitative research approach. Primary data sources were obtained through in-depth interviews on participation observations, while secondary data was obtained from document analysis. That is the report of the Village Medium Term Development Plan, Village Work Plan and village profile and Village Income and Expenditure Budget. *Indept- interview* involve 10 elements of society (religious figures, youth, community leaders) and 17 key informants, from village apparatus and head of village institutions namely Sunarto (Chief of Head), Hadi Wiyono (Chief Rukun Kampung 3), Edi Village Empowerment Authority), Andika (Village Treasurer), Diarti (Member of the Village Consultative Body), Susinarti (Village PKK), director of BUMKam and chairman of the cooperative. . While the observation of the researchers did by visiting the location of Kampung program activities. In order to obtain the confidence level of the research results, the researcher conducted a data validation technique through credibility techniques by means of triangulation of data sources and data collection techniques. Furthermore, the intake of research conclusions on the success factors of the village development policy, compared to and linked to the concept and theoretical constructions that the researcher described.

Research Finding and Discussion

From the historical aspect Berumbung Baru village is a transmigration ex village which opened in 1990 from 10 Ex Eksigrating Village in Dayun Subdistrict Siak Regency. And geographically, the area of Berumbung Baru village 1.311 Ha is a land that is largely used as agricultural land. And demographically the residents of Berumbung Baru village come from different regions, but are dominated by the Javanese. Berumbung Baru village has a population of 1,962, with 329 people (15.2%) livelihoods. Farmers, 25 people (1,1%). Farm Workers, 48 people (2,2%). Breeders, 120 people (5,5%). Builders, 2 people (0,09%). Traders, 16 people (0,7%). Private Employee, 23 people (1,1%). Teachers, and civil servants 26 (1,1%). Meanwhile, the education level of the residents of Berumbung Baru village is not completed by elementary school (1,7%), 490 elementary school students (22,6%), 506 junior high school graduates (23,4%), 483 senior high school (22, 3%), Diploma 39 persons (1.8%), Bachelor degree 54 persons (2.5%) and masters (S2) only one person (0,04%).

From the findings of the researchers, it shows that one of the important factors of successful development of the village is new, so that the village is designated as one of the best villages of the Riau Province is the success of the Head of Berumbung Baru village (Sunarto) Head of Leadership which puts forward the innovative-progressive leadership style. The Leadership of the Head of the Berumbung Baru Village reflects the paradigm of the Village Governance, as a local government, into a community government, and the leadership of Berumbung Baru Village Head also reflects the current democratization of the village into reality and reality. Village

democracy is the power of origin and is in the hands of the people. Thus, the community or the villagers are the true owners of the power, not the elite or the Governing Body of the Village. Village Governing Organizations are just the exercise of the power of the villagers, not the owners of power or the owners of the Villages (Amanulloh, 2015: 10).

The results of the field study indicate that the type of leadership of head Penghulu Berumbung Baru village is applied is innovative-progressive leadership, namely the new awareness of managing power for the benefit of many communities. This leadership model is not anti-revolutionary, opens the broadest space of community participation, transparency and accountability (Mustakim, 2015: 12). Evidence from the leadership of Berumbung Baru Village Leader who opened the wide range of public participation, transparency and accountability can be known from the process of formulating village development policy planning, village development implementation and supervision provided by the community to evaluate the implementation of ongoing development activities as well as completed to be implemented, through the means of meetings / meetings of the Village conducted by involving the components of the community and elements of the village apparatus. Other evidence, the innovative-progressive leadership of the Head of Kampung Berumbung Baru is the success of the Head of the Head implementing village development policy programs, issued by the Central Government, the Riau Provincial Government, Siak Regency Government and the policy program issued by the Government of Berumbung Baru village.

From the researcher's search results, with the leadership pattern, the Head of Berumbung Baru village gets the greater legitimacy of the community. According to Mustakim, 2015: 12), the most fundamental aspect of running Village leadership is Legitimacy, this is closely related to legitimacy , trust and power right. legitimacy in relation to the attitude of society towards authority. The authority to lead, govern, and become representatives or representations of the community. Some public information that the interviewer interviewed, that the Berumbung Baru village community gave credence to the Head of the Head to continue the leadership period until the third period. It is enough to provide evidence that the leadership of the Head of New Headman has succeeded in giving great influence to the community to participate in the administration and development of the Village from all aspects of the potential for the welfare of the village community.

Participation, Transparency, Accountability in Planning, Implementation and Monitoring of Berumbung Baru Village Development

Development planning in Berumbung Baru village through the process of involvement of the village government, the Village Consultative Body and the community to utilize and allocate the resources of the village in order to achieve the purpose of village development. This is in line with Wahyudin's opinion (2015: 18) stating that all stakeholders should be involved in the process of village development planning. Planning for Berumbung Baru village begins with the preparation of the Village Medium Term Development Plan for a period of 6 years. Furthermore, the formulation of the Village Development Plan or the so-called Village Government Work Plan which is a description of the for a period of 1 year which is then stipulated by village regulations. This is in line with Permendagri No. 114 Year 2014 on Village Development Guidelines.

The findings of the researcher are that the process of preparing Village Mid-Term Development Plans and Village Government Work Plans is done transparently. Transparent means the

openness of the Government of Berumbung Baru village to the public to access information on the village development policy development process, as Kristianten (2006) said that transparency is the provision and access of clear information on planning, implementation procedures, oversight and accountability of governance, presence community involvement, openness of financial management processes and disclosure of financial management planning documents. Proof of transparency is evidenced by the existence of a village website containing information pertaining to Estimates of Village Spending Income, the type of development program can be seen on the banner / billboard displayed in the Village Office or in other public places. While the participatory meaning is what Loekman (1995: 208) the importance of community participation in the institutionalization of development systems, namely, cooperation between the people and the government in planning, implementing, and financing development.

The forms of transparency and community participation in the implementation of Berumbung Baru Village Development activities are carried out through several stages. First, the preparation stage of the activity consists of the determining of the implementation of the activities, the preparation of the work plan, the socialization of the activities, the supply of executing activities, the preparation of administrative documents, the procurement of labor and procurement of materials / materials. Secondly, the stages of the implementation of activities consisting of working meetings with the implementation of activities, inspection of village infrastructure activities, changes in implementation of activities, complaints management and problem solving, preparation of reports of implementation of activities, deliberation of implementation of village activities in order to account for the results of the implementation of activities and preservation and utilization activity results. All stages in the implementation of the development are information accessible to the community, because the Head of Berumbung Baru village in the process of development implementation, always invites community elements, village agencies to conduct sharing and discussion on the implementation of ongoing activities. The stages are in accordance with Permendagri No. 114 Year 2014 on Village Development Guidelines.

From the researcher's findings and interviews with some communities, the Berumbung Baru village community is always asked by the Village Chief to provide suggestions and inputs related to the implementation of the development activities and even in this case the Berumbung Baru Village Government conducts regular activities in a meeting coordination with the Village Governance element, Chairman of RT / RW, Head of orchard heads of village institutions by involving community leaders from each RT / RW, orchard, in order to receive inputs and coordination of implementation of the ongoing and completed village development activities.

The success of the Berumbung Baru Village Development Program Policy

Based on the results of observation at the research site and interviews with key informant and the result of secondary data analysis, it is known that the factors that cause the progress of Berumbung Baru village is the success of the village development program policy, namely: First, community mobilization, it can be known from the accumulation of funds Rp 896,917,763 sourced from physical donation. Meanwhile, non-physically self-funded donations amounted to Rp 2,814,368,400. All of these funds are recorded as Village Income Revenue which is included in the Village Expenditure Budget in 2015. Second, the management and utilization of village assets, Berumbung Baru village owns a land area of 10 H, which is managed and becomes one of the sources of village original

Income. The village original income has been used to build infrastructure (village roads, drainage), places of worship and social assistance. Third, the village lighting program. New Berobung Plant has a Diesel Power Plant, which is able to illuminate the entire area of the Village and its management is professionally made to gain profit of Rp 697,748,430.

Fourth, in the field of health. Berumbung Baru village is implementing the program "Siaga Village" as a form of village independence in the field of health. The operational costs of the Siaga Village program are purely derived from community self-financing that comes from monthly fees. The program starts on April 30, 2015 with an initial fund of Rp 253,522,000 and has been channeled by Rp 245,522,000. Siaga Village has also received ambulance assistance from Siak Regency Health Office. besides the Kampung Siaga program, Berumbung Baru village also has health facilities including Toddler Posyandu, elderly Posyandu, Family Planning and Health Center village. Fifth, in the field of education. Berumbung Baru village has educational facilities such as Kindergarten, Early Childhood Education, Education Park Al-Qur'an, Elementary School, and Junior High School.

Sixth, in the area of economy, Berumbung Baru village has a Karya Maju village unit cooperation which has once won the National Level I Champion. The Village Owned Enterprise has assets of Rp 3,446,000,000 with various business units such as Village Market, All-purpose warehouses and save and borrow. The farming / plantation fields are palm oil plantations. In this Sector is the new Berumbung community The majority of happy and prosperous living with harvesting rotation 14 days and each pair can produce 1.5 - 3 tons of fresh fruit bunches (FFB). This means that in one month it can produce 3-6 tons of FFB. If assumed price per kilogram Rp. 1,500, the income of palm farmers is approximately Rp 4.5 - Rp 9 million per pair.

Seventh, the development of Berumbung Baru village from animal husbandry (cow, goat, chicken, fish farm) is managed by 3 groups namely “Makmur Jaya” Livestock Group with the initial capital of the Ministry of Agriculture, Group Farming Group with the initial capital of State Budget Fund and Mulekar Group of capital the beginning of the state budget expenditure of Riau Province. The Makmur Jaya Livestock Group is engaged in breeding Balinese cattle, cow fattening, solid waste management and liquid waste management. They have 40 cows. Composting of solid waste is made of cow dung waste that is purified with bacteria and is equipped with N, P2O5, K2O, organic and Mgo content which is very much needed by the plant.

Eighth, Then in an effort to improve service to the community and orderly administration, the administrative service of Kampung Berumbung Baru Government uses the application of the Village Information Management System, at the Berumbung Baru village Government Office provided an integrated service counter to further maximize the service system to the community, mail and administrative device. Government services using the Village Information Management System, greatly facilitate the community to get a fast administrative service, according to community and village government information that the administration of the Government of Berumbung Baru village uses only 1 - 5 minutes for 1 service type. Furthermore, to facilitate the Government of Berumbung Baru village in terms of financial management and preparation of budget of village shopping income at the beginning of the year using the Village Budget Information System. With the Village Budget Information System application, the budget of village shopping income preparation was completed on time and the Accountability Letter at the end of the year

was easily reported. Through Village Budget Information System the management of village funds is more transparent and accountable, thereby reducing the potential deviations that occur. Later, to promote the potential of the village to the outside world then the village government has made the village site (www.berumbungbaru.com). In addition, the village website also attracts outsiders to assist the village government in developing the potential of the village.

Ninth, in the field of Family Welfare Empowerment in Berumbung Baru village is also actively doing activities even owning own estate assets managed with planted with various types of plants. Some of the Family Welfare Empowerment activities that have been undertaken are the training of household waste utilization, the construction of the toddler's family, the recycling of garbage, the building of the family environment, and at this time Family Welfare Empowerment Berumbung Baru village has issued a special product of the Village called Ting-Ting Ginger.

Conclusion

The success of the new Berumbung Village Development from the results of this study can be seen from the many activities of the program, including the education, health, social, economic and environmental aspects. However, the results show that the main factor affecting the development of Berumbung Baru village is Leadership of the Head of Berumbung Baru Village. Innovative-progressive leadership is naturally implemented by the Head of the Head, able to mobilize the potential of village resources and create community participation to participate in the process of development of the village development policy. The leadership implemented by Head Penghulu Berumbung Baru Village also implicates the birth transparency and accountability in governance and development policy stages. The development phase of the village covers the aspects of planning, implementation and monitoring done transparently without any information that is kept secret to the community, and can be accountable to the public and the government.

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Rural Local Government System in Indonesia: Recent Issue on Making Autonomy Local by Fiscal Decentralization

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Abstract

Since the end of 2014, Indonesian government did enlarge village autonomy in order to accelerate rural prosperity. One of the ways is giving fiscal decentralization larger space to village government to accommodate the public demand. The good news is the number of funding on village expenditure is bigger than before. By Law number 6 /2014 every village in Indonesia has around 1 million rupiahs to fund village operational and development. Head of Village Government and BPD also local people involved deciding the purpose and the way to spend the money. The village which has qualified capacity building tend to be successful in their program, but in another side there are many villages didn't have the qualified capacity building and they don't know how the way to start and to spend their money. This is a challenge to the government to improve the village government capacity building. They must have a good capacity building, good availability, and good ability in personal, group, and organization.

Introduction

Local autonomy means central government giving larger authority, more real, and more responsible. Especially in arranging enable, and explore some potential resources in their own authority. By the local autonomy, thus expected that economic development in their own local authority getting better and better. No one economic lack among the authority, because every one enables to achieve prosperity by exploring and take advantages of their own resources.

By local autonomy, so that government who centralized before have been changed to decentralized into many municipalities. In Indonesia decentralizing process was running till at present. There was four type decentralization in Indonesia: political decentralization, fiscal decentralization, administrative decentralization, and economic decentralization. All of them will be integrated one another.

Fiscal decentralization is one of the actualizations between government and local government relationship. To achieve the goal of fiscal decentralization, so that has been developed by grand design of fiscal decentralization itself, whereby fiscal decentralization that wants to achieve in 2030 was "Efficient National Local Allocation Resources by Transparent and Accountable Government and Local Government Relation".

In fiscal decentralization road progress in Indonesia, government tries as much as they can do to ensure that vision of fiscal decentralization can be achieved. One thing that government strived in order to government and local government relation to be transparent and accountable so that national resources allocation can run efficiently by enlarging local autonomy based. Therefore government performs Law Number 6, 2014 about Village. The main core of the policy was admitted village as local autonomy. So that village has been given entire autonomy to take advantages of the resources. By taken advantages of village's resources such as financial autonomy entirely by village government, so that the purpose that defined in fiscal decentralization vision can be achieved maximum.

Villages

According to Kartodikusuma, a village is a unity of law whereas living a group of people with their own government (Ahmadi, 2003). Whereas according to Bintaro, a village is a manifestation or unity of geography, social, economy, politic and culture which extent in a place, in the relationship and the influence reciprocal with the others place.

According to Paul H. Landis, as quoted by Ahmadi (2003), a village is a territory the people number is less than 2.500 people. And the nature is: a) to behave behavior knowing each other among thousands of people; b) there is sense of belonging each other which related to tradition or culture; c) have livelihood with strong relationship and influenced by the nature, such as climate, nature condition, wealth of nature, then livelihood except agrarians is just a side job.

Most of the government policy that related with village development prioritize pure purpose, such as fighting poverty, shifting village's face physically, giving social village service, till empowering the people and village government to be more modern. Unfortunately, a row of the purposes only stopped on the paper. Because village only being an object by the actor of village development project, where the benefit only took pleasure in by the actor.

Making autonomy local

Fiscal decentralization was given to the local government in order to explore the income resources, rights to transfer from the higher government, and determine routine expenditure and investment. Shortly, local government was given an opportunity to determine regulation in their own budget. Several purposes of fiscal

decentralization: *first*, to reduce a fiscal gap between central government and local government (*vertical fiscal balance*) and among the local government (*horizontal fiscal imbalance*); *second*, to increase public service quality among local government; *third*, to increase an efficiency of national resources usage.

Fiscal decentralization was one of the implementations of a relationship between central government and local government. Some regulation was performed as fiscal decentralization policy. First policy performed was Law number 22 and number 25/1999 which consist of Dana Alokasi Umum (DAU) – general allocation funds, Dana Bagi Hasil (DBH) – revenue sharing, and giving limited authority in tax to local government. Furthermore, that regulation was amendment and change to Law number 32/2004 and Law number 12/2008 which the main point was focused on monitoring mechanism by the central government and improvement accountability of local government expenditure. Fiscal decentralization policy change was a reflection that fiscal demand in local government being bigger and bigger.

In the grand design, the vision of Indonesian fiscal decentralization was "Efficient National Resources Allocation by Transparent and Accountable Relationship between Central Government and Local Government". To achieve that vision, there were some mission that determined by government: *first*, Developing financial relationship between government and local government that minimizing the lack of vertical and horizontal; *second*, Developing local tax system that support efficient national resources allocation; *third*, Developing freedom of action in accountable local expenditure to achieve minimum service standard; *fourth*, Harmonize government and local government expenditure in order to achieve optimum public service performance.

In line with vision and mission of fiscal decentralization and to solve fiscal demand in local government that being increasing, so that in 2014 government legitimize Law number 6/2014 about the village. Before that regulation, there was Law Number 32/2004 and Law number 12/2008 which state that village belongs to district government.

To know more about fiscal decentralization in the government village, so it can take look from village financial administration system start from arranging process Anggaran Pendapatan dan Belanja Desa (APBDesa) - The village budget revenue and expenditure plans decided. From that process, we can see the difference of village decentralization before and after Law number 6/2014 implemented.

Before Law Number 6/2014 implemented

In Minister of Domestic Affair Regulation number 37/2007, able to see the process of arranging to the village income and expenditure budget and decided. In that regulation able to see that the draft of the village income and expenditure budget arranged by referring to Rencana Kerja Pembangunan Desa (RKP) – village development work plan that was defining of Rencana Pembangunan Jangka Menengah Desa (RPJMD) – village mid-term development plans. The village mid-term development plans arranged by Head of Village Government based on his vision and mission while elected. From The village mid-term development plans defined into RKP that arranged by direct local people participation in musyawarah perencanaan pembangunan desa (musrenbangdes) – village development planning deliberations.

By draft of the village income and expenditure budget arranging process as well, it should be told that draft of the village income and expenditure budget was aspiring and tend to the public interest because in the first step arrangement was involved the people directly. But, because

village decentralization was limited, so that draft of the village income and expenditure budget must report to regent/major first to be evaluated. If regent/major approve, or evaluation pass the time limit, so that Head of Village Government may decide the draft to be the village income and expenditure budget. If the draft of the village income and expenditure budget considered not suitable with the public interest or break the law and higher regulation so that regent/major will order to Head of Village Government and Badan Permusyawaratan Desa (BPD) – village deliberation body to improve it. If Head of Village Government and BPD do not do improvement and still decided, regent/major will postpone and implement the previous period the village income and expenditure budget ceiling by peraturan bupati/walikota - regent/major regulation.

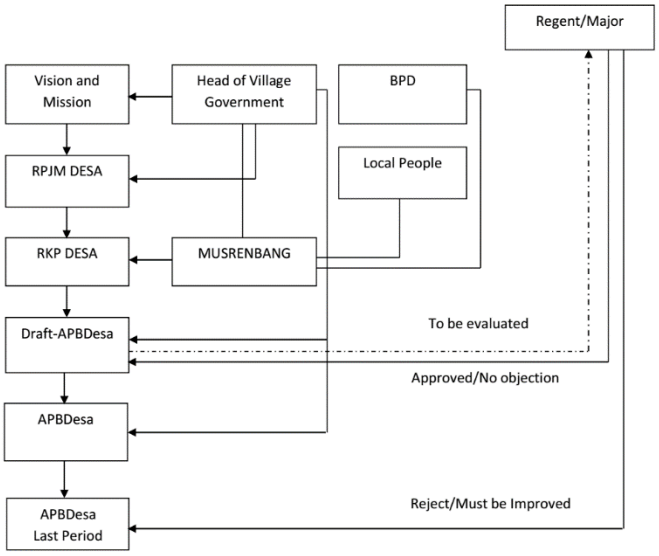
Another side, village expenditure consists of direct expenditure and indirect expenditure. Direct expenditure consists of employee expenditure, good and service expenditure, and also capital expenditure. Indirect expenditure consists of employee expenditure, subsidy expenditure, grant expenditure, social help expenditure, financial help expenditure, and unexpected expenditure.

In defraying side, village budgeting consists of revenue budgeting and expenditure budgeting. Revenue expenditure able consist of Sisa Lebih Pembiayaan Anggaran Tahun Berjalan (SILPA) – remaining more financing of current year's budget in the previous year, a meltdown of storage fund, the result of selling of the village affluence that has been divided, and a loan revenue. Whereas expenditure budgeting consists of the arrangement of storage fund, village taking part in a capital, and debt payment.

In Minister Domestic Affair Regulation number 37/2007 also explained about Alokasi Dana Desa (ADD) – allocation of village funds. Primary, the goals and function ADD is the same with DAU that is in order to reduce the gap of development among the villages in decentralization context and in order to accelerate fighting poverty. ADD resources came from Anggaran Pendapatan dan Belanja Daerah (APBD) – budget for regional income and expenditure that based on counterbalance budget which district/city gained 10%. Counterbalance budget means consist of tax sharing budget and natural resources plus DAU. ADD almost the same with DAU, consist of two items, that are **Minimum** and **ADD Proportional**ly. Minimum ADD decided 60% of total ADD, whereas proportional ADD decided 40% of total ADD. Every village will get minimum ADD, whereas proportional ADD only gave to village which has high poverty rate, education rate, health rate, and marginal infrastructure. So that higher poverty rate in a village, higher they get proportional ADD. ADD usage itself have been decided based on usage percentage which is 30% for apparatues expenditure and village government expenditure, which is 70% of people empowerment budgets such as facilitation maintenance, environment and settlement, and also food purchasing endurance.

Related to the village income and expenditure budget accountability, Head of Village Government give the report as the realization of the village income and expenditure budget to regent/major through Head of Subdistrict at least one month after the end of a budget year.

Figure 1
Type of Fiscal Decentralization Model Before Law number 6/2014



After Law Number 6/2014 implemented

The implementation of Law number 6/2014 felt as a fresh wind for the village people. This regulation is a fundamental jurisdiction to be confessed of the village existential as autonomy territory. In the relationship with fiscal decentralization there are two main points of Law number 6/2014; *first*, related to 10% allocation budget of Anggaran Pendapatan dan Belanja Negara (APBN) – state budget for all the village in Indonesia, whereas predicted that every village will get budget around 1 million rupiahs per year; *second*, budget sharing that almost the same 1 million rupiahs, although the capacity of village government was variation. This problem will be anticipated by some fiscal decentralization regulations that regulate the number of village budget based on demand and also the ability to manage by government regulation.

As the operational regulation of Law number 6/2014, so government also publish Government Regulation number 43/2014. This regulation set up some rule in the relationship with fiscal decentralization.

Related to The village income and expenditure budget arrangement, there is a different principle between Government Regulation number 43/2014 with Minister Domestic Affair Regulation number 37/2007. The main different thing is on the authority of Head of Village Government in order to decide The village income and expenditure budget. In Minister of Domestic Affair Regulation number 37/2007, the people who have right to decide The village income and expenditure budget is regent/major. But in Government Regulation number 43/2014, the draft of the village income and expenditure budget that prearranges by the head of the government village and BPD then asking for an evaluation to regent/major. Regent/major can delegate obligation to evaluate draft of the village income and expenditure budget to Head of Subdistrict. Then the decision making of the village income and expenditure budget did by Head of Village Government at least December 31st.

Related to the village mid-term development plans, in Government Regulation number 43/2014 The village mid-term development plans arranged by village government with performing participative musrenbangdes. BPD and local people, using for orientation to the village mid-term development plans and at least contented vision and mission of Head of Village Government. The village mid-term development plans will define into RKP Desa and used to the village income and expenditure budget arrangement.

Related to village income, there is an additional point in Law number 6/2014 that is except all kind of revenue that noted in Minister of Domestic Affair Regulation number 37/2007, village revenue sourced to APBN and the others legal revenue. Allocation of APBN sourced to central government expenditure by making an effective program based on village commonly prevalent and equality. In Law number 6/2014 also decide that tax revenue sharing and local retribution regency/city at least 10% of revenue realization giving to the village, whereas in Minister of Domestic Affair allocation as big as 10% only arranged sharing revenue in tax. The allocation of tax revenue and retribution

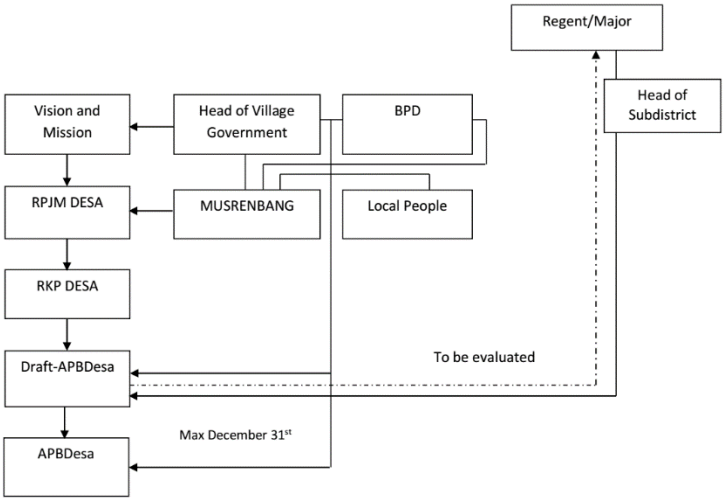
based on the regulation as big as 60% divided in average to all over of the village and 40% divided by proportional as big as their contribution to tax revenue and retribution. Related to ADD given at least 10% of counterbalance that received by regency/city in APBD after detracted by DAK.

Related to village expenditure, regulated that village expenditure prioritized to fulfill the demand of development that agreed in village meeting and according to the priority of local government (regency/city), province government, and central government. In Government Regulation number 43/2014 define more that village expenditure used to the rule at least 70% to fund village government performance, building up village society, and village people empowerment; and also at least 30% used to fixed income and incentive for Head of Village Government and the staffs, village government operational, incentive and operational budget for BPD, and also incentive for RT – neighborhood association and RW – citizens association. Concerning related to village funding not defined detail in Law number 6/2014 neither in government regulation number 43/2014.

Related to ADD there is a difference among before and after implementation of Law number 6/2014. After Law number 6/2014 implemented, ADD to behave at least 10% of counterbalance that received by regency/city in APBD after distracted DAK. Concerning related to minimum ADD and proportional didn't define yet more in regulation.

Related to the village income and expenditure budget accountability, Head of Village Government deliver two kinds of report, namely the village income and expenditure budget realization report per semester maximum in the end of July and the end of January also annual the village income and expenditure budget realization report every the end of the budget year. The reports deliver to regent/major by Head of Subdistrict

Figure 2
Type of Fiscal Decentralization Model After Law number 6/2014



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The authors are grateful for critical comments on this article, in order to understand more about the change of government village policy in Indonesia. It was three years ago the Law number 6/2014 have been set up and implemented. Many stakeholders in local level government still trying to understand the rule of rural local government system, particularly on fiscal decentralization.

Conclusion

Fiscal decentralization in village autonomy getting improved especially by the born of Law number 6/2014 about the village and Government Regulation number 43/2014 about the implementation of Law number 6/2014 about the village. The born of the regulations so that the coverage of fiscal decentralization in the village getting larger. In fiscal decentralization scope, village gain additional income having a form allocation from APBN and the other legal revenue. Beside that, there are some regulations that more detail related to village expenditure and ADD. The accountability of the village income and expenditure budget also expected to be more transparent and

accountable as well as vision and mission of fiscal decentralization itself. But that thing will not reach if not followed by the strengthening of village government, availability, and the ability of the staffs and local people.

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BEHAVIOUR AND PARTICIPATION OF COMMUNITY ORGANIZATIONS AS LOCAL ACTORS IN POLICY IMPLEMENTATION IN DENPASAR

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Abstract : *This research is entitled "Behaviour and Participation of Local Community Organizations as Local Actors in Policy Implementation in Denpasar" Denpasar city as one of a Metropolis City is a dense city with a high heterogeneity with all of its development policy problems. A development that can fulfill the citizen needs is a demand that can not be postponed again in this area of regional autonomy. However, in practice, this often encountered many obstacles and problems. Ideally, regional development should involve community participation and based on the neds of citizen itself. Observation methods used by the autor is qualitative descriptive method. The data source obtained from aspect of place, person, and paper. Data collection techniques include observation, interviews, and documentation. The role and participation of community organizations in the city of Denpasar in policy implementation in the city of Denpasar is required by the government to create a synergy of development in the city of Denpasar. Each actor reveals that there is still a lot of the problems that exist in the city of Denpasar, its because Denpasar itself which is now evolving into a dense city with large numbers of immigrants, with all of that problems it really needs synergy between the parties in order to solve it. Based on this observation, as a form of the problematic solution that there are methods of public organizations participation is one that is expected to be implemented. The most expected to be implemented. The most expected participation of actors involved in a variety of policy implementation in the city of Denpasar is the public organization.*

INTRODUCTION

One proof of a country declared advanced is if he has a society that citizens more and more often participate in state life. Participation is made in the filing of demands, support, and or supervision of the citizens over the running of the administration of clean, good, and right. The participation of these citizens as a manifestation of the growth of human rights enforcement on the one hand and the fertile process of democratization on the other, which both sides in practice mutual one another. Citizens' participation can be

realized in the form of self-generated community organizations, which are generally internationally known as non-governmental organizations (NGO's). In Indonesia, NGO's are better known and commonly translated as Community Organizations (Pipin Hanafiah: Fisip Unpad: 2011).

In the struggle to achieve the national goals / targets the Indonesian nation is not spared from various threats that sometimes endanger its safety. How to deal with the threat of threat, the Indonesian nation must have the ability, resilience, and endurance called national resilience. The condition or situation of our nation is always changing not static. Threats faced are also not the same, both types and magnitude. Therefore, national security should always be nurtured and upgraded, in accordance with the conditions and threats that must be faced. And this is called the national security dynamics that every organization must have (khairulchaniago.wordpress.com).

Each local government has the distinctive features of various issues. This, can be seen in one area in Indonesia, namely the Government of Bali, especially the city of Denpasar. Bali is a potential area to be able to apply the new paradigm of government in Indonesia in the aspect of national resilience. Bali as an area that has a high enough appeal for everyone, both among regions in Indonesia and abroad that has given serious problems for Bali is in terms of security issues. In the latest developments, there are many unscrupulous members of mass organizations in the city of Denpasar who conduct thuggery actions ranging from logging to local merchant traders on the grounds of security costs, there is even as a driving demo against government policy.

Based on field observations, the proliferation of security-based mass organizations in the city of Denpasar almost every year increases, in fact almost every village has at least 2 mass organizations. Various reactions emerged in society ranging from anxiety and even disturbance arising from the behavior of elements of mass organizations, ranging from logging, then fighting, and often causing congestion due to convoys by members of the organization. Clashes between mass organizations that make the Balinese people are concerned. All the mass organizations in Bali are required to maintain security and peace, not even creating chaos. Humans living in Bali should appreciate the local genius of Bali as a peaceful island paradise.

According to society, basic mass organizations create security, organizations must concentrate on creating a peaceful atmosphere, helping each other, helping each other. All must comply with

applicable law. Clashes that occurred during the last 4 years is a form of distrust of law enforcement. So what comes up is solving the problem itself. If the slightest problem is left to the authorities. The community hopes the police can communicate nicely with mass organizations in Bali. Police officers should provide coaching and coordination with the police should be established. In addition to the first thing that is important to do is law enforcement, the commitment to keep Bali.

In the future, the important thing to note is the police anticipation. Public expectations, anticipation is more advanced. To prevent similar events from recurring in the future, there are at least three things to do. First, coordination between mass organizations facilitated by the government is important. CSOs can live because they own the land. There is funding from the activities they have titled. From how much it costs, this should be identified first. All organizations must be coordinated for togetherness. Second, structuring the work patterns of each organization. CSOs are involved in what field, it should be setting and monitoring. If out of the rails, then reprimanded and accounted for. Third, between mass organizations, governments and other stakeholders should shoulder to keep the Balinese society order.

How to establish communication and continue to evaluate. Small things if left will be great. And the most feared thing in the phenomenon of community organizations in Bali, especially in the city of Denpasar is feared is the tendency of existing community organizations in Bali to imitate the system of other countries such as Japan, known as Yakuza and Italy and America controlled by a mafia group that has members of hundreds of thousands of people who are able to endure the social, economic and political sectors of the State. To that end, the researcher is very interested in raising this issue, in addition to concerning the organization and security issues which is the initial bastion of Bali tourism in maintaining the security situation in Bali remains conducive on the other side also the concern of some people about the tendency of the behavior of members of mass organizations which, if not well controlled by thuggish action and a tendency to dominate important sectors of society as has happened in Japan, Italy and America.

The researcher took the sample of 3 biggest community organization in Bali because the researcher was very interested with vision and mission of the society organization in participating to maintain Bali as one of the world's best tourism destination in its role as local actor in

policy implementation in Denpasar City. However, in reality that happened in society, the existence of community organization is very disturbing society as result of several clashes that happened in the last 4 years, not only material losses obtained but dead victims and psychic impact is also felt very alarming. The existence of community organizations in Bali is still not in accordance with their vision and mission so that the future is needed internal revamping as well as the role of government and the firmness of the police in enforcing the applicable law.

THEORITICAL REVIEW

Social behavior, is the atmosphere of interdependence which is a must to ensure human existence. As proof that man in fulfilling the necessities of life as a self can not do it on his own but requires the help of others. There is a bond of interdependence between one person and another. This means that human survival takes place in an atmosphere of mutual support in togetherness. For that people are required to work together, mutual respect, not disturbing the rights of others, tolerant in social life (Rusli Ibrahim, 2001).

Social Participation, Humans as social beings can not separate themselves from other human beings. When man lives alone, for example in a confined state in a room or can not see another human, there will be a disruption in the development of his soul. Thus it is an instinct for humans to always live together with others. The growth and development of human instincts to always live together is based on the will and interests of the infinite (Budi Winarno: 2008).

Community Organizations are social groups formed by the public, both legal entities and non-legal entities, which serve as a means of public participation in nation and state development. As creatures that always live together, humans form social organizations to achieve certain goals that they can not achieve themselves (Wikipedia.org: Social Organization).

Based on the Theory of Structural Functionalism, Community Organizations in Local Government System of Bali Province can be domiciled as interest group that function for / to struggle society interest in their respective scope, which can be played in the form of :

1. Influence political parties (through fractions) in the DPRD to fight for or make decisions (through local regulations) in favor of programs / activities of community organizations.
2. Influencing government / executives (Regent or Office / Agency concerned) to fight for the interests of community organizations into Local Regulations or Government Decisions.

3. Controlling / supervising the performance of the Government and DPRD (including the Office / Government Agencies and political parties) in Denpasar City.

4. Mutual monitoring and controlling among the interest groups (community organizations in community organizations, NGOs to NGOs) in order to avoid unhealthy competition, so as not to defame the organization in the eyes of the government and the general public (for this can be in the form of a forum together , joint working group, shared professional ethics, or otherwise);

5. Willing to be conscious and responsible to be monitored and controlled by public and government in Denpasar City as a form of public accountability from community organization.

Based on the theory of phenomenology there are some phenomena that occur among others, that in accordance with the Law of society organization number 17 of 2013 states that the Community Organization hereinafter referred to as CSOs is an organization established and formed by the community voluntarily based on the similarity of aspirations, wills, needs, interests , activities, and objectives to participate in development for the achievement of the objectives of the Unitary State of the Republic of Indonesia based on Pancasila but in reality the establishment of existing community organizations in the city of Denpasar is still far from the goals of community organizations that actually even tended to disturb the community associated with frequent inter- community organizations that are triggered due to problems of economic land grabs and other social factors, and even tend to be oriented to the organization's political interests because public officials also participate in m stewardship of community organizations.

Ethnometodologi theory provides ways or methods that are used in an interaction between fellow human beings in order to create a good social order and perfect. In this theory is closely related to community organizations that must be a synergy between community organizations, government, police and the public so that the situation is maintained and the real purpose of community organizations that provide input in the implementation of any government policy can be done properly (didanel.wordpresscom: Theory Phenomenology and Theory of Ethnometodology) .

RESEARCH METHODS

The location of research related to the behavior and participation of community organizations as local actors in

policy implementation in Denpasar City will be implemented in Denpasar City Environment. Researchers use descriptive qualitative research methods. Research with qualitative method refers to activities to gain knowledge, information about subject and social background of research. To present the data obtained, the researchers then pour in the form of explanations or in other words using descriptive method. This method tries to give description, description about facts of phenomenon that happened in research subject. In this case the researcher uses this method to know the clear picture and later presents the data, looking for inhibiting factors as well as supporting and description of the actors and public participation in policy implementation. In this study, the key person who became the informant is the core organizer of the three largest community organizations in the city of Denpasar namely Laskar Bali, Baladika Bali and Balinese Youth Unite. The object of this study is the behavior and participation of community organizations as local actors in policy implementation in Denpasar City.

RESULT

The problem of Denpasar City or the problems faced by Denpasar City according to the local actor (mass organizations) is not much different from what the general public complained about so far. Seen in the table above the problem of unemployment, hygiene, congestion, infrastructure, crime, the number of sprawl and beggars, cultural shifts and the like is a problem of Denpasar, which was put forward by local actors (mass organizations) almost similar to various problems that occur in major cities in Indonesia in general.

Congestion one of them, is a problem that seems now very commonly faced by urban communities is no exception Denpasar, one of the main causes is improper parking management, and in fact can be seen from the number of cars and motorcycles that violate the parking ban signs. In addition, the urban community's need for family transportation needs is also the cause. Not infrequently one family has several cars that add to the population of cars that are not offset by the addition of roads and not infrequently there is PDAM or electricity excavation work that adds to traffic jams of the city of Denpasar.

From the perspective of the perpetrator, this is not always emphasized on the upstream of a problem but in its estuary, not how the congestion problem occurs due to excavation, but how the behavior of the people of Denpasar in daily so that it can cause congestion. Seen from the problems It appears that the

congestion is caused by the management of the park worker of excavation work, but from different aspect It appears that the behavior of people who lack discipline in driving to be one cause of congestion itself (Notoatmojo, 2007).

Regarding the problem of population administration there are differences in the information can be submitted by informants. Immigrants who are members of the association / association want clear rules related to population administration and if possible to set the amount in the local regulation, but the amount of KIPEM tariff according to the government that it is the authority of Pakraman Village autonomy to determine the amount. With regard to various issues above the behavior shown by the attitude of the actors in dealing with them is still very closed, there are not many forms of real response shown at least to convey complaints and suggestions to the city government, especially from the immigrants, in this case represented through the forum of the association / bond. From the results of interviews conducted by researchers, it is known that there is little that can be done by immigrant population in the implementation of development policy in Denpasar City. Once they can follow the rules, this is a form of participation and that is how they shape the development policy in Denpasar.

Various views on the problems faced by the city of Denpasar above are also considered important to be dealt with immediately according to the views of experts, but in addition to the problems that have been raised local actors (mass organizations) above appeared various other problems that may not be caught and felt directly by the actor. There are various important issues faced by Denpasar that are principal. These issues include traditional indigenous Denpasar behavior, the potential for conflict based on economic resources, especially from informants, the decreasing public awareness of the environment of hygiene and moral degradation that occurs in young people. As a matter of fact, there is one big point that does not seem to come to the surface and is recognized by the community as an informant. Denpasar is considered to be a culture-based city that is translated in the vision of Denpasar City is now also facing the moral crisis of identity and there has been a decline in spiritual values in local communities. Until now still the local people live in traditional culture in the midst of globalization and cultural influences outside one of the causes of Bali and Denpasar city which is a world tourism destination? Now the identity of local people who as polite,

friendly, and ethical people began to degrade. Local people are now starting to get caught up in the consumptive life culture and tend to modernize and abandon traditional culture. Everything is about money and making ourselves king for the other (individualistic), and predicted traditional society will now lead to a new civilization with a modern identity with consumptive, pragmatic and transactional life behavior.

This moral degradation and identity crisis is an unexpected one in the concept of development, that the main purpose of development is the development of society (human), whereas physical development is only a sign that some humans are prosperous (Afiffudin, 2010: 41). In addition, development is also closely related to social and cultural change and not just physical processes, development brings changes in human beings, society and the environment, because it is clear that culture and social change is an important element in development.

From the results of observations and interviews conducted with several informants indicate that the participation of community organizations in the implementation of development policies in the city of Denpasar is quite good in the field of planning and implementation and can be seen also visible participation of community organizations mostly done in the process of planning, implementation and the utilization of development policy programs especially in the field of culture, security and leadership training and softskill for the community.

In the planning process, the participation of local actors in this case community organization is seen from the suggestions to the government given through the agenda of Musrenbang Desa or kelurahan, or it can be done through the press to give criticism and suggestion to development policy which should be done by government. From the results of the interviews it is known that the level of involvement of community organizations in preparing a development plan that will be implemented is quite high and the final result of the submitted proposal submitted to the village government together with community figures to be the main priority proposals because what is proposed is needs that are urgently needed / urged by society. Meanwhile, from the interviews conducted with several community organizations that in preparing the project plan, adat villages involve mass organizations, community leaders, PKK, sekaa teruna and other interested parties, so that the resulting decisions are the result of mutual agreement with the community. This indicates that customary village governments and sub-districts provide an

opportunity for community organizations to participate in developing development program plans because community organizations will also implement and benefit them. But not so proposed by community peguyuban / bond / ethnic groups of immigrants. Involvement peguyuban or immigrant communities in the planning activities felt very less

The participation of mass organizations as local actors in development is increasingly felt in the implementation stage of the development agenda. The agenda of development in the field of culture, security, order, hygiene and in the field of infrastructure can be run and accepted by mass organizations and society, realized in the form of participation.

In the field of culture is clearly visible from the arts and cultural events held by the government of Denpasar City such as the Denpasar Festival. Where one of the mass organizations HIPMI (Association of Young Entrepreneurs) Denpasar City is given space for local young entrepreneurs to distribute the container, especially local craft entrepreneurs, clothing and others. The position of cultural values and customs that increasingly urged by the development of modernization today also trigger the desire of community organizations or motivate mass organizations to try to preserve the cultural potential they have. Without the role of mass organizations and society of course in fortifying cultural values it is not impossible in the future local culture will be faded and even destroyed. In addition, as a form of concern to the Government of Denpasar City to the young generation that the young generation is not falling into negative things such as drugs, alcohol and wild racing, the government held leadership training activities and softskill in order to equip the younger generation of self-leadership strategies and other capabilities that after educated later will be able to get a job, on the one hand this also prevent unemployment.

According to observations made by researchers that many activities are programmed by the government which the Mayor took to the field to carry it out together with the community. This shows the small partition between leaders and their people, so that mass organizations and people are moved to participate actively to participate in implementing and launching the program. As explained in the previous chapter, as Bass in Swandari (2003) argues that transformational leadership as a leader has the power to influence subordinates in certain ways. So, ways like working with mass organizations and society.

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Factor of consciousness / willingness and participation in a development activity does not just arise, but because of the urge to participate. One of them is the awareness factor of the community organization itself. Awareness factor itself arises from the desire of community organizations to exist in every activity that will be run by the government, in the social field for example, some mass organizations routinely carry out reforestation activities, environmental hygiene as well as those conducting home surgery activities, solely this for the organization still exist in the eyes of the community and certainly in accordance with the vision of the mission of the organization. Then in the field of culture, with the opportunity to perform and display cultural activities such as the implementation of the contest of bali culture among younger generations, it can provide an opportunity for the Denpasar community organization to show its existence as part of the Bali community such as slogan "Ngiring Ajegang Bali" in accordance with the vision Denpasar city itself. Besides that, with the more often displayed various forms of art then indirectly also participate preserving the arts because it will form art groups that will be ready to display the art and also not less important that the older generation can lower the skills of art and the ability to make crafts to young generation. In the context of this research, not only organizations that have local members who are actively involved in the participation of development, but also community organizations whose members are immigrant communities who have long lived in Bali, especially in the city of Denpasar, so have an awareness that their place is now a home also should be guarded and guarded by its development policy.

In general, social conditions of community organizations in Denpasar are still many who have not registered

themselves well. Up to now, only about 84 community organizations have been registered through Denpasar Kesbangpolinmas Agency. This means there are still many community organizations that have not been registered officially. In addition to the government factor through Denpasar Kesbangpolinmas Agency that does not register and data collection with the system "pick up the ball" to the mass organizations that have not registered as well as the arrangement of the condition of organizations that do not proactively report themselves to be re-granted so that its existence is not detected by the government. The problems of registration, administration and documentation of the existence of these organizations have implications for the government's not giving maximum attention in the form of assistance or facilitating various struggles of mass organizations. Similarly, the desire of mass organizations to participate or the expectations of mass organizations to be responded by the government becomes not maximal because of the weak influence of administration and documentation of mass organizations. The most well-organized organizations and at the same time always detected the existence of organizations that are affiliated with the security field like DPC Laskar Bali Denpasar City, Baladika Bali Denpasar DPC and DPC Pemuda Bali Bersatu Denpasar City. In addition there are organizations that are affiliated in the world of education among young people such as GMNI Denpasar, KNPI Denpasar, PC KMHDI Denpasar and many others. The weakness of the system of public administration is not only caused by the government but also because of the reluctance of mass organizations to register themselves.

Not all mass organizations in Denpasar City are invited to formulate public policy, maybe only some mass organizations that have been active, but still very many who do not know at the time of public policy formulation. This is caused by several factors, among others: (1) The community is accustomed to the old pattern, namely the making of regulations without the participation of citizens. During this time the residents have been accustomed to obedient to the orders of the center without questioning the rule. Therefore, when participating opportunities are opened, it is difficult for them to change their existing patterns of thinking. (2) The community is unaware of the opportunity to participate. People who live in the interior or away from the reach of the media, it is very difficult to get information. They rely on word of mouth information or information from their leaders. In fact, their leaders are not necessarily aware of this opportunity. As a

result, public policy formulation is difficult to gain participation from the community. (3) The public does not know the procedure of participating. To participate requires good and correct steps. For example, convey the opinion to the people's representatives. However, often knowledge of this procedure is not well socialized. They do not know how to channel their opinions. As a result, the community becomes reluctant to participate. (4) Society does not want to know. Not all community members pay attention to what is happening in their environment. Everyone has their own interests. Perhaps the public policy is not related to their interests so they feel there is no benefit to participating. Although regional autonomy has been implemented, it is still not easy to change a pattern that has been running for decades. During this time the people and people who sit in government have been accustomed to the pattern of centralization. With the adoption of this centralized pattern, the government issues a regulation and people live it without much questioning. This is contrary to the spirit of regional autonomy that requires the participation of community members (Kesbangpolinmas Denpasar: 2016).

CONCLUSION

The behavior and participation of mass organizations as local actors in Denpasar City is indicated by the response and attitude and expectation towards the development policy of Denpasar City. To this matter, mass organizations reveal the many problems faced by the city of Denpasar as a Metropolis City is growing quite rapidly, which also has implications on the emergence of problems that can be seen visually on aspects of infrastructure and environmental situations or social conflicts that occur in society. The problems in the city of Denpasar in general is not much different from what is faced by most other big cities, problems such as congestion, garbage and cleanliness of the environment, security and order, the provision of green open spaces, flattened, criminality, population and other problems become the first major concern revealed by the informant.

In dealing with these problems is expected to have a good synergy between the Government of Denpasar and community organizations themselves. Almost all organizations assume that the way of handling or methods of handling various problems in the city of Denpasar has not been done optimally, so it does not produce problem solving in accordance with the expectations of the community. The role of community organizations in various existing problem-solving efforts

has not yet been optimized. In dealing with various problems in Denpasar City, the government is still impressed as a sole implementer so that the participation of community organizations is less visible. Due to the government's efforts in dealing with various problems in Denpasar City does not optimize the community organization, so most of the mass organizations expect that in handling various problems that the government involves more participation of mass organizations in Denpasar. In disseminating information or socializing various government policy programs not only focus on modern media or existing communication media, but still use the meditative method of socialization through traditional authority such as traditional village or banjar.

There are several factors that cause the existence of acts of thuggery in the body of members of mass organizations in Denpasar, this can be seen from the many cases of fights between organizations that cause casualties such as economic factors, most organizations scattered in each region (korlap) classify each region as its territory as an economic land such as security dues and parkers, which should be in accordance with the rules that apply the business becomes the responsibility of Indigenous Villages and the government, not even rarely found in every shop or place of business attached lots of stickers reads "this area is in the security of the mass organizations". From the customary village side also tend to be silent on the case that happened. The customary village and the government should be firm against the mass organizations that have violated the rules. In addition to economic factors. Other factors that cause acts of thuggery committed by unscrupulous organizations is the lack of awareness "*menyama braya*" and lack of discipline training, ethics and leadership provided by mass organizations to its members. Especially for handling the problem of crime, this is related to clashes or friction between fellow organizations that are actually caused only because of trivial problems that result in the loss of life, the government must be firm in enforcing the rules that apply not to the decisions set influenced by a handful of unscrupulous elements is a public official participating in it as well as from the police should be firmly punish any violations of the law committed by elements of these mass organizations.

The suggestions given in this study are identical to the suggestions based on the findings of the problems and the way they are handled as described previously. There are several policy recommendations that can be given in this research, among others:

a. Optimizing the participation of mass organizations

Based on the identification of problem, the way of handling and opinion from mass organizations, it seems that the role of mass organizations in various implementation of development policy in Denpasar is still not maximal. Therefore, the optimization of mass organizations' participation in broad terms needs to be improved. Giving awards to participation and social sanction for the lack of participation seems to be considered by Denpasar government. In optimizing this participation the local wisdom-based culture approach is the most relevant method. With respect to any inhibiting factors of participation by other interest groups it can also be minimized by participation by the community by exercising the oversight and coordination of local government and community leaders able to minimize and control the impact of loss from interest groups that are always seeking personal gain.

b. Monitoring mass organizations in Denpasar

For the sake of the creation of a safe, comfortable and conducive city of Denpasar, the Denpasar City Government through the National Unity and Political Institution (Kesbangpol) is obliged to carry out monitoring on the Community Organizations in Denpasar City. It is based on Law Number 8 Year 1985, Law Number 17 Year 2013 on Social Organization, Regulation of the Minister of Home Affairs No. 33 of 2012, Government Regulation No. 18 of 1986. Besides, it will also carry out socialization of these laws at once monitor and provide guidance for existing mass organizations, whether it is registered or not registered. The purpose of this monitoring is to obtain complete information about the growing mass organizations today in the city of Denpasar in addition to administrative data collection by completing the requirements specified. Given the year 2014 yesterday as a political year, the government must invite all organizations in Denpasar to participate and synergize to the local government in implementing security. This monitoring activity involves the Police, Kodim 1611 Badung, Camat se- Denpasar, and other related institutions. The government through Denpasar Kesbangpolinmas Agency said there were about 1000 mass organizations divided into groups such as foundations, religious, ethnic, social, cultural, political, and so on. To empower existing mass organizations to participate in development in Denpasar City is an initial strategy by approaching or approaching directly, so that there is mutual understanding for the process of participating in creating security, comfort, in the society because they are also the

nation element. Compulsory law Local government to educate, nurture, and nurture. Furthermore, the government hopes to be related to the facts in the field in 2013 with the clashes involving mass organizations and mass that enough, for that Kesbangpol as the organizers of mass organizations trying to raise awareness of peace as a unity to be able to minimize the occurrence of such events, and making the paradigm as a togetherness in a development process.

c. Law Enforcement

Law enforcement in a broad sense includes activities to implement and apply the law and take legal action against any violation or legal irregularities committed. In this case the legal discipline is needed to bring back what has deviated from the policy that has been established by the Denpasar City Government.

d. The Need for Leadership Training, Ethics and Discipline for Members of mass organizations

Leadership training, ethics and discipline is needed for each member of the organization. It aims to suppress crime and thuggery figures and form strong character and protect the society for every member of mass organizations, so that in the eyes of society, mass organizations do not sound scary. This activity needs to be routinely held by mass organizations every year and member recruitment system will run well through this activity.

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DIGITAL LOCAL GOVERNMENT

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Digital system with its programssuch website, SMS center, e- paper, one stop permit service, electronic identity card,e-planning, e-budgeting, e-procurement, e-warehouse can enhance regional budget managementsystem, legal assurance and order to rules of lawfor local government apparatuses in perfomingtheir duties, with the digital system, effectiveness and efficiency in works can be enhanced too. Digital system that gives transparence space at last can enhance responses of the apparatuse, the society as the sovereignty holder are also given the same space equality in gaining services from the local government apparatuses.
Keywords : digital system, good government, quality service

Keyword : Digital System, Good Governance and Service Quality.

INTRODUCTION

The Digital Local Governance System is closely linked to government transparency as one of the characteristics of Good Governance as the concept offered by the United National Development Program (UNDP). The system should be able to encourage government transparency. Given that transparency is one aspect became a demand for reform in Indonesia in 1998.

The neglect of the transparency of government affects the poor accountability of local government, ultimately leads to people's disappointment in general government practice in Indonesia until the end of the New Order regime. Then there is a big wave of reform with some demands of the people's demands.One demands are bureaucratic reform and eradication corruption, collusion and nepotism (KKN). With these demands it is expected to realize government transparency organized by the state from central government level to local government and village government.

One of the new institutions that was born during the reform period is the Corruption Eradication Commission (KPK), considering the aspects of combating corruption, collusion and nepotism (KKN) is the most emphasized aspect by the people.

The presence of the KPK during the reform period followed by bureaucratic reforms, is intended to achieve better governance, suppress corrupt bureaucratic behavior and ultimately achieve transparency of state management / government transparency, realized by implementing or implementing digital systems, both at the level central government to local government and village government.

Implementation or implementation of the Digital System of Local Governance aims to organize good local governance (Good Governance). By applying digital system is expected to the principles of Good Governance as a reference United Nations Development Program (UNDP) can be realized. Nine characteristics of Good Governance according to the UNDP, among others, as follows :

1. Participation.
2. Transparency.
3. Accountability.
4. Effective and efficient.
5. Rule of Law.
6. Responsive.
7. Consensus.
8. Equality and Inclusiveness.
9. Strategic vision.

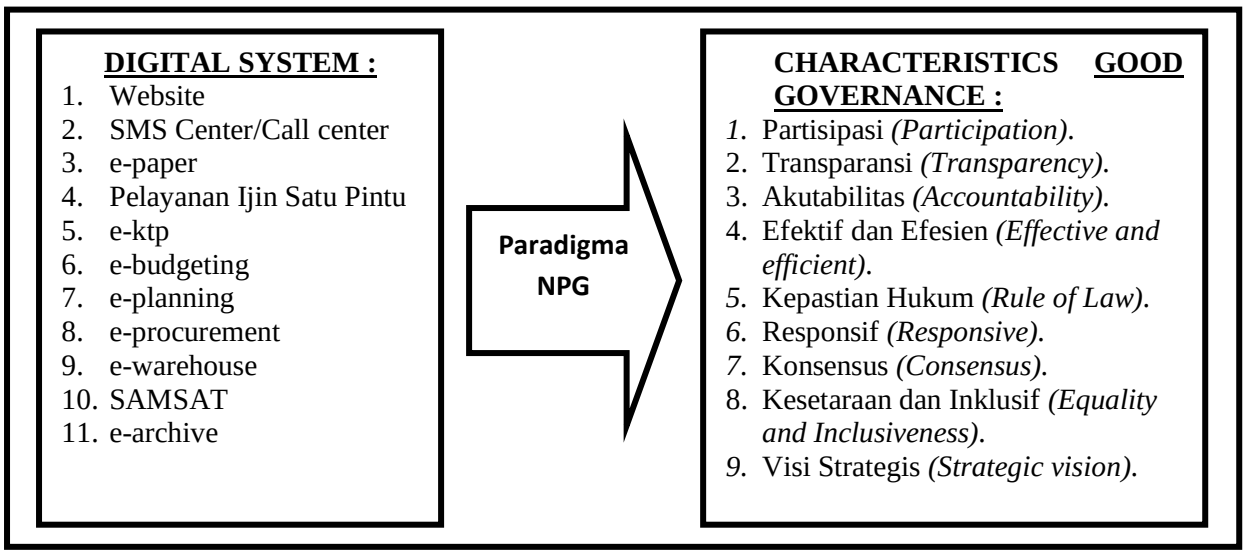
Implementation of Digital System in Local Governance in Indonesia in order to realize good governance has been done since the beginning of the reform or era of 2000 with the pioneer at the time was the Government of Jembrana District in Bali Province. The last fifteen years after the reform has been many areas that consistently implement the system digital, some of which show significant progress, for example: DKI Jakarta Provincial Government implements the local financial system with e-budgeting program, implements e-musrenbang, implements e-planning, also implements smart city applications that can be accessed from android (smart phone) every residents, then the Government of Kota Surabayamemelopiri installation of website / portal for every kelurahan, kecamatan and Organization of the Regional Area (OPD); in Banyuwangi District Government is also applied to the management of regional finance with e-budgeting in more detail, then Denpasar Municipal Government develop one-stop /

one-stop licensing service system, then the models become national reference to be applied in all regions in Indonesia.

DISCUSSIONS/CRITICAL REVIEW

How to see and conclude that the digital system can be used to achieve the principles of Good Governance as the UNDP standard. It is the discussion in this paper. Starting from the influence of the digital system on the level of community participation, the effect on compliance with law, the effect on the accountability of local government to how it is able to foster a strategic vision of the elite in the region. Paradigm or phenomenon that developed will be presented by using New Public Governance (NPG) approach as one of paradigm of public administration which is growing and developing at this time. Furthermore, the frame of mind as described above is illustrated in Figure 1 below :

Picture 1. Framework of thinking



With the frame of mind as in the picture above, it can be seen that this paper is more about the digital system associated with the authority of the district / city government and digital systems that have been developed in Indonesia.

1.Website/Portal Dan*Good Governance*

One of the characteristics of Good Governance according to UNDP is participation. Community participation can serve as a benchmark for the level of public awareness of the implementation of local governance. The "participation" aspect as

Arstein (1969) argues that the high or low level of participation of a community group can be measured. 8 (eight) levels of public participation on public policy, as Figure 2 as follows:

Picture 2. Level of Community Participation According to Arnstein

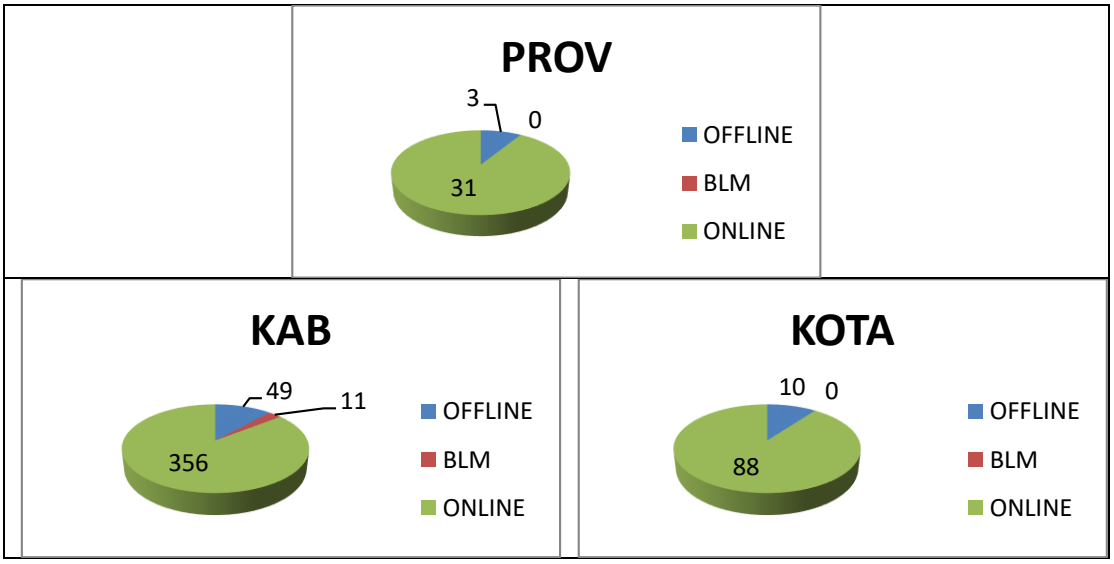
8.	Kendali Masyarakat *(Citizen Control)*	Kekuasaan Masyarakat *(Degrees of Citizen Power)*
7.	Delegasi Kekuasaan *(Delegated Power)*	
6.	Kemitraan *(Partnership)*	
5.	Peredaman *(Placation)*	Semu *(Degress of Tokenism)*
4.	Konsultasi *(Consultation)*	
3.	Penginformasian *(Information)*	
2.	Terapi	Tidak Partisipatif *(Non Participation)*
1.	Manipulasi *(Manipulation)*	

Source : Sherry Arstein in Rivai ; 2003.

Observing the current situation, one of the phenomena of local governance development that occurred since the beginning of reformasiisalah the existence of website or portal belonging to the local government.From the phenomenon can be seen or observed the increase in circulation of information between the community and local government.Hal shows public awareness of anything that published on the website, including public policy made by the local government.

In the context of the New Public Governance (NPG), public satisfaction aspects should be the focus of attention by improving the quality of service. In this case the quality of website management / portal owned by local governments should be continuously improved such as updating data.One example of district governments that have improved themselves through improvement website that is Government of Banyuwangi Regency which also has able to become champion in KABTA Web Awards Year 2015 that is district / city government that able to show best website. Based on the data obtained by the author, the website of the Government of Banyuwangi Regency visited by the community of 652 per month (www.surabaya.go.id). Through the website there will be openness or transparency which is one of the characteristics of good governance.

Picture 3. Number of Local Government Owned Site in Indonesia



Source :www.kemendagri.go.id ; 2013.

The website management is aimed to encourage the improvement of the effectiveness and efficiency of work done by the local government. The website also gives space to the public to not hesitate to communicate with the local government, so that the aspect of equality as one of the characteristics of good governance can grow better, can be felt publicly / society.

2.SMS/*Call Center* and *Good Governance*

In line with the growth of website / portal in almost all local government in Indonesia, the existence of SMS / Call Center also developed and applied, there are only different way of management. There are local governments that have very good manage SMS / Call Center but still many who have not been able to manage it baik.Bahkan there are less in follow up SMS / Call Center that has been owned.Tiga local governments who always become champion in the management of SMS / Call Center is still dominated by the Surabaya City Government, Denpasar City Government and Banyuwangi District Government. The facts show that the intensity of citizens convey information or aspirations to the local government is quite high, meaning it indicates that the level of community participation is no longer pseudo participation (as the level of participation by Arstein , Figure 2 page 5). Citizens or communities have been actively concerned about policies made by local governments as well as the community has understood the authority and duties of responsibilities to be undertaken

by local governments. The active attitudes of such communities also indicate that people understand what they are entitled to, know the normative matters relating to their aspirations and normative matters relating to the main tasks of local government functions. It is an important part of the characteristics of "rule of law" in the concept of Good Governance.

The function and benefits of SMS / Call Center in the context of New Public Governance (NPG) as a new paradigm of public administration provides strengthening of the relationship or strengthening of network contact between the community and local government officials and by itself when it continues to run well and sustainably, the so-called civil society can build stronger.

3.*E-Paper and Good Governance*

E-paper or e-mail is not merely an e-mail circulation model, but more than that, precisely has a broader understanding. So not only limited to ordinary email, but develop a special software or application of the script of local government agencies. And its offer in Indonesia is Surabay Municipality Government they developed a model of filling and managing letter disposition using information technology. The mayor of Surabaya is sufficiently mendisposisi letter through tablet or android, then immediately forwarded to officials below. The software model will obviously be more profitable, faster to the relevant officials (more effective) and not spend as much paper as the manual model (more efficient). Such a disposition model is also much more transparent, everyone can open access, so many characteristics of Good Governance are encouraged to increase.

4. One Stop / One Roof Permit Service

One Stop / One Roof Service System is a service model that has been implemented in almost all district / city governments in Indonesia, this service is a type or model of service that directly relates to the community. All types of services that are the main tasks of the functions and authorities of the district / city government are implemented in one building, one stop service model, starting from the administration service of residence (KTP, Kartu Keluarga), business license, Land and Building Taxes, etc. This model is actually good to encourage increased community

participation, people willing to take care of their own interests without going through other parties (eg through the services of a realtor or service bureau). This service model is of course a must for every local government to implement it. As the result of the assessment of Indonesian Digital Society Award Team (IDSA) Year 2014, that the Government of Surabaya become the 1st Winner, Denpasar Government becomes the 3rd Winner for City Government category and Banyuwangi Regency becomes the 1st Winner for Regency Government category.

Table 1.Winner Indonesia Digital Society Award (IDSA) 2014

KATEGORI : GOVERNMENT			KATEGORI : OVERALL SOCIETY		
KOTA	RANGKING	TINGKAT PENGHARGAAN	KOTA	RANGKING	TINGKAT PENGHARGAAN
Kota Surabaya	1	Platinum	Kota Banda Aceh	1	Platinum
Kota Bogor	2	Gold	Kota Sukabumi	2	Gold
Kota Denpasar	3	Gold	Kota Balikpapan	3	Gold
Kota Yogyakarta	4	Silver	Kota Makassar	4	Silver
Kota Cimahi	5	Silver	Kota Bukittinggi	5	Silver
KABUPATEN			KABUPATEN		
Kabupaten Sleman	1	Platinum	Kabupaten Banyuwangi	1	Platinum
Kabupaten Lamongan	2	Gold	Kabupaten Gresik	2	Gold
Kabupaten Banyumas	3	Gold	Kabupaten Agam	3	Gold
Kabupaten Kutai Timur	4	Silver	Kabupaten Bantul	4	Silver
Kabupaten Banyu Asin	5	Silver	Kabupaten Badung	5	Silver

Source :www.detiknews ; 2014.

One Stop / One Roof Licensing Service is assessed from an NPG perspective with the theoretical roots of institution theory and network theory seeing that the service model requires the strengthening of local government institutions, the existence of strong mutual cooperation, supporting inter-OPD so as to provide the best service to the community.

5. *E-KTP*

The Electronic Card Identity Card model is actually inspired by the Automatic Teller Mechine (ATM) card model and the credit card used by the bank, where a card can provide many benefits to the holder. Then in the era of 2004 appeared Jembrana Health Insurance Program (JKJ) in Jembrana District - Bali Province, where the program uses population database that is Identity Card (KTP) and Family Card (KK), but the identity card is still conventional, it is said The ID is valid nationwide, but has

not been recorded on a single server at the central level. So KTP time it's just a national term, but the fact has not been managed by the server nationally.

Consistency in the implementation of e-KTPakan provide certainty data of the population of a region, including the population of Indonesia for sure. Due to the small possibility of one person being registered more than once, considering in the current e-ID card implementation using eye retina sensors. That is, when the data base owned is clear and sure, it will provide convenience for the central government and local governments in terms of regional development planning and national development plans. Certainty of population will also facilitate the sharing of budgetary posture in the framework of development, as well as in the regulation of the national political system that is closely related to the population, electoral districts and the threshold of vote acquisition to qualify as DPR, DPD and DPRD members.

6.E-Budgeting

Regional financial system based on informatics technology known as e-budgeting, where the model of local financial governance as mandated Government Regulation No. 58 of 2005 on Regional Financial Management is enhanced by making the application (software), thus providing convenience for the regional government officials in assisting regional leaders prepare the Regional Budget and Expenditure (APBD). Implementation of e-budgeting is in line with the principles of Good Governance, aspectransparency of local budget management can be improved, all parties can know in detail the utilization of local budgets.

Managed e-budgeting requires that the Input Cost Standard (Standard Price of Goods / Services) for each fiscal year for each item / type of goods and services, of course provides substantial benefits to local governments and communities as budget owners. It gives certainty how much or how many units of goods or services needed in completing a job or activity. So the budget used is really performance-based.

In the implementation of e-budgeting system that works, when the input data is not in accordance with the system then the system will not be able to run. For example the type of program and activity must be in accordance with the catalog specified by the system, if the input does not match the system catalog then the input will be rejected. Thus it is very clear that e-budgeting is very supportive or improve aspects of "rule of law" as one of the characteristics of Good Governance.

7. *E-Planning*

Electronic-based Regional Development Planning is called e-planning, in which the program combines or collaborates the provisions of the Minister of Home Affairs Regulation No. 54 of 2010 on the Implementation of Government Regulation Number 8 Year 2008 on Stages, Procedures, Formulation, Control and Evaluation of Regional Development Implementation with informatics system. Permendagri 54 of 2010 that made the software so that it can be applied to the computer system. Furthermore, the system is connected with the process of preparation of local budgets (APBD). So that built a system related between the document of regional development planning with financing plan every budget year in APBD. Information System of Regional Development Planning (e-planning) is tool of arranging RKPD, KUA PPAS, KUA / PPAS Change, RKPD Change of Regency / Province to be completed easily, quickly, appropriately and in accordance with the directives contained in Permendagri No. 54 Year 2010.

E-planning also encourages the adherence of local government and community apparatus to the law (rule of law) since the system built in e-palnning has been adjusted to the normative rules that become the legal umbrella, for example the type of catalog or item name of the program or activity must be in accordance with the mechanism is in the system. E-palnning practices that have been running well and can be used as a reference is a practice that has been done by the Government of Surabaya and the Government of Banyuwangi Regency.

8. *E-Procurement*

E-procurement is a process of procurement of goods / services conducted electronically based web / internet by utilizing the facilities of communication and information technology which includes general auction, pre qualification and sourcing electronically by using the module based website.

E-procurement in Indonesia is better known as LPSE or Electronic Procurement Service, which was implemented since 2010. At that time only 48 government agencies, both central and local government agencies, have received e-procurement.

Implementation of E-Procurement as a system of procurement of goods and services has principles, as mentioned in Presidential Regulation No. 54 of 2010, the

principles are: (1) Efficient (2) Effective (3) Transparent (4) Open (5) 6) Fair / non discriminatory (7) Accountable

The procurement process of goods / services performed with e-procurement will significantly improve the performance, effectiveness, efficiency, transparency, accountability of transactions conducted, in addition to the operational costs can be significantly reduced because no longer required the submission of physical documents and administrative processes that take time and cost. The advantages of using e-procurement on a macro basis are; efficiency in APBN and APBD usage, and can encourage healthy competition among business actors, thus supporting a conducive investment climate nationally.

9. *E-Warehouse*

E-warehouse is a process of managing warehouse / depo owned by local government which is done electronically based web / internet by utilizing informatics technology. Warehousing serves to keep the property of local government in a certain amount and time which is then distributed to the location to be addressed based on the needs of the region. Constraints faced by warehouse / depot managers is the accuracy of movement of goods and calculate the time range of goods stored. Required control of the movement of goods and documents to improve the efficiency of warehouse management so that the number and range of goods are kept in minimum value or according to plan.

CONCLUSION

The digital system with its various programs, such as website, SMS Center / Call Center, e-paper, One-Stop Permit Service, e-ktp, e-planning, e-budgeting, e-procurement, e-warehousemot drive increased transparency of local budget management, encourage the formation of legal certainty strengthening and compliance to the law (rule of law) for the implementation of local government in carrying out their duties as well as aspects of effectiveness and work efficiency can be improved as well. The digital system that provides space for transparency can ultimately encourage responsive attitudes of local government administrators, as the sovereign owners are

also given equal space (equity) in obtaining services from the local government apparatus.

A well-managed and sustainable digital system, consistently and consistently updating data, will be able to foster mutual awareness, awakening common perceptions for mutual improvement, which in turn in larger contexts will be able to cultivate a shared environment for the growth of creative ideas (innovation) and the development of strategic vision to build the region.

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