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IAPA Annual Conference 2018

"Collaborative Government to Strengthen Local and Global Competitiveness"

Indonesian Association for Public Administration
Universitas Muhammadiyah Palangka Raya, Kalimantan Tengah
Palangka Raya, 11-12 October 2018

PROCEEDINGS

IAPA Annual Conference 2018

"Collaborative Government to Strengthen Local and Global Competitiveness"

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Preface

We would like to thank God, Allah SWT for giving us guidance and blessings so that the annual IAPA Proceeding of Paper Conference 2018 in the theme of the IAPA Annual Conference 2018 with the theme "Collaborative Government To Strengthen Local and Global Competitiveness", which was held on 11-12 October 2018 at the Muhammadiyah University of Palangka Raya Kalimantan Tengah.

The theme is present as a response to the development of the role of the community and the private sector in regional development, especially facing competition that does not only occur in the regional but also global. The theme is also expected to raise the importance of the involvement of all stakeholders in regional development in accordance with the principle of decentralization which prioritizes the principles of transparency and accountability in its implementation. However, because of the variety of resources in each region, it is necessary that every actor involved can also act creatively and innovatively so as to support participatory development, both through agro-industry and tourism activities which cannot be spearheaded as regional income, especially outside Java Island, today.

In addition, the increasing awareness of the public and the private sector as part of the success of development in each region is also irrevocable, so the need for public policy formulation can accommodate the participation of all parties in particular in sectors that support sustainable development. Therefore, the annual IAPA 2018 conference is back to present the findings of its members so that they can be used by the government in formulating public policies using comprehensive justification. Through this seminar also, practitioners and academics in the field of public administration can demonstrate their real role to support the creation of collaboration from all parties through the results of their studies and research.

We would like to thank the Palangka Raya City Government, Rector University of Palangka Raya, Rector Muhammadiyah University of Palangka Raya who has participated in the 2018 IAPA Annual Conference. We wish that all paper summaries might be useful for everyone and readers that can contribute in facing challenges of public administration in developing countries.

Palangka Raya, October 2018
Chairman of Indonesian Association for Public Administration

Prof. Dr. Eko Prasojo, Mag.rer.Publ.

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CAPACITY BUILDING OF FISH PROCESSING BUSINESS GROUP BY SINJAI REGENCY FIHSERIES SERVICE SOUTH SULAWESI, INDONESIA

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ABSTRACT

This study aims to find out and analyze the process of implementing capacity building for fish processing business groups by the Fisheries Service in Sinjai District. Data collection in this study is through interviews, and documentation. Data were analyzed using qualitative analysis. The results showed that in the process of implementing capacity building for fish business groups through training carried out by the Sinjai Regency Fisheries Office it had ineffective. There are several obstacles faced in the effort to develop the capacity of fish business groups, among others: Development participants have an unequal or heterogeneous background, such as education, work experience, and age. This will complicate and hamper the smoothness and implementation of training and education because of their catching power, perceptions, and reasoning for the lessons given differently. The curriculum that is established and taught is not in accordance with the needs of the trainees, in addition to the duration of the material delivery time is very short. In addition, the continuation of coaching is still lacking because after the training, it is not followed up by providing business capital as one of the problems faced by the group.

Keywords : Capacity Building, Fish Processing Group

INTRODUCTION

Indonesia is a country with coastal and ocean that extends approximately 81,000 km of coastline and spread to about 17,508 with about 8.5 million km2 of territorial waters including the Exclusive Economic Zone of Indonesia (ZEEI), has the potential of biological resources are abundant and diverse kinds. These resources have important value both the domestic and international market coast. Where the socio-economic component of most of Indonesia's population (approximately 60%) live coastal areas (with an average growth of 2% per year). This is because administratively, most of the districts and cities are located in coastal areas. Based on the sub-district of the 4,028 districts there are 1,129 districts in terms of topography located in coastal areas, and from 62 472 villages there are about 5479 villages are the coastal villages (Susanti, 2015).

From the data obtained from the Department of Fishery showed that from 2013 to 2016 the number of fishery management groups there are 52 business groups. Of these, the least is the management through fish processing that is only 9 business groups from 3

District, North Sinjai District, East Sinjai District and Sembilan Island Sub-district. This is influenced by several inhibiting factors faced in the field. And from the results of the last 3 years Accountability Report shows that the labor force in the field of processing and marketing of fishery products as many as 1,409 people with the largest contribution to the workforce of retailers.

The existing obstacles are the lack of available processing facilities and infrastructure and the available technical guidance and training which are limited. In addition, the available human resources are still limited to the experience undertaken in the course of the implementation of processing activities. The lack of technology management of the production is also one of the barriers in the process of increasing the fishery product. From some activities that have been done. Achievement of the target until the current year by conducting training and technical guidance on the processing group only with a target achievement of 30% with a target of 50% per year. (Accountability report 2015 Fishery Department Sinjai Regency).

THEORETICAL STUDY

Basically every focused activity must have clear goals, containing the results to be achieved in carrying out the activity. Similarly with the development program. The outcomes to be achieved should be formulated clearly so that the steps of preparation and implementation of the program can be devoted to achieving the targets set. Clearly formulated objectives will serve as an important reference in determining the material to be provided, the means and objectives required. Better non-specific or overly targeted goals will hinder the preparation and execution of activities so as to address development needs. Human Resource Management is the function within an organization that focused on recruitment of, management of, and providing direction for the people who work in the organization. It is also a strategic and comprehensive approach of managing people and the work place culture and environment (Susan in P.V.C. Okoye and Raymond A. Ezejiofor, 2013)

Human resource development through training is a concept in providing teaching in addition and knowledge, skills and attitude changes (Sedarmayanti, 2016). Rivai (2005), divides the four stages of the training implementation process: Needs Assessment, Training Objectives, Program Content, Learning Principles. Furthermore, there are two concepts of training according to Rivai et al (2014), as follows: (1) Training is the process of systematically changing the behavior of employees to achieve organizational goals. Training deals with the skills and abilities of employees to carry out current work. Training has a current orientation and helps employees to achieve certain skills and abilities to succeed in carrying out their work; (2) a formal training program is an employment undertaking to provide an employee with the opportunity to obtain a job or a field of work appropriate to his or her abilities, attitudes, and knowledge. The tools developed to more easily provide survival needs, the natural skills and abilities of human labor became exposed resulting in a natural division of skill crafts, such as carpentry and weaving (Rahman, Nicole , 2015).

RESEARCH METHODS

Training activities are basically implemented to generate behavioral changes from the people who attend the training. The change of behavior mentioned here can be the increase of knowledge, skills, ability, and attitude and behavior changes (Rivai et al, 2014). This study examines the process of implementing the development through training in the fish processing group that has been implemented by the Fishery Department of Sinjai Regency

since 2013. In this study there are also efforts to analyze, record and interpret the current conditions related to human resource development through training.

Data analysis technique in this research uses Miles and Huberman model in (Sugiono, 2010) that is by Data Reduction, is the process of selecting, simplifying and concentrating attention on some information directly related to fish processing group, then Data Presentation combined and simplified some information obtained related Fish Processing Group in Sinjai District and then drew Conclusions.

RESULTS AND DISCUSSION

Basically, training in fish processing is one of the keys to the success of Fishery Office program. Moreover, after the holding of training for fish processing group to be able to produce a variety of products which already became the target of the Department. Related to this, in following the training there are requirements that must be prepared by the fish processing group. It is meant that the implementation of training can run well and the results The number of business groups in the Fishery Department that has been fostered amount of 52 groups. For more details can be seen in the list of attachments about the number of business groups under the guidance by the Department of Fishery in Sinjai District. While the type of product business can be seen in the following table:

Table: 1 Type of Fishery Products Business of Sinjai Regency

Year	**Types of Products Business**	**Amount**
2013	Sea Cucumber drying, Fumigation, Shrimp Crackers, Fish Drying, Marketing of Fresh Fish, Meatballs and Fish Floss	**7**
2014	Sea Cucumber Drying, Fumigation, Shrimp Crackers, Fish Drying, Marketing Fresh Fish, Fish Meatball, Fish Floss, Jelly and Stick Seaweed	**9**
2015	Sea Cucumber Drying, Fumigation, Shrimp Crackers, Fish Drying, Marketing Fresh Fish, Fish Meatball, Abon Fish, Jelly, Seaweed Stick, Grilled Fish Cake, Seaweed Crackers, and Nugget.	**12**
2016	Sea Cucumber Drying, Fumigation, Shrimp Crackers, Fish Drying, Marketing Fresh Fish, Fish Meatball, Abon Fish, Jelly, Seaweed Stick, Grilled Fish Cake, Seaweed Crackers, and Nugget.	**12**
Source: *Processed from the data of the Department of Fishery 2016*		

The above data shows that there are variations of business types available, and the type of business always progressing from year to year. If seen table 1 above the type of business shows an increase from only 7 types of processing business in 2012 to 9 types of existing processing business, while in 2014 and 2015 types of fish processing has amounted to 12 types.

Table 2: Sinjai Regency Fish Processing Data in 2017

Group Name	Address	Processing Type	Number of Member
Buhung Pitue	Sembilan Island	Fish Floss	15 members
Grup Tenggiri	Nort Sinjai	Fish Meatball, Floss, nugget, Fish,Grilled Fish	19 members
Burung Camar	East Sinjai	Fish Floss, Fish Meatball	13 members
Sinar Bangko	East Sinjai	Fish Meatball	25 members
Sipakatuo	East Sinjai	Fumigation	12 members
Samataring Jaya	East Sinjai	Fumigation	19 members
Tulu Mario	East Sinjai	Fumigation	10 members
Mutiara Laut Sinjai Timur	East Sinjai	Fish Crackers	20 members
Harapan baru Sinjai Timur	East Sinjai	Fish Crackers	15 members
Source: *Processed from the data of the Department of Fishery 2016*			

The most common types of processors that followed the training were in groups other than fish meatballs and fumigation and the making of Fish Floss and grilled fish cake, followed by 10 people up to 25 people per group. The Tulu Mario group located in East Sinjai became the lowest group with frequencies of 10 members, while Sinar Bakko group was the highest group of 25 members. Each member of the business group can be determined by each group with the lowest record is 10 members.

Implementation Process of Human Resources Development through Training

Implementation of human resource development activities in the fish processing group through training conducted by the Department of Fishery is one form of strategy in improving the quality of business products owned by fish processing groups in Sinjai District. As the results of the interview said by the Head of Fishery Department as follows: "We at the Department of Fisheries are always trying to promote fisheries business owned by people in Sinjai District, one of which is the fish processing business, the activities we do is to conduct training and it also must be tailored to the Basic Tasks and functions on the field of business and institutional ". (Interview with the Fisheries Service on June 9, 2017).

The first way to be done by the Department of fisheriy in the development of fish processing group business is to collect data related to the existing business types in Sinjai District brought by fisheries instructor that is fish farming, fish drying and fish processing. Fishery Department always try to develop human resources especially fish processing group which always get training every year and Technical Guidance every month by fishery instructor or at least 3 months. However, in this implementation is still less than optimal in its application, because it must be supported with data from the fish processing group that must be accurate, and with the data, it will be a benchmark in determining the output of the processed products they produce every month.

In addition to training activities there is also Technical Guidance. Both things become one set in the development of human resources. Training is a series of activities undertaken by the Department of Fisheries with various methods of receiving materials directly by the trainees of each delegate of each group. While Technical Guidance is an activity that technically in the field done by experts who are competent in certain field of processing and fisheries extension

directly to the fish processing group. Just Implementation of both activities is in turns, the first thing to be implemented is a training, if the training has been implemented then Technical Guidance will be implemented.

In order to determine the size of the need and define the topics they want to learn in more depth. This approach assumes that the prospective trainees that the fish processing group has the ability to analyze the results of the training process that followed. However, in the implementation that occurred in the field is not like that there. Implementation of the training did not conduct a survey in advance of the prospective trainees of the fish processing group. As a result of participating in the training the groups directly receive only the materials already prepared by the Fishery Department without specifying the topics that they will choose in depth. Thus, they are not given the opportunity to analyze the topics they need in analyzing the results of the training process they follow. Various reasons are the lack of choice of the various themes in the training in following the training without participation from the participants. Assessment of needs is a diagnosis to determine current problems and future challenges that must be met. Development of human resources through training can be known the problems and challenges faced by the fish processing group and how the future that must be faced by the Department of Fishery in empowering the group. One way that has been implemented is through training or Technical Guidance. Before the activity is carried out there should be a needs assessment. Needs assessment here is intended for the Department of Fisheries as the executor of the activity program capable of carrying out activities well or can run optimally. things that are targeted in the activity.

Meanwhile, to know the success of the purpose of holding the training for fish processing business group held by the Fishery Department in each year starting from 2013 until 2016 in detail can see the target and achievement per year obtained by the fish processing business group of Sinjai Regency. The data can be seen in the following table.

Table 3:
Objectives and Training Successes

Year	Types of	Training	Target %	Achievements %
2013	Training Fish Meatball And Fish Floss	Objectives Knowledge Upgrade and skills processing group fishery products	50	35
2014	Jelly dan Seaweed Stick	Knowledge Upgrade and skills processing group fishery products	50	30
2015	Nugget	Knowledge Upgrade and skills processing group fishery products	50	40
2016	Improvement of Human Resources	Quality improvement Results Marketing of fishery	50	30

Source: Data is processed from interview result and Data of Fishery Department 2017

From the results of the last 3 years Accountability Report shows that the workers in the field of processing and marketing of fishery products as many as 1,409 people with the largest contribution to the workers of retailers.

From the table above can be seen the level of success and failure of training undertaken. Every year 50% but only 40% is realized the highest and the lowest 30%. For more details, researchers can explain one by one due to not achieving the target of 50% as follows: In 2013 only 35% achievement, this is due to the processing of fish and fish meatballs is the beginning of a processing consisting of only 2 groups. Both are still in the trial stage of fish products and still not too well known by the wider community, especially in Sinjai District. In addition, the quality of the products produced also still can not last long and the sense is still in the process which is fit for consumption. In the Year 2014 with 30% achievement of processed Jelly and stick seaweed, the realization has not reached the target because Sinjai District is a district that is not too much cultivation of seaweed in 2014 ago. So the managers are somewhat overwhelmed in finding basic materials; and the year 2015 with only 40% achievement that is Nugget, the realization has not reached the target although up 10% from the previous year. The obstacle here is the theme that makes the processing business group have to start over again about this new type of product, and must compete with the production of fish meat and Fish Floss that has existed since 2013. Thus, managers must be more active in marketing their products though.

In 2016 the realization of training actually decreased with the achievement of 30% which was already 40% in the Year 2015. The theme of this training is the Improvement of Marketing Quality of Fishery Products. After Department of Industry and Commerce performs a test of each processed product produced by each group of 6 types of preparations it can only reach the target of 30%.

The constraints experienced until the targets are not achieved are due to the lack of available of processing facilities and infrastructure and the available of technical guidance and training are limited. In addition, the available of human resources are still limited to the experience undertaken in terms of the implementation of processing activities. Inadequate production management technology is also an obstacle in the process of enhancing the processed fishery products.

Achievement of targets to the current year by conducting trainings and good technical guidance on the processing group only with a target achievement of 30% with a target of 50% per year. Another factor that becomes an obstacle is that the human resources owned by the group is still very low, this is influenced by the level of education owned by the group also lace. That is only educated elementary and junior high school in general. This becomes one of the reasons of the Department of Fisheries to conduct human resources development of business actors as stated in the form of training activities. Development of human resources as a form of local government participation, especially Fishery Department of Sinjai District in providing a training to the group fish processing in order to get a coach. The form of coaching that is obtained by the processing group is training and Technical Guidance.

CONCLUSION

Based on the results of the discussion in the previous chapters, it can be concluded that in the process of implementation of human resources development group fish processing business by the Department of Fisheries in Sinjai has not run optimally. Various factors that become obstacles in the process of human resource development that is very limited time in training, the material given sometimes not in accordance with the wishes and needs of the group, the extension agent who is not responsible in carrying out the duties and functions in performing Technical Guidance on the business owned by the fish processing group , short duration of training activities are also often found in the fish processing group training; other than that the capital is less owned by some groups so it can not continue from what has been obtained from the training. The suggestions for the success of the development are (1) Additional training time is needed in presenting the material given so that the participants can

better understand the material received: (2) The routine guidance by the fishery instructor in giving Technical Guidance to the fish processing group, effort can be empowered; (3) The material given should be in accordance with the needs of the fish processing group and based on the results of field observations.

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PARTNERSHIP MODEL FOR OPTIMIZING THE USE OF VILLAGE FUNDS

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ABSTRACT

Since 2015, the Government has allocated village development funds in the form of Village Fund policies of IDR 20.7 trillion, then in 2016 it increased to IDR 46.9 trillion, and continues to increase in the following years. However, based on field research in a number of regions in Indonesia, it turns out that the use of Village Funds is not optimal, some of which have been proven wrongly targeted, not transparent in use, and not accountable in reporting. The aspect of planning activities and the quality of human resources implementing policies and coordination between parties that should play a role are still a major problem.

The PPP (Public-Private Partnership) model is actually intended for the development of large-scale projects, such as the construction of highways or seaports and airports. But by taking the substance of cooperation from the parties that each have strengths, the PPP model (and its variants) may be applicable in the use of Village Funds. Using secondary data analysts, the following article discusses the theoretical aspects of the advantages of the PPP model. This model is juxtaposed with cases of success in building the economic self-reliance of rural communities with the help of private parties and academics. It is assumed that the partnership model can be an alternative solution to further optimize the use of Village Funds in order to reduce poverty in rural areas.

Keywords: Village Fund, PPP Model, economic self-reliance

1. Introduction

In Indonesia, the village is the center of the problem of the welfare of the nation's life. This is not only related to demographic facts, where 51 percent of the population of this country lives in villages with all their dynamics (BPS, 2010), but also poverty problems related to income inequality and low economic productivity of the people, when compared to the level of income and productivity of the community urban. Quoting *Kompas.com* (3/29/2017), the percentage of rural poverty was recorded at 13.96 percent or almost double the percentage of the poor in the city by 7.7 percent. Other data showed that the centers of poverty and gap in Indonesia are in rural villages and regions in Eastern Indonesia. As many as 60.91 percent of the poor live in the village. The majority of them work in the agricultural sector, which is 49.9 percent (*Kompas*, 07/31/2018).

The final report of the 2015 *Center for Socio-Economic and Agricultural Policy of the Agricultural Research and Development Agency* shows changes in consumption patterns in the village. The results of the study said, the consumption of carbohydrate sources of food increasingly leads to finished food. The contribution of local food to the consumption of the village community is decreasing because the attractiveness of the business in the village, especially agriculture, continues to reduce. The profession as a farmer is increasingly being abandoned because his income is no longer attractive. More than 70 percent of farmers aged

40 years and over, even those over 50 years old are more than 40 percent, meaning that they are less productive. On the other hand, the conversion of agricultural land and plantations continues to occur. In the last 10 years, there have been several villages, especially in the suburbs, which experienced conversion of paddy fields over 100 hectares. The conversion generally occurs due to infrastructure development, residential areas, industries, and transportation infrastructure. Therefore, it is assumed that there needs to be special attention by the Government to address the problem of rural development, especially in the vulnerable groups.

The government, since 2015, has a commitment to pay special attention in the form of Village Fund policies to finance infrastructure development and village community empowerment activities. The political considerations of granting village funds are based on Law No. 6 of 2014 concerning Villages, and Government Regulation number 60 of 2014 concerning Village Funds. The number of villages in Indonesia is 74,958. Village funds that are intended to finance village development are determined to be sourced from the State Budget. By the Ministry of Finance, the Village Fund allocation in 2015 was set at IDR 20.76 trillion. This means that each village receives a fund allocation of around IDR 628 million per year. In 2016 the allocation of Village Funds in the Draft State Budget increased to IDR 46.98 trillion, then to IDR 60 in the 2017 fiscal year, with an allocation of around IDR 1 billion per village. The realization of the Village Fund budget in the 2015-2017 period was recorded at IDR 127 trillion, a not a little amount of funds to build villages.

The question is whether the Village Fund policy that comes from the APBN has been utilized properly? The next question is, does the Village Fund's policy have a positive impact in the form of reducing rural poverty? The following explanation is an example of cases to show the fact in the field that the use of the Village Fund is actually full of problems, besides indeed in some areas the Village Fund has proven to provide extraordinary benefits to the village community.

1.1. The obstacle on administrative procedures

The rules for the implementation of Village Fund usage in the first years are arguably not well understood by the implementing apparatus, especially the Village Head as the person in charge of the implementation, although over time the implementation rules have been continuously refined. In the first year of implementation, the use of village fund could not be well understood by the village apparatus, especially by the village apparatus who acted as the executor and the person in charge of the project (see for example Sarman, 2017; and Yoseph, 2018).

The Ministry of Villages, Development of Disadvantaged Areas, and Transmigration (hereinafter referred to as the Village Ministery) stipulates Ministerial Regulation number 5 of 2015 concerning the priority of using Village Funds. The regulation states that Village Funds are used to improve the welfare of rural communities and alleviate poverty through fulfilling basic needs, developing village facilities and infrastructure, developing local economic potential, and utilizing resources and the environment.

The evaluation results of the Ministry of Village, the 2015 Village Fund disbursement for East Lombok District for example, has been disbursed in excess of IDR 164 billion, which is the total Village Fund in all districts. (*Cendana News*, 12/16/2015). Reportedly 92% of the funds are used to build infrastructure that builds the fishing industry. The use of these funds is in accordance with article 7 section C of Ministerial Regulation number 5 of 2015 which states that Village Funds can be used to support maritime and marine development as a form of village infrastructure and infrastructure development and the development of local economic potential. This use is also considered appropriate by looking at the conditions in East Lombok

where the amount of fishing production continues to rise from 2009, although it had dropped in 2011 before rising until 2013 according to data from the Marine and Fisheries Service. Whereas in Sleman, Village Funds are used to build infrastructure such as irrigation facilities, dams, and inter-village roads as well as community empowerment through fish farming. Flexibility Village Fund Management makes the Village Fund that should be used for infrastructure can be used for other village programs such as livestock and so on.

Although at the macro level the use of the Village Fund is effective enough, but many aspects still need to pay attention by the Government as Village Fund providers. For distribution of the IDR 20 trillion in Village Funds issued by the Government in 2015, funds that entered the new village were IDR 16.5 trillion. In October, of the 16.5 trillion only IDR 7.1 trillion was distributed to villages from the Regency. This could occur due to village delays in preparing the Village Revenue and Expenditure Budget (APBDes). For example in Pekalongan, in October 2015 there were 19 villages that had not yet compiled their APBDes (Sofianto, 2017). In addition, there are some regions that despite the awareness of the village government to carry out and prepare accountability reports well but have not received village funds until December as in the Kulon Progo area.

From various reports, the allocation of Village Funds in 2016 had problems in the aspect of the time to received it. Many villages have just received Village Funds a few months before December. In Temanggung for example, some new villages received Village Funds at the end of October, whereas the time to use village funds was only until December. This makes development activities ineffective. Infrastructure development cannot be completed on time. Villages that have not yet received funds have made development using loans or debt from third parties. Starting village development with funds from debt is risky. At the next stage, the villages concerned are constrained to fulfill their obligations to submit a report on the use of funds in 2016, and as a result the 2017 funds cannot be disbursed until March 2017 (*Metronew.com*, 03/12/2017). Whereas for 2017, in Temanggung Regency funds amounting to IDR 207 billion were provided. The funds will be distributed to 266 villages. Thus, each village in Temanggung Regency should receive funds of IDR 800 million - IDR 1.5 billion. Because of similar problems, the second and third stage of 2018 Village Fund disbursement for 26 districts in Papua Province is threatened to be stopped (*Kompas*, 05/19/2018).

At macro level, regulation can be considered a problem in Village Fund allocations in 2015 and 2016. Lack of village apparatus knowledge about applicable regulations makes allocation of funds not run smoothly. Every time receive funds, the village apparatus must make a letter of accountability first, even though many village officials do not understand about this process. As a result there is fear of the village apparatus to use Village Funds (Atmaja and Saputra, 2017).

The news presented by *Kompas Dayly* (06/29/2018) reinforces the notion that the problem of administrative procedures for disbursing funds is still the main problem. It was stated that 45,816 villages had not received the Village Fund the second stage because the village was late in fulfilling administrative requirements, including preparing the APBDes. As a result, as much as IDR 14.7 trillion in Village Funds still deposited in the accounts of 264 Local Governments, even though the funds should have been channeled to villages. The cause of this problem is mainly due to the village government - with a capacity that is generally still limited - slow to meet administrative requirements. Recognizing the limited capacity of village officials, Yoseph (2018) suggested that project administration and budgets for Village Funds should be simplified and made easy. It is not the other way around, as is done by some regions which actually adds the requirements to disburse Village Funds. For example in Central Java,

there are local governments that require the physical design of buildings by villages before the Village Fund is disbursed. Even though this requirement is clearly not easy and not all village officials have such capacity.

Potential misuse of Village Funds can be seen from the perspective of large budget management, but its implementation at the village level is not accompanied by the principles of transparency, participation, and accountability in political governance, development, and village finance. According to the results of a review of Indonesia Corruption Watch (ICW), in 2015 - 2017 cases of corruption in the village increased. In 2015, corruption cases reached 17 cases and increased to 41 cases in 2016. The surge more than doubled then occurred in 2017 with 96 cases. A total of 154 cases of corruption were found. Not all of the 154 corruption cases in the village sector above are village budget corruption. The number of cases with village budget objects reached 127 cases, of which there were 27 cases with village non-budget objects or a total of 18% of the total cases. Cases with non-budget village objects such as illegal charges by village officials. While the object of corruption in the village budget includes corruption of Village Fund Allocation (ADD), Village Fund, Village Cash, and others.

ICW (2018) further explained that from the aspect of state losses, corruption in the village contributed to large losses. In 2015 the loss reached IDR 9.12 billion. In 2016, losses reached IDR 8.33 billion. Meanwhile in 2017, losses jumped to IDR 30.11 billion. The total state losses caused by corruption in the village sector reached IDR 47.56 billion, equivalent to the basic allocation of APBN funds for 77 villages. Various modes were carried out by corruption actors in the village, including budget misuse practices as many as 51 cases, embezzlement of 32 cases, fictitious reports with 17 cases, fictitious activities / projects of 15 cases, and budget inflations of 14 cases. One of the budget misuse modes involving Sukaresmi Village Chief, Cisaat District, Sukabumi Regency. He allegedly misappropriated the Village Fund and ADD for personal gain with a total amount of IDR 186,881,376.

Regarding the vulnerability of the Village Fund, it was abused, actually it was tracked earlier in the day by the KPK. In June 2015, the KPK revealed the potential for corruption in the Village Fund. The potential for corruption includes four aspects, namely regulatory and institutional aspects, governance aspects, supervision aspects, and aspects of human resources. From the regulatory and institutional aspects, incomplete implementation regulations and technical instructions constitute the potential for corruption in this Village Fund. From the governance aspect, the time frame of the village budget management cycle and the standard price unit for the benchmark for the village to prepare the APBDes that are not yet available is a potential for corruption. From the aspect of supervision, the effectiveness of the regional apparatus in conducting low supervision coupled with the lack of good public complaint channels is considered as potential corruption. From the aspect of human resources, there is an opportunity for facilitators to do corruption or fraud using the weaknesses of the village apparatus (KPK: Press Release, 06/12/2015). And it was proven, the KPK then determined five suspects in the Village Security Fund 'bribe' case in Dassok Village, Pamekasan. Bribes were given IDR 250 million from the Village Head of Dassok to the Head of the District Prosecutor's Office (Kajari) Pamekasan. The bribe was given so that the Kajari Pamekasan did not follow up on the reporting of an NGO to the Pamekasan Prosecutor's Office in connection with the alleged procurement corruption in Dassok Village that used village funds worth IDR 100 million (*DetikNews*, 02/08/2017).

Regarding the procedure error in the use of the Village Fund it may not be solely in the case of the executing apparatus, because the administration procedures for Village Fund management really tend to be complicated. There are at least five government regulations under the law, plus 13 ministerial-level rules (ministerial regulations) as the legal umbrella for the implementation of village fund management. For villagers, village officials are no exception,

it is not easy to understand how to implement Village Fund governance correctly. The results of field studies indicate that the implementing apparatus in the village government, program assistants, and even program supervisor in the district, are not really ready to use Dana Desa accountably in accordance with the principles of project management (Utama, 2017; Syakriah, 2017; Sekarsita, 2017; Sarman, 2017; Sarman and Purwanto, 2017; Sarman and Wahid, 2017; Mushalli, 2017; Yoseph, 2018). It was as if to justify the facts presented by various news in the mass media, that all parties seemed to see the Village Fund as merely a "project" and that each person wanted to be involved in the distribution of the "project". Whereas what is meant by the Village Fund "project" is actually a basic capital to realize an independent village community. That is, rural communities who are advanced and empowered. People who are able to explore the potential sources of themselves and their village environment in order to have a maximum impact on their welfare.

1.2. Success story of Using Village Funds and Poverty Reduction

In addition to the grim news about the use of the Village Fund, a number of success stories in various regions can also be shown. At the very least, the Village Ministry claims that for three years since 2015 it has succeeded in improving the condition of 15,000 underdeveloped villages from the original number of 20,000 villages (*Kompas*, 07/17/2018). Other Government data stated that the use of the Village Fund had been used, among others, for the construction of around 124 thousand kilometers of village roads, 791 kilometers of bridges, and access to clean water of 38.3 thousand units. In addition, around 3,000 boat mooring units, 18.2 thousand PAUD (Early Childhood Education Programs) units, 5,400 Polindes (village maternity huts) units, 6,600 village market units, 28.8 thousand irrigation units, 11.6 thousand Posyandu (Maternal and Child Health Service) units, and around 2,000 reservoir units (*CNN Indonesia* (08/16/2018), quoted the President when delivering the 2019 RAPBN Financial Note Speech in front of the DPR RI Plenary Session).

Although the numbers are still limited, what the *Kompas Daily* reported serially in the "Village Innovation" column shows that a number of regions have succeeded in using Village Funds, perhaps surpassing the imagination of the Village Fund policy makers themselves. For example the success story of the people of Langgongsari Village, Banyumas, Central Java. The Langgongsari Village apparatus utilizes the Village Fund to transform abandoned village land into agrotourism and village business centers. They also strengthen Village Owned Enterprises (BUMDes) with four other businesses. For that achievement, the Village Head received an award from the Financial Services Authority (*Kompas*, 01/31/2018).

The success story was also experienced by the residents of Seketi Village, Balongbendo, Sidoarjo, East Java, who chose to maintain the bamboo woven (*tampah*) tradition, by evolving according to current market tastes. Using Village Funds, local village officials in 2016 agreed to establish BUMDes. BUMDes opens capital access for artisans by providing business loans of IDR 1 million - IDR 3 million. Crafters are free from moneylenders when they have alternative funding sources. The loan from BUMDes is light interest, only 1 percent per year and without collateral. BUMDes also expand the marketing network of craftsmen through the village market, specifically bamboo woven products. Now there are 25 craftsmen who still exist. One craftsman, Khosim, is able to produce 150-200 tampah per month. Assuming a selling price of IDR 10,000 per *tampah*, the turnover reaches IDR 2 million per month. From the turnover, artisans can reap a net income of IDR 1.5 million because the production costs are low because they only calculate the cost of shopping for bamboo bars (*Kompas*, 01/24/2018).

The use of Village Funds for productive economic purposes was also carried out by residents of Ciawigajah, Beber District, Cirebon Regency, West Java. These villagers use the Village Fund to process water from the spring into bottled water. Marketing is carried out by BUMDes. According to the Ciawigajah Village Head, if it goes according to plan, village income can be IDR 1.2 billion per year from the bottled water business. Even though, the Village Government also utilizes the Village Fund to develop the village into a center for sweet potatoes, with a production of 200 tons - 300 tons of sweet potatoes per year (*Kompas*, 03/28/2018).

The socio-economic approach in utilizing Village Funds has also been carried out by three Village Heads, namely Jomboran, Jimbung, and Krakitan Village in Klaten District, Central Java. These three villages that are geographically close together collaborate so that the environmental potential they have is increasingly developing through various innovations and enhancing human resources. What the village heads did was to develop a "desapolitan" area based on BUMDes, with the help of thoughts from a Professor of Gadjah Mada University (*Kompas*, 11/4/2018).

From the example case of the successful use of the Village Fund, it can be underlined that one of the main supporting factors is the BUMDes institution, in addition to the active participation of the community. The BUMDes need to be established in every village that wants to use the Village Fund to spur the village economy based on its local economic potential. Perhaps aware of this, the Ministry of Village then prioritized the development of 40 rural economic areas, spread in 60 districts, among others in the Provinces of Aceh, Banten and Central Sulawesi. Regions are determined based on the availability of natural resources and the commitment of the local government (*Kompas*, 11/11/2018).

The positive impact of the use of Village Funds for the development of village infrastructure, and the possible development of BUMDes-based village economic institutions, make the government claim that the level of rural poverty descrease. Citing BPS, as many as 60.91 percent of Indonesia's poor population live in villages, and 49.9 percent of them work in the agricultural sector. The BPS also noted that the Gini ratio of the rural population had decreased from 0.334 in 2015 to 0.320 in 2017. However, there were still many doubts about the claims about the signifacance of poverty reduction and inequality in rural areas. First, inequality due to structural poverty in the form of permanent subsistence life patterns, isolation, and external dependence is still quite widely seen in a number of underdeveloped villages, despite the diminishing national proportions. Second, thousands of villagers living in Riau Islands Province, Bangka-Belitung, North and Southeast Sulawesi, East Nusa Tenggara, West Nusa Tenggara, Maluku and North Maluku, Papua and West Papua, as well as several other provinces with high poverty rates require policy affirmations , so as not to continue to be dogged by the problem of purchasing power and difficulty accessing basic needs (*Kompas*, 08/10/2018).

2. Discussion

Basically the Village Fund policy is a real potential power to build a village so that it can become a national economic foundation that involves local economic resources. The problem is, in the operational aspect, the Government seems to only work alone, and does not utilize other parties who also have the power of resources as partners. Even if we understand one of the concepts of development based on partnership, the Government can actually be greatly helped to do village development better and more effectively.

So far, the Government tends to only use human resources in the bureaucracy; even though private parties and universities have abundant resources. Giving trust to the village community to manage the Village Fund itself is actually praiseworthy, but perhaps it is not

effective to develop rural economic potentials that require enablers who are able to create and think out the box. In the context of empowering all available resources, the partnership concept may be offered.

2.1. Partnership concept

Conceptually, the partnership term is the cooperation of two equal parties and its presence is complementary. But operationally it can mean work relationships in the form of coordination and collaboration (see for example Balloch and Taylor, 2002: 6). The partnership concept in its praxis can be aimed at working on large projects, such as highways, railroads, procurement of electricity, telecommunications, seaports and airports - which the Government cannot usually do (and financed) it self. When the financing of an infrastructure project turns out to involve a private consortium, it needs to be considered carefully, whether to choose a cooperative model in the form of a concession or better in the form of a BOT (Build-Operate-Transfer). The BOT model is not the only option, because there are other options, for example: BOT (Build-Operate-Transfer), or BOO (Build-Own-Operate) or even DBFO (Design-Build-Finance-Operate). All models of cooperation have advantages and disadvantages. Therefore, the policy makers are then required to consider the factors of profit and loss and the opportunity to manage risk from the chosen collaboration model: is the project possible to be implemented (possible), is it affordable (affordable), is it necessary, will it be acceptable, is it useful, whether worthwhile, and so on. That is what became known as the Public-Private Partnership model (see Budina, Brixi, Irwin, 2007).

Every country seems to have different rational reasons for adopting the PPP model (see Table 1). But for Indonesia, like it or not, one of the dominant factors is to utilize the resources (especially in the financing and technological aspects) owned by the private sector when the government is unable to do it on its own independently. For example for hold a toll road construction project. The after the New Order regime collapse it turns out that the Indonesian Government does not have enough funds to provide the infrastructure needed to support economic growth. Another fact is that the existing infrastructure is not a few who suffer damage and need repairs. Therefore, perhaps an applicative model of PPP is needed, "Indonesia version" and with its own operational terms.

The PPP concept is a term in English, what is the term in Indonesian? PPP can be translated as Public and Private Partnership - and perhaps it will be more honest if the intention is "Government and Private Collaboration" (KPS). Collaboration is indeed a phrase that can have a negative connotation when the intention is directed at an evil conspiracy; but in fact the term can be neutral in order to show the existence of cooperation between parties where the position of the parties cooperating is not equal.

Table 1. Variations in Reasons for Choosing PPP

No	Country	Reasons to do-PPP
1	United States	To improve operational efficiency
2	United Kingdom	To increase competition
3	South Korea	To access new and proven technologies
4	India	To create employment opportunities
5	Thailand	To provide services not currently provided
6	Philippines	To create transparent procurement
7	South Africa	Mobilize additional invesment funds

Source: quoted from Parente (2006), in Sarman (2009: 23)

I intend to offer the term "collaboration" for the definition of partnership. The reason is that the collaboration between the Government and Private parties in the case in Indonesia is almost never equal (Sarman, 2009: 19). Sometimes the Government has more power; and at other times the private sector is more dominant. "Equality" degree of cooperation is rare between Government and Private parties because of various reasons and factors. One common phenomenon related to infrastructure development, especially in the case of infrastructure development in the Region. In that case the position of the Regional Government is too dominant and the private sector (contracting company) is often just an extension of the bureaucracy. Whereas in the case of national-scale infrastructure development projects and involving large private companies, precisely the role of the Government sometimes resembles mere security guards and must be shielded when confronting the reproach of the project repellent group.

In terms of the use of the term "collaboration", its relevance is more to the functional aspect, that the parties that are collaborating do not have to be equal because what is important is the achievement of goals maximally and the results are beneficial to all parties, in accordance with the contribution of their respective roles. That there is one party that tends to behave "exploitatively" does not need to be a problem as long as the rules of the game are clear. The point is: substantially no party involved in the collaboration may be harmed.

But in a theoretical reference, which is presented by various references, the concept of PPP or KPS is a matter of collaboration between the Government and the Private sector. The community is not mentioned in the collaboration at all. In fact, who is the user of the infrastructure built if not the community?

In its history, the role of the Government was indeed very dominant during the New Order era, as if only the Government was the only institution that had the competence to design, facilitate, and carry out all development projects, including infrastructure projects. With such a paradigm, even if there is a "private" institution that must be involved, the private institution in question must be under the umbrella of BUMN (State-Owned Enterprises) or Regional-Owned Enterprises (Regional-Owned Enterprises), so that in the end a state monopoly arises.

The change in the paradigm of KPS projects took place after the New Order when the Government made to a number of new rules that accommodate the role of the Private sector as a "partner" for the Government to build the country. The idea of KPS is clearly a new breakthrough because it increases the role and bargaining position of the private sector. However, referring to the practice of the PPP model in Indonesia so far, it seems that a mindset change is still needed to involve the participation of the community or community in the process of its activities.

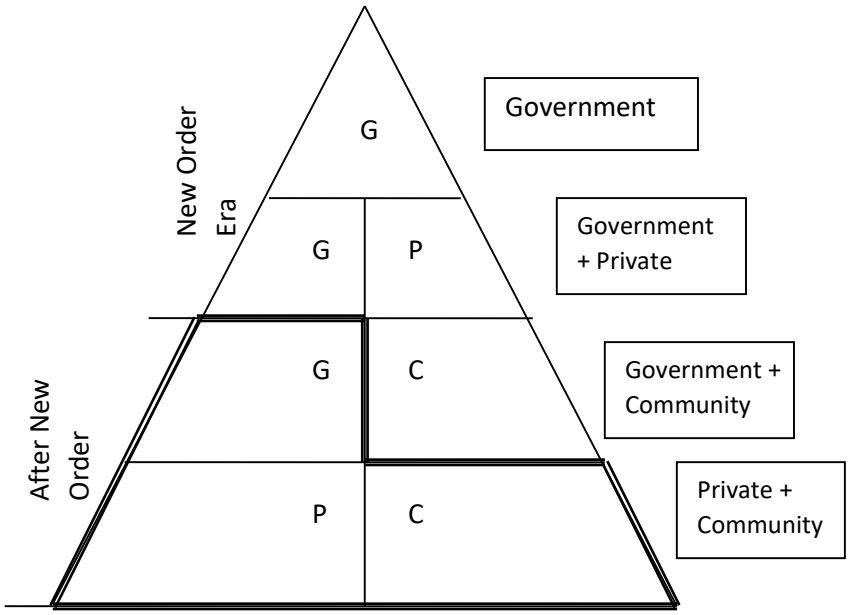

Figure 1. Government + Private + Community Collaboration Model

In other words, the concept of KPS should not be enough to be limited to the level of government relations and private, but also to be broader to reach the level of community involvement. In the case of Indonesia, the factor of community participation is assumed to be very important in supporting development, not least in infrastructure development projects. Procedurally, the idea may come from the Government (in the form of political will) and the idea is captured by the Private sector as an economic project opportunity; but when the project is operating, the community that is involved as the operator should be involved. Even if such a model is not fully applicable, at least the initial idea could have originated from the aspirations conveyed by the Community to the Government, and the Government handed over its technical problems to the Private Sector on the basis that the project was solely built to support the welfare of the community. Thus, the pattern of collaboration between parties will actually be more useful if it is a collaboration between the Government-Private-Community (Figure 1).

In my view, if the community is involved from the stage of development planning, then the concept will be relevant to the mindset that citizens should not only be used as objects of development. Citizens must be the subject of development. Only with such an ideology will they feel "involved" and feel "responsible" for maintaining development output.

Community-based development is clearly a new breakthrough considering the typical development policies of Indonesia during the New Order period are too centralistic and top down oriented, in addition to tend to position citizens only as passive spectators. But how to formulate that strategy? The facts on the ground until now still illustrate that the "bottom-up" pattern as an anti-thesis of the "top down" pattern proved to be less effective - not least in the case of Village Fund use. Villagers generally interpret the means of utilizing the Village Fund from the perspective of the real "needs" that they feel now, not based on comprehensive planning to solve problems that may arise in the future. Examples such as using the Village Fund to build a village head's office, which is actually not too urgent compared to, for example, building access roads outside the village that had not been there so the village was isolated (see Yoseph, 2018).

2.2. Forms of partnership application model that can be offered

In practice, the concept of PPP (or KPS) can be aimed at any field. Let's take the case in Japan (Sarman, 2009). In Japan, the concept of PPP is more focused on the issue of PFI (Private Finance Initiative). This is motivated by reasons in the context of the role of the private sector that can help the Government overcome the lack of ability of the country's institutions to provide public services related to 'Life Cycle Cost', such as school buildings, hospitals, waste management, government offices, etc. (see for example Takao, 2007; also Akintoye, 2003). Therefore, the basic concept of PFI is a financing scheme for the provision of public facilities in order to support the improvement of public services. However, it should be understood that the position of the Private Company here is not just the executor of the project (through the SPC/Special Purpose Company mechanism), but can also be in the capacity as a lender (through a consortium company) which is an equity investor. In other words, the stakeholders involved in an infrastructure development project for public facilities are not limited to project implementers, but also funders, project consultants, supervisory committees, and even local residents (see Figure 2).

Therefore, in understanding the application of the PFI model, further understanding of the selection process is needed for the most preferred project bidders. In this context, the parties that play an important role are PFI Screening Committee — or if in Indonesia, perhaps the Procurement Committee — related to the feasibility assessment of the parties who want to take the opportunity to implement the project and what contract system is offered or will be agreed. The agreement that also needs to be set from the beginning is matters relating to risk allocation, whether to involve the insurance and how the agreement needs to be made with the funders. For the Lender, the agreement needed includes but not limited to: (1) establishment of security by Lender; (2) the statement of the political importance and the priority project; (3) confirmation of the fulfillment of PFI project contract; and (4) mutual reporting and meeting for the continuity of the project.

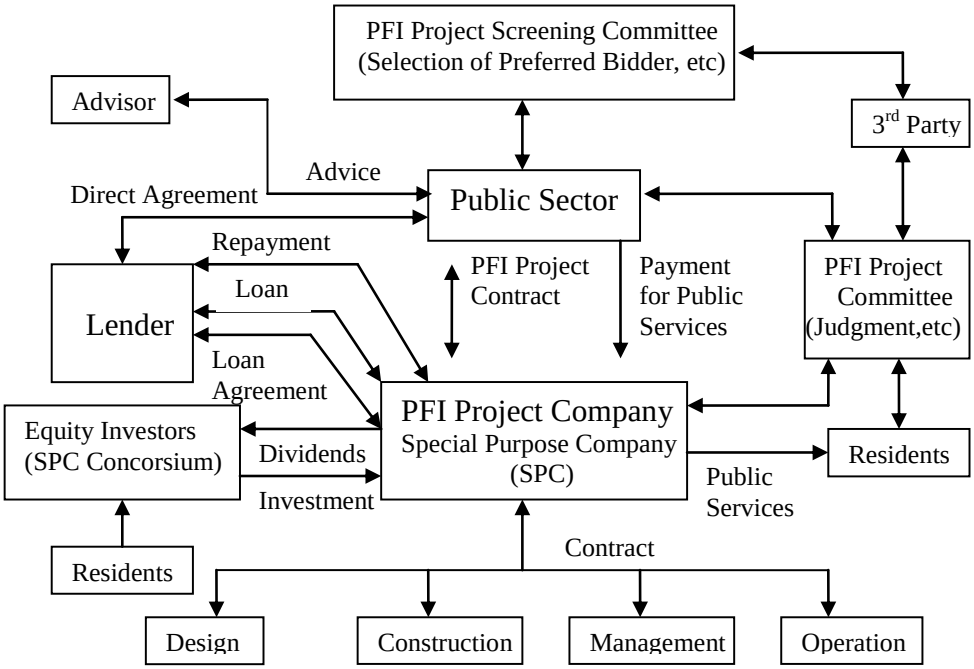

Figure 2. PFI-Based Parties' Collaboration Model.

In other words, there needs to be a guarantee that the infrastructure projects undertaken are safe from risks, including risks from default cases. That is why, in the PFI mechanism the role of the PFI Project Committee is also needed. The committee membership can be sourced from the public (residents), from the relevant government agencies, or representatives of the companies involved in the project, and even from third parties that are independent (such as a group of experts, public figures suspected of having relevant experience, and or a professional group like lawyers. Usually each party was represented by two people, and their task is: (1) To deal fairly and smoothly with possible arguments between Public Sector and PFI Project Company (SPC) during the execution of the project; (2) Judgment of service monitoring the outcome and contract termination; and (3) Assessment of the quality of assets transferred to the Public Sector at the end of the contract, etc. With this basis, the project can be monitored and how the mechanism for financing payments. The purpose of the monitoring was carried out so that the project implemented was guaranteed its sustainability and the guarantee to continue to maintain infrastructure when it was operated.

With such a detailed and the clear collaboration pattern like that, it does not mean that every company that has the competence to be involved as a project implementer can easily get the project. According to the rules of the PFI law in force in Japan, there are further criteria relating to the benchmarks of proposals from private companies that should be considered to be accepted. Every private company that wants to be involved is required to pay attention to the assessment aspects used by the Screening Committee, namely:

(1) *The Administrator of Public Facilities,* shall positively take appropriate measures necessary such as organizing acceptance, evaluation, notice and public announcement of proposals initiated by private enterprises;
(2) When a judgment was made to be appropriate to implement a proposal initiated by private enterprise, the same procedures as the *PFI undertaking* initiated by the *Administrator of Public Facilities,* shall have to be conducted for establishment of the *Implementation Policy*;
(3) For proposal of undertaking initiated and proposed by private enterprise, if it happens that the establishment of the *Implementation Policy* could not be realized within a considerable period of time, the results of such judgment and its reasoning shall have to be notified as soon as possible to the party proposed such undertaking. Further, an outline of such proposed undertaking, a summary of results of judgment by the *Administrator of Public Facilities etc.* and its reasoning shall have to be opened to public in an appropriate way at appropriate timing.

According to Shinohara (1998), the emergence of the idea of a PFI-based development financing model is inseparable from the impact of public administration reform in the provision of social infrastructure and public services that occur in Japan. Initially, public administration reform tended to adopt what was practiced in the United Kingdom; but because the socio-political conditions were not exactly the same, there were several policy modifications.

According to Yajima and Araki,[1] there was indeed a misunderstanding regarding the concepts and applications of the PFI model in Japan. These misunderstandings, among others, relate to the issue that when PFI is taken as a policy, government funds do not need to be used; and private companies involved in the PFI project will not fall bankrupt; while small businesses

[1] Yuuichiro Yajima and Takayuki Araki are Project Management consultants at Pacific Consultants Co., Ltd (PCKK). Their opinion in this article is an excerpt from their presentation at the ID-PPP TOT training program at Miyazaki University, entitled "Basic Points and Facts of Japan PFI".

(SMEs) cannot possibly participate in it. In fact, PFI is actually not suitable to be applied with conventional business approaches because the philosophy embodied in the PFI model is how to get support to provide better public services because of the active role of the private sector. Short-term benefits are not the objectives to be achieved in the PFI model. The reason is, one of the things that is less profitable in the PFI model is the costs that must be incurred for a number of agreements with the parties. For a number of people who are part of the parties, the adoption of the PFI model may still be a trial and error.

There are 5 things that need to be understood as "facts" if you want to apply PFI, namely:

(1) Provision of public services and low quality; in the sense that public services have been so low in quality that they require new breakthroughs (by involving competent private parties) to obtain improved quality of public services and at the same time reduce unnecessary operating costs.
(2) The role of administrative reform in public services; in the sense that traditionally there are a number of activities that should be private sector work but are carried out by the government; and that (in the future) must be reformed in accordance with the duties of each function, although its nature continues to prioritize the importance of the cooperation of the parties.
(3) Stimulating the economy through creating opportunities for private business; in the sense that the involvement of the private sector will improve the quality of public services (which are the responsibility of the Government) and at the same time reduce unnecessary operating costs.
(4) Reduced speed of building construction; in the sense that the construction sector be processed by the private sector often experience the risk of delays from the schedule that has been designed, but by involving them in the planning of the expected schedule it will reduce the risk.
(5) Smoothing of fiscal spending in local government finances improve; in the sense that the cost of research designs to repair and maintain public facilities is quite expensive and often unpredictable; and therefore in order to reduce the costs that must be borne by the government, the risk should be transferred to the private sector.

Therefore, it is necessary to understand the fundamental function of PFI, namely how to manage the cost of building a support facility Life Cycle Cost that the based on the principles of Administrative Reform, namely:

(1) From "Construction of Public Facilities" to "Provision of Public Services" (Meanings of Public Works):
   a) From specification orders to performance specification orders (Define the contents of public services by required standard);
   b) From construction works to integrated business system including design, construction, maintenance and operation;
   c) From construction cost competition to comprehensive evaluation system (Total score of cost and performance).

(2) *Lifecycle Cost Management*:
   a) Improvement of efficient and effective infrastructure and provision of good and low-cost public services to people (Cost reduction);
   b) Promotion of efficiency by performance specification orders (Cost reduction);
   c) Integrated business system including design, construction, maintenance and operation (Cost reduction);
   d) Promotion of efficiency by prolonged single-year contracts to long term contracts (Reduction of direct cost and indirect cost);

e) Promotion of efficiency by integrating maintenance (Operation management) (Reduction of labor costs);
f) Risk transference (Cost reduction)
g) Utilization of private insurance (Cost reduction);
h) Energy management (Cost reduction).

(3) *Effective use of Administrative Assets*:
Local public authorities may lend administrative assets to selected businesses, if recognized necessary, disregarding the regulation local government laws. (PFI Law, the eleventh article, Lending out of administrative assets).

In the Indonesian context, practices like in Japan may still be many obstacles. Like it or not, in Indonesia the behavior of the private sector tends to still show itself as a "contractor" from government projects that are still dominant. In addition, the general public also still cannot appear as subjects with an interest in development, and therefore are not involved actively for participating since the project planning stage.

2.3. The context of empowerment and revitalizing the role of the community

Within the framework of the partnership concept, it is relevant to talk about village community empowerment programs? The answer is, why not? The weakness of the use of the Village Fund so far is because it focuses on infrastructure development, and it does not touch the issue of empowerment. Policymakers in the Central Government may see a backwardness in the village (read: poverty) because the village tends to be isolated. That may be true. But when discussion be focused on the efforts to prosper the people in rural areas, inevitably the problem of empowering rural communities should be prioritized.

Referring to the research of Sarman et al (2008), community empowerment programs can be directed at utilizing local economic resources. Each sub-district area, at least, certainly has local economic resources that can be relied upon to become superior product. Some one tend optimistic that even if each village is unearthed its potential, undoubtedly has economic advantages, so the term "one village one product" (OVOP) applies - like the case of superior product development in Oita Prefecture, Japan. However, I am one of those people who are not very optimistic about the opportunity from one village only, and therefore interpreting it further becomes "one district one product" (ODOP) - like the case of superior product development in Uttar Pradesh, India. In fact, not every village in Indonesia has superior resources with high economic value. Conversely, several villages maybe at as having the same resources to be sold outside the region as superior product with competing product prices and quality, such as Medan's citrus-producing villages, or Papua coffee, and so on.

As a comparison, once again it's good to see success stories in Japan. In general, projects providing PFI-based public facilities may be somewhat sterile from community intervention. This assumption is probably not wrong if the problem is seen from the infrastructure planning process and how the financing is needed to make it happen.

However, there are three things why community members, and specifically certain communities, are very important in supporting the existence of a public infrastructure development project. First, the function of infrastructure is sometimes very dependent on community participation, such as infrastructure related to the municipal waste management system. Second, public facilities need care, and in this case certain community groups can contribute, such as city park infrastructure. Third, increasing the economic value of an

infrastructure development project will sometimes be more significant when a particular community is involved in its management operations.

In Miyazaki, Japan, several infrastructure development projects can be found facilitated by the PFI model but it is even more valuable when local communities are involved in the operation of their use. One example of a community-based PFI model is the "Nichinan Coast Kirameki-line" project. The project was designed with the intention of developing tourist areas in the Nichinan region which are famous for its coastal potential. The goal is to be able to invite as many tourists and tourists to be satisfied with a number of attractions given by local residents. Therefore, the strategy was then designed to create a beautiful, friendly and healthy tourist area, there are historical links and myths.

This pattern of cooperation developed in the "Nichinan Coast Kirameki-line" project involves three main actors, namely: academics (in this case Miyazaki University) who are tasked with designing the landscape of a tourist area; industry circles, covering 41 private organizations; and the Government, both central and regional governments. The parties were then designed to collaborate with the local resident (see Figure 3).

The collaboration of the parties is designed in such a way as to complement each other. The Government, in accordance with its capacity and authority, is asked to provide a role in the construction of road facilities. Meanwhile, the volunteers called "Michimori", gave a touch of beauty to the environment around the road built by the government. In a pattern of cooperation called "Joint flower planting projects among communities", local residents voluntarily work together to plant cooperatives along the roadside to tourist areas with diverse flower plants, even to the center of tourist sites; and they have done it from 2005 to 2008. As a complement to community activities, they also take care of the forest around the tourist sites to support a design called "SEAGAIA".

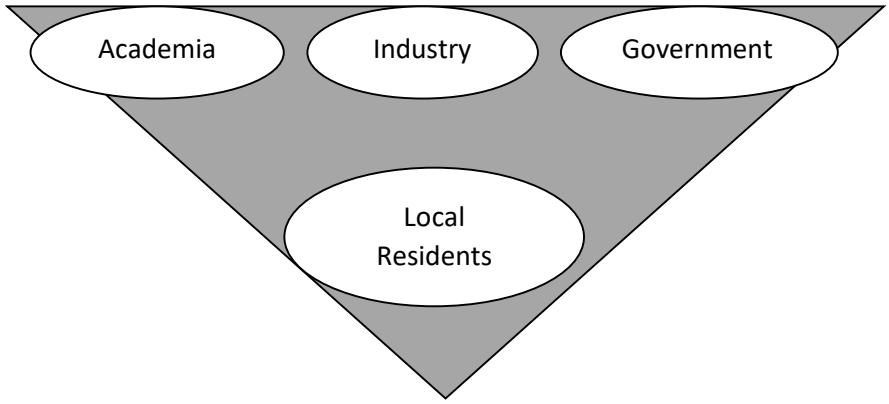

Figure 3. Partnership for Nichinan Coast Kirameki-line.

"SEAGAIA's Planning" is a program design for tourists who are directed to visit a number of unique tourism objects, such as "Udoyama Excursion" (with the main object of sea catch, shrimp), "Aburatsu Port and Hori River Story" (with the main object, exploring river), and "Tour of Obi Castle Town" (with the main object riding on rickshaw (traditional pedicabs that are haunted by humans) around the tourist sites), or visiting the location of pine forests which sometimes become an introduction to the natural environment of students and students. Tourists are also allowed to visit historic attractions, such as Jurakudai palace and a samurai school (Shintoku Clan School). Even by the local government, there is a unique tourist location in the form of "Dream Bridge" (Yumehashi) in the center of Nichinan, a wooden bridge with

very beautiful architecture, which is deliberately built with mythical spells that it is a legendary proof of a prince's love for the daughter he loves.

According to my observations, what is presented by the Nichinan Regional Government to develop tourism objects is not extraordinary if for comparison it is a tourist attraction spread in Yogyakarta for example. Various tourism objects in Yogyakarta are perhaps far more interesting and unique. The difference is, maybe in terms the tourism management pattern of. In Nichinan, there are no tourist locations that are subject to entrance fees. There is no vehicle parking fee. Even though the cost of infrastructure development it should be very large. Even if there are things that like "business", then the they business is souvenirs and a number of restaurants that provide a variety of Japanese specialties with prices that are "indeed expensive" for Indonesian people.

3. Conclusion

Village development policy is not perfect and needs further improvement. Village Fund Policy, as one of the Government's strategies to carry out Indonesia's development from the periphery, aims to realize an independent and dignified village. Therefore the point is how to build humans living in the countryside. However, in practice, the Village Fund policy tend not support community empowerment directly. First, because the Village Fund, in accordance with the allocation of its allocation all this time, focuses more on infrastructure development. Second, after the infrastructure project is completed, management of human resource development is often forgotten. In fact, the aspect of human resource development is more decisive in increasing the level of welfare of villagers.

The purpose of introducing a partnership model or collaboration in the use of Village Funds is actually intended so that these funds provide more outcomes for the community, so that rural communities can become independent. That the PPP or KPS or PFI model is not always in accordance with the conditions of the problem and the village environment, does not mean that the model offered in general must then be rejected. The partnership choice models must indeed be modified. It is the same as the OVOP or ODOP choice model to develop the rural economy based on existing local potential. Best practice from the implementation of certain models does require a pilot project first. However, waiting for the results of the pilot project is not an option, because the Government is now racing against time to get the best results from the use of effective and accountable Village Funds. Perhaps to find best practices in various regions, it is better if examples of success in various regions in using Village Funds for increase the role of BUMDes, are disseminated to other regions to be role models.

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RANDAI ART AS LOCAL WISDOM IN CREATING LOCAL TOURISM INNOVATION In KUANTAN SINGINGI REGENCY

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ABSTRACT

Seni Randai Kuantan, is a heritage art from traditional culture that used to grow and develop in Kuantan Singingi Regency. Randai in the Kuansing area called Randai Kuantan. Kuansing Regency has cultural tourism, one of which is Randai Performing Arts attractions. Randai Performing Arts is used as a tourist attraction because Randai is a unique folk art that is unique in delivering messages and entertainment. Therefore, Randai performance art can also be used as an added value innovation for local tourism managers so that it can increase the number of tourist visits. However, Randai is still rarely implemented and young women from Kuantan singing district have started to know that Randai art can become one of the mainstay alternatives to attract tourists to visit Kuantan Singingi Regency. This research is a type of qualitative research. The source of this research data is primary data obtained from interviews with informants and key informants. Data analysis is done by data reduction, data presentation and conclusion drawing. The conclusion of this study is based on respondents' responses to randai art attractions, respondents gave responses that the Randai show was interesting, the readiness of the community to make randai art a tourist attraction, the community responded that it was ready to make randai displayed as a tourist attraction and became a characteristic in Kuantan Tengah Subdistrict Kuantan Singingi Regency .

Keywords: Tourism Innovation, Local Wisdom., Randai.

1. Introduction

Riau Province nicknamed the "Yellow Green Earth" is located very strategically in allied countries, so that the government and its people adhere that Riau Province will take a strategic role in the field of economy and culture. The agreement between the government and the community is set out in the Vision Riau 2020, in which Riau aims to be the center of Malay economic and cultural growth in the stretch of Southeast Asia in 2020.

Kuantan Singingi Regency (Kuansing) is one of the districts in Riau Province, Indonesia. Kuansing Regency is also called Rantau Kuantan or as an overseas area of the Minangkabau people (Rantau nan Tigo Jurai). In everyday life, the Kuansing people use Minangkabau customs and language even though Kuansing is geographically located in the Riau Province Region which is actually Malay. This regency is in the southwestern part of Riau Province and is a division of Indragiri Hulu Regency. As the Rantau Nan Tigo Jurai area, in Malay culture there is a Randai Dance. Randai is one of the traditional games in Minangkabau which is played in groups by forming a circle, then stepping slowly, while delivering stories in the form of songs alternately. Randai combines song, music, dance, drama and martial arts into one. Playing Randai is based on famous folklore, local music traditions, and martial arts. Randai was previously a form of Minangkabau folk art, but not a form of theater (people).

At first Randai was a form of dance art. Randai began to be known in the villages along the Kuantan river of Indragiri Riau, around 1937. At that time the economic condition of the people in the area was quite good. The price of sap is quite expensive, moreover many farmers or sap cultivators are given subsidies by the Dutch. This good economy has encouraged the coming of Minangkabau migrants to the area, hoping to get a better job or come to trade. The first Randai performed in the Kuansing area was Randai Cindur Mato. This Randai is played by Minangkabau migrants together with the Kampar people. Their Randai performances are almost all the same as the Randai shows in Minangkabau. Randai Kuantan, basically is one of the traditional arts that developed in the province of Riau. There are so many uniqueness that we can see in this tradition. In addition, the Kuantan Randai art is also used as a means to introduce a new vision that will be achieved by Riau Province, namely as one of the centers of Malay culture in Southeast Asia.

When viewed from the form and uniqueness of this folk art, it is not wrong if the Riau Provincial Culture and Tourism Office decided to choose to use the Kuantan Randai art as one of the cultural promotion media. Where various Kuantan Randai art performances have been held in several countries, to tell various historical stories, or stories about the progress of development in progress in the province of Riau.

Randai Kuantan, is a heritage art from traditional culture that used to grow and develop in Kuantan Singingi Regency. One of the tourist areas in the province of Riau, which also holds a lot of various arts and cultural performances. The uniqueness of this art, we can witness in a variety of performance activities, which are also widely implemented in various points in the province of Riau. Besides being one of the mainstay tourist attractions, generally the art performances held for about 4 hours are also crowded and are visited by many people around Singingi district who want to find entertainment. Randai Kuantan is a unique art that shows a variety of folklore, which is performed in a traditional art theater performance. This art, is also played by a group of people who number around 15 to 30 people in one performance. There are several important roles, such as story characters and other supporting roles, in art performances which are also played by the majority of young people who are also often called by the name Randai Bujang Gadi. Art is synonymous with various behaviors and attractions of the players who are able to invite laughter from the viewers who watched it. This is because there are various unique jokes and are also unique, which certainly will be a dish for us to enjoy in the Kuantan Randai art show. One of the attractions and being able to invite humor in this art, one of them, is a character played in the traditional theater arts. We will see where the actors in the game, it seems that they deliberately changed positions. That is where male players intentionally act as women, and vice versa, female players who play themselves in order to be men. There are so many stories and folklore that are performed alternately in each of the Kuantan Randai art performances. One of the folk stories that is often staged in the Kuantan Randai art, namely a legendary story with the title "Sutan Nan Garang". One of the folklore that developed in Singingi Regency, and told about the life of a young man who was brave, and had a face that was so beautiful. Some people in the Randai Kuantan art performance group also served as players in traditional musical instruments. Among the musical instruments that

accompanied the various performance activities were Piaual, Gedang, Biola, Seruling, Harmonika, Rebana, as well as Lapri musical instruments, to accompany various folk songs performed at the Kuantan Randai art performance.

Kuantan Singingi Regency is a division of Indragiri Hulu Regency which was formed based on Law No. 53 of 1999, concerning the Establishment of Pelalawan District, Rokan Hulu, Rokan Hilir, Siak, Natuna, Karimun, Kuantan Singingi and Batam City. Kuantan Singingi Regency consists of 12 (twelve) districts with an area of 7,656.03 km2, which is in the position between 0000-1000 South Latitude and 1010 02 - 1010 55 East Longitude.Randai is a traditional Kuantan community art form in the form of oral, which contains stories about the life of the Kuantan community everyday, for example local folklore, economy, and government. Randai is a descending inheritance of the Kuantan community that still exists today. The following is the art in Kuantan Singingi Regency:

Table 1.1
List of Arts in 2018 Kuansing Regency

No	Art	Types of Art
1	Randai	Traditional
2	Kayat	Traditional
3	Saluang Dangdut	Modern
4	Silat	Traditional
5	Rebab	Traditional

Source: Kuantan Singingi District Tourism Office 2018

From the table above, it can be seen that Kuantan Singingi Regency has five arts, one of which is Randai Performing Arts. Randai Performing Arts is used as a tourist attraction because Randai is a unique performance in the delivery of messages and entertainment. Randai players are generally male, while women are not allowed to play Randai. So that the role of women is replaced by men. Then men dress like a woman. The following are the names of the Randai groups in Kuantan singingi:

Table 1.2
List of Randai Groups in 2018 Kuansing District

No	Randai Group Name	Village / Origin
1	Randai Dang Gadunai	Sentajo
2	Randai Dendang Duduk	Banjar Inuman
3	Randai Mekar Sejati	Puluk Busuk Jaya
4	Randai R.tunas Harapan	Koto Inuman
5	Randai Bunga Selankai	Sigaruntang
6	Randai Duduk	Pulau Sipan
7	Randai Candra Kelana	Pasar Usang
8	Dendang Maimbau	Pasar Baru
9	Randai Mustika	Koto Kombu
10	Randai Tuas sekako	Serosa
11	Randai tali bajalin tigo	Kompe berangin
12	Randai Bungo serumpun	Tanjung medan
13	Randai tunas muda	Gunung toar

Source: Kuantan Singingi District Tourism Office 2018

Cultural tourism in Kuantan Singingi Regency is one of them is Randai Performing Arts tourist attraction. Randai Performing Arts is used as a tourist attraction because Randai is a unique performance in the delivery of messages and entertainment. Therefore, Randai performance art can also be used as an added value for the singing singing district so that it can increase the number of tourist visits. Kuantan Singingi Regency displays Randai Performing Arts usually when there are folk parties and certain events as entertainers of the community and as attracting people to visit the event, but now this is still rarely implemented and even now it is something foreign to young men in Kuantan district is singing, whereas Randai Art can be one of the mainstay alternatives to attract tourists to visit Kuantan Singingi Regency.

Gudykunst and Kim (in Westi 2011: 5) Culture means accumulative deposits of knowledge, experience, beliefs, values, attitudes, meanings, hierarchy, religion, choice of time, role, space relations, broad concepts and material objects or possessions and maintained by a group of people or generations. Similarly, culture can mean a system of knowledge intended by a number of people in a large group.

According to Marriam et al (in Westi 2011: 5) The role of art and culture in the development of tourism discussing the role of art has the following functions: (1) As a giver of beauty and pleasure, (2) As an entertainer, (3) As a symbolic offering, (4) as a physical response provider, (5) As a manifestation of the norms of community life, (6) As an affirmation of social institutions and religious ceremonies, (7) As a contribution to the continuity and stability of culture, (8) As a contribution of social integration, (9) As a communication tool.

Ismayanti (2010: 15) Cultural tourism is a type of tourism that is based on the mosaic of places, traditions, arts, ceremonies and experiences that portray a nation and ethnic group with society, which reflects the diversity and identity of the community or the nation concerned. Cultural tourism makes use of culture as a tourism and cultural potential that can be distinguished into three forms, namely ideas, activities, and artifacts.

a. Ideas (Ideal Forms)

The form of cultural ideal in the form of culture in the form of a collection of ideas, ideas, values, norms, regulations, which are abstract, cannot be touched or touched. This form of culture lies in the head or in the minds of the people. If the community expresses the idea in writing, then the location of the ideal culture is in an essay and books produced by the author of the community.

b. Activity (Action)

Activity is a form of culture as a pattern of human behavior in society. This form is often called a social system. This social system consists of other human activities according to certain patterns based on customary behavior. Its concrete nature, occurs in everyday life, and can be observed and documented.

c. Artifacts (Works)

Artifacts are a form of physical culture in the form of the results of activities, actions, and works of all humans in society as well as objects or things that can be touched, seen and documented. Its nature is the most concrete among the three forms of culture.

Sadarmayanti, (2005: 12) The aim of the tourism development program is to develop and expand the diversification of national tourism products and quality based on community empowerment, art, culture and local natural resources while maintaining the preservation of traditional arts and culture and environmental sustainability local.

Travel Attractions are in fact other words of tourism but according to Indonesian government regulations in 2009 said tourism objects are no longer relevant to mention a tourist destination then the word "Tourist Attraction" is used to find out what the meaning and meaning of tourist attraction in below are some definitions / understanding of Tourist attraction according to some experts:

Based on the Law of the Republic of Indonesia No. 10 of 2009, Travel Attraction is explained as everything that has uniqueness, ease, and value in the form of diversity of natural wealth, culture, and man-made results that are targeted or tourist visits.

1. A. Yoeti in his book "Introduction to Tourism Science" in 1996 stated that tourist attraction or "tourist attraction", a term that is used more often, is everything that attracts people to visit a particular area.
2. Nyoman S. Pendit in his book "Tourism Science" in 2006 defines tourist attraction as everything that is interesting and valuable to visit and see.

From some of the above understanding, it can be concluded that tourist attraction is everything that has attraction, uniqueness and high value, which is the destination for tourists to come to a certain area.

Hamidy (2002: 13) said that it was seen from the origin of the word Randai which means eg or eg. Associated with the randai art show, the actor plays the role as the technique played.

Hamidy (2002: 21) Besides that, randai comes from the word andai-andai which means talking to other people and connotating poorly. But the other person has also replied to the conversation so that the point is a heated discussion and usually there is always a mediator who then looks for a solution agreed by both parties. It is this life and randai art performances are similar to actual situations and circumstances. Interestingly, randai kuantan singingi shows its own color and figure when compared to randai from its original place and randai kuantan is a performance art that is full of the value and prominence of the Kuantan area.

Hamidy (2002: 13) Randai Stories are full of the values and norms of social life and culture of the Kuantan community, usually at the end of the story always insert messages, the moral form of life must be frugal, humble, if lead jealousy, not easily discouraged as conveyed through the story of randai bujang paman, or personally the daughter of adam dewi or the personal sultan of abiding and almost all stories of randai depicting socio-cultural norms and values.

The purpose of this research is to find out whether Randai art can be made as a local wisdom innovation in Kuantan Singingi Regency?

2. Methodology

This study used qualitative research methods. The source of this research data is primary data obtained from interviews with informants and key informants. The Key Informant in this study was the Head of the Tourism and Culture Office of Kuantan Singingi Regency, and the key informant in this study were 7 of 13 leaders of Grub Randai in Kuantan Singingi and Pemuda Pemuda Regencies in Kuantan Singingi District. Data analysis is done by data reduction, data presentation and conclusion drawing. The source of the data is obtained from the use of indicators as follows:

Table 1.3
List of 2018 Research Indicators and Sub Indicators

No	Variable	Indicator	Sub Indicator
1	Randai Art as Local Wisdom in Creating Local Tourism Innovation in Kuantan Singingi Regency	The response of tourists to the appeal of Randai art	1. Storyline
			2. Dance
			3. Music
			4. Use of Language
2			5. Clothing
		Community Readiness	1. Place
			2. Schedule of Appearance
			3. Randai players
			4. Smart equipment

Source: Processed Author 2018

3. Discussion

Based on the responses of respondents about Randai Art as a tourist attraction from the responses of respondents to the statements and questions given. Of the two indicators above, the tourist responses to tourist attraction and community readiness are divided into nine sub-indicators regarding the responses of respondents as follows:

1. Indicator of tourist response which is divided into five sub-indicators of questions and statements which include storyline, dance, music, language use and clothing used in the show shows that the randai art is considered attractive and unique by respondents because it highlights the peculiarities of Kuantan Regency Singingi and is considered to have the potential to be made an innovation in the arts tourism of local wisdom in Kuantan Singingi Regency.
2. Indicators of community readiness which are divided into four sub-indicators of questions and statements which include the venue, performance schedule, randai players / members, randai performance equipment used in art

performances show the results that the community's readiness in terms of place, appearance schedule and equipment has been ready to make randai art as a potential to be made an innovation in the arts tourism of local wisdom in Kuantan Singingi Regency. However, for the sub-indicators of the randai players, they are still in the category quite ready by respondents because there are still many young people who know the art of local wisdom so that for generations of players to be worried about extinction, they prefer and know about modern art.

Overall, of the nine items of questions and statements in the form of interviews that were distributed by the author, this shows that randai art as local wisdom is said to be feasible as the potential for tourism innovation in Kuantan Singingi Regency. With improvement suggestions in the sub indicator of randai players to provide more information to young people in Kuantan Singingi Regency so that they know and care about Randai Art which is the local wisdom in Kuantan Singingi Regency.

4.Conclusion

Kuantan Singingi Regency (Kuansing) is one of the districts in Riau Province, Indonesia. Kuansing Regency is also called Rantau Kuantan or as an overseas area of the Minangkabau people (Rantau nan Tigo Jurai). Randai is a traditional dance of the Minangkabau people of West Sumatra, Indonesia. Randai in the Kuansing area is closely related to the arrival of Minang migrants to the area. Randai in the Kuansing area called Randai Kuantan. The first Randai performed in the Kuansing area was Randai Cindur Mato. This Randai is played by Minangkabau migrants together with the Kampar people. Their Randai performances are almost all the same as the Randai shows in Minangkabau. Randai Kuantan, basically is one of the typical arts of the people that has a lot of uniqueness. However, in its implementation, Randai has now begun to be unrecognized by young women in Kuantan Singingi district. so that it is worried about its extinction. In fact, if it is well managed, it can be used as an art of local wisdom to create tourism innovation in Kuantan Singingi Regency. From the Nine Sub Indicators, only 1 sub Randai Player Indicator from the Community Readiness Indicator which is still not ready makes randai as an art of local wisdom in Kuantan Singingi Regency. So it can be concluded that Randai Art can be made as a Local Wisdom Innovation in Kuantan Singingi Regency. Authors' suggestions in this regard are as follows:

1. Created by a group of Randai arts administrators in Kuantan Singingi regency and carried out routinely by taking turns by the randai group grub in Teluk Kuantan City as the center of the youth group of Kuantan Singingi Regency. So that it can better introduce Randai Art to young people of Kuantan Singingi Regency.
2. For the randai player group, the storyline is more varied, such as folklore, community economic story, the latest news in the present.

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IMPLEMENTATION OF DYNAMIC GOVERNANCE CONCEPT IN REGIONAL GOVERNMENT OF SIAK REGENCY

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Abstract

Environmental change encourages the birth of a contextual policy (adaptive policy) that is not only a passive reaction to external pressure but also a proactive approach to innovation, contextualization, and execution. New ideas also result in a contextual policy (adaptive policy) can be executed and generate dynamic governance. Boon and Geraldine formulated Dynamic Governance as "how these choosen paths, policies, institutions, and structures adapt to an uncertain and fast changing envinronment so that they are relevant and effective in achieving the long-term desired outcomes of society. Public administration reform is closely linked to the concept of dynamic governance, because public administration reforms are oriented towards changes among others in the implementation of public policy. Dynamic Governance is a concept to maintain and develop the existence of a government / organization to survive (survive) to face rapid and uncertain global change. Other government / organizational organizations should not be static, successes of policies, strategies, and programs in progress or past does not guarantee future success. Therefore it is necessary spirit / dynamics to always adjust policies, strategies, and programs with future developments through thinking ahead, thinking again, and thinking across. The results show that the application of dynamic governance concept in Siak Regency has been done with good result. It is proved that throughout the year 2017, as many as 24 awards and achievements they achieve both at the level of Riau Province and at the national level. Of the 24 awards, it can be said that every month two awards are achieved in the former Malay kingdom of Islam. Based on the achievements achieved by the local government of Siak Regency shows the ability of the government to adjust the policy to the rapid and uncertain global environment changes so that the established objectives can be achieved as proof that the application of dynamic governance concept has been done by Siak Regency Government very well.

Key word: Dynamic Governance and environment change

1. INTRODUCTION

The current condition of the global world is full of uncertainty. Changes that occur in the world are so fast and not well anticipated by the world community. For this reason, issues such as this are needed by creative and innovative leaders in dealing with them, starting from the president to the lowest level of leadership from a government organizational unit. The government is required to take strategic steps that can quickly adjust to changes that occur suddenly with a fast time. Because there is no guarantee that a policy / program / activity that

has been planned properly, even those who are running can achieve the targets and achievements that have been determined previously. There is even no guarantee that an advanced country will continue.

The above success was achieved by hard work through various concepts, strategies and development efforts carried out by Singaporean leaders and people since secession from the Kingdom of Malaysia in 1965. One of the concepts implemented well is Dynamic Governance which has led Singaporeans to the state of progress like now.

Meanwhile, public services must be able to adapt policies to be able to change conditions and improvise and innovate to meet new needs. Boon Siong Neo & Geraldine Chen explained there are six policy development areas - economic development, biomedical science, car ownership and land transportation, health services, the Central Provident Fund and lower-class workers - illustrating government dynamism for the public to learn and adapt to change conditions and raise issues. Once again, a world that is rapidly changing, unrelenting challenges can come from anywhere and are unpredictable.

Since 2005, the idea of dynamic governance has attracted attention. They take this matter seriously as something that needs to be considered, analyzed. Neo and Chen discuss and conceptualize three capabilities of a government. First, think ahead — the ability to analyze future conditions filled with uncertainty from the external environment by looking at new opportunities and potential threats. This ability makes an institution predict the future development. This will have an impact on achieving the objectives of government institutions to regulate the country. Second, think again — the ability to evaluate and identify the policy changes that have been established in order to obtain better results and quality. So that the institution can present problems and issues faced, and see how to improve the performance of the institution. This requires the efficiency and effectiveness of policies that have been made and also the accuracy in achieving goals and setting strategies. Third, think across — the ability to cross traditional boundaries for 'thinking beyond limits', also for 'learning from others' if there are good ideas that can be adopted and adapted as new innovations in policy making. It's like copying rules and activities / practices that have been successfully implemented somewhere. This allows the transfer of knowledge between countries by adopting programs from a country and embedded into local institutions and policy environments. In addition, we must understand "how to apply it, how it works well or why it doesn't work well" and how we apply it with a different perspective from the basic idea.

In the end, creating and maintaining dynamism in government, both the public sector and the corporate sector, is a long-term strategic effort. Creating a dynamic governance system and organizations that are able to adapt require deep thinking, open dialogue, commitment to leadership and effective execution. Changes are always complicated and risky. But it's not a change of name if it's not more risk.

2. Literature Review

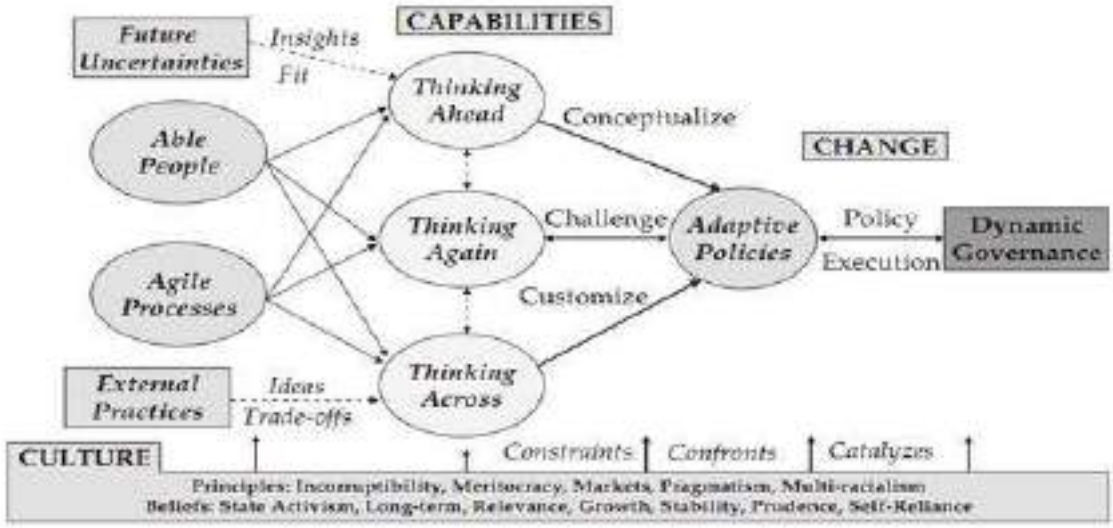
a. The concept of Dynamic Governance

Boon and Geraldine formulate Dynamic Governance as "to how choosen paths, policies, institutions, and structures adapt to uncertain and fast changing integration so that they remain relevant and effective in achieving the long-term desired outcomes of society" (how do various policies, institutions and structures that have been chosen so that they can adapt to the uncertainty and rapid changes in the environment so that the policies, institutions and structures remain relevant and effective in achieving the long-term desires of the community). So Dynamic Governance is the ability of the government to adjust its policies to global changes that are fast and uncertain so that the goals set can be achieved.

Related to change as the basic essence of dynamic governance, the two elements of dynamic governance according to Boon, and Geraldine (2007: 12-46) are:

a. Government organizational culture includes; integrity (integrity), incorruptibility (not bribed / not corrupt), meritocracy (based on talent & ability / achievement), market (fair market orientation), pragmatism (easy to adjust / more oriented towards achieving the goals of the country rather than dwelling on ideology), multi -racialism (various ethnicities and beliefs), including in culture are; state activities (state activism), long-term plans and goals, policies that are in accordance with the will of the community (relevance), growth (growth), stability (prudence), and self-reliance;
b. Dynamic capabilities include: thinking ahead (thinking ahead), thinking again (reviewing), and thinking across (learning from the experiences of other countries / organizations).

b Thinking Framework



3. Research Methods

The research method is explanatory with a qualitative research approach that explains and delves deeper into the subject and object, whether someone, institution, society and so on and based on the results of observations and interviews conducted and provides an analysis of what is found in the field and associated with relevant theoretical concepts.

4. Results and Discussion

4.1. The application of the concept of dynamic governance to the Siak Regency regional government

Achievement of Good Governance Performance in Siak District can be seen from the application of the dynamic governance concept in Siak District that has been well done. This is evidenced that throughout 2011 - 2017 many achievements were achieved. Even in 2017 there were 24 awards and their achievements both at the Riau Province level and at the national level. The achievements are:

1. WTP Six times in a row 2011-2016 with the achievement of the highest standards in financial accounting and reporting
2. Accountability Assessment of the performance of the Regional Government with the title of Good (B) and best of the 1st in Riau Province 2 years in a row 2015 and 2016
3. The best EKPPD in Riau Province with a very high category for 4 consecutive years in 2013, 2014,2015 and 2016
4. The best planning in Riau Province 4 times in a row in 2014 s.d 2016
5. 2015 National 5th Best Planning
6. IPM Number 3 in Riau (2016)
7. Life expectancy number 3 in Riau (2016)
8. Average number of schools Number 2 in Riau (2016)
9. The lowest poverty number 3 in Riau (2016)
10. The best new autonomy region in IGI version in 2014

Whereas in 2017, out of the 24 awards, it can be said that every month two awards were achieved in the area of the former Islamic Malay kingdom. Following are the 24 awards and achievements achieved by Siak Regency throughout 2017 which are summarized by the Public Relations and Protocol Section of Siak;

1. Award for support and contribution to MAN IC due to the Amal Bakti day of the Ministry of Religion of the Republic of Indonesia, Jakarta, January 21, 2017.
2. Award of Wahana Tata Nugraha (WTN) Traffic in Land Transportation in 2016, Jakarta, January 31, 2017.
3. Award from the Chief of Police related to the assistance of 119 houses of the Bhabinkamtibmas Office to the Riau Police as a means and infrastructure to support police duties in the ranks of the Siak Police Station, Pekanbaru, March 3, 2017.

4. Award to be the first best on the results of the performance accountability evaluation of the Regional Government in the Riau Provincial Government (Pemprov) with a score of 64.50 (category B), Pekanbaru, March 21, 2017.
5. Award for Achievement of Provincial National Standards (SNP), Pekanbaru, March 22, 2017.
6. Award for the 2017 Indonesia Green Award, for the consistency of spirit and commitment to implement environmentally sound development policies, Jakarta, May 3, 2017.
7. TOP Award 99 Public Service Innovation in 2017 Delivery Alarm category submitted by the Ministry of State Apparatus Empowerment (Kemenpan RB), Asman Abnur, to the Regent of Siak, Syamsuar, at Gelora Joko Samudro, Gresik, East Java, Saturday, May 20, 2017.
8. Awards from vertical agencies in Riau Province provided by the Finance and Development Supervisory Agency (BPKP) Representative of Riau Province for the performance and capabilities of the Government Internal Supervisory Apparatus (APIP) of Siak Regency, Pekanbaru, May 30, 2017.
9. The activeness of Siak Regency Government activeness in assisting the smooth running of police duties in maintaining the Kamtibmas through the construction of 119 Bhambinkamtibmas office houses from 122 villages in Siak Regency, which was handed over by National Police Chief General Tito Karnavian sempena 71st Anniversary Bhayangkara, Jakarta, Monday, 10 July 2017.
10. Paramesti Award because the Siak Regency Government is considered committed in implementing the No Smoking Area zoning policy, submitted directly by the Director General of the Prevention and Control of H.M Disease. Subuh, Yogyakarta, July 12, 2017.
11. Award for the only child-worthy city in Riau in 2017 with Intermediate Predicate (because two KLA awards have been won in 2013 and 2015 with Primary Category, and 2017 is the third time). Award for the Acceleration of the Coverage of the Giving of Free Child Birth Certificates in 2017, submitted directly by the Minister of Women's Empowerment and Child Protection, Yohana Yembise. Pekanbaru, Saturday, July 22, 2017.
12. Adipura Cup Award in 2017 (there have been 3 Adipura Cups won by Siak namely 2014, 2016 and 2017). Siak also received an award for the Cleanest Market Category, which was directly handed over by the Sumatra Region Ecoregion Development Control Center, Ministry of Environment and Forestry (KLHK) Siti Nurbaya, at the Manggala Wanabakti Auditorium of the LHK Ministry on Jalan Gatot Subroto, Jakarta, Wednesday, August 2, 2017.
13. TOP Award of 40 Public Service Innovations in 2017 Delivery Alarm category which was submitted by the Coordinating Minister for Human Development and Culture of Puan Maharani, took place at Manahan Solo Stadium, Banjarsari, Surakarta City, Central Java Province, Friday, August 25, 2017.

14. Pandawa Award and Third Place Nakula Sadewa category received by Green Generation of Siak Regency in the 2017 National Green Generation Jamboree in Bontang, East Kalimantan, August 20-26 2017.
15. Second Winner of the Best Stand at the Nusantara Expo (Cultural Exhibition), held at Taman Mini Indonesia Indah (TMII) on October 18-22, 2017.
16. Award as recipient of the Movement for 100 Smart City award, which was submitted by the Ministry of Communication and Information in Jakarta, Wednesday, November 15, 2017.
17. Awards to historical sites, Istana Siak was chosen as the second most popular historical site (second winner) in the implementation of the Indonesian Enchantment Award (API). Award by Secretary of the Ministry of Tourism Ukus Kuswara at the Metro Tv studio, Kebun Jeruk, West Jakarta, on the evening of the API, Saturday, November 25, 2017.
18. Award as Healthy District / City from the Ministry of Health of the Republic of Indonesia, and the only Regency in Riau Province that received the award. Submitted by Acting Director General of BANGDA Kemendagri Diah Indrajati at the Sasana Bhakti Praja Room, Ministry of Home Affairs, Jakarta, Tuesday, November 28, 2017.
19. 1st Place Category of remote / very remote area achieved by Lavender Group 1, Tanjung Kuras Village, Sungai Apit Subdistrict, Siak District in the Mandiri Care, Family Medicine Park (TOGA) and Acupressure. The award was handed over by Director General of health services Bambang Wibowo, who was handed over at Novotel Solo, Central Java Province, Tuesday November 28, 2017.
20. Awarded the title of Highest Compliance Implementation from the Republic of Indonesia Ombudsman. In the event awarding the title of compliance with the standard of public service took place at Balai Kartini, South Jakarta, Tuesday, December 5, 2017.
21. On December 15, 2017 the signing of the Charter of Siak's commitment as one of the Heritage City of the Indonesian Nation was carried out.
22. Award of success of the Regional Government of Siak Regency in Compiling and Presenting the 2016 Financial Report with the Achievement of the Highest Standards. The award was handed over by the Governor of Riau Province, Pekanbaru December 18, 2017.
23. Award Predicate Award as Regional Government which has an Initiative in building a good Regional Investment Climate, the Award is given by the Institute of State Administration (LAN) in collaboration with the Australian Indonesia Partnership for Economic Govermance (AIPEG) Foreign Institute, Jakarta, Monday 18 December 2017.
24. Award for the Siak District Aids Management Commission (KPA), because it is included in the KPA Category funded by the Mandiri APBD, for Participation, Cooperation and Dedication in HIV-AIDS Countermeasures in the District / City of

Riau Province in 2017, submitted by the Deputy Governor of Riau Province, H. Wan Thamrin, in Pekanbaru, December 29, 2017.

A. Increased Discipline and Supervision of Financial Performance and Administration:

1. Increased Financial Accountability and Performance

- Government (SAKIP) (Improved performance accountability from Predicate D in 2012 to Predicate B in 2015 and 2016, as well as the EKPPD category from the high category in 2011 to the very high category in 2013, 2014, 2015 and 2016);
- Perform asset and financial management in an orderly manner (Predicate WTP on Regional Government Financial Statements 6 (six) times consecutively from 2011 to 2016;
- Approval of the APBD on time since the 2012 APBD, 2017 APBD.

2. Independent and Professional Supervision

- Forming the Government Internal Control System Task Force (SPIP);
- Forming a Clean Sweep Task Force for Illegal Levies (Saber Pungli) Siak Regency through Regent Decree Number 560 / HK / KPTS / 2016;
- Follow up on findings of BPK audit, BPKP and Inspectorate.

3. Application of Bureaucratic Value and Integrity System

- Submission of State Operator Assets Reports (LHKPN)
- Declaration of integrity zones
- Implementation of the integrity of the collaboration with the KPK
- Anti-gratuity socialization for all village heads, OPD heads, DPRD and BUMD members in collaboration with resource persons from the KPK

B. Application of Public Service Standards and Licensing Information Systems

1. Institutional Strengthening and Public Service Management

- Optimizing integrated one-stop service (3rd Winner of National Best Regency Investment Sector PTSP Organizer in 2014 and 1st Winner in 2016);
- Delegation of the Regent's authority to the Head of Sub-district through PATEN and delegation of the Regent's Authority to the Head of the One-Stop Integrated Licensing Investment Service (DPMPTSP) and the online site at the Camat office.
- Implementing the Online and Tracking Licensing System (SPOT) (the Corruption Eradication Commission (KPK) made it a pilot to be implemented in other regions, and included in the Top 99 innovations of Menpan-RB);
- Public service innovation Rapid road maintenance unit (top 99 MENPAN-RB innovations)
- Childbirth alarm public service innovation (top 99 MENPAN-RB innovations)
- Organizing Online Birth Certificates, electronic KTPs and mobile KKs for free;
- Barcode / Qrcode Licensing
- Digital Archive Application
- Warning System

2. Strengthening Community Participation in Quality Improvement of Public Services

- SMS Center
- Online Complaints
- Tablet-Based Assessment
- Community Satisfaction Survey / SKM Online
- Procurement of public complaint boxes directly to the Regent
- Conduct a Public Consultation Forum, Planning and Development Consultation (Musrenbang) both at the Village, District and District levels;
- Form a Complaint Management Coordination Team on Regional Devices through Decree Number 441 / HK / KPTS / 2016

There are 2 Elements of Dynamic Governance applied by the Siak District Government:

1. Government Organizational Culture:
    - Integrity
    - State activities
    - Long-term plans and goals
    - Policy according to the will of the community
    - Growth
    - Stability
    - Wise
    - Mandiri
2. Dynamic Capability:
    - Thinking forward
    - Reviewing
    - Learn from the experiences of other countries / organizations

Implementation of 2015-2019 Dynamic Governance

1. Implementation of RB Road Map and Strengthening National RB Management
    - Establishment of a Bureaucratic Reform Team
    - Preparation of the Siak District Government Bureaucracy Reform Roadmap
    - Assessment of the Independent Inspectorate for Bureaucratic Reform
2. Application of ASN Management
    - Signing of Employee Performance Goals (SKP) and Performance Agreement (PK)
    - Facts about the integrity of drug abuse.
    - Facts on Anti-KKN Integrity
    - Conducting competency assessments for administrators and supervisory officials as well as assessments for high-ranking leadership officials;
    - Appreciate ASN's achievements and deduct regional allowances and written reprimands for undisciplined ASN
    - Provide regional benefits and additional workload for ASN.
    - Providing permission and learning assignments for ASN.
    - Providing Structural, Functional and Technical Education and Training for ASN

3. Institutional Arrangement of Bureaucracy
    - Restructuring Regional Equipment Organizations through the Regional Regulation of the District of Siak Number 8 of 2016 concerning Regional Devices;
4. Bureaucratic Governance Arrangement
    - Implement Minimum Service Standards (SPM);
    - Formulate an e-government masterplan towards Siak smart city
    - Establishing the Siak District Information and Document Management Officer (PPID) through the Decree of the Regent Number 298 / HK / KPTS / 2017;
    - Compile and implement the Action Plan for the Prevention and Eradication of Corruption;
    - Providing the official Siak Regency Government website that can be accessed by the public through the website address: http://www.siakkab.go.id;
    - Provide Siak Regency regional development data and information centers through the website address: http://www.eplanning.siakkab.go.id/adatsiak;
    - Providing an information center on the activities of the Siak Regency Government through Siak District Government Radio broadcasts (RPK) at a frequency of 92.00 FM;
5. Strengthening the Goods / Services Procurement System
    - Establishment of procurement and POKJA service units for permanent procurement of goods and services.
    - Organizing the procurement of goods and services electronically (e-Procurement) through LPSE Siak Regency, http://lpse.siakkab.go.id.
6. National Development Performance Management System
    - Organizing Government Institution Performance Accountability System (SAKIP) (Improved performance accountability from Predicate Less (D) in 2012 to Predicate Good (B) in 2015 and 2016
    - Implement an integrated electronic-based system of planning, budgeting and monitoring and evaluation (e-Planning, e-Budgeting and e-Monev);
    - Develop development plans through a holistic-thematic, integrative and spatial approach and budget policy based on the money follow program (only truly useful programs can be allocated and not just because of the duties and functions of the relevant Regional Devices).

4.2. Factors that influence the application of the concept of dynamic governance in the regional government of Siak Regency

The application of the concept of dynamic governance in the regional government of Siak Regency depends on many things. Change acceleration is also influenced by many variables, some conditions / factors that need to be considered for the implementation of dynamic governance in Siak Regency include:

a. Commitment

Commitment here is defined as the sincerity of local government (Regent and DPRD) and leaders of agencies / agencies, regional agencies / institutions to make consistent and sustainable changes to regional progress.

b. Filling in position

Filling in positions is available based on the requirements set forth in the legislation and the ability of employee achievement (merit system) not on another basis.

c. Pragmatism

This is not the case in the Siak district government, because in many cases only a few people are consistent with their idealism, even though in the beginning many people had idealism but in the middle of the road dissolved with short-term interests pursuing personal, ethnic, and class advantages. Pragmatism is also related to the culture of instantaneous desire that has been formed as a mindset by ignoring the process.

d. Resource Capability

Broadly speaking, resources involve two things: tangible resources (natural resources, facilities / infrastructure, human resources) and invisible / intangible resources (concepts, thoughts, morals, culture, leadership, regulations, and others). -other).

5. Conclusion

Dynamic governance is a policy adaptation not merely a passive reaction to external pressure but is a proactive approach to innovation, contextualization, and execution. Policy innovation means new and fresh ideas that are injected into a policy so that different and better results can be achieved. These ideas were converted by the Siak District Government into a policy so that the community would appreciate and support the policy. However, this is not only about contextual ideas and designs but also the execution of policies that make dynamic governance real. Factors that influence the successful implementation of dynamic governance concepts in the siak district government include: commitment, filling positions, pragmatism and resource capabilities.

6. Suggestions

It is advisable for the Siak district government to further develop the application of the concept of dynamic governance at the sub-district and village level, so that the community will feel the benefits more. Although the application of dynamic governance concepts has been good, it is also recommended that the Siak district government to further increase its commitment and the ability of its resources to be better.

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Collaboration among Local Government Institutions in Achieving Public Information Openness

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ABSTRACT

Open Government is one of the main roads for accelerating development and ensuring sustainable development.One of the strategies to encourage open government is by implementing what is the mandate of the Law on public information openness well.For citizens, this law means a guarantee to citizens to obtain public information in order to increase their active role in governance.As for government institutions, the law provides the obligation to government institutions to open access to public information, actively (without preceded by the request), and passively (with the request by the requestor) to the community.However, when citizens try to access the public information, it is not uncommon for the answer to be obtained is "This is the system", "The procedure is like this", "I am not authorized".This is the background of research on how collaboration among local government institutions in Padang Panjang Municipality in realizing public information openness.With qualitative descriptive method, through the analysis of data in ethics and emic found that Local Government of Padang Panjang Municipality developed collaboration among government institutions that marked by the cooperation, interaction, compromise of some related elements to encourage public information openness.One of the ways implemented by Local Government of Padang Panjang Municipality is by the establishment of Management Officer of Information and Documentation or *Pejabat Pengelola Informasi dan Dokumentasi* (PPID) or consisting of Main PPID (*PPID Utama*) and Asssisytance PPID (*PPID Pembantu*).For the future, it is required a clear Standard Operating Procedure for the local government work unit to network each other in encouraging the openness of public information, so the impression that the responsibility of creating public information openness in Padang Panjang Municipality is only a function of PPID can be eliminated.

Key words: local government; government openness; information, collaboration.

Introduction

Openness in governance has become something that must be done at every level of government. The current challenge is on user-oriented services that require sub-political decisions to be open (Musa, 2015). The form of openness in each government will be different, and that must be supported by a number of policies and the importance of participation (Gevelin 2009; Newman 2004). In Indonesia, the obligation to implement the openness of the government system was strengthened after the Indonesian Government launched the movement of Open Government Indonesia (OGI). One of the legal basis used in this open government movement is Law Number 14 of 2008 concerning Openness of Public Information. This policy regulates openess information and transparency in the state administration as a manifestation of the life of a democratic nation and state. In the era of democracy, everyone has the right to communicate and obtain information to develop their personal and social environment, as well as the right to seek, obtain, own, and store information by using all available channels (Nunuk Febrianingsih, 2012: 136). Law about Public Information Openness has guaranteed all citizens to be able to access all information from public bodies in accordance with the laws and regulations.

To implement the Law on Public Information Openness and its implementing regulations, an Information Commission is established which acts as an independent institution. The Information Commission has the function to establish technical guidelines for public information service standards and resolve public information disputes through mediation and / or non-litigation adjudication (Article 1 paragraph 4). To determine the level of compliance of public bodies in implementing Law No. 14 of 2008 concerning Public Information Openness, these facts make Padang Panjang Municipality lag far behind its own neighboring region, Tanah Datar Regency, which ranks first in a number of assessment categories.

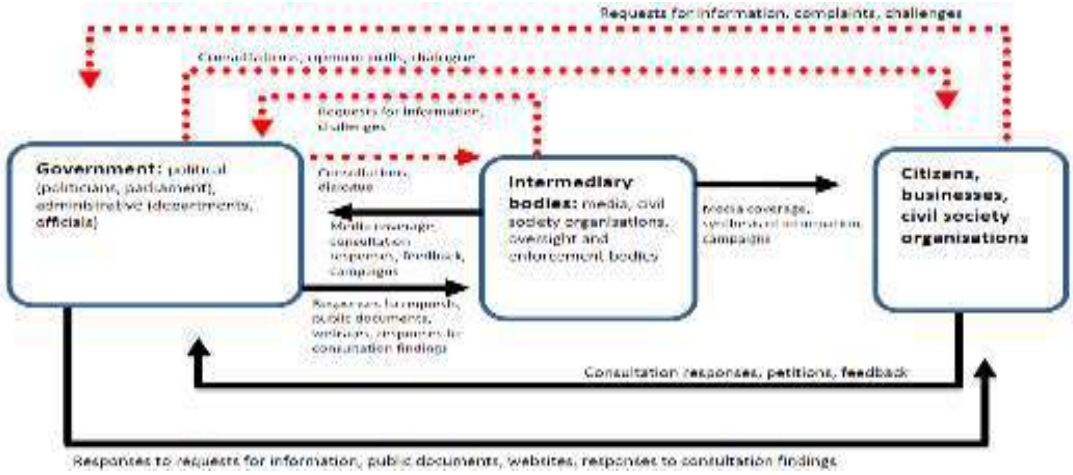
The Municipality of Padang Panjang is one of the local governments who is also working on improving public information. The Municipality Government of Padang Panjang seeks to collaborate among government institutions. This effort is carried out through interaction, compromise and cooperation with various interested parties in order to encourage public information openness in Padang Panjang Municipality. One of the actions taken by the Municipality Government of Padang Panjang is to form a Management Officer of Information and Documentation or *Pejabat Pengelola Informasi dan Dokumentasi* (PPID) consisting of the Main PPID and Assistant PPID. However, the efforts made by the Muicipality Government of Padang Panjang also cause other problems. The problem is the emergence of the impression that the responsibility to create public information openness in Padang Panjang Municipality is only in the hands of PPID. One of the causes of this problem arises because it is unclear the Standard Operating Procedure for local government institutions or *Organisasi Perangkat Daerah* (OPD) to network with each other in encouraging public information openness in Padang Panjang Municipality

Therefore, this paper tries to explain and analyze about how collaboration among local government agencies in Padang Panjang Municipality in realizing public information openness. The method used in this research is a qualitative descriptive research method, through ethical and emic data analysis. The data collection technique is done by direct observation in the field. Then conduct interviews with actors involved in the collaboration process among local government agencies in Padang Panjang Municipality and data from relevant documents to the research topic.

PUBLIC INFORMATION OPENNESS OF PADANG PANJANG MUNICIPALITY

Referring to the Information Commission Regulation Number 1 of 2010 concerning Public Information Service Standard, it is explained that each Public Agency is obliged to announce information that must be provided and announced periodically at least through official websites and announcement boards in a way that is easily accessible to the public (Article 20 Paragraph 1 and 2). To implement this regulation, the Municipality Government of Padang Panjang already has an official website, that is padangpanjang.go.id. On the initial appearance of the Padang Panjang Munilipatity's website, it looks quite complete by displaying information menu choices that can be accessed by the public, namely: Public Service Menu, Public Info, CCTV, Social Communication Media, Sub Domains, Licensing, PPID, Budget Transparency, Padang Panjang News, and Webmail. Ideally, the information flow in a government openness system is as follows;

Figure 1. Flow of an ideal Information Openness System in Government



Source: Gavelin, 2009: 12

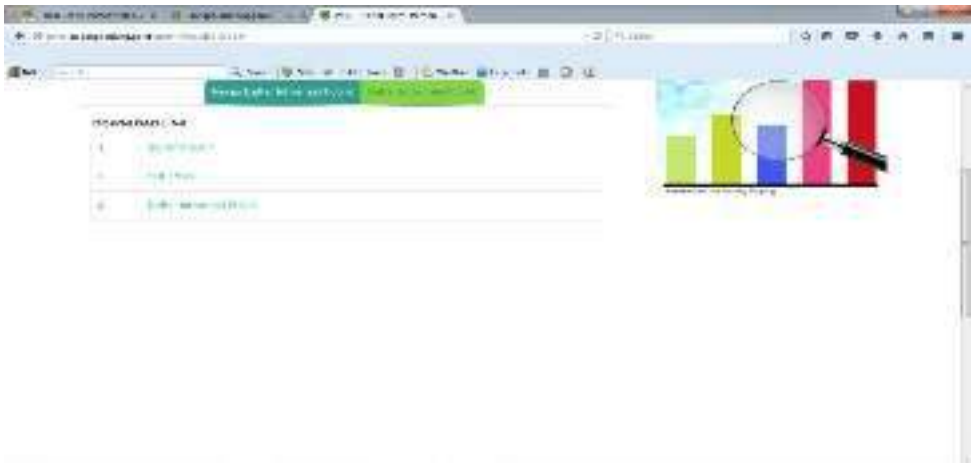
If further explored the Padang Panjang Municipality's website, it has not provided and announced information that is updated to the public. As has been well regulated in the Law Number 14 of 2008 concerning Public Information Openness, as well as in the Information Commission Regulation Number 1 of 2010 concerning Public Information Service Standard. This can be seen in the picture below:

Figure 2. Display of the Official Website of Municipality Government of Padang Panjang

Source: padangpanjang.go.id,

Public information openness should provide a variety of public information. In a census in the United States (Granickas; 2015) publishs priority data sets that must be displayed to the public, including; Asset openness, Budget, Business listings, Campaign finance contributions, Code Enforcement Violations, Lobbyist activity. If you look at the Padang Panjang PPID portal section, the published information that is still limited, only provides two menu options, namely Recapitulation of Public Information List and Public Information. In each of these menus only limited data is available. As a result the public cannot get complete data when accessing the PPID portal. This can be seen from the picture below:

Figure 3 Display of Padang Panjang PPID Portal for Recapitulation Menu of List of Public Information



Source: padangpanjang.go.id, accessed on April 14, 2018

Based on the picture above, it can be seen that in the Recapitulation List of Public Information menu only provides information about the decree of PPID of Padang Panjang Municipalty 2017, standard operating procedure of PPID and List of Public Information that can be downloaded directly on the link provided. However, in the menu section the Public Information List consisting of link of Public Information Lists in several institutions in Padang Panjang Municipality cannot be accessed at all. This can be seen from the following picture:

Figure 4. Display of Padang Panjang PPID Portal for Public Information List Menu

Source: padangpanjang.go.id,

The Municipality Government of Padang Panjang has issued the Padang Panjang Municiplity Regulation Number 10 of 2015 concerning Transparency and Public Participation. The stipulation of this local regulation is aimed at improving the management and information services within the Public Agency to produce quality information services and can be accountabled (Article 2). In the Padang Panjang Municipality Regulation on Transparency and Public Participation in article 6, it has been regulated that public agency have an obligation to provide information that includes:

1. List of all public information under its control, excluding excluded public information.
2. Results of the decision of the Public Agency and its considerations.
3. All existing policies and supporting documents.
4. Work plan of activities including the estimated annual expenditure of the Public Agency.
5. Public Agency Agreements with third parties.
6. Information and policies submitted by public officials in meetings that are open to the public.
7. Procedures for the work of employees of public bodies relating to public services,
8. Report on the service of access to public information as stipulated in local regulations and other legislation regulations.

IMPLEMENTATION ACTOR FOR OPENNESS OF PUBLIC INFORMATION IN THE REGION

The implementation of services on information and documentation at the public agencies of the local government institutions in the local government environment is carried out by the Management Officer of Information and Documentation (PPID), The Municipality Government of Padang Panjang has established PPID in 2014. The establishment of PPID of Padang Panjang Municipality is determined by the Mayor of Padang Panjang Number: 489/479/WAKO-PP/2014 concerning the Formation of an Information Service Consideration Team, Management Officer of Information and Documentation, Assistant of Management Officer of Information and Documentation in the environment of Municipality Government of Padang Panjang. The Padang Panjang's PPID is attached to structural positions in charge of the function of public information of services and documentation. As an information service

provider, PPID of Padang Panjang Municipality is responsible to the Mayor through the Regional Secretariat.

Then for the PPID office of Padang Panjang Municipality located in the Public Relations Division of Padang Panjang Municipality Secretariat, headed by the Head of Public Relations of Padang Panjang Municipality. To support the performance of PPID, the Municipality Government of Padang Panjang has formulated a Standard Operating Procedure (SOP) on public information services established through the Decree of Mayor of Padang Panjang Municipality Number 480/480/WAKO-PP/2014 concerning Standard Operating Procedure for Management of Information and Documentation in the Environment of Municipality Government of Padang Panjang. In section V points J in the Decree of Padang Panjang Mayor number 480/480/WAKO-PP/2014, it is explained that in carrying out their duties the main PPID is assisted by the PPID assistants who are in the area of local government institutions based in their respective work units.

In 2017, the Municipality Government of Padang Panjang made changes in the PPID organization. This change was determined through the Decree of Padang Panjang Mayor Number: 487/43/WAKO-PP/2017 concerning the Formation of Information Service Consideration Team, Management Officer of Information and Documentation, and Assistant of Management Officer of Information and Documentation in the environment of Municipality Government of Padang Panjang. This change occurred to the Head of PPID previously held by the Head of Public Relations of Padang Panjang Municipality and at this time held by the Head of Agency of Communication and Informasi of Padang Panjang Municipality. This change occured because in early 2017 there were changes in several local government institutions in Padang Panjang Municipality. One of them is the transfer of the function of the Public Relations Division which was transferred to the Agency of Communication and Information. Previously, the Public Relations Division was only part of one of the fields in the Agency of Transportation, Communication, and Information. The following is the organizational structure of PPID of Padang Panjang:

Table 1. The Organizational Structure of PPID of Padang Panjang Municipality

No.	Position in the Team	The Official
1	Governing Board	Mayor of Padang Panjang
2	Steering	Regional Secretary of Padang Panjang Municipality
3	Consideration Team of Information Services	1) Assistant of Government and People's Welfare at Regional Secretariat of Padang Panjang Municipality 2) Assistant of Economic Development at Regional Secretariat of Padang Panjang Municipality 3) Assistant of Public Administration at Regional Secretariat of Padang Panjang Municipality 4) Expert Staff in the Field of Government, Law and Politics 5) Expert Staff in the Field of Economy, Finance and Development 6) Expert Staff for Community and Human Resources 7) Head of Legal and Human Rights Division at Regional Secretariat of Padang Panjang Municipality
4	PPID	Head of Agency of Communication and Information of Padang Panjang Municipality
5	Divisions: a. Information Management	Head of Information and Public Communication Division at the Agency of Communication and Information of Padang Panjang Municipality

	b. Information Services c. Data Processing, Documentation and Archives d. Complaints and Information Dispute Settlement	Head of Information and Media Services Division at the Agency of Communication and Information of Padang Panjang Municipality Head of Research and Development Division at Agency of Communication and Information of Padang Panjang Municipality Head of Sub Division of Legal Assistance and Human Rights at the Legal and Human Rights Division of Regional Secretariat of Padang Panjang Municipality
6	Assistant PPID	1) All Division Heads at Regional Secretariat of Padang Panjang Municipality 2) All Division Heads at Secretariat of Regional Board of People's Representative of Padang Panjang Municipality 3) Secretary at Inspectorate of Padang Panjang Municipality 4) All Secretaries at the Agencies or local government institutions in the environment of Municipality Government of Padang Panjang 5) Secretary to the General Election Commission of Padang Panjang Municipality 6) Head of Administration Section at General Hospital of Padang Panjang 7) All Secretaries of the District Head in Padang Panjang Municipality 8) All Heads of Administration Section at Technical Implementing Service Unit of the Government Municipality of Padang Panjang
7	Information Officer: a. Archivist Officer b. Librarian c. Public Relations Office d. Computer Administration	 Ibnu Sectio Caesaria, S.IP, M.IKOM Desmiati Hartono, A. Md Deny Saputra

Source: Decree of Padang Panjang Mayor Number: 487/43/WAKO-PP/2017 concerning the Formation of Information Service Consideration Team, Management Officer of Information and Documentation, and Assistant of Management Officer of Information and Documentation in the Environment of Municipality Government of Padang Panjang

PPID of Padang Panjang Municipality has the task to manage and provide information services and documentation in Padang Panjang Municipality. One of them is providing public information. The following is a list of categories of public information in Padang Panjang Municipality:

Table 2. Category of Public Information

No	Information Category	Information Indicator
1	Open information (Must be announced periodically)	1) Profile of Municipality Government of Padang Panjang 2) Report on the activities and performance of the Municipality Government of Padang Panjang 3) Financial statements 4) Information regulated in the Act

No	Information Category	Information Indicator
		5) More detailed information based on requests for information
2	Information that must be announced immediately	1) Information on natural disasters 2) Information on hazardous waste 3) Information on land eviction 4) Information that threatens the lives of many people
3	Information that must be available at all times	1) List of all public information under the control of the Municipality Government of Padang Panjang 2) The decision of the Municipality Government of Padang Panjang and the background of the consideration 3) All existing policies and supporting documents 4) Work plan of programs and activities 5) Agreement of Padang Panjang Government with third parties 6) Information and policies submitted by the officials of Padang Panjang Government in meetings that are open to the public 7) Work procedures of employees of Padang Panjang Government related to community services 8) Report on the service of access to public information as stipulated in the Public Information Openness Act

Source: Decree of Mayor of Padang Panjang Municipality Number 480/480/WAKO-PP/2014 concerning Standard Operating Procedure for Management of Information and Documentation in the Environment of Municipality Government of Padang Panjang

Based on the duties and functions carried out by PPID of Padang Panjang Municipality, PPID of Padang Panjang should be the leading sector to maximize the authority its possesses to realize information transparency in Padang Panjang Municipality.

COLLABORATION AMONG LOCAL GOVERNMENT INSTITUTIONS IN PADANG PANJANG MUNICIPALITY IN THE IMPLEMENTATION OF OPENNESS OF PUBLIC INFORMATION

As cited by Hanida (2017) about collaboration, that collaboration is defined as a cooperative, inter-organizational relationship that was negotiated in ongoing communicative process, although for Benton (2013; 220) collaboration in the provision of public services involving two or more more levels of government (national, regional, state, and local) is not uncommon but collaboration must still be carried out, with various strategies (orla o'donnell 2012; Vigoda 2002). In this study the Municipality Government of Padang Panjang has formulated a Standard Operating Procedure (SOP) on public information services established through the Decree of Padang Panjang Mayor Number 480/480/WAKO-PP/2014 concerning Standard Operating Procedure for Management of Information and Documentation in the environment of Municipality Government of Padang Panjang. The establishment of the Standard Operating Procedure (SOP) is intended to make it easier for executing actors to carry out their duties and functions in the sense of collaborating.

Actors who must collaborate in local government organizations consist of Governing Board, Steering, information service consideration teams, main PPID fields, auxiliary PPIDs and information officers. Likewise, in Part V Points J in the Padang Panjang Mayor Decree Number 480/480 / WAKO-PP / 2014, it is explained that in order to carry out the tasks, the main PPID is assisted by the assistants PPID that are in the environment of local government institutions based in their respective work units. At present, Main PPID of Padang Panjang Municipality consists of nine employees. These PPID employees play a role as leading sectors in implementing and creating information openness in Padang Panjang Municipality. In collaboration, the principle is a relationship of interdependence (Riley, 2002; 102) which requires sharing of power between institutions, each partner has the capacity to complement each other.

At present there is a problem in the system of implementation of information openness in Padang Panjang Municipality. The Main PPID of Padang Panjang Municipality does not have an annual report as stipulated in the Decree of Padang Panjang Mayor Number 480/480/WAKO-PP/2014 concerning Operational Procedure Standard of Management of Information and Documentation in the Municipality Government of Padang Panjang. In the reporting section, there is a provision that the PPID has an obligation to report the report every year which includes: the amount of information received, the time needed to fulfill the information request, and the amount of the giving information and the refusal to give information. The emergence of this problem, one of which was caused by changes in several local government institutions in Padang Panjang Municipality in the beginning of 2017 ago. The transfer of functions of the Public Relations Division which was transferred to the Agency of Communication and Information had resulted in a change in the structure of the PPID. Previously, Head of PPID of Padang Panjang Municipality was held by Head of Public Relations Division. At this time, the Head of PPID is held by the Head of the Agency of Communication and Information.

To carry out its duties to create public information openness in the Padang Panjang Municipality, the Main PPID must have a complete list of Assistant PPID of Padang Panjang Municipality. This list is needed to make it easier for the Main PPID to coordinate with the Assistant PPID in the environment of local goverment institutions of Padang Panjang Municipality. In the mechanism of communication and work, the Assistant PPIDs will provide an annual report to the Main PPID. Then the Main PPID will make an annual report based on the recapitulation of the Assistant PPID annual report. As a result, the process of implementing information openness is difficult to monitor. It is undeniable that there is an Assistant PPID that does not provide an annual report to the Main PPID of Padang Panjang Municipality. So that the Main PPID cannot make annual reports in the form of performance achievements that have been made to create public information openness in Padang Panjang Municipality.

Commuity of Padang Panjang Municipality plays an important role in realizing public information openness in Padang Panjang Municipality. Community control is needed to encourage accountability and transparency in the administration of governance in Padang Panjang Municipality. It takes community participation to ask for their rights in obtaining information to public agency, because the policy of public information openness will be well implemented if there is an information applicant and there is a request for information. According to Ballit et al. in iqbal (2007) suggests that the provision of information may be said to be more demand (demand driven) than supply (supply driven). Therefore, the provision of information should be based on stakeholder needs. This is not only intended to increase stakeholder accessibility to information, but also to improve their socioeconomic status in their

relevance to development activities. On the other hand, PPID of Padang Panjang Municipality has also never provided socialization to the public about the importance of the role of the community in realizing public information openness in Padang Panjang Municipality. Whereas with socialization, the community is expected to know that it has the right to obtain information and oversee the implementation of the government system.

It is very important for policy actors to map and invite stakeholder groups to collaborate in implementing a policy, including in implementing the policy of public information openness in Padang Panjang Municipality. In the implementation of development programs, stakeholders have an important role in the success of a development policy. The term of stakeholders are used to describe the community or organization that permanently receives the impact of the activity or policy, where they have an interest in the results of the activity or policy. This needs to be realized, given that the community does not always receive the impact fairly. Some communities may bear the costs and some other communities actually benefit from an activity or policy (Race and Millar 2006).

CONCLUSION

One of the legal basis used in the open government movement in Indonesia is Law Number 14 of 2008 concerning Openness of Public Information. This policy regulates information openness and transparency in the administration of the state as a manifestation of the life of a democratic nation and state. For citizens, this Act means providing guarantees to citizens to obtain Public Information in order to increase their active role in the administration of government. Whereas for government institutions the Act provides obligations to government institutions to open access to Public Information, actively (without precedence application) and passively (with the request by the Applicant) to the community.

Municipality Government of Padang Panjang seeks to collaborate among government agencies or institutions. This effort is carried out through interaction and cooperation with various interested parties in order to encourage public information openness in Padang Panjang Municipality. One of the actions taken by the Municipality Government of Padang Panjang is to form an Management Officer of Information and Documentation (PPID) consisting of the Main PPID and Assistant PPID. However, the efforts made by the Municipality Government of Padang Panjang also cause another problem. The problem is the appearance of the impression that the responsibility to create public information openness in Padang Panjang Municipality is only in the hands of PPID. One of the causes of this problem arises because it is unclear the Standard Operating Procedure for local government institutions to network with each other in encouraging public information openness in Padang Panjang Municipality.

The role of the community of Padang Panjang Municipality is also needed and plays an important role in realizing public information openness in Padang Panjang Municipality. Community control is needed to encourage accountability and transparency in governance. It's required community participation to ask for their rights in obtaining information to public agencies. The policy of public information openness will be implemented properly if there is an information applicant and there is a request for information request. Thus, it is very important for policy actors to map and invite stakeholder groups to collaborate in implementing a policy, including the implementation of a public information openness policy in the Padang Panjang Municipality.

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Policy Implementation Regarding The Duties And Functions Of Village Head In Organizing Village Administration In Peana Village, Pipikoro District, Sigi Regency, Central Sulawesi

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ABSTRACT

The Village Government is an institution that functions to organize village administration towards good governance. This study aims to analyze the implementation of the policy on the duties and functions of the village head in administering the administration of the Peana village, Pipikoro district, Sigi regency, Central Sulawesi Province, with reference to the aspects of communication, resources, disposition and bureaucratic structure. This qualitative research is carried out in Peana Village which is geographically isolated with limited infrastructure. Data were obtained from informants which are village officials and the community. Data are collected through observation to observe the behaviour naturally, original and spontaneous within a certain period of time to obtain careful, in-depth and detailed data. The data also obtained from documents originating from books, government regulations in the Peana Village Office as well as interview with the village secretary, village staffs and community members. The results showed that socialization about the content, purpose, direction and target group had not been implemented. Human resources, infrastructure and budget resources were inadequate. Village government disposition in responding to policies is not maximized. Bureaucratic structure in policy implementation, was not guided by standard operating procedure (SOP). The conclusion is that the task and function of the village head in the village administration is not optimally implemented, because the village head has not optimally responded regarding the administration of village administration. For this reason, the researcher recommends that the village head should be more active in responding to his duties and functions with the provided assistance by the academics, so that preparation and planning can be carried out effectively and efficiently.

Keywords : Communication, Resources, Disposition, Bureaucratic Structure

INTRODUCTION

Minister of Home Affairs Regulation Number 47 of 2016 regarding the administration of village government and the Minister of Home Affairs Regulation No. 32 of 2006 regarding the administrative guidelines of the village explained that what is meant by the village administration is the whole process of recording data and information about the administration of village administration in the village administration book, public administration, population, finance, development and society.

The policy proves the importance of the tasks and functions of the Village Head in the development of the village itself, therefore it is expected that the village government has the ability to implement its tasks and functions as stipulated in Law no. 6 of 2014 on Village and Minister of Home

Affairs Regulation No. 2 of 2017 on the Administration of Village Administration. The village head has the authority, duties, obligations to organize his village's household and perform the duties of the government and local government. This policy is the responsibility of the village government to be implemented accountably, effectively and efficiently. Sudirman (2004) stated that policy is a collection of decisions that determine carefully how the strategy will be implemented or in other words the policy is a guideline for the implementation of certain actions or activities. This means that the policy requires village heads who have a strategy to implement as prescribed, since the village government is an extension agency of the central government that has a strategic role to manage the rural community in order to realize the government's development. Based on these roles, regulations or laws regarding to village governance is publisged, so that the wheels of governance will optimally run.

Managing the village administration at this time is very important where billions of rupiahs disbursed from the government through the APBN (National Income and Expenditure Budget) and APBD (Regional Income and Expenditure Budget) to the village. If the village administration is carried out merely inadvertently this will lead to the preparation of work programs that refer to the government program to build the village to become not fully sustainable. To improve the management of village government, it is necessary to make administrative arrangements to be more effective and efficient, administrative arrangement is the recording of data and information in supporting the implementation of Village Government, it is necessary to do the improvement of the administrative implementation, so that the preparation of village mid-term development plan can be done well, village administration is available then it can facilitate the government in preparing the RPJMD (Regional Medium Term Development Plan).

This research is carried out in hope of finding the answer on whether the Peana Village Head of Pipikoro district, Sigi Regency implements its duties and functions as administrative administrator of village administration effectively and efficiently, namely the administration of public administration books, population administration, financial administration, development administration, and village consultation administration. The reason for choosing the location of the research is because Peana Village is a geographically isolated village and the responsibility of all elements to build the village so that the community's life have the same quality as the community of a developed village.

The theory proposed by Edward III (1984) shows four aspects that play an important role in achieveing successful implementation such as Communication, Resources, Disposition, and Bureaucratic Structure. One aspect that the researchers found was that the capacity of some of the village government's apparatus resources had not responded well to the village administration, had not fully understood and unable to perform the main duties and functions in the administration of the village administration. Supporting infrastructure in the implementation of village administration is not sufficient. Thus, the village data that can support the development planning are inadequate. This may lead to a perception that the lack of availability and accuracy of basic village data needed in planning, implementation and development oversight and considerations in the village strategic decision-making process can make it difficult for the village Medium Term Development Plan developers to be accountable, effective and efficient.

LITERATURE REVIEW

Public Policy

The government in formulating a policy means there are problems that need to be addressed. To overcome these problems, the policy needs to be implemented as soon as possible in accordance with what is expected by the government as the administration of the village administration in the hope that the village administration is well ordered on the grounds that the village data is a reference for drawing up short, medium and long term development plans . But it is known that in general the village data has not been well organized, therefore the researcher conducts an assessment to find out what causes so that the thematic data of the village has not been fully organized, whereas the government has set up a policy on the duties and functions of the Village Head, that is well organizing the village administration.

The public policy is directed towards public service. Public expectations of the services received are to be satisfied. Thus the customer decides whether the rate of service quality is good or not. The quality of public services is an interaction of various aspects. Albrecht and Zemke (Dwiyanto

& et. al., 2008; Hamzah, 2014), assume that service delivery to the community should pay attention to aspects of service system, human resources service providers, service strategies, and public (costumers) called triangles of public services.

In the public context, policies in various literatures are interpreted as an action device or plan that contains public goals. Public policy is the utilization of existing resource resources to solve public and government problems. Public policy in general as a government action in the face of problems by exerting attention on who gets what, when and how. Public policy therefore serves the purpose of being a continuum of government intervention for the benefit of the powerless in society so that they can live and participate in government. Riant (2006), public policy divided into three groups, namely:

1. Macro or general public policy, or fundamental (the 1945 Constitution), Law / Government Regulation, Substitute Law, Government Regulation, Presidential Regulation, and Regional Regulation.
2. Messo or intermediate public policy, or explanation of implementation. this policy may be in the form of Ministerial Regulation, Ministerial Circular Letter, Governor Regulation, Regent Regulation, and Mayor Regulation. The policy can also be a joint decision letter (SKB) between the Minister, Governor and Regent or Mayor.
3. Micro-public policy is a policy that regulates the implementation of the policies. The form of policy is the regulations issued by the public apparatus under the Minister, Governor, Regent and Mayor.

Winarno (2005) stated that public policy, in Indonesia context, is very important and interesting when associated with the discourse of regional autonomy that is being implemented. Public policy is a policy developed by government agencies and officials, the implications of the meaning of public policy are:

1. Public policy has a specific purpose or have acts oriented to the objectives,
2. The policy contains the actions of government officials,
3. The policy is what the government actually does, So it is not what the government is still trying to do,
4. Public policy can be positive in the sense of government action on a particular issue, or is negative in the sense of government official's decision not to do something, and
5. Government policy is at least in a positive sense based on a law of force (authoritative).

Based on some of the opinions of the experts, it can be said that public policy can regulate the mechanism of follow-up action for the implementation of the achievement of goals and objectives and create a policy that leads to the condition where every officials and implementers in the organization know about whether they get support to work and implement the policy well.

Policy Implementation

Implementation of policies is the stage of execution of decisions between the formation of a policy, as well as the articles of a legislative law, the publication of an executive regulation, and the release of court decisions, or the release of regulatory standards and the consequences of policies for the community that affect some aspects of life. There are several experts introducing the policy model, namely: (1) Edward III (1984) model; Grindle (1980) model; Mazmanian & Sabatier (1983) model; and Meter & Horn (1975) model. In principle, there is no best model depending on its use, as in this study the author takes on the grand theory of implementation model introduced by Edward III.

Edward III (Haedar, 2010) stated that policy implementation is necessary because of policy issues that need to be addressed and solved. There are four factors that support and hinder the success of policy implementation: communication, resources, bureaucratic attitude and implementer, and organizational structure including bureaucratic work flow. The four factors are the criteria that need to exist in the implementation of a policy.

While the stages of public policy by Dunn (2005) is as follows:

1. Preparation of the Agenda

   Agenda setting is a phase and a very strategic process in the reality of public policy. It is in this process that there is room to make sense of what is called a public problem and a

priority on the public agenda is fought. If an issue succeeds in gaining status as a public issue, and getting priority on the public agenda, then the issue is entitled to allocate more public resources than other issues.

Agenda setting is also very important to determine a public issue to be raised in a government agenda. Policy issues are often referred to as policy problems. Policy issues usually arise because there has been a clash of opinions among actors regarding the direction of the action that has been or will be taken, or the conflicting views on the character of the problem. According to Dunn (2005), policy issues are the product or function of a debate about the formulation, details, explanations or judgments on a particular problem. But not all issues can enter into a policy agenda.

2. Policy Formulation

Issues that have been included in the policy agenda are then discussed by policymakers. These problems are defined then the best problem solving is sought. The solution comes from various alternatives or policy options. Similarly, with the struggle of a problem to enter into the policy agenda, in the policy formulation phase each alternative competes to be elected as the policy taken to solve the problem.

3. Policy Adoption/Legitimacy

The purpose of legitimacy is to give authority to the basic processes of government. If legitimacy actions in a society are governed by the sovereignty of the people, citizens will follow the direction of the government. But citizens must believe that the government's actions are legitimate. Support for the regime tends to diffuse - a reserve of good manners and goodwill towards government actions that help members tolerate dissonance government. Legitimacy can be managed through the manipulation of certain symbols. Where through this process people learn to support the government.

4. Policy Evaluation

In general, policy evaluations can be categorized as activities involving estimates or policy assessments that include substance, implementation and impact. In this case, evaluation is seen as a functional activity. That is, policy evaluation is not only done in the final stages, but is done in the entire policy process. Thus, policy evaluations may include the formulation stage of policy issues, proposed programs for solving policy problems, implementation and policy impact phases.

Every policy that exists need to be known and understood, because the policy can not be understood textually, but there are so many things that are contextual that are unknown by the public. This is where the role of the media as a facilitator for the transformation of information to the people. So every media must be independent or unaffected by certain political powers. In addition to the media as a tool, the community plays a role to be able to analyze each policy and be able to help draw up existing policies.

The Public Policy Implementation Model proposed by Edward III (1984) shows four variables that play an important role in achieving successful implementation. The four variables are Communication, Resources, Disposition, and Bureaucratic Structure.

1. Communication

According to Edward III (Agustino, 2014), communication is one of the important variables that affect the implementation of public policy, communication is crucial to the success of achieving the objectives of the implementation of public policy. Effective implementation will take place, if the decision makers know what they will do. Information known to decision-makers can only be obtained through good communication. There are three indicators that can be used in measuring the success of communication variables. Edward III (Agustino, 2014) suggests three variables:

1. Transmission. By channeling good communication, it will be possible to produce a good implementation as well. There is often a problem in the distribution of communication which is the misunderstanding (miscommunication) caused by the many levels of bureaucracy to be passed in the communication process, so the expectation is distorted.
2. Clarity. Communications received by the implementer of the policy (street-level-bureaucrats) should be clear and not confusing or ambiguous.

3. Consistency, the commands given in the implementation of a communication must be consistent and clear to be established or executed. If the commands that are given change, it can cause confusion for the executor in the field.

Based on the results of research Edward III (Agustino, 2014) there are some common barriers commonly occurring in communication transmission: First, there is a conflict between policy implementers with orders issued by policymakers. Such disagreements will lead to direct distortions and obstacles in policy communication. Second, information is conveyed through layers of bureaucratic hierarchy. Distortion of communication can occur because of the length of the chain of information that can lead to information bias. Third, the problem of misinformation is also caused by the perception and the inability of the implementers in understanding the requirements of a policy.

2. Resources

The requirement of an organization is the ownership of resources. Edward III (Agustino, 2014), resources are important in the implementation of good policies. The indicators used to look at the extent to which resources affect policy implementation consist of:

1. Staff. Key resources in the policy implementation is staff or employees (street-level-bureaucrats). One of the failures that often occurs in the implementation of the policy caused by staff / employees who are not sufficient or incompetent. The addition of staff and implementors alone is not sufficient to solve the problem of policy implementation, but it requires the adequacy of staff with the necessary skills (competent and cooperative) in implementing the policy.
2. Information. In the implementation of policy, information has two forms: first, information related to how to implement the policy. Second, information on compliance data from the implementers of the established government regulations and regulations.
3. Authority. Generally, the authority must be formal in order that the order can be effectively implemented. Authority is a legitimacy for executors in implementing a politically determined policy. When authority does not exist, then the power of the implementors in the eyes of the public is not legitimized, so it can ignore the implementation of public policy. But in another context, when formal authority is available, there is often an error in seeing the effectiveness of authority. On the one hand, the effectiveness of authority is required in policy implementation; but on the other hand, effectiveness will diminish when authority is misled by the executor for his own or his group's interests.
4. Facilities. Physical facilities are important factors in policy implementation. Implementor may have sufficient, capable and competent staff, but without any supporting facilities and infrastructure then the implementation of the policy will not succeed.

3. Disposition

Edward III (Agustino, 2014) suggests that dispositions are among the factors that have important consequences for effective policy implementation. If the implementers have a tendency or a positive attitude or support for the implementation of the policy then there is a great likelihood that the policy will be implemented according to the initial decision. On the contrary, if the executors are negative or reject the policy, the implementation will face serious obstacles.

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The form of rejection may vary as Edward III puts it in the *indifference zone* where policy implementers through discretion in a subtle way impede policy implementation by ignoring, delaying and other inhibitory measures. Edward III (Agustino, 2014) suggests that the factors that concern the disposition in policy implementation consisting of:

1. Appointment of bureaucracy. Disposition or executive attitude will create real barriers to policy implementation if existing personnel do not implement the policies desired by higher officials. Therefore, the appointment and selection of personnel implementing the policy should be dedicated to the established policy, more specifically to the interests of the community.
2. Incentives are one of the recommended techniques for addressing the problem of policymakers' attitude by manipulating incentives. Basically, people move on their own

interests, then manipulating incentives by policymakers influenced based on the actions of policy implementers. By way of adding a profit or a certain cost may be a driving factor that makes the executors run the command properly. This is done as an effort to fulfill personal or organizational interests.

4. Bureaucratic Structure

According to Edward III (Agustino, 2014), the one which influences the success rate of public policy implementation is bureaucratic structure. Bureaucracy is one of the most frequent institutions even as a whole executing activity. Edward III (Winarno, 2005) stated that there are two main characteristics of bureaucracy, Standard Operating Procedure (SOP) and Fragmentation. Standard Operating Procedure (SOP) is a development of the internal demands of time certainty, resources as well as the need for uniformity in a complex and wide-ranging work organization. In the end, the implementation of the policy is a process of implementing policies through operational measures to generate the desired outcomes.

VILLAGE GOVERNMENT ADMINISTRATION

The administration philosophy stated that administration is a whole process of cooperation between two or more human beings based on a certain rationality to achieve a predetermined goal (Siagian, 2008). Thus, basically, administration is the activity of two or more human beings based on certain rationality through a cooperation within an organization to achieve a predetermined goal. The linkage with the administration of village administration can be well realized, if all elements can create good cooperation.

Although there is a change of law, but the basic principles as the basis for regulating the village:

1. **Diversity**, which means that village terms can be adapted to socio-cultural conditions and the origin of local communities. This means that the pattern of governance and development implementation in the village must respect the value system prevailing in the local community, and must still heed the shared value system in the life of the nation and state.
2. **Participation,** which means that government administration and rural development must be able to realize the active role of society so that society always have and take responsibility for the development of life together as fellow villagers.
3. **Original autonomy**, meaning that the village officials have the authority in organizing and managing the local community, but must be held in the perspective of state administration which always keep up with the times.
4. **Democratization,** meaning that government administration and development implementation in the village must accommodate the aspirations of the people who are articulated and aggregated through BPD (Village Consultation Bodies) and the community focused institution as partners of the village government.
5. **Comunity empowerment**, meaning that the governance and development in the village is aimed at improving the living standards and welfare of the people through the establishment of policies, programs and activities that are in line with the essence of the problems and priorities of the community's needs.

Minister of Home Affairs Regulation No. 32 of 2006 on Village Administration Guidelines explains what is meant by village administration, that is the whole process of recording data and information of administrative activities in village administration books. Types of village administration include:

1) General Administration is a data and information recording activity regarding the activities of Village Government in General Administration Book. Forms of general administration consisted of; (1) Data Book of Village Regulation, (2) Data Book of Village Head's Decision/Regulation, (3) Data Book of Village Inventory, (4) Data Book of Village Government Apparatus, (5) Data Book of Village Owned Land, (6) Data Book of Village Land, (7) Book of Agenda; and (8) Expedition Books

2) Population Administration is a data and information recording activity regarding the population and population mutation in Population Administration Book. Forms of Population Administration

consisted of: (1) Master Databook of Population, (2) Data Book of Population Mutation, (3) Data Book of Recapitulation of Population End of Month: and (4) Data Book of Temporary Population.

3) **Financial Administration** is the data and information recording activity regarding the financial management in Book of Finance Administration. Forms of Village Finance Administration consisted of: (1) Book of Budget Reception, (2) Book of Routine Expenditure Budget: (3) Book of Development Budget; (4) General Cash Books; (5) Auxiliary Book of Budget Reception, (6) Auxiliary Book of Routine Expenditure Budget: (7) Auxiliary Book of Development Budget 4
4) **Development Administration** is a data and development information recording activity that will be, is and has been carried out in the Development Administration Book. Forms of Development Administration consisted of: (1) Book of Development Plan, (2) Book of Development Activity, (3) Book of Project Inventory; and (4) Book of Cadres for Community Development / Empowerment
5) **Village Consultative Administration** or so-called BPD is the data and information recording activities on BPD. Forms of Administration of Village Consultative Board (BPD) consisted of: (1) Data Book of BPD Budget, (2) Data Book of BPD Decision/Regulation, (3) Data Book of BPD Activity, (4) Agenda Book of BPD:

In implementing the village administration, Regional and District Government are obliged to foster and supervise it. Development and Supervision of Regional Government includes:

a. Establish Arrangements relating to Village Administration.
b. Provide Technical Guidelines for the Implementation of Village Administration.
c. Evaluate and Supervise the Implementation of Village Administration, and
d. Provide guidance, Supervision and Consultation of Village Administration Implementation.

While the guidance and supervision conducted by the District Government include:

a. Facilitate Village Administration
b. Supervise the Village Administration; and
c. Provide guidance, supervision and consultation of Village Administration Implementation

Government Regulation No. 72 of 2005 regarding the Villages explains that the composition of village government organizations are: Village Governance consists of Village Government and Village Consultative Body (BPD). Furthermore, the Village Government includes Village Head and Village Apparatus. While the Village Apparatus consists of Village Secretary and other Village Apparatus.

RESEARCH METHODOLOGY

The type of this research is qualitative approach. This research is carried out in Peana Village, Pipikoro District, Sigi Regency, Central Sulawesi Province. The focus of this research are:

1. Communication, meaning the government apparatus communicates by conducting socialization, coordination to the community about the duties and functions of village government that must be implemented.
2. Resources, meaning the ability and skills of village officials on the implementation of duties and functions of the village head. Policy implementation needs to support the resources of both human resources and non-human resources.
3. Disposition, this includes three important things, namely (a) the villagers' response to the policy of the duties and functions of the village head in administering the village administration (b) cognition, i.e., the understanding of the policy; and (c) the intensity of disposition that is the value preference that the village head has for his duties and functions.
4. The bureaucracy structure is important to support the successful implementation of tasks and functions if each organization takes into account the standard operating procedures (SOP), based on a mindset that place SOP as a guideline for every village official to act.

Data collection techniques and data validation include observation, interviews, documentation techniques of trust, transparency, dependence, certainty. Data analysis techniques are data collection phase, data reduction phase, data presentation stage and drawing conclusion (Miles & Huberman, 1992).

RESEARCH RESULTS AND DISCUSSION

1. Profile of Peana Village, Pipikoro District, Sigi Regency, Central Sulawesi Province

The intersections of Peana peoples that are geographically isolated from outside cultures are strongly influenced by changes in the political, economic, cultural and trust systems developed by the Peana people. Although i tis not as intensive as coastal areas, the intersection has been going on for a long time, which consequently can be seen from various social aspects in Peana society today. Peana Village consists of two sub-villages, consisting of Hamlet I Bola and Hamlet II Ntenunu. From the two hamlets, Hamlet I Bola is the most populated hamlet, while Hamlet II is the least populated. The Peana Village community is predominantly Christian-Protestant (Salvation Army). This village is inhabited by the Topo Uma ethnic and uses the Uma language in everyday interactions. The village head of Pena is now named Oriza K. Djiloy, staffed by 8 staff spread to various fields. In addition to the staff there are also 9 Neighbourhood Head and secretaries (Kantor Desa Peana Kecamatan Pipikoro, 2018).

To arrive in this village using a two-wheeled vehicle, one must travel for 2 hours journey or equivalent to 30 km from the Tomua village of Southern Kulawi district. The road conditions are bad, muddy dirt roads, with an average width of 1 meter. Down the slope and there is a steep cliff beside it. Considering the condition of the research area, the government should have empathy for the development of the village, both in relation to infrastructure and facilities and infrastructure that support the development of the village in a more advanced direction at least in the same level as the already developed villages. Meanwhile, the Dean of Faculty of Social and Political Sciences, Padjadjaran University, Dr. R. Widya Setiabudi Sumadinata, SIP., SSi., MT., MSi (Han), said that rural areas constitute the largest part of Indonesian society. For that reason, this rural problem needs serious attention in order to increase the strength of the nation (Sumadinata, 2017).

2. Policy Implementation on the Duties and Functions of Village Heads in Villages Administration of Peana Village, Pipikoro district, Sigi Regency, Can be Seen from the Aspects of Communication, Resources, Disposition, Bureaucracy Structure.

Communication Aspect

Any organization definitely requires communication not only to leaders and members, but all who become partners in carrying out activities for achievement of goals. Basically, communication is the process of delivering messages or information from one party (communicator) to the other party (communicant) in the form of discussion and symbols by using the channel. Pace (2005) defines organizational communication as a show and interpretation of messages between communications units that are part of a particular organization. Edward III in the policy process means the process of delivering policy information from policy makers to policy implementers.

Communication policy has several dimensions, including the dimensions of transformation (transmission), clarity and consistency. The meaning of information related to the policy regarding the Tasks and Functions of Village Head in Village Administration of Peana Village, Pipikoro, Sigi, is to be submitted to the implementor so that policies taken can be known what the content, goals, direction, the right target groups as clarity positions as in Village Law No.6 of 2014 and correctly prepared and implemented as the expectation. Distribution of good communication will be able to produce a good implementation as well. Often there is a problem in the distribution of communication which is the misunderstanding caused by the many levels that must be passed in the communication process. Consistency and clarity are needed in a communication so that a policy can be implemented properly

In relation to the policy of administration of the village administration, cooperation should be done by creating communication with all parties so that village administration can be fulfilled and can be well implemented. How the application of policy communication to the target clearly and consistently so as to achieve maximum results can be observed through the opinion of informants interviewed by researchers who stated that the form of communication executed by the village head is still limited to internal needs by conveying staff about the policy, but the village head has not follow it up by disseminating to all related elements and not yet coordinating, so that village administration has not been fully implemented.

Directorate General of Rural Area Development of Ministry of Village, Development of Diasdvantaged Regions, and Transmigration Prof. Dr. Ir. Ahmad Erani Yustika, when reading the Scientific Oration at the 59th Anniversary of the Faculty of Social and Political Sciences (FISIP) Padjadjaran University in Bale Sawala Unpad Rectorate Building Jatinangor campus, 2017 (Yustika,

2017) explains that other important elements of village development are local government, central government, and universities. He added, *without it, by just leaving it to the village or region, the development will be slow*. Therefore, it is clear that the importance of collaborative governance on village and rural areas issues.

Resources Aspect

Resources are one of the success factors in implementing policies. Although the policy has been clearly communicated and consistent, but if the implementor lacks the resources to implement the policy then the implementation of the policy can not be achieved. Resources aspect have an important role in the implementation of duties and functions of the village head in the village administration, both human resources and financial resources. In relation to this, the results of interviews with informants explained that *The village head still lacks the understanding of effective administration, as does the village apparatus*. This information requires cooperation from various parties to provide assistance.

Implementation of the policy will not succeed without the support of qualified human resources. The quality of human resources is related to the skills, dedication, professionalism and competence in their field, while the quantity related to the amount of human resources is sufficient to cover the entire target. In addition to human resources, other important things are non-human resources, one of which is the facility. Proper facilities or infrastructures, such as buildings, land and office equipment will support the successful implementation of the policy. Based on the results of the interviews, the facility resources in Peana Village to support the tasks and functions of the village head are inadequate, it is necessary to improve the facilities and infrastructure to support the duties and functions of the village head in administering the village administration. The next thing to support is budget resources. However, it is known that the Village Fund budget is ready, but the allocation to meet village data has not been maximized, so administrative village data are not yet ready to be used for short, medium and long term development program.

Disposition

Disposition is no less important in the implementation of a policy. In this case the relevant agencies or implementing agencies in carrying out coordination of control between implementers in the implementation of policy tasks and functions of village heads in village administration. Edaward III (Subarsono, 2005) stated that disposition is the character and characteristics possessed by the implementor, such as commitment, honesty, democratic nature, and so forth. If the implementor has a good disposition, then he or she will be able to run the policy as well as the policy maker wants. However, when the implementor has different attitudes or perspectives with the policymaker, then the policy implementation process also becomes ineffective.

To see this, an interview was conducted with the informants of Peana Village community to explain that the village administration was not well organized yet, but there was an attitude from the village head to head towards improvements to fix all the shortcomings, whether it was the lack of himself or the Peana Village apparatus itself. The village head always holds the commitment, the willingness to make improvements, ie there is a willingness to promote the village for the sake of the village community, especially if there is criticism and suggestion of the village head must consider, that also, if there is something unkown by village head, he would not hesitate to ask for help of people in the work environment. All of this requires a collaborative leadership to build an independent village.

Bureaucratical Structure

Bureaucratic structure is a description of the duties and responsibilities and cooperation between implementers in the implementation of a policy. One of the elements that need to be considered in relation to bureaucratic structure is the Standard Operating Procedure (SOP) and fragmentation. The interview results prove that in the implementation of duties and functions of the village head in the administration of village administration in Peana village is still guided by the standard operating procedures that have been regulated in the laws and regulations of the government, although there is no specific operational standards created by the Peana Village government itself.

Implementation of a complex policy demands the cooperation of many parties. When the bureaucratic structure is not conducive to the implementation of a policy, it will lead to ineffectiveness and impede the course of policy implementation. The implementation of duties and functions policy of

village head in village administration of Peana Village from the aspect of bureaucracy structure as stated by the informant that as the public figure of the bureaucracy structure in the administration of the village run well, but limited to the service to the community, such as the people taking care of the letters with easy stages, starting from the neighbourhood level, then the village government, to districts.

Any bureaucracy of its kind, whether government or private, always guided by binding rules in carrying out its duties, as well as the bureaucracy in Peana Village. In addition, as a bureaucratic organization to achieve good performance, coordination and responsibility are required in the implementation of its duties. Bureaucratic Structure in Implementation of duties and functions of the village head in the administration of village administration in the village of Peana in terms of responsibility goes well and full of responsibility, but still limited to the provision of services to the community. The bureaucratic structure plays an important role in achieving effective and efficient policy performance. Because the bureaucratic structure is a series of daily activities needed to achieve organizational goals that are distributed through the means that have been determined and considered as an official task.

CONCLUSION

Based on the research results on the implementation of duties and functions policy of Village Head in village administration of Peana Village, it can be concluded that things that influence the implementation of duties and function policy are four factors, that is communication aspect, resource aspect, disposition aspect and bureaucratic structure aspect. Based on the four aspects, it is concluded that the implementation of duties and functions policy of Village Head in village administration of Peana Village is not yet effective. If viewed from aspect of communication, it is not yet running well, inadequate resources in terms of quality of human resources are minimal, and the disposition has not been maximized. However, when viewed from the aspect of bureaucratic structure, it has been effective, because in the implementation of duties and functions of the village head in village administration of Peana Village has been guided by standard operating procedure (SOP), as well as the existence of bureaucratic structure in the policy implementation.

SUGGESTIONS

1. The Peana village head and apparatus is expected to be able to socialize the policy of duties and functions of the village head to the community, so that the community will and give the data.
2. The local government is expected to provide training to village apparatus in improving the quality of human resources in Peana Village, so that village officials understand good administrative governance procedures.
3. The government is expected to be able to pay attention to the facilities and infrastructure in the village office that is needed to run the functions and duties of the village head and to meet the budget required for the progress of the village.
4. The village head is expected to maximize the implementation of village administration in Peana Village for the sake of village progress.

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ACTOR RELATION IN THE DYNAMIC OF INTER-REGIONAL COOPERATION POLICY (Case Study: Development Program of Metropolitan Area of Banjar Bakula, South Kalimantan Province)

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Abstract

Several studies have shown that the success in the inter-regional cooperation was influenced by coordination, commitment, participation, variance of cooperation, structure and format of as a factor that contributes the determinant in the successful cooperation between regions. This research was a qualitative research, conducted on the object of policy of inter-regional cooperation Banjarbakula Program, South Kalimantan Province, February 2017-February 2018. The result of this study states that the success of cooperation to political will. In fact these factors did not stand alone since the aspect of actor relationship as the determinant aspect drove those factors effectively. This article aims to examine the aspect of actor relationship cooperation between regions was influenced by the dynamics of actor relationships in constructing factors as suggested by the previous experts. The actors involved in the inter-regional cooperation became the triggers of coordination, commitment and participation to the success and failure, as well as the effectiveness of regional cooperation policy. Structural obstacles, ego-centric, minimally budget and no visionary planning could be overcome as long as the dynamics of actor relationships were managed properly.

Keywords: actor relation, inter-regional cooperation

OVERVIEW

This study emerged from the important issues which related to the government collaboration as a policy choice to fill in the absence of public services and to make development budget efficient. In the context of government, the inter-regional cooperation is commonly used to resolve the problems in the public services among governments, between the government and private party, as well as the cross-country government. However, the cooperation is a 'shortcut' in solving porblems in order to achieve effectivity, efficiency and a better quality of public services, as well as to strengthen the social bound among the government in the interest of nation security (Keban, 2010).

The focus of government collaboration in the good governance perspective is to involve various public actors, such as society and private sectors, in the making of public policy. In order to realize the productive, effective, and efficient government, there is a definite need of the involvement of policy actors. In this context, the collaboration is meant as an answer to the limitation of local government capacity in performing the government since it is still struggling in the Weberian type bureaucracy paradigm. Therefore, the existence of policy actors in the government collaboration during the process of formulation and implementation of policy is as an arena of relation and constructive interaction in filling the shortcomings and strengths between actors.

Donahue and Zechauser (2011: 30) has defined that "collaborative governance can be thougt of a form of agency relationship between government as principal and private players as agent". The definition from Donahue and Zechauser informed the importance of relation built among actors, both as the regulators and the private sectors as well as the public as the implementer. This fact emphasizes that collaboration is a part of the inevitability of dependence among actors and could be explained as the process involving the common norm and interaction-relation of mutualism.

However, the discourse of inter-regional collaboration is still stagnant on common determinants of effectiveness, such as a form of institutions, coordination, commitment, variation of sector collaborated, formal position between the collaborating parties, transparancy, political support, capacity, power distribution, mechanism, creation-innovation, complete database, participation, support of the government above it, etc. (Charlote, E-Jenning (2006), O'Toole (2004), Wiechart(2002), Santyeka (1999), Young Oran (1992)).

In connection to that fact, there are several points behind the importance of the issue in answering the academic anxiety. The developed dicourses related to that issue are as follows. First, the inter-regional collaboration should not ignore the presence of networking among actors as the issue to encourage the success of cooperation policy among governments in the context of implementing the inter-governmental networks. To date the cooperation among government is dominantly relying on the aspects of commitment, coordination, form of institution, cooperation model and leader's commitment. It is the form of releasing the conventional approach trap of Weberian type bureaucracy. Second, the government system of a nation determines the flexibility and effectivity of inter-regional collaboration in the decision making as well as the choice of collaboration policy management. The implementation of inter-regional collaboration which had a long centralistic bureaucracy history holds the confusion and trap of authority structures (Klijn, in Kickert, et.al., 1999). The presence of regulation as the supportive factor as well as an obstacle in the success of collaboration policy is still found. Third, the collaboration among government is necessary to solve the development problem of the century which process involves many policy actors as the manifestation of the good governance.

The case of inter-regional cooperation in South Kalimantan Province with Banjarbakula Program which launched in 1998 in order to sustain the regions development has faced a significant slackness. In almost 18 years, the slow progress of the process was marked with the policy products which were not-yet optimal, in form of policy output and outcome. Some of those policy products are the uneffective utilization and use of shared-infrastructure among government, and the weak coordination and common perception of inter-regional cooperation. The cases of collaboration planning, such as the regional choice of Type A Terminal and Final Processing Place (TPA)became the scene of conflict and an interest seizing among actors in the regency/city, especially between the City Government of Banjarmasin, the City Government of Banjarbaru and the Regency Government of Banjar. Those cases have proven there was a counter-productive of an interest relation and among actors which implicated to the sectoral/regional ego effect.

Based on that assumption, the development progress of the implementation of inter-regional collaboration in Banjarbakula Program, South Kalimantan Province has left the issue of success, either high, medium or low. Therefore, this study attempts to uncover the other side which related to the success of the governor's era towards the dynamics of inter-regional cooperation policy which lies in the use of the actor relations perspective. In that

situation, this study would focus on the efforts to find the explanation on the presence of actor relation which supported the preferences of actor's value in the success of inter-regional collaboration, in the relational model, the policy style to the explanation of the dynamic aspect of formulation and implementation of the inter-regional collaboration policy.

THEORETICAL FRAMEWORK: INTER-REGIONAL COLLABORATION AND ACTOR RELATION

Inter-governmental cooperation is defined as "an arrangement between two or more governments for accomplishing common goals, providing a service or solving a mutual problem" (Patterson, 2008). The definition implied the presence of shared-interest supported two or more local governments in providing the shared-service or solving the problems together. In other words, it is a joint arrangement. The nature of collaboration is often intepreted as a voluntary action, but it is not an act of arbitrary since the collaboration has a certain goals and target to be achieved by parties involved in the collaboration. Discussion on intergovernmental management and intergovernmental relation started to emerge on many literatures and studies from public management experts in the middle of the 20th century (McGuire, 2006; O,Toole, 2004). Michael McGuire stated that "intergovernmental management is more than just intergovernmental relationships".

In networking pattern, there is no central authority structure. All goals are the result of the deal made by all joined members in the inter-regional collaboration forum as the realization of a common action (Klijn, in Kickert, et.all., 1999). The difference between these organizations' characteristics is often ambiguous in the realization of inter-regional collaboration in Indonesia, the country with quite a long history of centralistic bureaucracy. Opinion on the work of several factors in the regionalization and regional collaboration could be traced back from the regionalization process and inter-regional communication model. Ansell and Gash (2008: 543-571) defined the collaborative governance as "a governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, concensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets". It was similar to Culpepper's opinion (Sranko, 2011) that defined the collaborative governance as "collaborative governance is the availability of institutions that promote interaction among governmental and non-governmental actors, without state actors monopolizing problem definition, goal-setting, or methods of implementation".

From the time series, some pioneers in the discussion of regionalization and inter-regional cooperation could be known, among others, are Goggin (1990), Weicchart (2002), O 'Toole (2004), Thomson (2006), Rendell as well as Yablonsky (2006), and Bryson, Crosby and Stone in Keban (2009). If Goggin have not yet identified the pushing factors and obstacles in the inter-regional collaboration which worked in several governmental level, Weicchart (2002) has firmed that global pressure, limited capacity and potential pressure, local ego pressure were the obstacles and pushing factors.

Figures in the inter-regional collaboration, such as Philips, Lawrence and Hardy (2000), suggested that the definition of collaboration captured more on the aspects of activities and relationships. Then Bardach (1998) who based on Moore's (1996) view provided a definition of collaboration as two or more joint activities intended to create a public value. An interactive process involved groups of rational autonomous actors who used shared-rules, organizational norms or structures to act in the collective decision making (Wood & Gray, 1991).

Furthermore Innes and Booher (2010) emphasized the view that stated the collaboration process described a collaborative network with diversity, interdependence and

authentic dialogue imbendded. Interdependence would lead to a will to compromise until finally it reached a consensus (Supianti, 2014: 80). As stated by Robert in Ratri, SA, (2007), in general, the pattern of relationships occured between actors or stakeholders could be seen as (a) a cooperative relationship characterized by partnership relationships and mutual support for activities, and (b) conflict-related relationships characterized by conflicting opinions and interests in activities.

This fact becomes the background of this research, that is to choose a government collaboration study to be investigated in the perspective of networking among actors (actor relations) in order to answer the challenges of scientific development and the paradigm of New Public Governance as new way of thinking in the 21st century (Osborne, 2010). In this case, New Public Governance focuses on five principles: (a) social political governance, (b) public policy governance, (c) administrative governance, (d) contract governance, (e) network governance (Osborne, 2010). So it means that a study on collaborative governance is opened to the possibility to include aspects of actor relations (networking among actors) along with their allies.

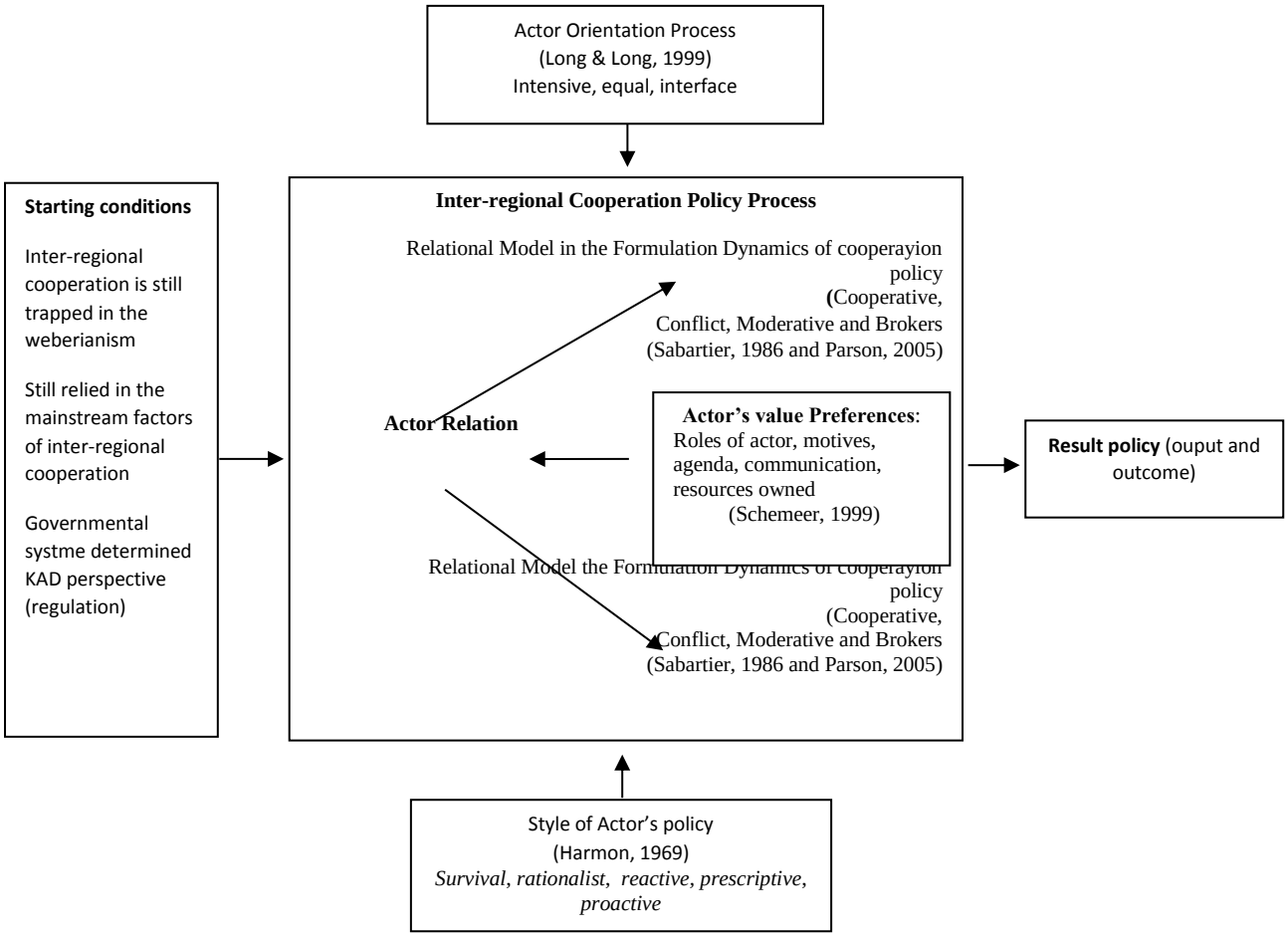
In this case, the presence of actor relation concept is considered able to solve the problems faced by the government on the bureaucratic obstacles and the issue of absence of regulation. Although it is very possible it also raises its own problems due to the agenda carried by different actors, various interests, consistency of the agreed agenda, including the commitment and role of the actor to the dynamics of the actor seeing from issues to be cooperated.

According to Sabartier (1986, in Parson, 2005), the existence of actor's value preferences in the analysis, ideas and information held by actors was the most important thing in driving the change (policy dynamics). Therefore the actors were believed to take steps spreading the ideas, opinions and information regarding their interests to other actors, including forming new opinions and hoping they could be accepted by the public. It means that the policy dynamics delivered the cooperative relationships and inter-actor conflicts so the presence of policy 'moderators' or brokers, both in the formulation stage and intergovernmental cooperation policy stages was possible.

Furthermore, with stakeholder's value preferences, Schemeer (1999) identified the role of actors, consensus, actor background, communication, motives and agendas, ideas in policy interventions and resources owned. In the context of inter-regional collaboration policy research of Banjarbakula Program in South Kalimantan Province, actor relations at least relied on reality to identify the background of actors, motives and agendas, to the interests, resources and communication and tendency of patteren used by actors. That is to see the theoretical contribution in explaining the relationship among actors which encourages the dynamics of inter-regional cooperation policies from the era to era of Governor of South Kalimantan, supported by actor orientation theory (Norman Long, 1999) and policy character theory (Harmon, 1969).

This research sets forth the presence of actor relations as a concept to answer the inadequacy of answers on the successful inter-regional cooperation (novelty), especially the relation of formulation dynamics and implementation of inter-regional cooperation policies with the thesis arguments as the novelty of this dissertation: "the success of inter-regional cooperation is influenced by actor relations which are built from actor's value preferences. This actor's value preferences would determine the relationship model between actors and their dynamics, both at the stage of formulation and implementation of inter-regional cooperation.

Graphic 1 Research Conceptual Framework



Source: Processed by Researcher, 2018 (Adapted from Ripley, Randall B, 1985, *Policy Analysis in Political Science* and *Collaborative government model*, Anshal & Gash, 2007)

RESEARCH METHOD

There are challenges in a research involving historical aspects of a policy, constructing the novelty of research from various previous researches, including criticizing concepts related to the success of inter-regional cooperation policies. That kind of research requires an appropriate research method. Moreover, the offer of actor relations is built from the actor's value preferences in each era of government in the stages of formulation and implementation of inter-regional cooperation policies with support of the study of actor orientation theory and policy style theory. As stated by the policy expert, Majchrzak (1984), analytical techniques in the policy research consisted of focused synthesis, secondary analysis, field experiments, qualitative methods, surveys, case studies, and cost-benefit/cost-effectiveness analysis. Therefore it could be said that policy research could have a tendency to use more than one method (multi-frameworks).

Therefore the strategy used in this mixed method is sequential explanatory, where the researcher tries to combine or to expand discoveries obtained from one method with the discovery of another method (QUAL → QUAN). At least it starts with the stages of a qualitative method (interview/observation/FGD) by getting an adequate explanation regarding the implementation of inter-regional cooperation policy to be followed by a

quantitative survey method with 32 respondents as samples of key actors, primary actors and secondary actors who later interpreted such a way (see Cresswell & Clark, 2007). Activities in data analysis using interactive models, namely data reduction, data display, and conclusion drawing following the concepts given by Miles and Huberman, and Spradley (1992).

FINDINGS AND DISCUSSION

Actor Relation in the Era of Governor H. Gusti Hasan Aman

Policy of Inter-Regional Cooperation in the era of Governor H. Gusti Hasan Aman was initiated in order to answer the increasingly complex development problems, especially City of Banjarmasin which experienced congestion, increased population, poor sanitation and concentrated of infrastructure development. This reasoning underlies the need for development intersected with other regions as a whole of inter-regional cooperation in 1999.

This idea was originally initiated by Vice Governor H. Bachtiar Murad through ideas in the print media and long discussions with the secondary actors (external governments; academics, journalists and NGOs), in addition to internal government actors. The formulation stage has resulted the output which was strengthened by the MoU between regional government of Banjarmasin, Banjar and Barito Kuala in programs as follows. (1) Preparation of Provincial Spatial Plans Regional Regulation, (2) development of regionalization of raw water supply and clean water, (3) construction of garbage final processing sites, (4) provision of mass transportation, (5) provision of public burial land, and (6) handling of floods.

In this context, primary actors (district/city government) are very easy to be partners in cooperation with key actors, as well as secondary actors. Ability of the development range designed by the provincial government is not constrained by regulatory issues and structural obstacles (centralistic). The closeness of cooperative relations encourages the dynamics of policy formulation process, which is based on the actor's value preferences (motives, agendas, resources, communication and interests). For the key actors, actor's value preferences is an integrated development achievement targets and the primary actors are expectated as those who get the direct development impacts from the Central Government and Provincial Government funds. Meanwhile for secondary actors, the actor's value preferences is a part of access representation opening and the importance of actualizing the role of government external actors in the policy cycle.

At the implementation stage, the inter-regional cooperation policy produces output in the form of preliminary studies and development coordination which is not constrained by structural obstacles. The motives and interests of the actors as well as the cooperational relations are built with rather intensive interactions, and interfaces as part of the factors that respond to the difficulties faced by the collaborating parties. Media at that time as a secondary actor played an intensive role in the interaction of information with the key actors and primary actors to provide a compressive power on the progress of inter-regional cooperation performances.

Based on this case, relation at the formulation and implementation stages is predominantly initiated by Vice Governor of South Kalimantan as Team Leader of Regional Cooperation Coordination Board (BKKSD-Badan Koordinasi Kerja Sama Daerah) mandated by the Governor, as well as the person who has a bigger actor's value preference towards the inter-regional cooperation policy called Banjarmaskuala. His ability to play and empower district/city's primary actors and secondary actors shows a close pattern of

cooperative relations in enriching policy considerations, road maps and agenda planning, bargaining positions to other actors to the implementation.

Actor Relation in the Era of Governor H.M. Sjachriel Darham

Inter-regional cooperation in the era of H.M. Sjachriel Darham was stagnant. In the level of government policy formulation, it was confronted with the enactment of Regional Autonomy Law in 1999, which encouraged mayors and regents to tend to join the euphoria of regional and sectoral egos on the perspective of regional development. This structural obstacle caused the difficulty in providing the understanding, including coordination of development at Provincial Regional Development Planning Meeting (Musrenbangda - Musyawarah Rencana Pembangunan Daerah Provinsi), and development of the inter-regional program of Banjarmasin Metropolitan Area. H.M. Sjachriel Darham's leadership style which tended to be confrontational and unpopulist policies created a strong intensive conflict relationship to all actors, including the internal key actors of South Kalimantan Provincial Government. Preference of each actor's value has put the key actor H.M. Sjachriel Darham as the common enemy. In the level of policy formulation, it was mapped that the tendency of key actors to have almost no motives and agendas to integrate the constructed areas since the basis of communication started with the conflict relationship.

The pattern of conflict relations which has been built since the formulation stage resulted in the implementation process stage which did not produce a significant outputs of inter-regional cooperation policies in the government. In this context, the position of key actors tended to play the character of survival policy assuming that in the process of policy formulation, there were a low responsibility and policy support. This was due to government actors restricting the politicians, public and businessmen and even journalists to participate in the policy formulation process.

That explains the relationship has an influence on formulation and implementation of the continuity of inter-regional cooperation policies when the relation between the actors experiences a deficit and affects on the policy cycle's dynamics. In this era there was a change of officials which weakened the spirit of continuing the idea of inter-regional cooperation policy in Banjarmasin Metropolitan Area.

During Governor H. M. Sjachriel Darham's administration, an instruction from the Ministry of Public Works in form of Banjarmasin Greater Workshop in Sanur, Bali, September 2000 was issued. That was the only activation related to KAD policy in Banjarmasin Metropolitan Area. Here is where the key of hierarchical relationship between key factors, namely the central government and cooperative provincial governments, took place. By many parties, that was the only momentum in this era when the government presence in order to prepare a study of regional spatial planning strategies.

Actor Relation in the Era of Governor H. Rudy Arifin

Description of actor relation in the formulation stage provides an understanding that the dynamics of inter-regional cooperation in the era of Governor H. Rudy Arifin could be said merely not to receive the inheritance of documents and MoUs, the remaining unfinished regulation homeworks, and the commitment of regional heads due to the euphoric conditions of decentralization. The absence of a legal protection relating to provincial spatial planning as an obstacle to the formulation and implementation faced by Governor H. Rudy Arifin at the beginning of his administration in 2005-2010 period in order to be an entry point to ensure which fields suitable to the public planning and needs. BKSSD Team took a quick step by building intensive structural relations with the central government and

Regional People's Representative Assembly (DPRD) of South Kalimantan Province, including building an informal communication among actors at the policy formulation stage.

Field findings shows that there are three main problems faced by inter-regional cooperation policy in Metropolitan Banjarbakula Area Development Program. (a) The difficulty to hold a meeting of regional heads (regents/mayors) for a decision making in the framework of inter-urban cooperation. (b) There is no inter-regional meeting point regarding the points of cooperation between urban areas, such as the location of infrastructure development, financial sharing, institutional forms which operationalize the cooperation, profit to be shared and model of cooperation. (c) The legal protection for KAD area has not yet been issued since there was no regional regulation related to Banjarbakula Metropolitan RTR so that the Provincial Strategic Area Regional Regulation has not been issued and there was no Governor Regulation concerning the Development Strategic Cooperation Agency .

In the implementation, the establishment of Banjarmasin as the 9th Metropolitan seemingly became the trigger for actors involved in the interests of Banjarbakula policy to be excited again, especially due to the promise that it would be the National Strategic Areas Cooperational relation among key actors has encouraged the Ministry of Public Works to conduct a preliminary study in the form of a Regional Spatial Study which has been a stumbling block in the implementating of Banjarbakula during the two previous eras of Governor of South Kalimantan. This cooperative relationship has pushed the government of this era to reach out and influence planning agendas in the district/city governments involved in Banjarbakula. Furthermore, the expectation of regional spatial planning implementation through integrated regional development has created a synergy of development between sectors and regions as an effort to encourage the realization of spatial structures and regional spatial patterns that are safe, comfortable, productive and sustainable, and becoming part of actors' value preferences.

The accuracy of placing officials who have management and technical capabilities as well as broad networks would make it easy to establish cooperative relationships with an intensive processes. This has implications on the commitment to encourage Banjarbakula not just to wait for order from the central government, but continue to convince the central government.

This research found that the informal relationship between key actors which mutually synergized became an important note on how close the relationship between First Assistant of Government and Bappeda South Kalimantan, PUPR Office and Regional Secretariat. This informal relationship was built due to the strength of the actor's value preferences. Such informal relations, in the case of the Banjarbakula policy, have significant implications to the implementation process so there was no structural obstacles. Officials and Banjarbakula Team of this era had their integrated and connected networks, either First Assistant of Government, Head of PUPR Office, Transportation Office, Regional Secretary or Banjarbakula BKKSD Team to external parties of the provincial government. Therefore the strengthening of Banjarbakula policy seemly gained support from various parties. The link between actors' relations provideed support in breaking the structural barriers in inter-regional cooperation, including barriers of regulation's lacks. The form of informal relationships were alumni networks, school friends, discussion partners and informal organizations and APDN/TPDN alumni network in the technical and policy lobbies.

Table 1 Relation Network and Banjarbakula Policy Implications

No.	Relation Network	Actors	Policy Implications
11	Alumni network of APDN/STPDN	Adjutant of Head s of Regency/Mayors	By pass to ocmmunicate the coordination messages
22	Alumni Network of Transportation College	The alumni connected to the alumni in Ministry of Transportation of Indonesian Republic	Encouraging project lobbying and accelerating the approval of the proposal
33	Ministry Program of Coordination Experience Activation Network	Ir. Muhammad Arsyadi, MT	Encouraging project lobbying and accelerating the approval of the proposal
44	Persuasive-frienship network	Dr. H. Suhardjo with Ir. Basuki Hadimuljono (Minister of PUPR in Jokowi's Cabinet)	Encouraging and inviting the commitment strengthen
55	Ministry Program of Coordination Experience Activation Network	Civil servants in PUPR Office of South Kalimantan with Ministry of PUPR (Ir. H. Martinus)	Encouraging project lobbying and accelerating the approval of the proposal

Source: Processed Data by Researcher, December 2017

Actor Relation in the Era of Governor H. Sahbirin Noor

It was interesting to observe the beginning of Paman Birin's administration in January 2016. In that era the school friendship between Dr. H. Suhadjo, M.Si. with Ir. Basuki Hadimuljono as the Minister of PUPR RI continued to be utilized for the progress of Banjarbakula's policy. As stated before, Banjarbakula's policy debut seemingly gained an additional energy due to this informal relationship has encouraged the Ministry of PUPR to pour out Rp 1 trillion fund to Banjarbakula SPAM project in Sei Rangas in 2016 and land acquisition fund of Banjarbakula's TPA.

This fact explains that actor relation determines the effectiveness of success of inter-regional cooperation policies as it was stated before. Actor relationships which are built up from the informal relations networks encourage the value of actor's preference. The team in Banjarbakula policy in this era has continued the pattern of utilizing informal relations (friendship) in discussing the policy programs which they handled together.

The presence of actor's value preferences possessed by key actors, especially the opportunity for interest in friendship with the Minister of PUPR RI, Banjarbakula BKSD Team in era of Governor H. Sahbirin Noor which was chaired by Dr. H. Suhardjo, prepared a series of Banjarbakula interests in the form of draft of Banjarbakula regional regulation in the proposal of Regional Legislation Program (Prolegda-Program Legislasi Daerah). These motives and agendas were constructed in the policy formulation stage of Banjarbakula handled by Government Bureau and Legal Bureau of South Kalimantan Provincial Government. It was just that since the positional change of First Assistant Government from Dr. Suhardjo, M.Si. to another official in May 2017, there was no further information regarding Banjarbakula's activation series, including the draft of Banjarbakula regional

regulation which was expected to support the National Strategic Area (KSN) as directed by the Ministry of PUPR.

This study found that the reality of this mutation fluctuation did not result in consolidation by those who had the authority to discuss the sustainability of Banjarbakula further. The bland relationship between key factors in Uncle Birin's government was like "bland" relations between actors in the HM Sjachriel Darham era. In this context it can be said, that Uncle Birin by performing the dedication of figures who understand Banjarbakula has encouraged the development of less favorable relations within the key Provincial Government internal actors in the sustainability of Banjarbakula policy.

Furthermore, in the next level of policy formulation, actor relations have not found a bigger arena. This was due to the planning contsruction of Banjarbakula KAD policy tended to wait for direction from the central government. The key actor in provincial government would be actively performing the activity if there were instructions from the central government relating to the coordination meetings between primary stakeholders of the district/city government. Seemingly this situation was a beginning of a relational decline in the intensity between Banjarbakula actors, and it could even be said that Banjarbakula cooperation policy began to be forgotten. Moreover, there was the absence of secondary actors from academics, journalists and NGOs who was demanding and criticizing the sustainability of Banjarbakula.

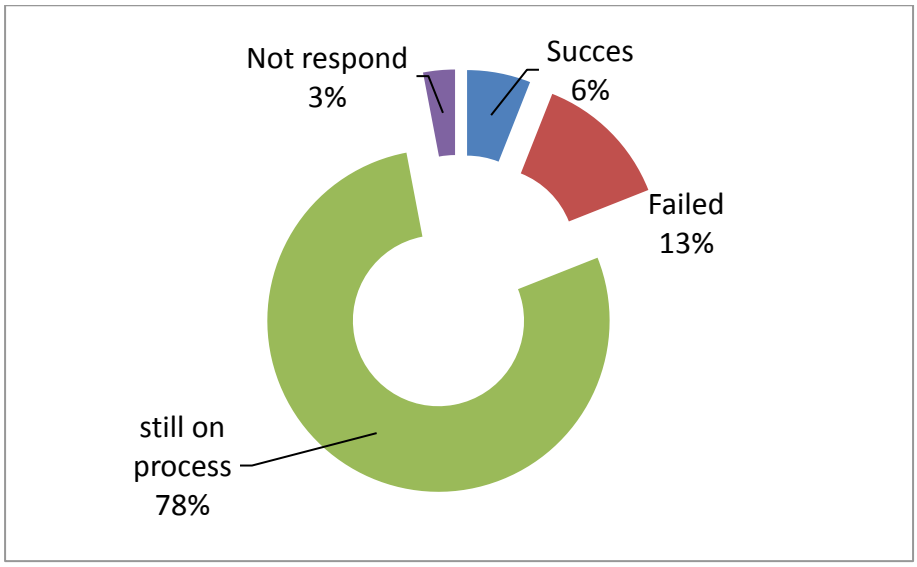
At the implementation level in this era, there was a phenomenon of premier inter-relations in the case of Nadjmi Adhani as Mayor of Banjarbaru who lobbied and negotiated to ensure the return of Regional TPA to Regent of Banjar Regency, Khalilulrahman. The intensive interaction process and interface as well as the informal relationship made by Nadjmi Adhani to Khalilulrahman has shown result when the hand over of TPA to Banjarbaru Government happened easily. This finding wants to prove that the presence of strong actor's value preferences owned by Nadjmi Adhani has pushed the major agreements in the implementation of Banjarbakula Regional TPA. In turn that fact facilitated the Provincial Government's key actors to implement the process of inter-regional cooperation because there was a support from the cooperative relations between actors.

Public Perception on Banjarbakula KAD

This reseaerch used a quantitative approach with 32 respondents as well as informants who understood Banjarbakula's journey. The finding of this research shows that there are various perceptions related to success, expectations, capabilities, support, causes of KAD constraints to the governor era who was considered relatively successful. Below is the survey results:

As seen in Graphic 2, response to the success of Banjarbakula Program given by the respondents are around 78% stated that it was still on process and 13% stated that it was not success/failed. The response "still on process" came from key actor bureaucrats, primary actors and academics who regretted that this program took a quite long time without any significant development.

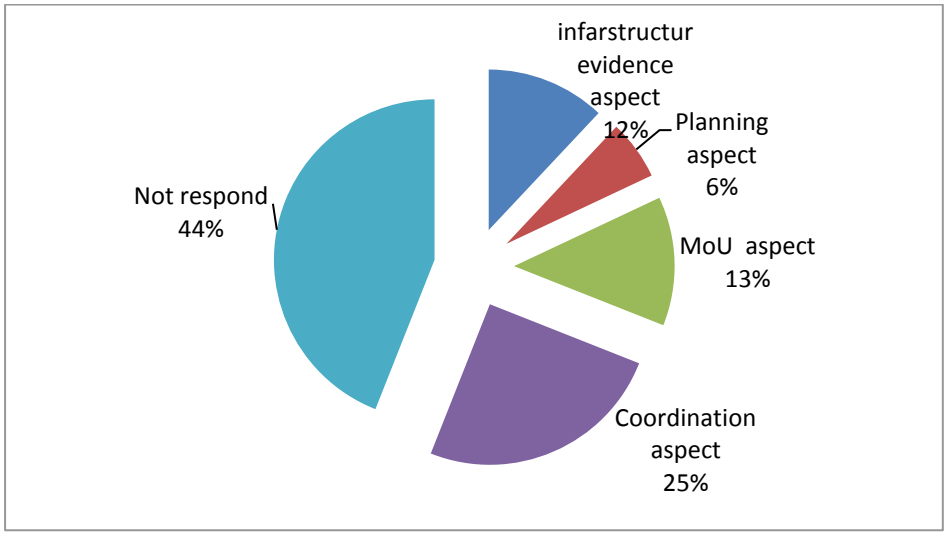
Graphic 2: Response to the Success of Banjarbakula Program



Source: Primer Data by Researcher, September 2017

In Graphic 3, generally it shows the success in the coordination aspects between interests which is around 25%, the presence of infrastucture evidence is 12% and planning aspect is only 6%. This fact is due to several agendas on policy activation were very dependent on the ability to coordinate activities from formulation and planning aspects. However it could still be analyzed that the ability to coordinate was dependent on how tight the actor relation in form of informal relation and intensive interaction as well as the presence of political will.

Graphic 3: Aspect of the Success of Banjarbakula Program

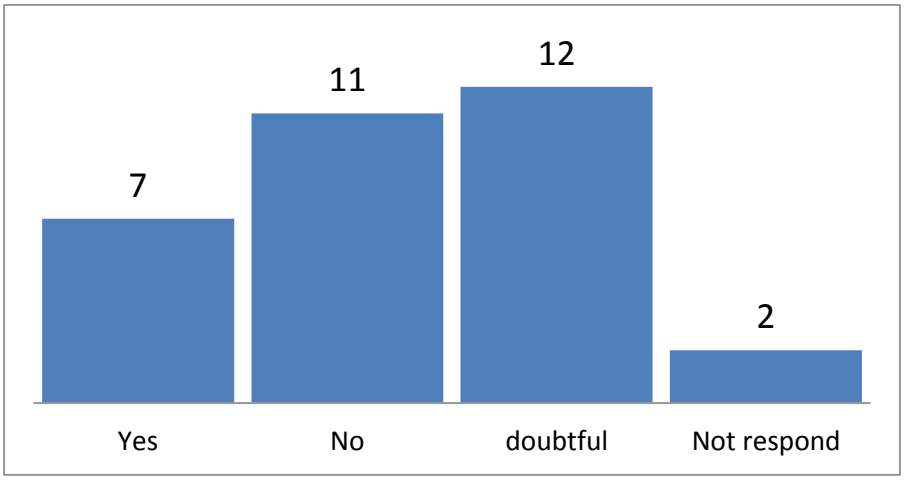


Source: Primer Data by Researcher, September 2017

Graphic 4 shows that there is around 21.87% of respondents appreciated the capability of Banjarbakula Team in Regency/City in an adequate level. The rest of the respondents (71.87%) stated “no” and doubtful. At least the perception captured here has strengthen the informants’/actors’ point of view in providing the further information on

Banjarbakula KAD's policy, on the fluctuation case of position mutation which are inaccurate by the Head of Region based on the history of experience and competence and the ability to network.

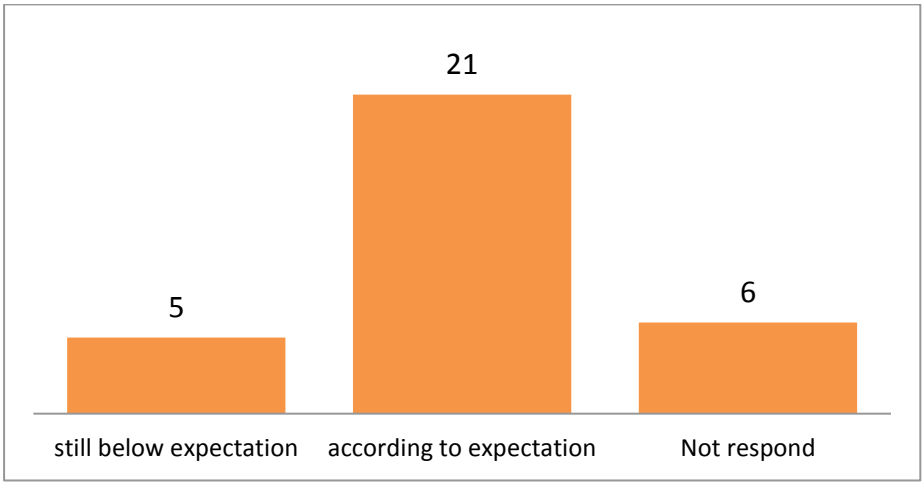
Graphic 4: Capability of Banjarbakula Team at Regency/City Level



Source: Primer Data by Researcher, September 2017

In Graphic 5, there are 65.62% respondents stated that the performance of Banjarbakula Team since they first activated until now was still below expectation. The 65.62% below public expectation was based on capability, competence, and experience in the policy of inter-regional cooperation. The informants were well-awared that the agendas on inter-regional cooperations were not based only on aspects of structural relation, availability of budget, presence of coordination, and competence. The presence of high commitment from the parties in cooperation which based on the motives and agenda of interest built in the capability of intensive informal relation were also the basic aspects of inter-regional cooperations. For the informants, the policy of Banjarbakula's inter-regional cooperation which runs during four governors' administration is easy to be studied based on the supporting factors of the success of Banjarbakula's inter-regional cooperation policy with all the comparisons.

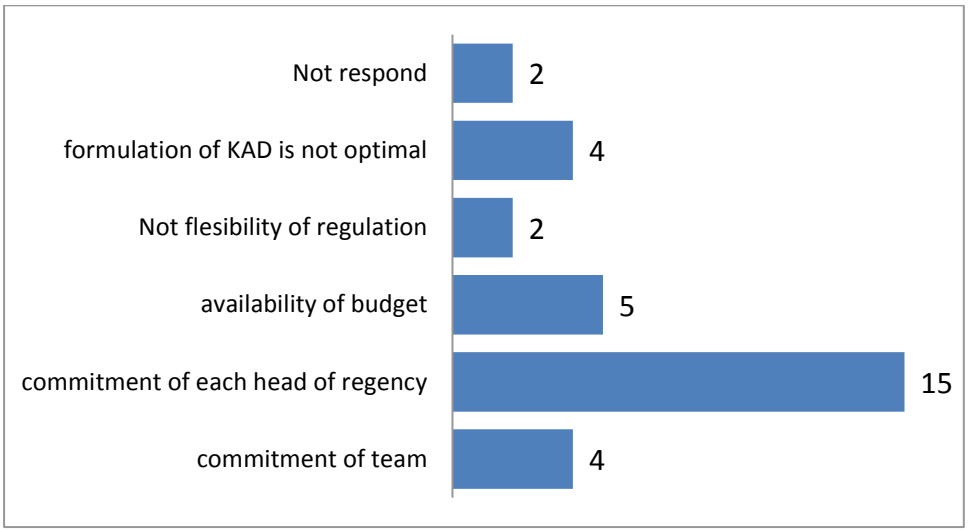
Graphic 5: Expectations of Banjarbakula Team



Source: Primer Data by Researcher, September 2017

As seen in Graphic 6, there are 46.87% (15 respondents) stated that the slow progress of Banjarbakula KAD was due to the weak commitment of each head of regency/city. Meanwhile 12.5% stated that the slow success was due to the commitment of Banjarbakula team and the capability to integrate the draft of Banjarbukal KAD into the regional medium-term development plans (RPJMD) in the provincial level as well as regency/city level. The commitment was only based on the structural relation and it was only due to the bound of relationship between actors and personnel supporting the the policy.

Graphic 6: Causes of Banjarbakula Policy Inaction

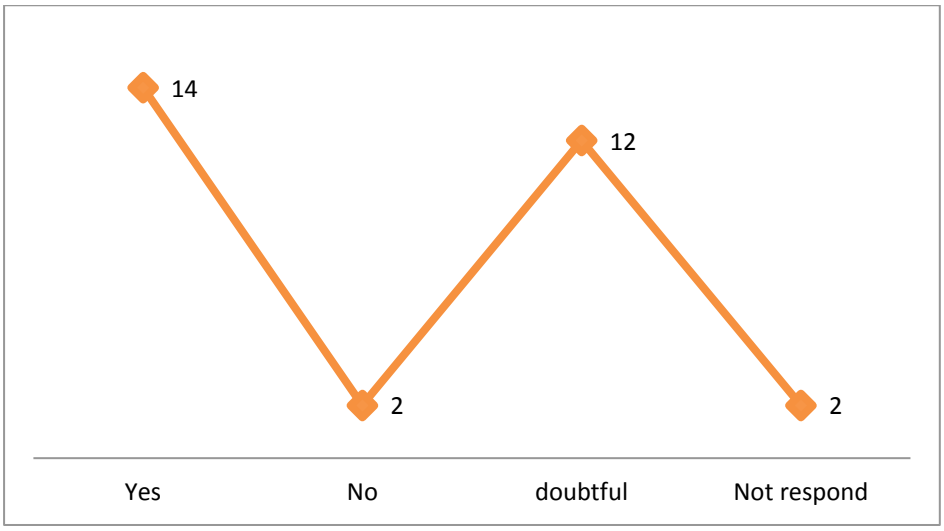


Source: Primer Data by Researcher, September 2017

Graphic 7 describes that there is a perception of respondents stated that the policy of Banjarbakula KAD was related to whether it was important or not to the regency/city involved. The availability of clean water and the handling of waste were still considered managable within themselves and they could provide the facilities themselves without any effort to cooperate.

This fact illustrates that the establishment of sectors to be cooperated sinde 1999 until now did not provide a unity in implementation for the actors in seeing the interest of Banjarbakula KAD's policy. It was recognized that during 2000 to 2015, the condition of reginal development in Banjarmasin City, the corridor of A.Yani Street, KM 6 of Banjarmasin-Banjar-Banjarbaru was relatively massive. The inevitability of this development goes independently without relying on KAD Banjarbakula's plan.

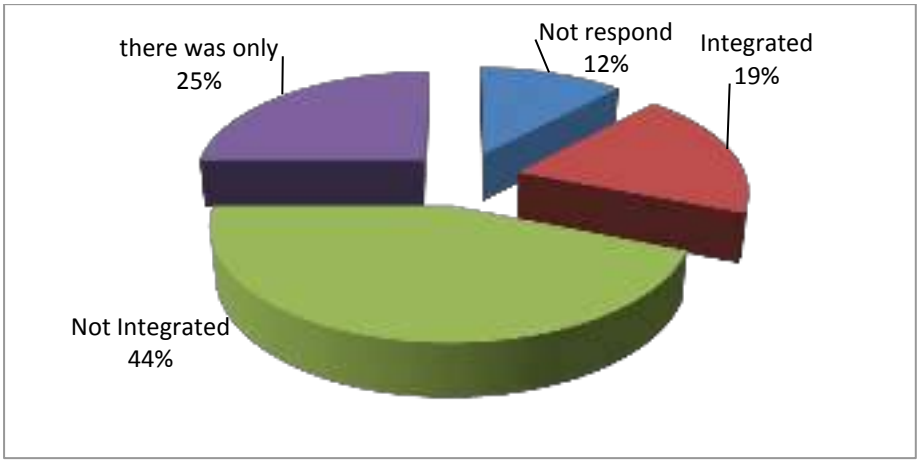
Graphic 7: Compatibility of Banjarbakula Cooperation Sectors



Source: Primer Data by Researcher, September 2017

In Graphic 8, from 32 respondents who provided response that the policy of Banjarbakula KAD was integrated to the regional medium-term development plans (RPJMD) in regency/city level, there was only 25% who stated "yes", 19% stated "no integrated", 44% did not respond, while 12%. The fact explains that the respondents were those who understood the history of Banjarbakula and followed the policy which related to the expectation of Banjarbakula Team.

Graphic 8: Integration of Banjarbakula Policy in Regional Medium-Term Development Plans (RPJMD)

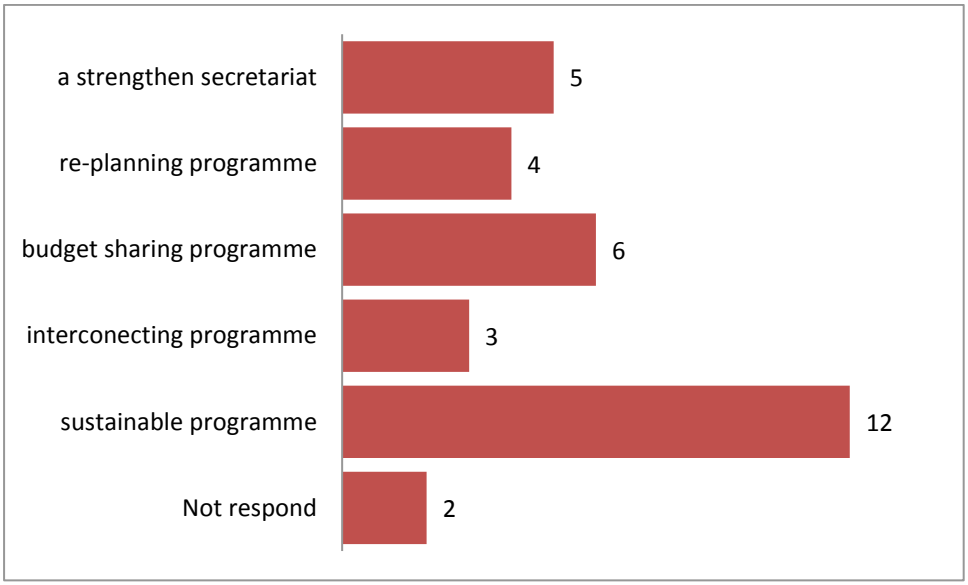


Source: Primer Data by Researcher, September 2017

As stated in Graphic 9, there are 37.55 respondents stated that they still had hope on the sustainabilty of Banjarbakula policy and 18.75% stated that it was important to have commitment in budget and program sharring. While there are 15.62% stated that there should

be a strengthen and formation of joint secretariat/coordination tem and 12.5% stated thet there was a need to re-planning the new program. There is a high expectation from respondents on the sustainability of the program as described previously which followed by the availability of technical tools, program and other policy instruments. The instruments, among others, are the formation of Banjarbakula Joint Secretariat and the budget sharring of program fund initiated by the provincial government and regency/city government, as well as considering the aspects of informal relationship (inter-actor relation) to support the policy.

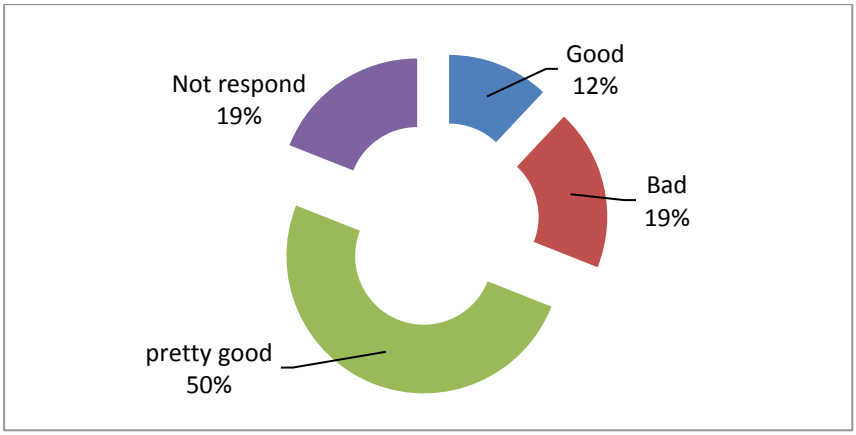
Graphic 9: Actors' Expectations on Banjarbakula



Source: Primer Data by Researcher, September 2017

In relation to support from DPRD's actor, there are 50% of respondents stated that it was relatively good appreciation (see Graphic 10). It was described in the coordination meetings and support from the Board in their statements in the print and electronic media. However there is still a very low perception on the support given by DPD RI and DPR RI. Informants gave statement related to the slow progress on turning Banjarbakula from -Provincial Strategic Region to KSN National Strategic Region, there was no statement and respect from those people's representatives when it came to the development of Banjarbakula.

Graphic 10: Support from Members of DPRD South Kalimantan Province



Source: Primer Data by Researcher, September 2017

Banjarbakula KAD in each era of South Kalimantan's governor, there are differences in patterns of relations which have implications for variations in the success of inter-regional cooperation programs. Strengthening the involvement of secondary actors provides a policy dynamics and choice of relationship models. Criticism from academics, journalists and NGOs has "awakened" the key actors and primary actors in activating KAD Banjarbakula policy. Likewise, the presence of informal relations between alumni networks among actors has implications on the opening of intensive interaction and interfaces as well as cooperative relations, thus encourages the strengthening of commitment to achieving success and effectiveness of inter-regional cooperation.

Third, style or character of policy in the inter-regional cooperation is crucial in determining the level of policy formulation. The policy style in the era of H. Gusti Hasan Aman is a proactive style. That style is formed if there are high policy responsibility and community support. That style is characterized by government actors who are reformers of the policy formulation model invite other policy actors to actively participate in the participatory policy formulation process. Whereas the policy style in the era of Governor H.M. Sjachriel Darham is a survival style. Survival style assumes that in the process of policy formulation, there are low support in the responsibility and support. This is due to government actors make limitation on politicians, society and businessmen, even journalists during the process of policy formulation. The aim is to guard the success and effectiveness as well as sustainability of institutional authorities.

Then in the era of Governor Rudy Arifin, the policy style is a prescriptive style. This style is formed when the responsibility is low, while the level of policy support is high. This style places the position of government actors as political agents who have the most understanding and responsibility on the policy formulation. In this case there is a domination of government actors in every policy formulation process. This prescriptive style applies also in the era of Governor H. Sahbirin Noor. Another finding is that the turmoil of official transfers related to the expertise and experience in KAD Banjarbakula policy is one of the important factors causing the failure and ineffectiveness of inter-regional cooperation policies.

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Effectiveness of Pontianak City Government Innovation Policy Bisnis Cakep Lalu Lintas Lancar and Government and Smart City Landmark

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Abstract

Pontianak is one of the regions that get appreciation from the Government of the Republic Indonesia on various creation innovation program policy in public administration sector. Among the products in the field of innovation is the application bisnis cakep lalu lintas lancar (BCL) and application government and smart city landmark (Gencil). Both applications are used Pontianak City Government to manage the government and public service. All policies or programs implemented by the government must be effective. However, to produce a product effectiveness of a policy or program should do some research. For that we need research that focuses in measuring about how effectiveness of Pontianak City government innovation policy bisnis cakep lalu lintas lancar and government and smart city landmark. This research is conducted qualitatively with the aim to find and search data and information in depth related to how big the effectiveness of product created. Thus will be known how the level of effectiveness of a policy or program that has been implemented by the government of Pontianak City.

Keyword: Effectiveness, Innovation, Pontianak

Bisnis Cakep Lalu Lintas Lancar or known as a BCL and goverment and smart city landmark or more known as a Gencil that are two innovation product of public service owned by Pontianak City Government. Both of the product have two advantage each of them, bisnis cakep lalu lintas lancar's product (BCL) it went into top 40 product innovation of public service in Indonesia. While the existence of Gencil has get appreciation from Presiden of Indonesian Republic Joko Widodo and appeal to the other local government to make this product as a prototype. With the product of public service innovation was hoped that it will makes Pontianak City Government easier giving service to the local citizen.

Both of the product have implemented by Pontianak City Government more than two years ago. During the implementation, it involves regional device organization. The aim of this public service innovation is to minimize the cooporation among regional device organization. Based on that thing, it is interesting to know how effective the implementation of Bisnis Cakep Lalu Lintas Lancar inovation product (BCL) and government and smart city landmark (Gencil) is owned by Pontianak City Government.

Effectiveness

Effectiveness is the utilization of resources, facilities and infrastructure in a certain amount that is consciously set beforehand to produce a number of goods for service carried out. Siagian (2007:24). Effectiveness (outcome) is the relationship between the output and the goals or objectives that must be achieved. Mashun (2006:182). Richard M Steers stated that there are several factors that influences effectiveness including: (1) organizational

Characteristics, (2) environmental Characteristics, (3) characterictics of workers, (4) management policies and practices. Sterss (1985:9).

Methodology

Research of effectiveness of Pontianak City Government innovation policy bisnis cakep lalu lintas lancar and government and smart city landmark is a qualitative research. Qualitative research is a research aimed at describing and analyzing phenomena, events, social activities, attitudes, beliefs, perceptions, thoughts of individuals or groups. Sukmadinata (2010:60). To get the data that needed to make the research, the researcher uses observation study, interview, and documentation. Determination of the informans uses by purposive and snowboal. According to Sugiono qualitative research method is a research method based on the philosophyof postpositivism, used to examine the condition of natural objects, (as opposed to experimentation) where the researcher is a key instrument, data source sampling is done by purposively and Snowboal, collecting techniques with triangulation (combined), data analysis is inductive/qualitative, and research results emphasize the meaning rather than generalization. Sugiyono (2016:15). After the data is obtained that will be analyzed using analysis data concept that said by Miles and Huberman which includes data collection activities, data presentation, data reduction, and conclusions. Miles and Huberman (1992:20).

Effectiveness in terms of Organizational Characteristics

Characteristics organization consist of structure and technology. In this case what is mean by structure is relationship that are relatively fixed in nature as found in organizations, it related to the composition of human resources. Meanwhile, what is mean of technology is the mechanism of an organization to convert raw inputs into finished outputs. Technology can have various forms, including variations in mechanical processes used in production, variation in materials used and variations in technical knowledge used to support activities towards the goal (Steers 1985 9-10).

Bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) is a innovation product of public service made by Pontianak City Government. In the beginning of the appreance in about 2016 this product innovation is managed by regional device organization transportation communication and informatic Deparment of Pontianak City. However, with the development of the government organization in Pontianak city, the depertment of transportation communication and information of Pontianak city was split into two different regional device organizations, including the Pontianak city transportation department and the communication and informatics department, each of them has a mandatory authority and tasks and their repective functions, including in the management of innovation products in the public service field of the Transportation Office of Pontianak City were given the rights and authority to manage bisnis cakep lalu lintas lancar (BCL), and meanwhile the deparment of communicatin and informatics was given the rights and authority to manage government and smart city landmark (Gencil) by Pontianak City Government. This is stated in the Pontianak Mayor Decree number 124/ORG/2018.

In management bisnis cakep lalu lintas lancar (BCL) Transportatin Department of Pontianak City was given authority to manage it. In the implementation, Transportation Department of Pontianak City make a cooporation with the outside of regional device organization of Pontianak City such as Police and Army. The role of the two organization is to keep safety and discipline during the bisnis cakep lalu lintas lancar (BCL) implemented.

Meanwhile, Communication and Informatics Department in management of government and smart city landmark (Gencil) cooporate with a community organization who care with the development of information technology and communication in Pontianak. This community name them as Pontianak Digital Stream. The legality self application is made by PT. Dua

Agung, which is part of the Pontianak Digital Stream Community. Then the application is managed together with Communication and Informatics Department of Pontianak City. Pontianak City Government in this case provides the authority to Communication and Informatics Department to be creative in developing and managing the application using variety of ways. In developing of government and smart city landmark's application (Gencil), Communication and Informatics Department choose to use public private partnership. This is chosen in order to make the development can be carried out effectively and efficiently.

Bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) are made by utilizing various kind of modern technology in his era to make Pontianak City Goverment easier to carry out public service activities. Utilization of this technology must absolutely be done by the Pontianak City Goverment in order to balance the demands of the work, the paradigm of the progress of the era, and also the wishes of the community. With the using of technology, it will make the work mandated by Pontianak City Government to the Transportation Department and Communication and Informatics Department be carried out more effectively and produce efficient value. Creating an innovation product in the field of public services is a neccessity for the current local government. The public service provided by local government must be in line with technological developments in the scope of society. This is a way to create good and righ governance arrangements.

What done by Pontianak City Government is in line with what Sabbarudin has said. The government must continue to strive providing good, responsive and innovative services in answering the need and desires of the citizen. Perceptions that have tended to regard society as paasive consumers must be abandoned. Citizen must be seen as parties who have a role as well as government partners in the administration of government and public services. Sabaruddin (2015:2)

Effetiveness in terms of Environments

The success of a policy or program sometimes cannot be separated from enviromental factors. Effectively of everything cannot be separated from the environmental factors that influence or are around it. The environment includes two aspects which are somehow different but interconneced. First is the external environment, which is all the forces that arise outside organizational boundaries and influence decisions and actions within the organization. Second is the internal environment, this enviroment is generally known as the organizational climate, including various work environment attributes. Steers (1985:10).

Including bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) can be said effective if the environment is which these policies, program or products are created and implemented can support. To see how the enviroment supports the business presence of bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) can be started by looking at the enviromental conditions of the government climate.

Pontianak is the capital city of West Borneo Province. The area of Pontianak city is approximately 107.82 km2 and inhabited by approximately 664,394 inhabitants that the majority of whom are nominated by Malay, Dayak, and Chinese tribes. The social life of the people in Pontianak City now can be said to be peaceful. It is very different compared to the early 2000s, where conflict between tribal civel wars had occurred in this area. The peace and tranquility of people's life in Pontianak City is inseparable from the interference of the government to manage the governance system well and correctly.

One thing to be proud of Pontianak City that the city has the title as one of the cities with the best level of electronic government development in Indonesia. In 2017, Pontianak was

crowned by the Indonesia Republic State Administration Institute as one of the cities with the best number of open data in Indonesia. In addition, Pontianak has been named as an innovation laboratory in the field of public services, and has become a role model or reference for other local governments in the developments of various kinds of innovations in the field of public services, especially in field related to electronic government. Until 2018, the Pontianak City government already has 153 innovative products in the field of public services that majority using electronic government concepts. Among the hundred of innovation are bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil).

Implementation of bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark or Gencil in Pontianak City can be said to be successful. This success is supported by two main factors, that is hard work of Pontianak City Government, and the second that there is participation of the citizen who want to pursue various kind of government innovation in the field of public services implemented by the Pontianak City Government.

Bisnis cakep lalu lintas lancar (BCL) is an innovation in the arrangement of parking area and vehicle traffic in the central business district (CBD) area in Pontianak City. The central business district (CBD) area includes the Tanjungpura road, Agus Salim road, and Diponegoro road in Pontianak City. Previously, before there was a bisnis cakep lalu lintas lancar (BCL) in this area was very traffice-jammed. This is caused by a variety of factors, first is the factor of the business area, then the factor of crowded vehicle that park in any place, then the limited of parking area, then the width of the road that can be said too small and it is not proportional to the number of vehicles passing on the road. The four factors have caused traffic jams in the central business district (CBD) in Pontianak City. In order to solve these problems, Pontianak City Government gives authority to Transportation Department of Pontianak City looking for the solution of these problems. Coming from that situation then appear an innovation called bisnis cakep lalu lintas lancar (BCL).

Environmental factor that significantly influence the success of implementing bisnis cakep lalu lintas lancar (BCL) include the security environment, economic environment and social environment. The security enviroment is the main factor that must be considered, because if there is no guarantee of security no matter how good things you want to do will not be seccessfully realized. The implementation of bisnis cakep lalu lintas lancar (BCL) is carried out by installing CCTV and loudspeakers at various strategic points in the central business district (CBD) in Pontianak which aims to monitor the area through the command center or control room that available in the Transportation Department of Pontianak City. Moreover, except of installation of CCTV and loudspeakers, Transportation Department of Pontianak City also conducts routine patrols everyday, in which the patrol is devided into threee shifts, first shift carried out on the morning to noon then the second shift is carried out from noon to evening, and the third shift is carried out in the afternoon until night. During the patrol by Transportation Department of Pontianak City assisted by police and also army. This is done to ensure the safety of patrollers when conducting patrol activities and assist in maintaining the facilities used to implement these activities. Imagine if the activity supporting equipment such as CCTV and loudspeakers installed at various points in the central business district (CBD) was stolen and damaged by irresponsible parties, of course bisnis cakep lalu lintas (BCL) activities would not be held by smoothly until now. With a safe environment, everything that needs to be planned will be able to be carried out properly according to predetermined targets.

Furthermore, except of environmental security that has a very significant effect on the succes of implementing bisnis cakep lalu lintas lancar (BCL) is an economic environment. Economic environment is an environment that is related to buying and selling activities and also the marketing of people who are engaged in activities around the central business district (CBD). Basically everyone who does business activities certainly wants something fast, easy

and guaranteed. To get that, we need crative and innovative business. Bisnis cakep lalu lintas lancar (BCL) is present to answer the challenge. Previously, before there were bisnis cakep lalu lintas lancar (BCL) economic activity in the central business district (CBD) of Pontianak City was normal. But it was a little disturbed by the traffic irregularities in the central business district (CBD) of Pontianak City. So, it hampers the process of business transactions in the region. However, since the implementation of bisnis cakep lalu lintas lancar (BCL) activities in the economic field in the central business district area (CBD) of Pontianak City has become smoother, thus increasing the turnover of economic activists who are active in the area only that people or consumers in the economic sector become feel more comfortable doing buying and selling transactions in the region.

The success of implementing bisnis cakep lalu lintas lancar (BCL) also cannot be separated from the support of the social environment. There are two social factors which are the main components, which contribute to the success of the implementation of this policy. The first social factors is the obedience of the local community to the presence of business policies for good traffic or (BCL). People want to accept the presence and implementation of this policy. In this case, what is meant by the community are people who are active in the central business district (CBD) in the city of Pontianak, starting from businesses such as shop owners or traders, those who take advantage of opportunities to make money in the central business district (CBD) which includes parking attendants, porters of goods and services, entrepreneurs of transportation services. The second social factor is customers. Customers in this case are people who purchase goods or services around the central business district (CBD) area in Pontianak City. With the presence of good business traffic or (BCL), customers feel more comfortable in carrying out economic activities. Previously, before this policy was implemented, when they wanted to carry out activities in the central business district (CBD) area, there was a sense of boredom that arose from themselves because the atmosphere of the road traffic around the area was jammed, and added irregular parking arrangements made they do not want to waste their time too long in that area. Usually when their main business has been completed, they will immediately leave the area. But now, since the implementation of bisnis cakep lalu lintas lancar (BCL), consumers feel more comfortable doing side activities in the central business district (CBD), such as holding meetings, discussing business or investment prospects and opportunities, socializing, and just fill your spare time by walking down the central business district (CBD) area in Pontianak City.

Environmental factors also influence the success of implementing government and smart city landmark (Gencil) applications. Similar with bisnis cakep lalu lintas lancar (BCL). In implementing government and smart city landmarks (Gencil) there are several environmental factors that significantly influence the success of policy implementation. The first factor is political environmental factors, and the second factor is social environmental factors. From the political environment sector, Pontianak City is the Capital of West Kalimantan Province. A Provincial Capital City must be able to provide good examples to other areas around it. This aims to motivate other regions so that they can develop quickly and have equal development with the provincial capital. For this reason, all government and private stakeholders participate in creating government and smart city landmark (Gencil) applications in order to make a change in the concept of public service paradigm and also governance in Pontianak which is different from other regions, which carries the concept of effectiveness and efficiency. From the collaboration in the form of public private partnership, the government and smart city landmark (Gencil) application was born, and until now this application is one of the applications that are considered important by the government and the people of Pontianak

in carrying out their daily activities. This application is one of the leading innovation products owned by the Pontianak City Government. Even this application has received appreciation from the President of Indonesian Republic Joko Widodo and urges other regions in Indonesia to follow the example of what has been done by the Pontianak City Government. With the appreciation of the existence of this government and smart city landmark (Gencil) application, it indirectly raised the rating of the Pontianak City Government, including the Mayor and Vice Mayor. This has more or less affected the electability of the two political figures in simultaneous regional elections in the province of West Kalimantan. There is or not a direct effect, but certainly the presence of government and smart city landmark (Gencil) application helped them win the regional head election contestation either in the realm of West Kalimantan Governor election or in the realm of Pontianak Mayor elections in 2018.

In addition to the political environmental factors that contributed to the successful implementation of government and smart city landmark (Gencil) applications, social environmental factors also contributed to the successful application of this application. People of Pontianak City are known as people who are very concerned with technological development. Although the location of Pontianak City is relatively far from the center of Indonesia's capital city, Jakarta, but the development of information and communication technology in Pontianak City is quite dynamic. This is inseparable from the strategic position of Pontianak City which is not too far from Malaysia. Plus the many influences of technology from the countries of Malaysia and the People's Republic of China to the City of Pontianak make Pontianak City community in the development of information technology and communication is not inferior to other regions in Java such as Jakarta, Bandung, Semarang, Jogjakarta, or Surabaya. Pontianak City's people are accustomed to living side by side with things related to information and communication technology such as smartphones or other gadged. Majority of the Pontianak people have these enthusiasts to support their daily lives. The majority of the Pontianak people also have social networks. Government and smart city landmark (Gencil) applications carry concepts such as social networks, but have a type of government to citizen. This is a means to bring the Pontianak City Government closer to its people. In the application the people/citizen can interact with the government directly, and each interaction will be responded. To make the community feel at home using the government and smart city landmark (Gencil) application, there are various kinds of diverse features, ranging from culinary information, information on important places and strategis, important events, various current news from the local level and national to international, information on food prices, as well as electronic reports of citizen reports where the people can interact with the Pontianak City Government and convey various complaints about the problems that occur around Pontianak City. People of Pontianak City highly appreciates the existence of government and smart city landmark (Gencil) applications, especially young people. This is proof that the people of Pontianak City supports the Government in implementing government and smart city landmark (Gencil) applications as a means or medium of public service based on information and communication technology that carries the concept of one stop service.

Effectiveness in terms of the Charateristics of Workers

Workers are human resources who are tasked with carrying out the work assigned to them. Whether or not a job is more or less influenced by the character of the worker. Van Meter and Van Horn said that the attitude of the recipient or the refusal of the implementer would be very dangerous to affect the success or failure of the performance of public policy implementation. This is very possible to occur because the policy implemented is not the result of the formulation of local residents who know the form of the problems and problems they feel. But the policy that will be taken by the implementor is a top down policy that is very

possible the decision makers never know (not even able to touch) the needs, desires, or problems that the citizens want. (Agustino, 2016: 135).

Steers also stated about the importance of the workers' role in carrying out the tasks assigned to them. Different workers have different views, goals, needs and abilities. This variation in human nature often causes people's behavior to differ from one another, even though they are placed in the same work environment. Moreover, these individual differences can have a direct influence on two important organizational processes, which can have a significant effect on effectiveness. That is a sense of interest in the organization, or the range identification of workers with their employers, and individual work performance. Without a sense of interest and achievement effectiveness is impossible. Steers (1985: 10).

Implementation of bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) is carried out by parties who are competent in their respective fields. The implementor is chosen based on expertise in their respective fields. It is intended that the business implementation of bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) can be carried out effectively, and produce high efficient value. Thus it will be able to produce a high level of productivity performance from the state apparatus. The following is a list of the division of work portion of business executives in bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil).

No	Position	Workload
1	Head of Transportation Department Pontianak City	Person in charge and leading the implementation of bisnis cakep lalu lintas lancar (BCL).
2	Head of Road Transportation Traffic Sub Division Transportation Department Pontianak City	The head of bisnis cakep lalu lintas lancar (BCL) is tasked to control and supervising orderly traffic flow manually by utilizing the ATCS (*Area Traffic Control System*) in the highway traffic control room in the Central Business District (CBD).
3	Patrol officer of Transporation Department Pontianak City	Manually carry out supervision and control of bisnis cakep lalu lintas lancar (BCL) in the Central Business District (CBD).
4	Officer of ATCS *(Area Traffic Control System)* Transportation Department Pontianak City	Controlling the Central Business District (CBD) area from the ATCS command center (Area Traffic Control System) in the highway traffic control room in the Central Business District (CBD).
5	Police and Army	Support and companion of Transportation Department Pontianak City in the implementation of bisnis cakep lalu lintas lancar (BCL).

(Sumber: Penelitian 2018)

Tabel 1. Job Description Implementor Bisnis Cakep Lalu Lintas Lancar (BCL)

No	Position	Workload
1	Mayor and Vice Mayor	Person in charge of implementing government and smart city landmark (Gencil).

2	Head of Communication and Informatics Department Pontianak City	Director of the implementation of government and smart city landmark (Gencil).
3	Head of Electronic Services and Telematics Division	Chairman of the implementation of government and smart city landmark (Gencil).
4	Head of Complaint Service Center Section	Secretary for the implementation of government and smart city landmark (Gencil).
5	Officer of the Eletronic Services and Telematics Section	Government and smart city landmark (Gencil) implementation team
6	Pontive Center	Government and smart city landmark (Gencil) implementation team
7	Pontianak Digital Streem	Programer development, maintenance, service aplikasi government and smart city landmark

(Source: Research 2018)

Tabel 2. Job Description Implementor Government and Smart City Landmark (Gencil)

In the implementation of bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) involve external parties that are not a direct part of the structure of the Pontianak City Government. In addition to implementation, the development also involves external parties that are intertwined in the form of cooperation with the public private partnership system. This is done in order to accelerate the development of the system and can save resources. Every party that deals with the implementation of bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) is always maintained in a climate of co-operation so that it continues to be smoothly and conducive. This is done to create a positive climate among fellow executives. With good communication, it is hoped that it will create a comfortable work atmosphere and thus they can work well and professionally.

Effectiveness in terms of Management Characteristics

Bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) are innovation products owned by the Pontianak City Government. This product was made to streamline the work of the Pontianak City Government in carrying out public services. Effective or not of a policy, program or product implemented by an organization can be seen from the value of efficiency resulting from the using of the technology used. Steers states that managers play a central role in the success of a company through planning, coordinating, and facilitating activities aimed at the target. It is their duty to ensure that the organizational structure is consistent with and beneficial to the existing technology and environment. Steers (1985: 11).

In implementing bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) businesses, the implementors within the organization make management always try to utilize the latest technology so that it can produce effectiveness and efficiency in its implementation. Bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) are considered to be able to produce the desired efficiency value so that both products of this policy can be said to be effective. The following are the efficient values resulting from the implementation of bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) in Pontianak City.

No	Content	Efficiency Resulted
1	CCTV	Replacing human work, it can works online 24 hours non-stop and has good and old power, equipment that can be used for a long time and maintenance of equipment is not too expensive. If

No	Content	Efficiency Resulted
		there is no CCTV, it must uses human resources to keep every location point 24 hours non-stop and will certainly cost more.
2	Loudspeaker	It can provide a hostage to the people from a distance, when there is a violation the officer can immediately reprimand the violator from the CCTV control room, and do not have to come directly to the crime location. If there is no loudspeaker, it will make the work of the officer to be difficult, because every time there is a violation recorded on CCTV, then the officer must come directly to the location of the incident to reprimand and take action against the violation that occurred, and it not sure when the officer came to the location of the offender still at the location of the incident.
3	Patrol Officer	Doing some work that cannot be fully implemented by CCTV and loudspeakers. Carry out social and humanism work. Because if there are no Patrol Officers the functions of CCTV and Loudspeakers will not work optimally. Humans must be able to utilize technology well so that it can facilitate all the work in life so that it can produce great efficiency values.

(Sourse: Resource 2018)

Tabel 3. Efficiency Value of Bisnis Cakep Lalu Lintas Lancar (BCL).

No	Content	Efficiency Resulted
1	Culinary Information	Providing information that related to various culinary information in Pontianak City, if there is no content like this, information promotion will be done manually through print or electronic media, brochures, posters which certainly cost a lot of money and not sure the information is right on target.
2	Place Information	Providing information about various important places in the city of Pontianak, start from government agencies, hospitals, security offices, tourist attractions, hotels, places of worship and so on. If there is no content like this, it will make difficult for people who will looking for various types of places, especially for tourists. Asking questions manually for each person or agent will certainly take a long time, and the information obtained is not necessarily correct and accurate.
3	Event Information	Providing information on various important events around the Pontianak City, such as government events or events such as entertainment, seminars, concerts, exhibitions, religious events and so on. If there is no content like this, it will be difficult for people who want to find various events in Pontianak City. Asking manually for each person or tour agent will certainly take a very long time, and the information obtained is not sure correct and accurate.
4	News Information	Providing local, national and international news information in one large place without any difficulties like manually opening the news search engline application available on smartphones or

No	Content	Efficiency Resulted
		other gadged, and also no need to bother buying print newspapers just to read and find out the latest news. If there is no content like this, the people will be bothered by having to manually search for news either through electronic or print media, which will certainly take a long time.
5	Foods information	Providing information on the latest and actual food prices that sale around the Pontianak City to the public so that people know the price of the food market and avoid being deceived and harmed by unscrupulous food sellers in traditional markets. In addition, it also provides information to traders to sell their merchandise without exceeding the stipulated tariffs, and not to sell below the tariff because it could cause the trader to suffer losses. If there is no content like this, then more or less it will hurt people and traders because they do not know the latest food prices on the market.
6	E-Citizen Report	Helping to bring people closer to the Pontianak City Government and so it too for the governement become closer to the people. Communities can report various types of public services that are not appropriate with their functions, cut down on the bureaucratic and administrative channels that are convoluted, can participate in helping the Government in managing the order of public services and governance in order to be better and right. If there is no content like this, the people/public need time to interact with the Pontianak City Government that is very long and must go through bureaucratic procedures and complicated administration and the aspirations delivered are not necessarily heard and applied to real life.

(Source: Research 2018)

Tabel 4. Government and Smart City Landmark (Gencil) Value of Pontianak City.

The using of technology in the implementation of bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) is done to facilitate the work of the government apparatus in managing and fixing their area. The using of this technology can trigger government officials to work more and more actively. Thus it will be able to cut the completion time of a job and increase the value of work productivity.

Conclusion

Overall bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil) in Pontianak City have been implemented effectively. This can be accomplished by a combination of appropriate utilization and the using of technology and supported by parties who can use the facility properly and correctly. However, there is still a need for additional resources in order to increase the efficiency value of bisnis cakep lalu lintas lancar (BCL) and government and smart city landmark (Gencil), both in terms of technology and employees implementing these activities. In addition, good efforts are also needed to protect and maintain also update the technology assets that have been owned so that the function and usage period can last a long time. Thus the Pontianak City Government can utilize the technology to its full potential as a means of providing services to its citizens. The using of information and communication technology in the world of government that carries electronic government can

improve government performance and also guide the government in implementing good and right governance.

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POST TRAINING EVALUATION THE ALUMNI OF REFORM LEADER ACADEMY IN THE WEST SUMATERA PROVINCIAL GOVERNMENT

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Abstract

Bureaucracy in Indonesia faces problems in the areas of human resources apparatus and public services. Therefore, the government made bureaucratic reform efforts. The implementation of bureaucratic reform is supported by efforts to develop the competence of the state of civil apparatus, through education and training. One type of training is the Reform Leader Academy (RLA). RLA has been carried out by the National Institute of Public Administration within 5 (five) years. Therefore, it is necessary to conduct an evaluation study after training the RLA alumni. The formulation of the problem among others: What is the ability of self after RLA training?; What is the relationship between the RLA training material and the competencies needed to carry out the task?; and what are the organizational support for innovative interventions/solutions initiated by alumni? This study is carried out using descriptive methods. The collection data was carried out with collecting data using instruments questionaire. This study focuses on the implementation of reform initiatives by RLA alumni; while the locus is the alumni of the RLA in the west Sumatra provincial government. Collecting data are conducting in September 2018. Furthermore, data are analyzing by qualitative analysis techniques. The results of the post training evaluation of the alumni of the RLA in the West Sumatra Provincial Government showed: (1) The ability of the RLA alumni to vary greatly, remained and decreased. Increased ability in problem analysis, mapping stakeholders and communication to subordinates and colleagues. Permanent ability in communication to stakeholders, motivation, building work teams, conducting innovative strategies and innovative interventions / solutions. Declining abilities in commitment to monitor innovative interventions / solutions due to organizational mutations. (2) The relationship between RLA training materials and the competencies needed to carry out the tasks varies significantly and significantly. There is a significant relationship between the material providing innovative solutions and mapping stakeholders in building effective teams with the competencies needed to carry out the task. And there is a significant relationship between the ability to analyze problems and ensure the successful implementation of innovative solutions with the competencies needed to carry out the task. (3) Organizational support for innovative interventions / solutions initiated by alumni is limited to policy support; while infrastructure support, budget and human resources are not available. Therefore, it is necessary to empower alumni after RLA training through continuous innovation with the support of infrastructure, budget and human resources needed to ensure the continuation of the implementation of the post-training trainee innovations in their work organizations.
Keywords: bureaucracy; post training evaluation; academy reform leader; state civil apparatus

1. Introduction

This section includes a policy review, literature review, and post-training evaluation problem formulation. First, policy review. Presidential Regulation Number 81/2010 concerning Grand Design of Bureaucratic Reform 2010-2025 is a reference for Ministries/Institutions/ Regional Governments in reforming the bureaucracy in order to realize good governance. The National Institute of Public Administration (LAN) is the agency responsible for fostering the education and training of civil servants, including conducting training for the Reform Leader Academy training. Reform Leader Academy (RLA) is one form of training developed to answer the needs of reform leaders. The purpose of organizing the RLA is to form an apparatus figure who has basic leadership knowledge and competencies in order to support the acceleration of the implementation of bureaucratic reform.

RLA implementation regulations have undergone several changes to date, as follows: (1) LAN Head Regulation Number 8/2013 concerning RLA Education and Training Implementation Guidelines.

Regarding the needs and demands of the strategic environment, the regulation was amended by the LAN Head Regulation Number 37/2015. (2) Regulation of the Head of LAN Number 37/2015 concerning Guidelines for Implementing RLA Education and Training. Similarly, with the previous RLA implementation regulations, the regulation was amended by LAN Head Regulation Number 5/2017. (3) Regulation of the LAN Head Number 5/2017 concerning the Implementation Guidelines for RLA Training. The RLA implementation regulations, among others, regulate post-training evaluation RLA.

RLA post-training evaluation is regulated by the LAN Head Regulation. RLA post training evaluation according to LAN Head Regulation Number 8/2013 is the same as the RLA post training evaluation according to LAN Head Regulation Number 37/2015. However, post-training RLA evaluation according to LAN Head Regulation Number 8/2013 and Head Regulation Number 37/2015 is different from RLA Post-Training Evaluation according to LAN Head Regulation Number 5/2017. The results of the RLA post-training evaluation are used as input for further improvement of the training.

Post-training RLA evaluation includes assessing superiors, subordinates, peers and recipients of services towards the ability of alumni to plan new changes, leadership change and development of change. Evaluation indicator (LAN Head Regulation Number 8/2013; and Number 37/2015) as follows:

> Indicators of evaluation of planning changes include the perception of superiors, subordinates, peers and recipients of services to: (1) suitability of the focus of change with the national bureaucracy reform policy; (2) feasibility of changes; and (3) rationalization of change plans;
>
> Indicators of evaluation of change leadership include perceptions of superiors, subordinates, peers and recipients of services to: (1) ability to deal with problems; (2) problem solving ability; (3) resilience and determination in carrying out the project; (4) ability to collaborate; and (5) compliance with bureaucratic ethics.
>
> Indicators of evaluation of the development of change include the perception of superiors, subordinates, peers and recipients of services towards: (1) the ability to develop change; (2) the ability to build networking.

The post-training RLA evaluation consists of the implementation of the action National RB and implementation of institutional RB actions (LAN Head Regulation Number 5/2017), as follows:

> The implementation of National RB actions includes: (1) Training personnel communicate with the Chair of the Force to understand the progress of the implementation of National RB Action; (2) training personnel provide coaching and support to the Chair of the Force to assist the implementation process; (3) The Chairperson of the Force submits a written report on the development of the implementation and the benefits of the changes brought about; (4) If the entire action of the National RB has been implemented, the training staff will deliver the results of the post-training evaluation to the leadership of the training institution; (5) The leadership of the training institution submits the results of the National RB action to the Deputy in charge of apparatus training; (6) Deputies in charge of apparatus training convey the results of National RB actions to the Head of LAN; and (7) the Head of LAN delivers the results of the National RB action to the Minister of Administrative Reform and RB.
>
> The Implementation of Institutional RB Action: Post-institutional RB evaluation mechanisms include: (1) Training personnel communicate with participants and the Ministry/Institution/Regional RB Team (KLD) to find out the progress of the implementation of institutional RB actions; (2) Training personnel provide coaching and support to K/ L/D participants to assist the implementation process; (3) Participants and the RB Team K/ L / D submit a written report about the development of the implementation and the benefits of the changes caused; (4) If the entire institutional RB action has been implemented, the training staff will deliver the results of the post-training evaluation to the leadership of the training institution.

Post-training RLA evaluation of the RLA training alumni of class XI 2017, this research was conducted based on LAN Head Regulation Number 8/2013 and Number 37/2015; while the RLA post-training evaluation based on LAN Head Regulation Number 5/2017 is not used. With the reason that the RLA post-training evaluation based on LAN Head Regulation Number 5/2017 will only be used to conduct a post-training evaluation of the RLA training alumni in 2018.

Second, literature review. Post-training evaluation consists of 4 (four) levels as presented in table 1: The Four levels of training evaluation (Kirkpatrik and Kirkpatrik, 2016).

Level 1: Reaction	The degree to which participants find the training vaforable, engaging and relevant to their jobs
Level 2: Learning	The degree to which participants acquire the intended knowledge, skills, attitude, confidence and commitment based on their participation in the training
Level 3: Behavior	The degree to which participants apply what they learned during training when they are back on the job
Level 4: Result	The degree to which targeted outcomes occur as a result of the training and the support and accountability package

Table 1: The Four Levels

Based on Table 1, it is known that post-training evaluation is located at level 4: Result. That is, the purpose of the post-training evaluation is to determine the ability of post-training alumni through the realization of training targets and post-training benefits in supporting the implementation of tasks in their respective work units. In addition, Yani (2012: 95) stated the purpose of the post-training evaluation to find out the knowledge, skills and attitudes that were not owned by participants after the training process was completed.

Capacity building for bureaucratic reform is an alternative policy that is chosen to be related to the area of change and short-term RB programs (LAN, 2011: 75). Some study results on post-training evaluation in 2013-2017 are presented in table 2. Based on table 2, it is known that the Study of Post-Training Evaluation of RLA has not been carried out in 2013-2017. Therefore, the study of post-RLA training evaluation is a necessity.

Suryanto (2018: 83) in his article entitled strategy for improving the effectiveness of leadership training: theoretical and empirical reviews, stated as follows:

> Alumni empowerment after leadership training includes trainees' efforts to carry out continuous innovation, knowledge sharing, and positive cultural transfer in their work environment. Then from the organizational side it fully supports the continuation of the trainee innovation implementation, the implementation of the post-training competition, as well as mentoring and monitoring the job performance of trainees after training.

In relation to the post-training RLA evaluation, the trainee's innovation implementation activities after training so that they can be carried out on an ongoing basis need to get organizational support.

Year	Author	Title
2015	Arbi Setyawan and Heru Margono	Post-Training Evaluation uses the Lime Online Survey Application on Post-Functional Training Evaluation
	Alex Oxtavianus and Heru Margono	Triangulation in Post-Training Evaluation: Application on Statistics Post-Training Functional Evaluation
2017	Riskha Nur Fitriyah	Post-Training Evaluation in Quality Improvement of Training and Education Implementation
	Pusat Kajian dan Pendidikan Pelatihan Aparatur IV, LAN	Post-Training Evaluation Level II, III and IV Leadership

Table 2: Study of Post-Training Evaluation in 2015-2017

Third, Problem Formulation. The RLA is a national priority program in the form of training government officials in supporting bureaucratic reform. RLA raises the theme nationally. The theme is

used as an exercise through discussions across ministries, institutions and regions to solve problems with different backgrounds and perspectives.

The objective of the RLA training according to Idris includes 3 (three) things as outlined (http://detakkaltim.com/index.php/2018/08/13/pkp2a-iii-lan-samarinda-gelar-rla-angkah-xvi-idris-talk-outcome/page/7/) the following:

> To prepare officials to change bureaucracy quickly from the aspect of culture to institutions; become a model that can be followed by participants to reform the bureaucracy; to overcome sectoral problems, and the structuralism approach inherent in the bureaucracy. The problem of bureaucracy must be faced with multi institutions, multi stakeholders, with an outcome oriented approach not limited to output.

RLA of class I of 2013 has been implemented. At present, RLA for the XVI year 2018 is being carried out. Thus the implementation of the RLA until now has been running for 5 (five) years and has produced 16 (sixteen) classes. A summary of the RLA training for the XI and XVI classes is described as follows.

RLA Training for Class XVI 2018 is carried out by LAN on the Samarinda campus. Training participants were 25 (twenty five) participants throughout Indonesia who had previously passed the selection. Participants come from various government agencies with details as follows: (1) Ministry of Forestry and Environment 4 people; (2) East Kalimantan Province as many as 4 (four) people; (3) South Kalimantan Province as many as 5 (five) people; (4) Central Kalimantan Province 4 (four) people, (5) West Kalimantan Province 3 (three) people; (6) North Kalimantan Province as many as 3 (three) people, and (7) Bangka Belitung Province 2 (two) people. The theme of the RLA training: "Synergy in Implementing Green and Sustainable Development Policies Towards Achieving the Goals of the 2030 Sustainable Development Goals". The purpose of the RLA training is to prepare an innovative change process according to the needs of the national bureaucracy reform program; and to manage innovative change processes according to the needs of the bureaucratic reform program in their respective institutions. The time for carrying out activities for 4 (four) months, starting from August 13, 2018 to December 7, 2018.

The RLA Training for Class XI 2017 is as follows (http://aceh.tribunnews.com/2017/ 07/ 07/kepala-lan-aceh-tempat-yang-tepat-untuk-belajar-prb): RLA training is carried out by LAN on the Aceh campus. RLA training time starts from 17 July to 8 November 2017. The theme of the training is "Building a Disaster-Resilient Community". Summary of RLA training activities for Generation XVI (http://kodamim-tniad.mil.id/2017/11/07/pangdam-im-terima-kunjungan-peserta-rla/) as follows:

> Disaster management is broad, complex and multidisciplinary and multidimensional so that disaster management requires a multi-stakeholder role from the Government, Business Institutions and the community. Theme of National RB Action. RLA training accommodates the synergy of various government and private institutions so that good cooperation is established in order to overcome and respond to disasters in a timely manner and on target. RLA participants are required to carry out campaigns on National Bureaucracy Reform to government agencies; and explaining the concept of RB acceleration in Indonesia according to the theme.

RLA Training participants for Class XI are 25 (twenty five) people who have previously passed the selection. RLA training participants (https://bpbd.bogorkab.go.id/sinergi-multipihak-dalam-membangun-masyarakat-tahan-bencana/) as follows:

> Participant details consist of 20 (twenty) people from the echelon II state civil servants who come from: (1) Ministry of Public Works and Public Housing (PUPR); (2) Ministry of Health; (3) National Disaster Management Agency (BNPB); (4) Meteorology, Climatology and Geophysics Agency (BMKG); (5) National Search and Rescue Agency (Basarnas); (6) Aceh Provincial Government; (7) the Government of the Special Province of Yogyakarta; and (8) West Sumatra Provincial Government.

The results of the RLA Training for Class XI in the national RB action activities themed "Synergy of Multi-Parties in Building Disaster-Resilient Communities", in the form of

recommendations to the government in the short term (https://bpbd.bogorkab.go.id/sinergi-multipihak-dalam-membangun-masyarakat-tahan-bencana/) as follows:

> Recommendations for RLA Training for Class XI include: (1) Issuing presidential instructions regarding the establishment of a task force for disaster risk management in each ministry / institution / region. The task force for disaster risk management was formed coordinated by BNPB at the central level and the Regional Disaster Management Agency (BPBD) at the Regional level. (2) Mapping the function of each Ministry / Institution / Region in conducting disaster risk reduction in coordination with BNPB. (3) Establish a Business Institution Forum (FLU) through a Presidential Regulation to collect the participation of business entities in the reduction of disaster risk. This forum plays a role in the internal environment of each and in the community. (4) Give priority to budget allocation to disaster risk reduction programs according to the needs of each Ministry / Institution / Region. (5) Strengthening multi-party cooperation with Universities, Business Institutions, Non-Governmental Organizations, Community Organizations and others. This multi-stakeholder collaboration is carried out by BNPB at the central level and BPBD at the Regional level. (6) Integrating disaster communication information systems with multi-stakeholders. In accordance with the ministry's function, this recommendation is addressed to the Ministry of Communication and Information coordinated by BNPB; and (7) Regional-based disaster risk management. BNPB and BPBD in formulating action plans for governance of disaster risk management must eliminate administrative boundaries; make the region and procedures for handling disasters and the clear division of roles when a disaster occurs.

Based on the description above, RLA has been carried out by the National Institute of Public Administration within 5 (five) years. Therefore, it is necessary to conduct an evaluation study after training the RLA alumni through "Post Training Evaluation of the Alumni of RLA in the West Sumatra Provincial Government". The formulation of the problem among others, (1) What is the ability of yourself after participating in the RLA training? (2) What is the relationship between the RLA training material and the competencies needed to carry out the task? (3) What are the organizational support for innovative interventions / solutions initiated by alumni? The results of the evaluation of the RLA training were used as input to improve the next RLA training.

2. Methodology

This study is carried out using descriptive methods. This study focuses on the implementation of reform initiatives by RLA alumni; while the locus is the alumni of the provincial government RLA in the west. This research was carried out in the second semester of 2018. Collecting data through the distribution of online questionnaires conducted in August 2018.

The collection data was carried out with collecting data using the instrument questionnaire sent to the RLA alumni respondents. Respondents selected were RLA alumni of class XI who came from the West Sumatra provincial government as many as 2 (two) people. Each respondent is sent 1 (one) copy of the questionnaire. However, the result is that only 1 (one) questionnaire has been filled in and sent back. Processing of questionnaire data that has been filled in by the respondent, the results are presented in the form of tables. Next, data analysis was performed using qualitative analysis techniques.

3. Discussion

The results of the research data are presented in the form of tables and their descriptions based on the data acquisition (opinion / statement) of the respondents to know (1) their ability after participating in the RLA training; (2) the relationship between RLA training material and the competencies needed to carry out the task; and (3) organizational support for innovative interventions/solutions initiated according to alumni perceptions. First, self-ability after attending RLA training according to alumni perception is presented in table 3.

Based on table 1 data, it is known that the ability of alumni after participating in RLA training varies constantly, increases and decreases. The RLA training alumni stated that most of their abilities remain in communication to stakeholders, work motivation, building work teams, encouraging the emergence of innovation, and carrying out innovative solutions to solving work unit problems. In addition, some of his abilities are increased in conducting problem analysis, mapping stakeholders and

communication skills to subordinates and colleagues. In addition, a small part of its ability to decline in monitoring innovative interventions / solutions. This is because the organization carries out mutations

Question/Statement	Perception	Explanation
1. Self-ability in analyzing work unit problems	Increase	More understanding of coordination
2. The ability to map stake-holders who contribute to solving work unit problems	Increase	More able to identify the role / function of stakeholders
3. Communication skills to stakeholders for the success of the work unit program	Permanent	The external system is still the same
4. Communication skills to subordinates and colleagues in coordinating tasks	Increase	Understand communication material that is not relevant
5. Ability to build work motivation of subordinates and colleagues	Permanent	HR development methods are not directly proportional with the complexity of the problem
6. Ability to build effective work teams	Permanent	The relevance of environmental conditions and work tasks is very low
7. Ability to carry out strategies to encourage the emergence of ideas, ideas of innovation in the work unit	Permanent	New organizations are more concerned with internal coordination than creation and innovation
8. Ability to intervene / innovative solutions to solve work unit problems	Permanent	The external system has not changed
9. Commitment to monitor innovative interventions / solutions	Decrease	Organizations make mutations

Table 3: Self Ability After Following RLA Training According to Alumni Perception

Source: Compiled from the 2018 RLA Post-Training Evaluation Questionnaire which has been filled by alumni of the RLA training from the West Sumatra Provincial Government. Description: The perception of the alumni refers to the following Likert scale: (1) decreases, (2) permanent, (3) increases, and (4) increases significantly.

Second, the relationship between the RLA training material and the competencies needed to carry out the tasks according to the alumni perception are presented in table 4.

Question/Statement	Perception	Explanation
1. Ability to analyze problems	Significant enough	The relationship between the theme of the RLA training and the implementation of the alumni task is not significant
2. Mapping stakeholders in building effective teams	Significant	
3. Providing innovative solutions	Significant	
4. Ensuring the successful implementation of innovative solutions	Significant enough	

Table 4: Relationship between RLA Training Materials and Competencies Needed in Implementing Tasks According to Alumni Perception
Source: Processed from the 2018 RLA Post-Training Evaluation Questionnaire which is filled by alumni of the RLA training from the West Sumatra Provincial Government.
Remarks: Alumni perceptions offered using the Likert scale are as follows: (1) less significant, (2) significant enough, (3) significant, and (4) very significant.

Based on table 4 data, it is known that the relationship between RLA training material and the competencies needed in carrying out tasks according to alumni perceptions varies significantly and significantly. The RLA training alumni stated the relationship between some of the RLA training materials and the competencies needed to carry out significant tasks. In particular, the material provides innovative solutions, and maps stakeholders in building effective teams. In addition, the RLA training alumni stated that the relationship between RLA training materials and the competencies needed to carry out the task was significant. In particular, in the matter of the ability to analyze problems and ensure the successful implementation of innovative solutions.

The thing to note is that the alumni explained that the relationship between the theme of the RLA training and the implementation of the alumni task was not significant. This can be used as an input in the development of the RLA training theme so that the RLA training theme that is developed needs to consider the relationship between the RLA training theme and the trainee's task implementation. In addition, it is necessary to cross-check based on the information of superiors, colleagues and subordinates. However, this information was not obtained because of limitations. Therefore, this research needs to be improved to obtain the data information.

Third, organizational support in the aspects of policies, infrastructure, budget and human resources for innovative interventions / solutions initiated according to the perception of alumni is presented in table 5.

Statement	Perception	Explanation
1. Policy	Yes	- Interventions / innovations among heads of Regional Work Units (SKPD) can lead to mis-perception. - Interventions through the Regional Secretary / Deputy Governor / Governor of the duties and functions of colleagues' SKPD tend to have psycho-sociological implications.
2. Infra-structure	No	
3. Budget	Yes	
4. Human resources	No	

Table 5: Organizational Support for Innovative Interventions / Solutions Initiated According to Alumni Perception
Source: Compiled from the 2018 RLA Post-Training Evaluation Questionnaire which has been filled by alumni of the RLA training from the West Sumatra Provincial Government. Description: The perception of the alumni refers to the Guttman scale (Sugiyono, 1998: 77), namely the choice of yes and no.

Based on Table 5, it is known that organizational support for innovative intervention/ solutions initiated according to alumni perceptions varies. The RLA training alumni stated that there was no organizational support for innovative initiatives / solutions initiated. The absence of organizational support in several aspects includes infrastructure, budget and human resources. However, the RLA training alumni stated that there was organizational support for innovative interventions / solutions initiated in the policy aspect. This is because intervention / innovation among the heads of the Regional Work Unit (SKPD) can lead to mis-perception. In addition, intervention through the Regional Secretary /Deputy Governor/ Governor of the duties and functions of colleagues' SKPD tends to have psycho-sociological implications.

The results of this study still contain weaknesses, among others, because the data used in this study only comes from RLA alumni while data from other parties such as superiors, colleagues and

subordinates of alumni are not obtained. Therefore, further research is needed to overcome this weakness.

5. Conclusion

The results of the post training evaluation of the alumni of reform leader academy in the West Sumatra Provincial Government show the following:

a. The ability of the RLA alumni to vary their ability to increase, remain and decrease. His ability to increase in problem analysis, mapping stakeholders and communication to subordinates and colleagues. But his ability remains in communication to stakeholders, motivation, building work teams, conducting innovative strategies and innovative interventions / solutions. In addition, his ability to decrease in commitment to monitor innovative interventions / solutions due to organizational mutations
b. The relationship between RLA training materials and the competencies needed to carry out the tasks varies significantly and significantly. There is a significant relationship between the material providing innovative solutions and mapping stakeholders in building effective teams with the competencies needed to carry out the task. In addition, there is a significant relationship between the ability to analyze problems and ensure the successful implementation of innovative solutions with the competencies needed to carry out the task.
c. Organizational support for innovative interventions / solutions initiated by alumni is limited to policy support; while infrastructure support, budget and human resources are not available.

It is recommended that alumni empowerment after RLA training through continuous innovation with the support of infrastructure facilities, budget and human resources are needed to ensure the continuation of the implementation of the post-training trainee innovations in their work organizations. The results of this study still contain weaknesses, among others, because the data used in this study only comes from RLA alumni while data from other parties such as superiors, colleagues and subordinates of alumni are not obtained. Therefore, further research is needed for improvement.

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Collaboration in Implementation of Bantuan Stimulan Perumahan Swadaya Pontianak City

Verdico Arief

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Abstract

Bantuan Stimulan Perumahan Swadaya masyarakat (BSPS) is a government provided assistance to help renovate uninhabitable homes for low income communities. Pontianak City Government has implemented this program since several years ago. But in the implementation there is still a problem, the cause of problem is because in implementing this activity involves many parties who have different perception and create discretion in different decision making thereby impeding the implementation of program. It causes the implementation of program to be inhibited. For that it's interesting if conducted a study to examine how collaboration in implementation of Bantuan Stimulan Perumahan Swadaya Pontianak City. Research was conducted qualitatively with descriptive approach using case study technique, using the collaborative theory proposed by Russell M. Linden. From the results of this research will be obtained solution of the problems and collaboration model.

Keyword: Collaboration, Bantuan Stimulan Perumahan Swadaya (BSPS), Pontianak.

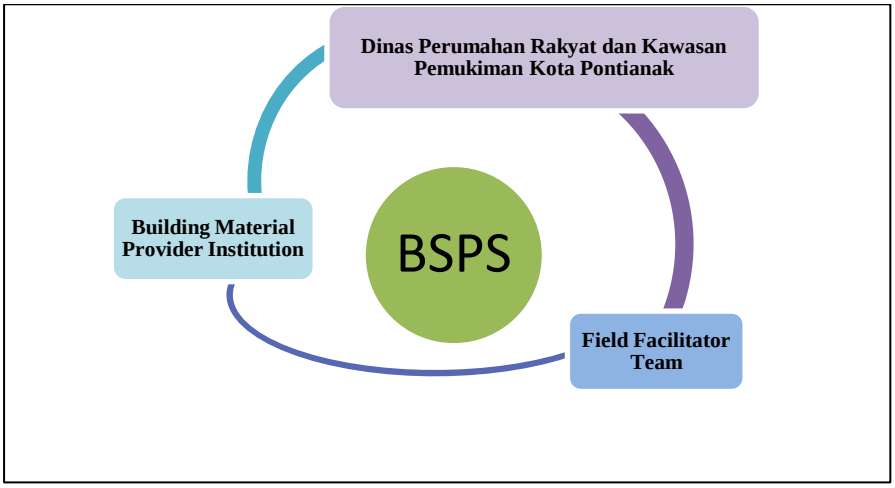
Research Backgound

Pontianak City is the Capital City of Kalimantan Barat Province. Pontianak City has an area about 107.82 km2, where the area is occupied by approximately 655.8572 inhabitants. Pontianak City has 6 districts and divided into 29 sub-districts, 534 hamlet and 2,372 neighborhoods. Geographically, Pontianak City is in the Kapuas River Estuary. Pontianak city is inhabited by various types, which are dominated by Melayu, Dayak, and Tionghoa. People's life in Pontianak City is currently secure and conducive, inversely proportional to what happened to the condition of the city a few decades ago. The key to the success of the society which consists of various kinds of people living in the Pontianak City is because the Government has managed the social order of the nation and state well. This can be done by making policies or programs that favor the population fairly and equally. One of the things that was made and implemented by the Pontianak City Government was Bantuan Stimulan Perumahan Swadaya.

Bantuan Stimulan Perumahan Swadaya is a home renovation assistance for low-income society who have an unhabitable house. This assistance was provided by the Pontianak City Government. The aim is to increase the initiative of low-income society in the development/ improvement of the quality of houses and their infrastructure, facilities and utilities. The purpose of Bantuan Stimulan Perumahan Swadaya activity is to build livable houses by low-income society supported by infrastructure, facilities and public utilities so as to make healthy, safe, harmonious and regular also sustainable housing, which has been regulated in Peraturan Menteri Pekerjaan Umum dan Perumahan Rakyat Republik Indonesia Nomor 13/PRT/M/2016 tentang Bantuan Stimulan Perumahan Swadaya, Undang-undang Nomor 1 Tahun 2011 tentang Perumahan Rakyat dan Kawasan Permukiman pasal 5 ayat (1), "Negara bertanggung jawab atas penyelenggaraan perumahan dan kawasan permukiman yang pembinaannya dilaksanakan oleh pemerintah" and pasal 54 ayat (1), "Pemerintah wajib memenuhi kebutuhan rumah bagi Masyarakat Berpenghasilan Rendah (MBR). One of them is awarding of Bantuan Stimulan Perumahan Swadaya.

Bantuan Stimulan Perumahan Swadaya (BSPS) is given to low-income society by involving several institutions or groups. These institutions or parties include Dinas Pekerjaan Umum dan Perumahan Rakyat of Pontianak City, independent facilitators, and types of companies engaged in

construction materials. These three elements collaborate with each other to carry out Bantuan Stimulan Perumahan Swadaya in Pontianak City.



Source: Researcher, 2017

Picture 1. Collaborative Illustration of Bantuan Stimulan Perumahan Swadaya Program

This program is focused on several districts in Pontianak City which have the most number of uninhabitable houses among other districts and that are districts considered slum. This is in line with the Central Government which calls for this assistance to be prioritized to solve the problem of slums. Referring to this in 2017, the Pontianak City Government provided Bantuan Stimulan Perumahan Swadaya Program to a number of districts which were considered the most feasible to obtain such assistance. The districts include West Pontianak district, East Pontianak district, and North Pontianak district. In 2017, the Pontianak City Government allocated approximately Rp. 8,220,000,000, - to carry out Bantuan Stimulan Perumahan Swadaya activitiy intended for 548 units of uninhabitable housing in the City of Pontianak at several different district points.

	District in Pontianak City						
	Pontianak Barat	Pontianak Kota	Pontianak Selatan	Pontianak Tenggara	Pontianak Timur	Pontianak Utara	Total
RTLH	442	188	109	88	695	518	2040
BSPS	153	0	0	0	349	46	548

Source: Dinas Perumahan Rakyat dan Kawasan Permukiman of Pontianak City, 2017

Tabel 1. Data on Number of Rumah Tidak Layak Huni (RTLH) and Bantuan Stimulan Perumahan Swadaya (BSPS) in Pontianak City 2017

In the implementation of the cooperation established by several parties in implementing Bantuan Stimulan Perumahan Swadaya throughout 2017 indicates something that has not been maximized. This is reflected in the ongoing renovation of people's homes that are not in accordance with the specimen. Every people who eligible to get Bantuan Stimulan Perumahan Swadaya is provided with material assistance of 15 million rupiah to renovate their house. The only renovation allowed is to do renovations on the front side of the house, but there are some people and facilitators who do not understand the conditions. So, it is often for the people who receive the assistance, not to renovate the front side of the house, but to renovate other areas of the house. This reflects the miscommunication of various parties in implementing the Bantuan Stimulan Perumahan Swadaya program in Pontianak City. Based on this, it is interesting to know more about how the collaborative pattern of collaboration between these institutions in carrying out their duties and functions to carry out activitiy of Bantuan Stimulan Perumahan Swadaya in Pontianak City.

Collaboration

Collaboration is an act of cooperation by positioning each party that cooperates to have an equal position. Cooperation pattern collaboration is usually done to accelerate the work process and aim to overcome resource problems. It is expected that by collaborating the desired goals can be quickly achieved.

One expert in the field of collaboration, Russell M. Linden expressed his opinion on collaboration:

> *"collaboration occurs when people from different organization (or units within one organization) produce something together through joint effort, resources and decisions making, and share ownership of the final product of productivity."* Linden (2002 : 7).

Then a similar opinion was said by David Straus about the nature of a collaborative activity:

> *"...Collaboration is required at every level of every organization be it a corporation, small business, nonprofit organization, educational institution, government agency, or legislative body. And collaboration takes place not only within these organizations, but also between and among them… They require people to work together to plan, solve problems, and/or make decisions before action can be taken."* Straus (2002 : 1-2).

Michel Schrege, whose opinion was cited by Agranoff and Mc Guire, defines collaboration by focusing just on interorganic relations:

> *"Collaborative management is a concept that describes the process of facilitating and operating in multi organizational arrangements to solve problems than cannot be solved, or solved easily, by single organization. Collaboration is a purposive relationship d designed to solve a problem by creating or discovering a solution within a given set of constrains (e.g., knowledge, time, money, competition, and conventional wisdom."* Agranoff dan Mc Guire (2003 : 4).

From these various opinions it can be concluded that collaboration is a collaboration carried out by various parties that involves the government and non-government parties, to build or implement a product that can benefit various parties. Donahue and Zeckhauser in their book *Collaborative Governance: Private Roles for Public Goals in Turbulent Times* stated their thoughts on collaboration, this pattern of cooperation was carried out to increase productivity, to get more information about the knowledge, to strengthen legitimacy, and to overcome the availability of resources. Donahue and Zeckhauser (2011: 63 203)

Russel M. Linden stated that there are several things that must be considered if you want to cooperate with the use of collaboration patterns, the first is to have a basic or knowledge about collaboration, relationships, high stake, constituency for collaboration, and having collaborative leadership. Linden (2002: 59)

Methodology

This study uses a qualitative method, with a case study approach. This research was conducted using primary data taken directly from the information through *key informants* related to the research topic. According to Sugiono, Qualitative research method is a research method based on the philosophy of *postpositivisme*, used to examine the condition of natural objects, (as opposed to experimentation) where the researcher is a key instrument, data source sampling is done by *purposive* and *Snowboal*, collecting techniques with triangulation (combined), data analysis is inductive/qualitative, and research results emphasize the meaning rather than generalization. Sugiyono (2016: 15). Furthermore, it was analyzed using interactive methods such as those proposed by Miles and Huberman where research data must go through the stages of data collection processes, data reduction, data presentation, withdrawal of conclusions or verification. Miles and huberman (1992: 20).

Basic of Collaboration

Basic rules in collaborating are the basis of the collaboration process itself. Linden said five steps to support collaboration. Linden (2002: 73-90). The first characteristic in a basis of collaboration

is that various members know each other, the purpose of why they are collaborating. The aim must be clearly formulated and understood together. To achieve this goal, a joint effort was made through the division of labor. In this case the executor of Bantuan Stimulan Perumahan Swadaya is Dinas Perumahan Rakyat dan Kawasan Permukiman Kota Pontianak as the institution in charge of implementing the policy and budget manager. Building materials companies act as providers of raw materials to carry out home renovation activities. Then the field facilitator team acts as a super visor in the implementation of Bantuan Stimulan Perumahan Swadaya.

Except knowing the job description, the Bantuan Stimulan Perumahan Swadaya implementers must have a strong will to implement this policy as soon as possible. This means that each member is ready to contribute. The desire to contribute something to achieve collaboration goals. Basically all parties involved in the implementation of Bantuan Stimulan Perumahan Swadaya have a strong desire to carry out their work quickly and accurately. However, it must be admitted that sometimes under certain conditions this cannot be done for various reasons, whether technical reasons such as the slow disbursement of funds for the implementation of Bantuan Stimulan Perumahan Swadaya or non-technical factors such as weather conditions that do not allow the program implementers to be carried out quickly and precisely in accordance with the predetermined target.

The right people are at the table right people, means the involvement of the right people who are considered to represent stakeholders in an organization and can make agreements and influence others in their group. The obstacles that arise in this stage are that organizations often send people who are not right enough to be less able to influence the sustainability of the collaboration process. In addition, limited human resources also sometimes influence policy implementation. In the implementation of Bantuan Stimulan Perumahan Swadaya, the parties involved in implementing this policy are appropriate. The selection is adjusted to the capabilities, capacities, and capabilities of each implementer. This aims to ensure that Bantuan Stimulan Perumahan Swadaya can be implemented optimally. The parties directly involved in the implementation of the Bantuan Stimulan Perumahan Swadaya in Pontianak City are Dinas Perumahan Rakyat dan Kawasan Pemukiman, Field Facilitator Teams, and Companies or shops that are engaged in building materials and raw material business. Meanwhile, to facilitate the implementation of Bantuan Stimulan Perumahan Rakyat, assistance from external parties is needed, including banking institutions and also Kementerian Perumahan Rakyat dan Kawasan Pemukiman Republik Indonesia,

The parties have open, credible process. It is indicated by the consensus in achieving goals, the existence of basic norms or rules about the behavior of the standards they want to maintain, knowing each other a little patience and openness at the beginning creates credibility later, a transparent work process will build trust that can create success in collaborating. In carrying out the cooperation in implementing Bantuan Stimulan Perumahan Swadaya, each party already has a memorandum of understanding or MoU. In the agreement, there is a division of tasks that must be carried out by each party. Each party must carry out each of their work. If there are parties who do not carry out their work, the implementation of Bantuan Stimulan Perumahan Swadaya will not run properly.

There is champion for the initiative, someone with credibility and clout who makes this high priority. There is someone or other party who can be used as a role model who is able to show interest and effort in collaborating. In the implementation of Bantuan Stimulan Perumahan Swadaya, Pontianak City Government does not have a party that is used as a role model and as a reference for the application of policy. The parties tasked with implementing Bantuan Stimulan Perumahan Swadaya only adhere to the Peraturan Menteri Pekerjaan Umum dan Perumahan Rakyat Republik Indonesia Nomor 13/PRT/M/2016 tentang Bantuan Stimulan Perumahan Swadaya.

Relationship

Relationship is the glue in the collaboration process. Linden (2002: 94). conducted a study of 130 companies to examine the main causes of collaboration failure. The results of his research showed that 64% of failures were caused by poor relationships among various participants. Without a strong relationship, there is no trust, and without trust, there will be no collaboration.

Linden presents eight stages in a relationship. Linden (2002: 91-105). Begin meetings with a simple way to check in and get people reconnected. The presence of regular meetings will provide an opportunity for various members to interact and feel connected, so that various members sit together to

know their common goals and share their contributions in achieving these goals. In the implementation of Bantuan Stimulan Perumahan Swadaya activity, the implementers meet to formulate everything. But this meeting rarely presents all parties involved in implementing this policy. The party who often becomes the initiator in this case is Dinas Perumahan Rakyat dan Kawasan Pemukiman of Pontianak City. While the team of facilitators and companies providing building material services have never been initiators of meetings or conferences. They would rather meet on the ground at the location where the Bantuan Stimulan Perumahan Swadaya policy was made. The reason is that when meetings are held in the field, everything related to evaluation can be solved immediately and on target. But, if the meeting is held in a location far from where the policy is implemented, it is feared that the meeting will only apply formally.

Model open, candid communications; use self-disclousure. The principle is to give other people opportunity to argue, for example by providing opportunities for others because of how to inflame it. Every party that contribute in the Bantuan Stimulan Perumahan Swadaya provides an opportunity to express their opinions openly, both formally and informally. This is done to make the atmosphere of cooperation become conducive from all parties. Usually, communication is done by talking face to face, using social media technology and cellular phones. Including internal parties, external parties and given to express his opinion on the creation of Bantuan Stimulan Perumahan Swadaya. The community implementing provided a forum for what was intended for them to express their opinions about the creation of Bantuan Stimulan Perumahan Swadaya.

Build trust by giving the parties a chance to be accountable. Providing opportunities for various members to be involved in doing things both in terms of supervision, autonomy and flexibility. For this matter the implementing party of Bantuan Stimulan Perumahan Swadaya does not give too much freedom to all parties in conducting supervision because each party has been given a clear job description and in accordance with their respective fields of expertise. But each implementing party is given flexibility in working. As long as they can finish the work on time. However, because of the flexibility of freedom is given, sometimes there are certain parties who cannot complete their assigned tasks on time.

Do some informal exploring and careful listening. When the parties involved interact with each other in a meeting, then they should not only discuss their goals and achievement strategies, but also discuss the expectations of others in their efforts to achieve these goals. The ability of various members to hear the needs of others will help them to meet their needs. Every meeting conducted by the Bantuan Stimulan Perumahan Swadaya implementer, they always discussed matters relating to the problem of Bantuan Stimulan Perumahan Swadaya and beyond the scope of the job description at that time. Like discussing environmental developments in Pontianak City, discussing the urban planing in Pontianak City, and discussing the continuation of the implementation of Bantuan Stimulan Perumahan Swadaya in the following year. Because at this time 2040 houses are not habitable in the Pontianak City, and only around 548 houses were given stimulant assistance. So, there are around 1492 housing units that require help from stimulant assistance, so that Pontianak City does not have the status of a city with the existence of an uninhabitable house.

To make the atmosphere of cooperation more conducive, it is not uncommon for Bantuan Stimulan Perumahan Swadaya implementers to share accurate information, both requested and unrequested. Sharing accurate information, both requested and unsolicited, however this information is deemed necessary in achieving the common goal for the smooth implementation of Bantuan Stimulan Perumahan Swadaya. Then also make conscious use of stories, share experiences by using story media to communicate important information in order to build a relationship, whether it is about the implementation of activities related to Bantuan Stimulan Perumahan Swadaya, or beyond. Set aside time to work explicitly on relationship and trust. There is an informal relationship in order to build a relationship and trust through informal meetings or team building sessions. This informal relationship was built to eliminate negative stigma against the flow of bureaucracy in government. Because what is invited to cooperate is a party that is outside the government zone. So, it is important to build a comfort zone between one party and the other. This is done to build relationships so that they can become more widespread.

There is an assumption that to build cooperation to be better and more cohesive, it is necessary to find ways to create a sense of an “entity”, there is a way to build a unity, whether through a logo, brand, or a particular theme that can fuse a person's attitude. from "me" or "they" to "us". But in the implementation of Bantuan Stimulan Perumahan Swadaya, the implementing members did not make a brand or logo to strengthen the cooperative relationship. It was not done because the form of cooperation carried out in the field of scope that was not too large, was still in one area of Pontianak City coverage and was the policy of Kementerian Pekerjaan Umum dan Perumahan Rakyat Republik Indonesia which was tried to be implemented by the Pontianak City Government. It will be different case if this collaboration involves various types of parties consisting of different country backgrounds. Maybe the use of logos, slogans or brands in strengthening cooperation is needed to strengthen unity among fellow executives.

High Stake

Linden proposed several steps in realizing commitment in the process of cooperation in collaboration. Linden (2002: 106-125). There are four things that must be done, the first is help others develop a line of slight. The people involved must be able to see the relationship between what they are doing and the greater purpose or impact on others. The purpose of implementing Bantuan Stimulan Perumahan Swadaya is to increase the initiative of low-income societies in the development / improvement of the houses quality and their infrastructure, facilities and utilities. The aim of Bantuan Stimulan Perumahan Swadaya activity is to build livable houses by low-income societies supported by infrastructure, facilities and public utilities so as to make healthy, safe, harmonious and regular and sustainable housing, which has been regulated in the Peraturan Menteri Pekerjaan Umum dan Perumahan Rakyat Republik Indonesia Nomor 13/PRT/ M/2016 tentang Bantuan Stimulan Perumahan Swadaya. Because this is a stimulant aid, the Pontianak City Government provided assistance of Rp.15,000,000, - in the form of building materials to the Pontianak City’s people who were selected as recipients of assistance. Later, with this assistance, the societies can renovate the front part of their house that is not feasible to be feasible. It is hoped that in the future if the front part of their house is suitable for habitation, it will motivate them to renovate the other parts that become part of their homes with the funds and materials they get themselves.

Develop a sense of urgency, build priorities in their work through work targets to motivate themselves in completing their work in achieving common goals. Every work in the implementation of Bantuan Stimulan Perumahan Swadaya follows the standard operating procedure instrument. The existence of procedures manage the activities of Bantuan Stimulan Perumahan Swadaya contained in the Peraturan Menteri Pekerjaan Umum dan Perumahan Rakyat Republik Indonesia Nomor 13/PRT/M/2016 tentang Bantuan Stimulan Perumahan Swadaya.

The steps in submitting Bantuan Stimulan Perumahan Swadaya make the submission of names of prospective recipients of Bantuan Stimulan Perumahan Swadaya based on the results of field monitoring assisted by head of neighborhood and head of hamlet, then the data is positioned to the Dinas Perumahan Rakyat dan Kawasan Pemukiman of Pontianak City and made Decree on the determination of the names that have been grouped based on the sub-districts and districts in Pontianak City, after that, the data is sent to the Kementerian Pekerjaan Umum dan Perumahan Rakyat, then from the Kementerian Pekerjaan Umum dan Perumahan Rakyat establishes the locations that will be assisted by issue a decree by name by address, then the data names are verified again by the Dinas Perumahan Rakyat dan Kawasan Permukiman of Pontianak City and assisted by the Field Facilitator Team (TFL) to see the suitability of the data with the results obtained in the field, if the recipient is suitable with the data received, the recipient is determined as a permanent recipient of Bantuan Stimulan Perumahan Swadaya to complete other administrative files. The existence of a accountability report as a form of proof to the Kementerian Pekerjaan Umum dan Perumahan Rakyat that the Bantuan Stimulan Perumahan Swadaya activitiy is in accordance with the Standard Operating Procedure (SOP) which contains attachments to the required documents, photo evidence of housing conditions from 0% -30% for the first stage and 30% -100% for the second stage, as well as other administrative evidence.

Based on operational standard procedures of the Bantuan Stimulan Perumahan Swadaya can be explained about the implementation stage, which first establishes the budget allocation for Bantuan Stimulan Perumahan Swadaya activities for each regency/city compiled by the Kementerian Pekerjaan

Umum dan Perumahan Rakyat with a period of 60 days and issues of allocation notification, then receives the budget allocation for Bantuan Stimulan Perumahan Swadaya activity to the Mayor of Pontianak with a period of 30 days and issuing a notice of allocation, Dinas Perumahan Rakyat dan Kawasan Permukiman of Pontianak City compiled and submitted a proposal to the Mayor of Pontianak for 4 days long, and then the Mayor of Pontianak submitted the proposal to Kementerian Pekerjaan Umum dan Perumahan Rakyat in the form of a letter of application from low-income people who deserve to receive Bantuan Stimulan Perumahan Rakyat, a statement and power over material, certified photocopy land title or land control certificate from the sub-district head, photocopy of identity card and family card, income statement. The complete file must be completed within 3 days. Then Kementerian Pekerjaan Umum dan Perumahan Rakyat verified the proposal for 30 days to see the completeness of the administration, then the ministry issued a decree in which the letter was issued no later than 15 days after the recipient of the Bantuan Stimulan Perumahan Swadaya was legally stipulated, after a letter from the ministry provided, a Technical Team will be formed, which later the technical team will recruit the Field Facilitator Team and establish a building store or company engaged in the sale of building materials according to the proposal from the Field Facilitator Team, the Field Facilitator Team provides guidance to the people who receive Bantuan Stimulan Perumahan Swadaya, then the Bank appointed as the Pontianak City Government partner will issue a savings book on behalf of each recipient of Bantuan Stimulan Perumahan Swadaya accompanied by the Field Facilitator Team with bring the account opening form; customer identification card; photocopy of decision letter on the determination of the recipient of Bantuan Stimulan Perumahan Swadaya, then the recipient of Bantulan Stimulan Perumahan Swadaya buy materials to the building store accompanied by the Field Facilitator Team carrying a national identity card; photocopy of decision letter on the determination of the recipient of Bantuan Stimulan Perumahan Swadaya; the withdrawal slip of the funds that has been signed, then the recipient has been able to do the house construction supervised by the Field Facilitator Team and also Dinas Perumahan Rakyat dan Kawasan Permukiman of Pontianak City for 120 days for the whole stage, then the Field Facilitator Team makes an activity report that will be sent to the Ministry of Pekerjaan Umum dan Perumahan Rakyat to see the progress.

But in reality, even though the implementing party has been given 120 days, there are still some cases of Bantuan Stimulan Perumahan Swadaya that cannot be completed on time. This usually occurs due to non-technical disturbances such as weather disturbances, which hamper the execution of work. Bantuan Stimulan Perumahan Swadaya is an activity to renovate the front of low-income residents' houses in Pontianak City which are considered slum by the Pontianak City government. In doing renovation, it is necessary to provide conducive weather assistance so that activity can be carried out properly. However, if the weather conditions are less supportive, then the implementation of the activity will be slightly delayed. If the delay of the work lasts a long time, it will cause the work not to be completed according to the target set. In addition to non-technical disruptions, during the implementation of the Bantuan Stimulan Perumahan Swadaya there were also technical problems, the majority of which was caused by the field facilitator team lacking compliance with standard operating procedures in the execution of tasks. But the number of violations that occur is still small. But even so, it will still interfere with the performance of other parties who participated in collaborating in the implementation of Bantuan Stimulan Perumahan Swadaya activity in Pontianak City.

Make current performance visible and accountability real. Making a clear performance measure will make various members responsible for achieving the desired results. The implementation of Bantuan Stimulan Perumahan Swadaya is divided into two stages, that is the first and the second stages. In the first stage, people who have received this assistance are given 50% of the funds that have been set up to buy the needs of building materials, and after 30% physical progress is completed, the second phase of disbursement is completed. The disbursement of funds carried out in as many as two stages serves to control the recipient so that the funds that have been given are in accordance with the needs. If the first stage is not done, then the responsibility of the beneficiary group cannot do the second phase of disbursement until all beneficiary groups complete the first phase with 30% physical progress. With the division of two stages in the construction of a house, it can manage the time and make it easier to supervise directly so that if there is an obstacle at the time of work, then the action can be done to solve

it. Each recipient of Bantuan Stimulan Perumahan Swadaya must make the recipient group as many as 20 (twenty) people based on the Peraturan Menteri Pekerjaan Umum dan Perumahan Rakyat Republik Indonesia Nomor 13/PRT/M/2016 pasal 13 ayat (1) huruf g,"Bersedia membentuk kelompok.' dan ayat (3),"Kelompok paling banyak 20 (dua puluh) orang." The purpose and aim of the aid formation recipient groups is to facilitate the administration of books and also the establishment of cooperation between beneficiaries.

Identify a higher purpose. This is one way to create commitment and trust among various members. By trying to identify the larger goals that can be generated from the collaborative efforts they do, for example it is humanity purpose, the part of collaborative effort they are currently doing will have an impact on the lives of others in the future. After all the implementation activities of Bantuan Stimulan Perumahan Swadaya were completed, the implementers evaluated the results of their performance so far. The purpose of this evaluation is to find out the obstacles faced during the implementation of the activities, as well as to report on the accountability of the implementation activities. Thus if it will be used as input for the implementation of Bantuan Stimulan Perumahan Swadaya in the following years.

Constituency for Collaboration

Linden argues that maintaining collaboration also creates constituency. This requires political influence or strategy to encourage various stakeholders to continue to be in the collaboration process. Linden stated six stages in creating constituency for collaboration. Linden (2002: 127-144). Create visible signs of success and share credit widely. One form of motivating various participants is to reward their success both in material and non-material terms, and to share their achievements with others, so that they are motivated to do the same. However, in the implementation of Bantuan Stimulan Perumahan Swadaya, there is no reward and punishment given to parties involved in implementing the policy. Maybe in the future this will be applied.

Set clear, simple goals that resonate with public; invite outside groups to help and monitor progress. There is public involvement to help oversee the implementation of collaboration. For the issue of supervision in the implementation of Bantuan Stimulan Perumahan Swadaya, all of them are the responsibility of the field facilitator team and Dinas Perumahan Rakyat dan Kawasan Permukiman. The general public/people is not given authority to supervise. Use symbols to reinforce the partnership's power. In collaborating, sometimes a symbol is needed which signifies a joint effort in carrying out certain goals. In implementing Bantuan Stimulan Perumahan Swadaya there are no specific symbols or terms used as a form of encouragement for the implementers to implement Bantuan Stimulan Perumahan Swadaya, because the scope of policy implementation is not too broad, it is not needed at this time.

Involve stakeholders at every step, by involving stakeholders in each implementation, will make various stakeholders feel valued for the contribution they make. In implementing Bantuan Stimulan Perumahan Swadaya, the stakeholders involved are not too many, it may only involve the heads of neighbourhood and the head of hamlet only, their involvement is limited to providing information to the government about where the low-income societies are eligible and deserve to get Bantuan Stimulan Perumahan Swadaya. Moreover, policy implementers can implement the policy independently.

Educate stakeholders to see the connection between collaboration and their self-interest. To increase the involvement of various stakeholders, it is necessary to be knowledgeable about the relationship between collaboration and the benefits they get from the collaboration itself. In the implementation of Bantuan Stimulan Perumahan Swadaya, the implementers of the Bantuan Stimulan Perumahan Swadaya activities were never given the knowledge in the form of training on collaborating or cooperating. The only training that has ever been given is only training on how to carry out the implementation of Bantuan Stimulan Perumahan Swadaya that is good and true, in accordance with the standard operating procedures that apply. Think politically, without becoming political collaborative efforts can be undone quickly by political forces. Sometimes in a partnership there are only parties who are not productive. In dealing with counterproductive members, political approaches such as coercion will be more effective so that various participants remain in the right rules and show good results. In

the case of Bantuan Stimulan Perumahan Swadaya a political and familial approach is carried out if one of the team members collaborates to implement Bantuan Stimulan Perumahan Swadaya to experience counter productive problems. However, the incident was very rare. During the implementation of Bantuan Stimulan Perumahan Swadaya in 2017, there were only one or two counter productive cases. However, after the problem is resolved, the work that should be carried out in accordance with the standard operating procedures is immediately implemented again.

Collaborative Leadership

Leadership is something that cannot be separated from the side of human life, whether in social life, organization or state. Leaders have a vital role in carrying out activities. Leaders can direct their members to success. In collaboration, the leader also gets an important role in the process of successful implementation activities. Linden proposed four stages in collaborative leadership. Linden (2002: 145-166).

Resolute and driven-especialy about collaboration. Firm and able to encourage their staff to collaborate. These criteria are needed in the implementation of collaboration. When illustrated the leader in this collaboration is the same as the role of the captain on a sports team. He is not in a higher position and also lower than the other members. But he has the right to regulate the stability of on going activities. In the implementation of Bantuan Stimulan Perumahan Swadaya, the role of the leader was taken by the Head of Dinas Perumahan Rakyat dan Kawasan Permukiman of Pontiank City. The leader functions as a mediator if one of the implementing agencies of the policy does not work in accordance with its main duties and functions. Besides that, the leader also acted as the person in charge of the implementation of Bantuan Stimulan Perumahan Swadaya Activities in Pontianak City. Modest-a strong but measured ego. On the one hand leadership in collaboration must be firm, but on the other hand it must be simple and able to control its ego and even tend to be humble. The role of the leader in implementing Bantuan Stimulan Perumahan Swadaya does not take too much care of the ego or the discipline of the institution in carrying out its duties. Because basically the leader gives the implementers flexibility in working, the most important thing is that the implementing members can complete the work on time and in accordance with the standards that had been set.

Inclusive-uses “pull” much more than “push”. Push is closely related to commands that leaders can do to their staff, this approach is sometimes needed in collaboration, but in collaboration sometimes involves members of other organizations in authority. Then pull will give them time and space to decide to be involved in collaboration on the basis of their own will. This condition will cause commitment among them. In implementing Bantuan Stimulan Perumahan Swadaya, the leader’s role is not too visible in inclusive-uses "pull" much more than "push". Because the scope of work for the implementation Bantuan Stimulan Perumahan Swadaya is not too broad and supported by the members involved in the implementation of policies as well as professionals in their master fields. So far in the implementation of Bantuan Stimulan Perumahan Swadaya in 2017, it can run smoothly without much interference from leaders. The work is carried out by auto pilot based on standard operating procedures.

Collaborative mind set-sees connections to something larger. A leader in collaborating must be able to think ahead by seeing the possibility of working with something bigger. Bantuan Stimulan Perumahan Swadaya Policy is an activity that plays a role in providing stimulants to low-income families in building their house. This policy is implicitly a fiscary policy. Thus, so that the policy can motivate people, we must have a visionary leader who has a long standing plan to improve the level of happiness of the society through the implementation of Bantuan Stimulan Perumahan Swadaya activity. So far, the leaders and the implementing members of Bantuan Stimulan Perumahan Swadaya activities have visionary character. This can be seen from their attitude and seriousness at work, and also the high enthusiasm in accepting this policy. If the implementers and those who receive the benefits support each other, it will indirectly make the implementation of Bantuan Stimulan Perumahan Swadaya activity easier to implement.

Conclusion

In collaborative implementation of Bantuan Stimulan Perumahan Swadaya, basically it has been successfully carried out well. But the collaboration has not been fully carried out cohesively. The less cohesive of collaboration cause some obstacles in the implementation of Bantuan Stimulan Perumahan Swadaya activities. This obstacle occurs because of non-technical factors that cannot be predicted for their existence such as weather disturbances so that the implementation of Bantuan Stimulan Perumahan Swadaya activities cannot be carried out according to standard operating procedures. In addition, the lack of cohesiveness in collaboration was also due to the lack of compactness of the field facilitator team in working with other institutions involved in the implementation of Bantuan Stimulan Perumahan Swadaya. However, the percentage of number can still be tolerated, meaning that it is still in the small category. In order to make the implementation of Bantuan Stimulan Perumahan Swadaya in Pontianak City in the future, the next have to find a solution to all the problems that occur at this time, so that the collaboration can be done well and cohesively.

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Government Primary School Services In Indonesia-Malaysia's Border Area Of Entikong

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Abstract
Primary School is part of the 9-year compulsory education policy for children aged 6-7 years, during their 6 years of learning. The longest study time between the levels of education in Indonesia. The earlier statement means that Primary School Education is very important for the basic's children development in Emotional Quation , Intelligence Quation, Adversity Quation, Spiritual Quation and Creativity Quation consecutively . Moreover, Entikong District - Sanggau Regency, West Kalimantan Province is one of the Priority Locations in the border region. The said service to public elementary school children must be in a good quality. Meanwhile the Services in SD Negeri 05 Suruh Tembawang Entikong are still far from expectations. This study aims to analyze the services to Suruh Tembawang Public Elementary School 05 Entikong District by the Sanggau Regional Government. The analysis used taken from Parasuraman opinions with the following indicators: Tangibles, Reliability, Responsiveness, Assurance and Emphaty. The Research Approach uses a Qualitative Approach and the Research Method is Descriptive. Data Collection Techniques: Interviews, Focus Group Discussion and Documentation. Informant Selection Techniques: Purposive. Data Analysis with Miles and Huberman. Data Validity Test with Triangulation. **Discussion**: Primary Schools in Priority Locations do not receive much attention, are very detrimental to society. In fact, they can reach other countries quickly as seen from their eyes. In terms of Indonesia's sense of nationality, it is quite vulnerable, while in education context, will get worse, if the conditions are not promptly corrected. **Research results**: Tangibles: It is difficult to access connecting bridge facilities with sub-districts, classrooms are damaged, there is no official residence, lack of teaching aids, computers are not available; Reliability: teaching is less reliable for teacher, responsiveness: unresponsive, Assurance: remains trusted by the community; Emphaty: teachers in high students as well as people empathize with teachers. **Conclusion:** There are lack of quality services for facilities and infrastructure in SD Negeri 05 Suruh Tembawang and not in accordance with what are needed. **Recommendation**: Local government should increase cooperation between SKPD (Dinas PU and Dinas Pendidikan Kebudayaan); Exploring the company's CSR; Inviting Universities for Community Service Program Internships.
Keywords: Public Services, Facilities and Infrastructure, Priority Locations

Background, 3.500- 7000)

Indonesia merupakan negara dengan garis pantai terpanjang kedua di dunia, yaitu sepanjang 81.900 km, Indonesia dihadapkan dengan masalah perbatasan yang kompleks. Kawasan perbatasan banyak diwarnai dengan permasalahan keterbatasan infrastruktur dasar, seperti dalam bidang pendidikan. Berbagai kebijakan pembangunan nasional seperti pembangunan infrastruktur pendidikan, sejak era kemerdekaan sampai saat ini masih cenderung bersifat sentralistis, kurang sesuai dengan apa yang dibutuhkan oleh daerah sehingga belum menunjukan perkembangan yang berarti. Potret buram pendidikan di wilayah perbatasan tersebut bukanlah hal yang baru. Beranda terdepan Indonesia itu seolah menjadi pagar dalam menjaga kedaulatan bangsa sekaligus gudang terbelakang dalam pembangunan nasional termasuk bidang pendidikan. Bagaimana tidak, Kabupaten Sanggau yang

merupakan salah satu kabupaten yang berada di provinsi Kalimantan Barat terutama kecamatan Entikong dan Kecamatan Sekayam yang dijadikan Lokasi Prioritas memiliki wilayah yang perbatasan lansung dengan Negara Malaysia, memiliki Potret buram pendidikan. Data Dinas Pendidikan Kabupaten Sanggau, Terdapat sekitar 30% buta huruf dan 5 – 10% putus sekolah (Dinas Pendidikan Sanggau: Hamid, 2015). Dalam Rencana Induk Badan Nasional Pengelola Perbatasan periode 2010-2014 dan periode 2015-2019 (RIP BNPP), sudah tertuang agenda prioritas yang memiliki target setiap tahunnya. Banyak daerah yang perlu dibiayai atau dibangun dan lokasi-lokasi sudah ditentukan berdasarkan dokumen perencanaan namun anggaran masih terbatas. Kementerian/Lembaga yang merupakan eksekutor pembangunan dapat saling berkoordinasi untuk melaksanakan pembangunan di kawasan perbatasan. Kordinasi inilah yang tidak mudah dilakukan sehingga sering terjadi "korban2 di daerah" tidak mendapatkan bantuan sesuai dengan yang dibutuhkan. Padahal Sekolah Dasar yang merupakan bagian dari kebijakan wajib belajar 9 (**Wajar**) tahun untuk anak usia 6-7 tahun, yang masa belajarnya paling lama yaitu 6 tahun pembelajaran untuk SD. Wajar membutuhkan Waktu belajar yang paling lama diantara Jenjang Pendidikan di Indonesia. Mencermati hal di atas, bermakna bahwa Pendidikan Sekolah Dasar sangat penting untuk menjadi dasar perkembangan anak baik Emotional Quation, Intelegensi Quation, Adversity Quation, Spiritual Quation maupun Creativity Quation . Apalagi **Sekolah Dasar** di Kawasan Perbatasan Kecamatan Entikong – Kabupaten Sanggau Propinsi Kalimantan Barat **yang** merupakan salah satu Lokasi Prioritas di kawasan perbatasan negara. Untuk itu pelayanan kepada anak Sekolah Dasar negeri harus berkualitas, **baik kurikulum maupun sarana dan prasarana (seperti : Ruang Kelas sesuai dengan Rombongan Belajar; Perpustakaan; Rumah Dinas Guru, Kamar Mandi Layak digunakan dan jumlahnya cukup). Begitu pula dengan kegiatan ekstra kurikuler.** Sementara itu Pelayanan di SD Negeri 05 Suluh Tembawang Entikong masih jauh dari harapan. **Akses** menuju SDN 05 Suluh Tembawang sulit karena belum ada jembatan yang permanen, Penelitian ini bertujuan untuk menganalisis pelayanan kepada SD Negeri 05 Suluh Tembawang Kecamatan Entikong oleh Pemerintah Daerah Sanggau. **Research objectives : Bagaimanakah** Pelayanan sarana dan Prasarana Sekolah Dasar Negeri Di Entikong Kawasan Perbatasan Indonesia- Malaysia ? **Literature Review,** menggunakan pendapat Parasuraman, Berry dan Zethitamal dengan indikator: **1)** ***T****angibles:* kualitas pelayanan berupa sarana fisik kantor, komputerisasi administrasi, ruang tunggu, tempat informasi dan sebagainya; 2) *Reliability:* kemampuan dan keandalan dalam menyediakan pelayanan yang terpercaya; 3) *Responsiveness:* kesanggupan untuk membantu dan menyediakan pelayanan secara cepat dan tepat serta tanggap terhadap keinginan konsumen; 4) *Assurance:* kemampuan dan keramahan dan sopan santun dalam meyakinkan kepercayaan konsumen, dan 5) *Emphaty:* sikap tegas tetapi ramah dalam memberikan pelayanan kepada konsumen.

Penelitian Kedua, Judul Impelentasi Kebijakan standar Pelayanan Minimal Sekolah Dasar di Kabupaten Sanggau oleh Herpikus. Hasil penelitian menunjukkan bahwa implementasi kebijakan standar pelayanan minimal sekolah dasar di Kabupaten Sanggau belum berjalan maksimal., karena masih rendahnya kualitas sumber daya manusia baik tenaga pengajar. Ketersediaan sarana dan prasarana sekolah belum memadai. Hanya 59,92 % sekolah di Kabupaten Sanggau sarana dan prasarananya memadai.(*E-Journal Pemerintahan Integratif* : 2016: 3 (4) : 54- ISSN 2337-8365).

Penelitian Pertama mengemukakan kebutuhan pelayanan dasar belum mampu diberikan oleh pemerintah (pusat dan daerah) secara optimal walaupun pemda terapkan standar pelayanan minimal di daerah ; dan SPM blm efektif diterapkan karena SPM tidak tegaskan jenis pelayanan dasar yg wajib diatur; sementara Penelitian kedua menjelaskan implementasi standar pelayanan minimal SD di Kabupaten Sanggau juga belum optimal karena masih rendahnya kualitas SDM dan ketersediaan sarana dan prasarana sekolah belum memadai. Dengan demikian kekosongan dalam penelitian terdahulu adalah belum dilakukannya penelitian tentang Kelembagaan Pusat dengan Daerah dalam Pelayanan Penddikan SD, maka penelitian ini memfokuskan pada topik kajian Hubungan Kelembagaan Pusat dengan Daerah.

Methodology: Pendekatan Penelitian menggunakan Pendekatan Kualitatif, Metode Penelitian adalah Diskriptif. Teknik Pengumpulan Data : Wawancara dan Dokumentasi. Teknik Pemilihan Informan : Purposif : **Kepala Sekolah SD Negeri 05 Tembawang, Pengawas SD Kecamatan Entikong**. Analisis Data dengan Miles dan Huberman. Uji Keabsahan Data dengan Triangulasi

Research Results;

Sebagai daerah yang mempunyai tapal batas darat antar negara, maka posisi Prov Kalimantar Barat secara geografis, politis dan ekonomis sangat strategis. Yang lebih dekat adalah Kabupaten Sanggau, yang lebih khusus lagi adalah Entikong sebagai pintu lintas batas (border crossing pass) antar negara. Sudah jamak terjadi penduduk dua negara dengan batas daratan akan hilir-mudik karena berbagai kepentingan, seperti sosial (kunjungan kekeluargaan) dan ekonomi (hasil bumi). Jika tidak diatur maka bisa menimbulkan berbagai persoalan. Maka, agar tidak terjadi pelintas batas dan perdagangan gelap di perbatasan antara Kalbar (Indonesia) dengan Serawak (Malaysia) sejak tahun 1991 disepakati membuka jalur lintas resmi anara Entikong (Indonesia) dan Tebedu (Serawak, Malaysia). Secara sosial dan ekonomi ada kesenjangan antara Entikong (Indonesia) dan Tebedu (Serawak, Malaysia). Kesenjangan itu al. dalam bidang pendidikan, kesehatan dan ekonomi. Secara sosiologis mata uang di perbatasan akan dikuasai oleh negara dengan nilai mata uang yang lebih besar. Dalam kaitan ini masyarakat Entikong akan memakai ringgit sebagai mata uang 'resmi'.

Bebas Fiskal, Karena posisi Entikong sangat strategis sebagai pintu keluar masuk, maka ada potensi kriminalitas. Misalnya, perdagangan gelap, trafficking (perdagangan) manusia: perempuan dan bayi, serta tenaga kerja migran dengan 'baju' TKI. Entikong juga potensial sebagai pintu masuk teroris. Kesenjangan ekonomi sudah jamak terjadi di perbatasan daratan antara Indonesia dan Malaysia. Perbedaan nilai mata uang yang sangat besar. Satu ringgit Malaysia nilainya sama dengan 2.862 rupiah. Kondisi ini membuat rupiah terpuruk di perbatasan.

Soalnya, barang kebutuhan sehari-hari masyarakat Indonesia, seperti gula, garam, minyak goreng, makanan kaleng, dll. justru dibeli di Malaysia dengan mata uang ringgit. Di Entikong, misalnya, penduduk hanya mengenal tabung gas Petronas (perusahaan minyak dan gas Malaysia). Dikabarkan di Entikong banyak warga Indonesia yang hijrah ke Tebedu dan memilih menjadi warga negara Malaysia. Mereka tidak mempunyai pilihan karena di daerahnya berbagai infrastruktur, seperti jalan raya, listrik, air bersih, dan pendidikan jauh ketinggalan jika dibandingkan dengan di Malaysia di wilayah perbatasan. Di Malaysia listrik, air bersih dan gas merupakan kebutuhan dasar yang menjadi hak warga negara sehingga pemerintah wajib menyediakannya. Tentu saja hal itu terbalik dengan kondisi di Indonesia (baca: di perbatasan). Penduduk di Entikong harus menadah air hujan untuk keperluan MCK (mandi, cuci dan kakus).

Penduduk Indonesia di sekitar perbatasan berhak untuk berbelanja kebutuhan di wilayah Serawak, Malaysia, sebesar 600 ringgit atau sekitar Rp 1,7 juta. Keuntungan ada di Malaysia karena perbedaan kurs antara ringgit dan rupiah. Perdagangan antara Kalimantan Barat dengan Serawak (Malaysia) ditingkatkan dengan fasilitas bebas fiskal seperti yang dinikmati penduduk P Batam, Prov Kepulauan Riau jika pergi ke Singapura. Fasilitas ini bisa mendorong penduduk Kalbar berdagang ke Serawak karena mereka tidak harus mengeluarkan fiskal lagi. Fiskal melalui jalur darat Rp 500.000.Tentu saja pemerintah Indonesia harus membuat perjanjian bilateral antara Indonesia dan Malaysia agar penduduk Kab Sanggau bisa masuk ke Tebedu, Malaysia hanya dengan kartu tanda penduduk (KTP). Akan lebih baik lagi kalau pemegang KTP Kalbar bebas fiskal melalui Entikong. Sedangkan bebas fiskal hanya dengan keputusan pemerintah Indonesia.Karena Entikong merupakan pintu masuk ke Indonesia melalui darat maka daerah itu harus dikembangkan agar benar-benar bisa menjadi (pintu) gerbang ke wilayah nusantara. Pelancong manca negara, terutama yang menempuh perjalan darat, akan mempunyai pilihan baru yaitu dari Thailand ke Malaysia seterusnya ke Singapura atau Kuching di Serawak. Dari Serawak mereka melanjutkan perjalanan ke Tebedu dan masuk ke Indonesia melalui Entikong. Untuk itulah Pemprov Kalbar harus menyiapkan sarana dan prasasana yang bisa memikat hati pelancong manca negara agar menjadikan Entikong sebagai pintu masuk ke Nusantara. Sebagai pintu masuk melalui perbatasan darat Entikong juga bisa dikembangkan menjadi pintu (masuk) impor karena yang ada baru pintu impor melalui pelabuhan laut. Karena status Entikong hanya pintu perlintasan (PPLB: Pos Pemeriksaan Lintas Batas), maka barang-barang impor yang masuk ke Kalbar tidak membayar bea masuk. Jika Entikong menjadi pintu masuk barang impor maka barang-barang yang masuk dari Malaysia dikenakan bea masuk barang impor. Salah satu langkah yang perlu dilakukan pemerintah adalah meningkatkan status Entikong sebagai kabupaten. Entikong sendiri ditingkatkan menjadi kota administratif. Perkembangan daerah ini kelak akan membawa Entikong menjadi kota madya. Jika Entikong sudah menjadi kabupaten maka roda pembangunan akan lebih cepat karena dana dan sumber

daya manusia serta alam bisa dimanaatkan untuk kemajuan daerah itu.
Selama ini Entikong merupakan sebuah kecamatan di Kab Sanggau. Sudah ada wacana untuk menjadikan Entikong sebagai kabupaten baru sebagai pemekaran dengan nama Kabupaten Sekayam Raya. Menurut Menteri Dalam Negeri, Gamawan Fauzi, selaku Kepala Badan Nasional Pengelola Perbatasan (BNPP), kawasan perbatasan dirancang untuk jangka pendek, menengah, dan jangka panjang sebagai bagian dari desain perencanaan pembangunan. Program ini diharapkan bisa meningkatkan kesejahteraan penduduk di daerah perbatasan. Tetapi, kalau statusnya hanya setingkat kecamatan tentulah roda pembangunan di Entikong akan terkantuk-kantuk harus menunggu tetesan dana dari kabupaten. Tentu Entikong harus bersaing dengan kecamatan lain di kabupaten itu. Wacana pengembangan Entikong didukung oleh UU No 25 Tahun 2000 tentang Program Pembangunan Nasional (Propenas) tahun 2000-2004 yang mendorong pengembangan wilayah perbatasan, yaitu meningkatkan taraf hidup dan kesejahteraan, meningkatkan pengelolaan potensi kawasan, dan meningkatkan ketertiban dan keamanan. Mengembangkan Entikong menjadi daerah yang swadaya di tingkat kabupaten di daerah perbatasan antar negara akan membanggakan penduduknya sebagai warga negara Indonesia (Syaiful W. Harahap, Aktivis LSM (media watch), peminat masalah sosial kemasyarakatan, dan pemerhati (berita) HIV/AIDS. http://sosbud.kompasiana.com/2011/04/20/memoles-entikong-sebagai-pintu-gerbang-di-beranda-negeri/

Sementara itu, Kepala Biro Perencanaan, Kerjasama, dan Hukum BNPP, Drs Robert Simbolon, MPA mengatakan, kerangka kerja pengelolaan perbatasan negara selama lima tahun ke depan sebagaimana tercantum dalam Rencana Induk Pengelolaan Perbatasan Negara 2015-2019 sejalan dengan visi misi dan program atau agenda strategis Nawa Cita Presiden dan Wakil Presiden RI 2014-2019, Joko Widodo (Jokowi)-Jusuf Kalla. Khususnya, agenda membangun Indonesia dari pinggiran dengan memperkuat daerah-daerah dan desa dalam kerangka negara kesatuan.

RPJMN 2015-2019 telah menyatakan bahwa pengembangan kawasan perbatasan sebagai pinggiran negara diarahkan menjadi halaman depan negara yang berdaulat, berdaya saing, dan aman melalui pendekatan keamanan (security approach) dan pendekatan peningkatan kesejahteraan masyarakat (prosperity approach). Upaya ini difokuskan pada 10 Pusat Kegiatan Strategis Nasional (PKSN), termasuk 16 PKSN persiapan dan 187 kecamatan lokasi prioritas (lokpri) di 41 kabupaten/kota dan 13 provinsi yang membutuhkan upaya koordinasi, integrasi, dan sinkronisasi antar dan lintas Kementerian/Lembaga Pemerintah Non Kementerian (LPNK), termasuk pemerintah daerah terkait.

Robert menjelaskan, sebagai center management atau pusat pengelolaan perbatasan negara, BNPP telah menyusun rancangan Rencana Induk Pengelolaan Perbatasan Negara 2015-2019. Rencana Induk Pengelolaan ini memiliki enam fungsi strategis. Pertama, sebagai pedoman penyusunan rencana kerja kementerian dan LPNK dalam pengelolaan batas wilayah negara dan kawasan perbatasan. Kedua, Sebagai pedoman penyusunan Rencana Aksi (Renaksi) pemerintah provinsi, dan pemerintah kabupaten/kota terkait. Ketiga, Sebagai instrumen untuk melakukan koordinasi, integrasi, sinergitas, dan sinkronisasi rencana dari berbagai sektor, dunia usaha dan masyarakat dalam mengelola batas wilayah negara dan kawasan perbatasan negara berdasarkan kerangka waktu, lokasi, sumber pendanaan dan penanggungjawab pelaksanaannya.

Keempat, sebagai pedoman dalam menyusun sistem dan prosedur pendanaan yang bersumber dari APBN, APBD, masyarakat, dan pembiayaan lain-lain yang sah secara efisien, efektif, akuntabel, transparan, partisipatif, dan dapat dipertanggungjawabkan sesuai dengan tata kelola pemerintahan yang baik. Kelima, sebagai informasi arah pengembangan, kebijakan, strategi, tahapan pelaksanaan, dan kebutuhan program pengelolaan batas wilayah negara dan kawasan perbatasan negara.

"Keenam, sebagai acuan pelaksanaan monitoring dan evaluasi untuk pengelolaan batas wilayah negara dan kawasan perbatasan negara," kata Robert, saat Sosialisasi Rencana Induk Pengelolaan Perbatasan Negara Tahun 2015-2019 di tingkat pusat bersama Kementerian/LPNK terkait di Jakarta, 1 April 2015.

Adapun visi Pengelolaan Perbatasan Negara 2015-2019, lanjut Robert, yaitu terwujudnya kawasan perbatasan negara sebagai halaman depan negara yang berdaya saing menuju Indonesia yang berdaulat, mandiri, dan berkepribadian berlandaskan gotong-royong. Visi ini akan dilaksanakan melalui empat misi, yakni pertama, menyelesaikan penetapan dan penegasan batas wilayah negara serta meningkatnya upaya pertahanan, keamanan, dan penegakan hukum di kawasan perbatasan. Kedua, membangun sistem pengelolaan aktivitas lintas batas negara yang terpadu. Ketiga, meningkatkan upaya-upaya

pembangunan kawasan perbatasan negara melalui pemanfaatan potensi kawasan perbatasan dan penyediaan infrastruktur kawasan perbatasan. Keempat, meningkatkan kapasitas dan kualitas tata kelola perbatasan negara melalui penataan dan penguatan kelembagaan.

Sementara, sasaran Pengelolaan Perbatasan Negara 2015-2019 adalah terselesaikannya penetapan dan penegasan batas wilayah negara, serta meningkatnya upaya pertahanan, keamanan dan penegakan hukum di kawasan perbatasan demi tegaknya keutuhan wilayah Negara Kesatuan Republik Indonesia (NKRI). Selanjutnya, terbangunnya sistem pengelolaan aktivitas lintas batas negara yang terpadu dalam rangka mewujudkan sistem pelayanan lintas batas yang aman, nyaman, dan ramah lingkungan. Sasaran lainnya, meningkatnya upaya-upaya pembangunan kawasan perbatasan negara melalui pemanfaatan potensi kawasan perbatasan dan penyediaan infrastruktur kawasan perbatasan dalam rangka mengatasi keterisolasian wilayah dan meningkatkan kesejahteraan masyarakat di kawasan perbatasan. "Sasaran terakhir, meningkatnya kapasitas dan kualitas tata kelola perbatasan negara melalui penataan dan penguatan kelembagaan dalam rangka mewujudkan sistem tata kelola perbatasan yang modern, efektif dan efisien, sesuai dengan tuntutan dan kebutuhan dinamika regional dan global," ujar Robert. (Humas BNPP RI/ advertorial)

Kecamatan Entikong merupakan salah satu dari 15 kecamatan di Kabupaten Sanggau dan terletak pada bagian terdepan dari Kabupaten Sanggau yang berbatasan langsung dengan Negara Bagian Serawak Malaysia Timur. Secara definitif Kecamatan Entikong berdiri berdasarkan Peraturan Pemerintah RI Nomor 39 Tahun 1996 dan diresmikan pada tanggal 6 Januari 1997 oleh Gubernur Kalimantan Barat, yang sebelumnya Entikong merupakan bagian dari wilayah Kecamatan Sekayam dengan sebutan Perwakilan Kecamatan Sekayam. Kecamatan Entikong termasuk wilayah yang berbatasan langsung dengan Negara Malaysia Bagian Timur, terletak pada koordinat $1{,}13^0$ Lintang Utara hingga $0{,}37^0$ Lintang Selatan dan 104^0 sampai $111{,}19^0$ Bujur Timur dengan batas-batas wilayah sebagai berikut : 1). Sebelah Utara berbatasan dengan Serawak Malaysia Timur; 2). Sebelah Selatan berbatasan dengan Kecamatan Sekayam dan Kecamatan Air Besar (Kabupaten Landak); 3). Sebelah Timur berbatasan dengan Kecamatan Sekayam; 4). Sebelah Barat berbatasan dengan Kec.Siding (Kabupaten Bengkayang). Profil SDN 05 Suruh Tembawang Kecamatan Entikong, Kabupaten Sanggau, didirikan pada tahun 1976. Tahun 2011 mendapat bantuan Ruang kelas baru. PNS SDN 05 Suruh Tembawang 6 orang, guru kontrak 6 orang, dengan jumlah siswa tahun ajaran 2018/2019 berjumlah 62 siswa. Tangibles: meliputi Prasarana : sulit diakses, fasilitas jembatan penghubung dengan kecamatan tidak layak, mobil tidak dapat sampai ke lokasi naik speed boat butuh waktu selama 4 jam, sekarang akses pakai jembatan seadanya dari kayu, sementara jalan merupakan tanah liat. Jika musim penghujan motor tidak dapat lewat karena lengket dengan tanah. Diusulkan rehab dua buah rumah dinas . Dulu ada rumah dinas kepala sekolah sejak tahun 1976, namun sekarang sudah rusak. Selain itu, ruang kelas banyak rusak/bolong-bolong, alat peraga kurang, computer tidak punya; **Reliability** : guru mengajar kurang handal karena kurang sering mengikuti berbagai pelatihan atau pengembangan diri sehingga menjadi kurang pengetahuan, kurang pengalaman dan kurang melakukan perubahan, bahkan tidak ada terobosan-terobosan baru/ inovasi proses pembelajaran pada siswanya. **Responsiveness** : kondisi diri guru yang serba kekurangan atas perkembangan potensi dirinya mengakibatkan guru bersikap dan berperilaku kurang tanggap pada kondisi siswa dan sekolah, sikap dan perilaku diarahkan untuk keselamatan dirinya semata. **Assurance** : tetap dipercaya oleh masyarakat, karena SDN yang relatif dekat dengan rumah penduduk. **Emphaty**: Sikap guru beremphati pada murid tinggi, dan cepat tanggap/responsive atas kondisi siswa, hujan sekolah bias diliburkan.

Diskusi : Sekolah Dasar Negeri 05 di Tembawang Kecamatan Entikong tidak mendapat perhatian yang besar dari Pemda Sanggau, sudah bertahun-tahun jembatan tidak layak untuk dilewati namun sampai dengan sekarang belum ada pembangunan. Hal ini tentunya sangat merugikan masyarakat, mobilitas ke Kecamatan kurang progresif, sementara di depan mata terdapat negara lain yang dapat dijangkau dengan cepat, dengan kondisi pembangunan jalan dan jembatan yang mulus dan lancar. Dari sisi rasa kebangsaan Indonesia cukup rawan karena dapat mempengaruhi derajad bela negara rakyat. Selanjutnya, dari sisi Pendidikan, SDN 05 Tembawang kurang cepat berkembang, bila tidak cepat diperbaiki kondisinya. Digunakan Pisau Analisis sesuai pendapat Parasuraman, Berry dan Zethitamal tentang Dimensi Pelayanan yang berkualitas yang terdiri dari Tangible, Reliability, Responsiveness,

Assurance dan Emphaty, tentunya dengan alasan tertentu. Yaitu ukuran ini sesuai diterapkan pada kondisi sekolah perbatasan, mengingat terdapat Dimensi Tangible yang mendeskripsikan segala sesuatu yang kasat mata, seperti ruang kelas, rumah dinas, kamar mandi dan WC, perpustakaan, komputer, jalan dan jembatan yang sulit diakses. Kemudian dimensi Reliability, dengan kondisi apa adanya, dapat diketahui pula kemampuan/kehandalan dari para pengajarnya. Demikian pula Dimensi Responsiveness pada murid dan sesama teman sejawat dapat dideskripsikan termasuk asuranse/ jaminan pada murid yang sekolah diSDN 05 Suruh Tembawang. Jarak rumah yang saling berjauhan dan ke sekolah juga relatif tidak dekat, dapat menimbulkan rasa Emphaty yang tinggi bila murid datang tidak tepat waktu, bahkan pada musim hujan sekolah dapat diliburkan, karena jalan yang berupa tanah liat tidak dapat dilalui. Emphaty merupakan dimensi terakhir dari Kualitas Pelayanan menurut Parasuraman, Berry dan Zethitamal. Sementara itu, tidak dipilih pendapat Denhardt and Denhardt dalam pengukuran Kualitas Pelayanan, karena adanya Responsibilty Fiscal/ pertanggungjawaban keuangan yang diperoleh dari pelanggan dan dipergunakan untuk kepentingan pelayanan pelanggan. Sementara di Sekolah tidak dipungut biaya dari siswa.

Conclusion:

Kesimpulan: Pelayanan sarana dan prasarana SD Negeri 05 Suruh Tembawang masih kurang berkualitas dan belum sesuai dengan yang dibutuhkan. Sekolah ini membutuhkan: Renovasi ruang kelas yang sudah bolong-bolong; ubin dan pintunya jebol; Rumah Dinas Guru dan Kepala Sekolah; Komputer untuk alat pembelajaran sekaligus digunakan untuk operasional sekolah; Kamar mandi dan WC; dan butuh sekali diperlancar akses jalan menuju SDN 05 Tembawang. Butuh pula alat transportasi untuk memperlancar komunikasi dengan pengawas maupun dengan kepala Cabang Dinas Pendidikan.

Recommendation: Pemerintah Daerah Sanggau hendaknya memberi prioritas pada pembangunan infrastruktur di lokasi prioritas Kecamatan Entikong sehingga komunikasi dan perubahan dapat diikuti dengan cepat masyarakat di pinggiran perbatasan dengan Malaysia. Menjalin hubungan yang baik dengan perusahaan/pabrik yang ada di Kalimantan Tengah untuk mendapatkan CSR guna membantu pembangunan SDN; Mengajalin hubungan yang harmonis dengan Perguruan Tinggi sekitar Kalimantan Barat sehingga para mahasiswa dapat digerakkan untuk Kuliah Kerja Nyata di pedesaan .

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Lack Of Basic Education Accessibility In The Periphery Area Of Indonesia (A Research in Takirin Village, Tasifeto Timur Sub-District, Belu Regency, NTT Province - Indonesia)

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Abstract:
The presence of a school in the village is a sign of the concrete presence of the State to fulfill the basic rights of the community in the field of education. Remembering that schools always assume interaction with other elements of society such as parents, students, religious institutions and village governments, their presence also demands responsibility and involvement of all parties at the grassroots in synergic cooperation. Only through quality cooperation involving all parties, an educational institution can become the backbone of a society's progress. Quality cooperation can be evaluated by looking at how the community responds to the concrete problems they face in the field. One of the fundamental problems commonly found in remote areas of Indonesia is the low access to basic education services. By recognizing and identifying problems that occur in their own environment, people are encouraged to recognize violations of their basic rights. In turn, the people themselves are encouraged to collect their rights to the Government and at the same time are aware of being actively involved in development.

Key words: *Accessibility, Basic Education, Public Services*

I. Introduction

Obtaining good basic education is the right of all Indonesians because basically these rights are guaranteed by the Law. To achieve the ideals formulated in the Act, the State must provide quality education services for every citizen regardless of social status, race, ethnicity, religion or gender. Law No. 20 of 2003 concerning the National Education System can be seen as an actual translation of the ideal contained in the 1945 Constitution of the Republic of Indonesia. In the Act it is explicitly stated that the Government is in charge of providing education for all Indonesians. The State's option to improve the quality of education can also be clearly seen, for example from the provisions of the budget allocation for education which is set at least 20% of the state budget.

After 70 years of Indonesian independence, the quality of our education is still struggling. Our achievements at the global level are far from proud. We even still occupy the tail position at the Asian level (According to Pearson 2012 Education Research). In the country there is still a very wide gap between schools in urban and rural areas. There is a huge imbalance in a variety of things, especially regarding access to learning facilities and the availability of teachers or educators. This kind of inequality is compounded by the rampant corruption cases in various government institutions both at the center and in the regions.

Facing these various problems, the Government made education a crucial development issue in an effort to boost the development of Human Resources. The Jokowi-JK government in the 2014 election then appeared with the jargon of "Mental Revolution" which in its vision and mission description made education as one of the important focuses of development (Jokowi-JK Vision-Mission Document). Attention to the field of education is in line with Jokowi-JK's commitment to building from the periphery of Indonesia. This is evident from the infrastructure funds disbursed to build border areas ranging from eastern Indonesia such as Papua, Kalimantan, Sulawesi and including Timor which borders the Democratic Republic of East Timor. However, the extent of Indonesia's territory has caused the Government to not be able to immediately answer all the problems of the community at the grassroots. It must be realized that the issue of education is not merely a five-year problem but a long-term problem because that solution requires the involvement of all parties.

The budget politics of the Jokowi-JK government that has disbursed funds directly to villages for the past few years is likely to be able to answer various problems at the grassroots. With funds directly sent to the village, the community and the Village Government are stimulated to imagine solving their own concrete problems. With this kind of program the Village Government, and its people are expected not only to wait for command or control from above (Top down) but can actively participate in resolving the problem. This participatory idea fits well with the concept of the New Public Service (NPS) which requires the involvement of the community in decision making for the benefit and goodness of all people (Denhardt, 2003).

This study deals with the issue of accessibility to basic education in a village located in the border region of Indonesia and the Democratic Republic of East Timor. The basic idea of this research is what concrete problems are faced by the community (especially school children) to access basic education? What are the alternatives from the community in finding a solution to overcome the problems they face, as well as how the Government responds and attempts to overcome these problems?

II. MATERIALS AND RESEARCH METHODS

2.1 Research Approach

The approach used in this study is qualitative descriptive. Qualitative approach is a research paradigm to describe the events, behavior of people or a situation in a particular place in detail and in-depth in the form of narrative. Satori and Komariah (2010: 25) explain that qualitative research is a research approach that expresses certain situations by describing reality true, formed from a natural situation. In this study the author not only describes the data, but also makes in-depth interviews, participatory observation, document study, and triangulation.

2.2 Location and Focus of Research

This research was conducted in the village of Takirin, Tasifeto Timur District, Belu Regency, East Nusa Tenggara Province - Indonesia. The authors assume that Takirin Village, located in the border region of Indonesia and the Democratic Republic of Timor-Leste (RDTL), is about 23 km from Atambua, the capital of Belu Regency, with bad roads and bridges, will be external factors that hinder people's access to get adequate basic education services.

According to Parikesit (2002: 11), access is defined as the level of difficulty or ease of population to obtain the goods or services needed. Thus, the accessibility of the community to obtain basic education services can be interpreted as the degree of ease possessed by a person (community) towards an object, service, or environment. High access will be created if the internal desires of the population are high and are supported by high quality public facilities and services. High access tends to be measured based on the location distance to public service centers that are spatially identical to the provincial capital and district / city capital.

In this study, community accessibility in obtaining basic education services focuses on three aspects. First, transportation access, related to the tools used to move goods and people from one place to another. In this case the authors assess the availability of transportation equipment, such as motorbikes and public transport available in the village of Takirin which supports the community to obtain basic education services. Secondly, road access, namely the physical condition of the road and the route traveled by the community (children) to obtain basic education services. Third, distance access, this is related to the distance of community settlement to basic education service centers.

2.3 Informants (resource persons)

In this study, using a purposive technique, the authors determined 10 people as resource persons. Purposive technique is the technique of determining informants with specific considerations or objectives, for example people or informants are considered to know the problems that will be revealed in the research (Silalahi, 2012: 272).

The following are key informants from which the authors obtained informations. First, the principal of the primary school (1 person); as a person who is responsible, takes various decisions, and various policies that determine the success of basic education services. Second, parents (2 people); as people who directly witnessed the development of their children's education. Both people are parents of students living far from school. Third, class teacher (3 people); they are guardians of students who know various obstacles faced by school children in terms of education services. Class teachers who are informants are class teachers from class I to class VI. Fourth, elementary school students (3 people); as subjects who directly experience various problems, both internal and external, related to education services. Elementary students who become informants are those whose homes are far from school, with inadequate road access. Fifth, village head (1 person); the village head as the person who runs the government and as the owner of the village administration.

2.4 Data Collection and Methods of Analysis

The primary data of this study are data taken directly from informants through in-depth interviews and observations of problems in the field which are then confronted with secondary data obtained from library studies and documentation studies in the research area.

After the field data was collected, the authors conducted data analysis based on interactive models developed by Milles, Huberman and Saldana (2014). The data is then analyzed through three stages, namely data condensation, data presentation, and data conclusion / verification. The data condensation phase includes the selection process, focusing, simplifying, abstracting and / or transforming the data obtained in full in the form of field notes. The second stage, the data is presented in the form of text, then described in narrative form so that the conclusions of the research can be carried out. Presentation of data is useful to see the overall picture of the research results. From the results of data reduction and data presentation, then the researchers can draw conclusions. The third stage is drawing conclusions and verification. The conclusions referred to are the meaning of the data that has been collected. Initial conclusions are still arbitrary and can change if there is no strong evidence that supports the next data collection phase. However, if the conclusions stated at the beginning are supported by valid and consistent evidence, the conclusions expressed are considered credible. With this conclusion it is hoped that the writer will get a new finding. Findings can be in the form of a description of an object that was previously unclear, so that after being examined it became clear. Conclusions can also be causal or interactive relationships, hypotheses or theories.

Data validity testing technique used in this study is triangulation, namely the validity of data checking techniques that utilize something other than data for checking purposes or as a comparison to the data. Triangulation techniques were chosen in this study because in this study several data sources were used, namely interviews, observation, and documentation (Moleong 2015: 330).

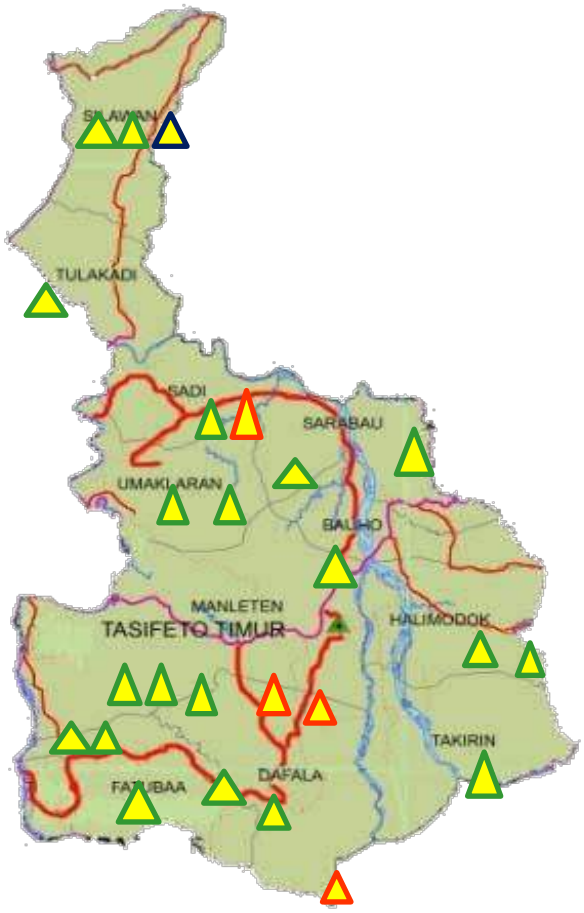
III. RESULTS AND DISCUSSION

3.1 Educational Profile in Tasifeto Timur District

Based on data obtained from the Department of Education and Culture of Belu Regency (2014), the education profile map in Tasifeto Timur Sub-district shows that the area of Tasifeto Timur Sub-district is 211.57 Km². Within the region there are 12 villages with a total population of 21,585 people. Of the total population, the school-aged population of 7-12 years is 3,404 people; 13-15 years is 1,360 people and 16-18 years 1,115 people. Until 2014 the number of elementary schools in Tasifeto Timur sub-district was 19, 3 junior high schools, 1 high school and 1 vocational high school. The number of elementary school students is 3,656, junior high school 567 students, senior high school 259 students, and vocational school 95 students.

Description of education profiles in Tasifeto Timur sub-district is shown on the profile map image below:

Image 1.
Education Map in Sub-district of Tasifeto Timur



Source: Dinas Pendidikan Kabupaten Belu (2014)

3.2 General Description of the Village of Takirin

3.2.1 Village Profile

The village of Takirin is part of the District of Tasifeto Timur (Tastim) which was formed in 1959. The first village head was Yadokus Manek and the Village Secretary was Sufa Paulus Taebenu. Takirin village is divided into four hamlets, namely Lianain, Takirin, Fatubesi, and Hasmetan. The village of Takirin is located in the southernmost part and is directly adjacent to the State of Timor Leste (Profile of the Village of Takirini).)

North of Takirin Village borders with Bauho Village, East with Maudemu Village, West with Manleten Village and Dafala Village, South with Fatumea (now RDTL). In 1975, the village head of

Takirin Yadokus Manek was replaced by Simon Nahak, who ruled until 1983 (2 periods). The Takirin Village Office is located in Klesefehan (now the Halimodok Village Office). The third Takirin village head, Titus Yos Siri, led from 1983-1999 (for 2 periods) with the village secretary still the same, Mr. Taebenu.

In 1999, Gabriel Jos Luan was elected as the village head. Because Mr. Jos Luan was the son-in-law of Fatubesi, the Village Office which was originally located in Klesefehan was moved to Fatubesi. The position of Village Secretary was occupied by Mr. Firmus Loe Ati (1999-2003), who was later replaced by Valentina G. Meko who served until now.

Because the village of Takirin has a large area and scattered settlements, Takirin is then divided into two villages. The new village separated from the village of Takirin is Halimodok Preparatory Village which was inaugurated in 2005. The village head of Halimodok is Kornelis Halek and the Village Secretary is Mr. Yadokus Suri. Takirin Village consists of four hamlets, namely Fatubesi, Lookeu, Hasmetan, and Loohali; while Halimodok Preparatory Village also consists of four hamlets, namely Lianain A, Lianain B, Takirin A, and Takirin B. In 2007, the Halimodok Preparatory Village was determined to be the definitive village based on local regulation (Perda) No. 12 of 2007. The elected Head of Halimodok Village is Mr. Yosef Nahak and the Village Secretary is Ms. Valentina Geetrudis Meko.

The area of Takirin Village is 17.36 Km2. In 2018 the population of Takirin village is 1,014 people and 233 families. Takirin village has a tropical climate. The rainy season lasts from December to May, and the following months are dry. The village of Takirin is flanked by two major rivers, Baukama and Mota Merak, so the village has a large rice field. The topography of the village of Takirin is hilly, rocky and flat. The stretch of the Takirin Village is dominated by lowland areas, mountain slopes, river ranges, and river flows.

Tabel 1. The stretch of the Takirin Village Area

No	Area Expanse	Large
1.	Lowland	43.000 Ha/m^2
2.	Mountain slope	100 Ha/m^2
3.	Flood plain	10 Ha/m^2
4.	River flow	4 Ha/m^2
	Amount	43.114 Ha/m^2

Source: Processed from Takirin Village Profile Data Year 2018

Takirin Village has four springs (two springs sourced from the river and 2 others from the pipeline) that are used by the community to meet their daily drinking water needs and are also used to flow rice fields. In addition, the waters of the *Hasmetan* river and *Baukama* river are also used by local people to wash motorbikes, and to provide livestock drinking.

Figure 1.
The community uses the Baukama river to provide livestock drinking and washing two wheeled vehicles.

Figure 2.
Village conditions and the Takirin Village Office.

3.1.2 Socio-Economic Conditions

3.1.2.1 Food Crops

Takirin villagers generally work as farmers. They process rice fields and farming, and horticulture. Rice processing is done in a modern way, namely using a tractor and traditionally using animal power such as buffalo or cow. Dry land farming is planted with corn, peanuts and red beans.

Table 2. Extent of food crops and the total yield of each hectare in Takirin Village

No	Plant Types	Land area (Ha)	Yields (Tons)
1.	Corn	120	135
2.	Peanuts	100	15
3.	Red beans	200	25
4.	Rice Fields	1	2
	Amout	900	700

Source: Processed from Takirin Village Profile Data 2018

In the first planting season, people planted rice and other crops. Whereas in the second planting season, some people planted beans according to irrigation water discharge, and a small portion of the community whose gardens are flanked by two large rivers grow rice. Transportation to the sub-district capital (Wedomu) and to the district capital (Atambua) is very difficult, especially in the rainy season, so that people find it difficult to market some of their agricultural products.

Figure 3. Rice fields in Takirin village

Figure 4. Some women are harvesting rice

3.1.2.2 Animal Husbandry

Table 3. Livestock Population in Takirin Village

No	Types of livestock	Number of Owners	Estimated Amount
1.	Cow	200	500
2.	Buffalo	4	150
3.	Pig	150	200
4.	Chicken	243	250
5.	Horse	2	4
6.	Goat	10	210

Source: Processed from Takirin Village Profile Data Year 2018

The types of livestock such as cattle, buffalo, chickens are usually sold by the owner to the buyer. The Takirin people generally sell their livestock to pay for their children's education. In addition, cows and buffaloes are used to pay for 'belis' (dowry), while chicken for traditional rituals.

3.1.3 Socio-Cultural Conditions

3.1.3.1 Population

The total population in Takirin Village is 1,014 people, consisting of 253 men and 561 women, spread in 233 families (Profile of the Village of Takirin 2018).

Table 4.
Population According to Religion

No	Religion	amount	(%)
1.	Islam	-	-
2.	Catholic	1.008	99,41
3.	Protestant	6	0,59
4.	Hindu	-	-
5.	Budha	-	-
6.	Konghucu	-	-
Total		**1.014**	**100,00**

Source: Processed from Takirin Village Profile Data Year 2018

Based on the table above, it can be seen that the majority of Takirin villagers are Catholics (99.41%).

Number of residents of Takirin Village according to the level of education completed can be seen in the following table.

Table 5.
Number of Takirin Villagers According to Education Level

No	Education	Male	Female	Total	(%)
1.	No / Not yet in school	26	24	50	17,73
2.	Not yet graduated from elementary school	74	82	156	55,32

No	Education	Male	Female	Total	(%)
3.	Graduated from elementary school	4	8	12	4,26
4.	Graduated from junior high school	13	20	33	11,70
5.	Graduated from high school	10	13	23	8,16
6.	Diploma IV / Strata I	4	4	8	2,84
Total		**131**	**151**	**282**	**100,00**

Source: Processed from Takirin Village Profile Data Year 2018

Based on the data in the table above, it can be concluded that the quality of human resources viewed from the aspect of education level is still low. This is because the level of economic ability and level of parental awareness about the importance of education for children is still low. Most children drop out of school after receiving the first communion (in the teachings of the Catholic Church). When receiving first communion, children are generally in grade 4 or 5. Here is a table of the population of Takirin Village by School Age.

Table 6.
Number of Takirin Villagers According to School Age

No	Age (Year)	Male	Female	Total	(%)
1	5-6	30	32	62	18,13
2	7-12	52	60	112	32,75
3	13-15	28	33	61	17,84
4	16-18	24	27	51	14,91
5	19-22	25	31	56	16,37
	Total	**159**	**183**	**342**	**100**

Source: Processed from Takirin Village Profile Data Year 2018

Based on the data above, it can be explained that the total population aged 7-12 years (primary education age) is 32.75%. However, the majority of elementary school age residents did not complete elementary school education. Some of them dropped out of school in grades IV and V, for economic reasons and only made basic education to be able to receive the First Communion Sacrament.

3.1.3.2 Livelihoods

Table 7.
Types of Livelihoods of Takirin Village Communities

No	Livelihood	Male	Female	Total	(%)
1.	Farmer	320	345	665	87,39
2.	Migrant Workers	29	-	29	3,81
3.	Government employees	2	1	3	0,39
4.	Breeder	60	-	60	7,88
5.	Retired PNS / TNI / POLRI	4	-	4	0,53

Total	**415**	**346**	**761**	**100,00**

Source: Processed from the Data Profile of the Village of Takirin 2018

The data in the table above shows that the majority of Takirin villagers are farmers. They plant corn, sweet potatoes, bananas, green beans on dry land, while on wetlands they grow rice and vegetables. Farmers work using buffalo, hoes and tractors. To facilitate the work, the farmers organize themselves in the Farmer Groups.

In the village of Takirin there are many tribal houses (clans) which indicate that the community still adheres to the culture and customs, especially in terms of marriage and death, known as 'tula feto oan'. The Takirin village community has also a tradition called 'tuku badut', namely raising funds from tribal members to finance marriages. But today, this tradition is also used to raise funds to send their children to university.

3.2 Discussion

3.2.1 Accessibility of Takirin Villages in Obtaining Basic Education Services Viewed from Access to Transportation

Papacostas (1987) in Setijadji Aries (2006) defines transportation as a system consisting of certain facilities and flows and a control system that allows people or goods to move from one place to another efficiently at any time to support human activities. Efficiency here means that existing transportation can facilitate public access to basic education services, because the distance from the village to school is quite far (about 3.5 km).

In Takirin Village, transportation access is very limited because there are only 7 motorbikes for public transportation (ojek). The one-way cost of taking an elementary school student to school within 3 km is IDR 20,000. If an elementary school child uses 'ojek' every day, then it takes IRD 1,040,000 every month just for transportation. This is certainly too expensive for Takirin people who are mostly farmers. Therefore, elementary school students in Takiran village usually walk to school every day. As a result, children often arrive late at school and too late arrive home. Therefore, many elementary school children go to school without breakfast and have lunch in the afternoon. Therefore, many elementary school children go to school without breakfast and have lunch in the afternoon. This certainly affects their health, which in turn will affect their learning achievement.

Ojek is only used by elementary school children in the village of Takirin in an important and critical situation. For elementary school children togetherness is more important. They say that walking together when going to or going home from school is much more fun than having to use ojek. There are children who claim that when they walk together is an opportunity to share stories with other friends. When walking with friends, long distances are not felt. There are even children who claim to fully understand the family's economic situation so that they do not demand to use ojek services when they go to school. The following is an interview with Janus Besin, a sixth grade elementary school student from Takirin Village:

> *"Ojek services are available. But I prefer to walk with my friends to school. I remember my parents, they were only farmers. They have'nt enough money to pay ojek for me every day. I'd better walk with friends to school. Money to pay for ojek can be used to buy other needs"* (Interview, April 6, 2018).

Besides economic factors, the number of ojek to serve people in Takirin village is very limited. There are only 7 ojek available. Mr. Arnold Mau who made a living as an ojek operator, said:

> *"There are only 7 motorcycle available as ojek for public tranportation here. Not many people want to be ojek operators, because not many people want to use ojek for transportation. They said that the cost of an ojek was too expensive. This is true, but the road conditions here are rocky and have to go through big rivers that has no*

bridges, so the motorbike is quickly damaged. This certainly needs a lot of money to fix it" (Interview, April 6, 2018).

The same thing was expressed by Rensiana Lawa, one of the Takirin villagers, whose house was close to the river. He said:

"During the rainy season the river is always flooded. Ojek cannot pass, neither can people cross because the river has no bridge. School children often cannot go to school. The government needs to build bridges and roads. "(Interview Results April 07 2018).

Based on the results of interviews with several Takirin villagers above, it can be concluded that basically the Takirin community's access to transportation facilities and infrastructure is very low. Access to transportation is becoming increasingly difficult during the rainy season.

Figure 5. Transportation in the village of Takirin.

3.2.2 Accessibility of the Takirin Village in Obtaining Basic Education Services Viewed from Road Access

Road conditions in Takirin Village are very alarming and far from what is expected. This road condition is very risky for elementary school age children who have to pass the river which is often flooded in the rainy season because there are no bridges. This affects the level of basic education services because in the rainy season the children choose not to go to school.

Based on internal data that the author got from school, in Takirin Village there were around 50 children who had to pass the river which often flooded in the rainy season to go to school. This was justified by the Head of Elementary School I Fatubesi, Mr. Yanuarius Eduk:

"Indeed, the people in Takirin village still face difficulties in terms of road access, especially for elementary school-aged children who have to pass the river. Children usually come in groups without supervision from their parents. The thing we are afraid of is if these children go to school in the rainy season. They can be victims of flooding "(Interview, April 9, 2018).

This statement is supported by Mrs. Maria Fatima Bere, teacher of grade V of Elementary School I Fatubesi:

"There are about 50 elementary school children who travel through the river. That means that if the rainy season arrives and the river they pass through is flooded, then they cannot come to school. This happens every year. We, as teachers cannot do much, because we also understand the problems children face. Consequently, they miss the

subject matter and also affect the test scores they get. ”(Interview Results April 10 2018).

The problem of road access is also much complained of and felt directly by children. Road access greatly affects their learning achievement. Many elementary school students are actually smart, but their grades decline because they often cannot follow lessons due to flooding. Adrianus Mau, class V student of Fatubesi said:

> *"When the rainy season comes, I'm worried, because the river that we have to pass often overflowed and that means I can't go to school every day. Or, when the teacher is teaching and there are signs of rain, my friends and I usually ask permission to go home first. Fear of flooding. We had to run so that before the flood, we have arrived home. Sometimes I'm sad. I just hope that the rainy season will pass quickly so we can go to school every day. My exam scores are sometimes not good because there are many lessons I did not get because I did not attend classes regularly during the rainy season. I am sad, but I can't do much. I can't force myself to go to school when it's flooded. I am afraid of being dragged by a flood.*" (Interview Results April 10, 2018).

Meanwhile, Mr. Kalistu Moruk, the parents of one of Fatubesi Elementary School I students, said:

> *"During the rainy season, my child always goes to school with a few clothes. I anticipate, if the floods he can stay in his aunt's house in Fatubesi. His aunt also understands our situation, so my child can live there. Sometimes my child can stay at his aunt's house for up to 1 week. This continues to happen every rainy season arrives. I remember my son. But it's better if he stays in his aunt's house than he dies of flooding."* (Interview Results April 11, 2018).

Mrs. Rensiana Lawa, whose house is located on the edge of the river, recounts:

> "*I feel sorry for the school children every time the rainy season comes. When flooded, they have to wait three to four hours on the riverbank until the flood recedes. They waited for their parents to come to pick them up. These children often cry because they are wet and hungry. As an elder, I am sad to see a situation like this. I usually ask them to take shelter in my house while waiting for their parents to come to pick them up, but I can't offer them food because I don't have enough food for them all. This situation often occurs during the rainy season.* "(Interview, April 14, 2018)

Responding to problems related to road access for the villagers of Takirin, the Village Head has submitted a proposal to the district government to build a bridge, but until now the proposal has not been fulfilled. The following is an interview with Mr. Yosef Nahak, Head of the Takirin Village:

> "*As the Village Head of Takirin, I have tried to overcome problems related to road access for the community, especially for elementary school children. I have made a proposal to the district government to build a bridge. But until now, there has been no follow-up from the district government. I have tried to contact the district government, but their answers were very disappointing. They said that to build a bridge needed a lot of money, so we were asked to be patient.* "(Interview Results 12 April 2018).

Based on the results of the interviews above, it can be concluded that the accessibility of rural communities to basic education services is hampered because road access is still very low, especially during the rainy season, due to the absence of bridges. This problem needs serious attention from the government.

Figure 6. Access to roads for children in the village of Takirin who receive basic education services in Fatubesi I Primary School.

3.2.3 Accessibility of Takirin Villages in Obtaining Basic Education Services Viewed from Distance Access

The distance taken by the villagers of Takirin to basic education services ranges from 700 meters to 3.5 kilometers. Elementary school children spend enough energy and time to go to school and return home. Minimum District / City Basic Education Service Standards contained in the Minister of National Education Regulation No. 15 of 2010 stipulates a distance limit of 3 Km for Elementary Schools / MI. Based on these standards, the distance traveled by children in Takirin village to obtain basic education services has exceeded the maximum limit set by the Government. Some concrete problems can arise related to this distance. Patrisia Ordina Taek, one of the sixth grade students of I Fatubesi Elementary School who lives farthest from school, said:

> *"The distance from my home to school is 3.5 Km. Every day, my friends and I go to school on foot, as well as when we return home. I feel tired, especially when returning*

home. At that time, besides the hot weather, I'm also hungry. But what can I do? My mother said I had to fight for the future. We often arrive late at school. Sometimes, I lack concentration when I take lessons. I feel sleepy. "(Interview, April 16, 2018).

The same thing was revealed by Mr. Servas Berek, a Fatubesi I Elementary School teacher:

"*In this school, there are 34 children whose homes are 3.5 km from school. That is a considerable distance for a child between the ages of 7-12 years, which must be taken on foot. You can imagine, how tired they are after arriving at school. Once when I was teaching Religion, there were about 4 students who slept in class. When I asked why they slept, they answered that they were tired. As a teacher, I can understand, but can't do much. To encourage them to take lessons, I usually invite them to sing together.* "(Interview, April 17, 2018).

One of the village officials, Mrs. Leonora Balok, revealed the same thing:

"*Almost every day, around 8:30 a.m., I still see many elementary school children walking to school. In fact, these children should have been at school at 7:15 a.m. because at 7:30 a.m. the lesson began. Children who are often late are those whose homes are farthest from school, which is more than 3 km. Poor children. They have to walk every day, travel long distances to school.* "(Interview Results April 18, 2018).

Based on the information above, it can be concluded that the distance that must be taken by students to elementary school where they study is far enough. This causes children to often be late to take lessons in the first hour. In addition, because of fatigue, children often cannot take lessons properly. As a result, students' learning achievements are poorly developed.

Figure 7. Travel routes of Fatubesi Elementary School I children with a distance of 3.5 km.

IV. CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

First, the accessibility of the Takirin village community is still low in obtaining basic education services seen from access to transportation, road access, and distance access. The low access to education was directly related to the achievements of students in school. Children's achievements tend to decline because they often miss learning material due to difficult and dangerous road access in the rainy season.

Secondly, there is no significant breakthrough in resolving the root causes of the lack of access to basic education in Takirin Village. Teachers, communities, and village governments seem to be resigned to the situation. Here, there is a fatalistic attitude shown by the government and the people of Takirim to the problems they face. The effort ever taken by the Takirin village government is to submit a proposal to the Belu Regency Government to build a bridge, but this effort has not been responded to. It is identified that the low access to basic education services in Takirin Village is not only caused by physical factors (limited means of transportation and the absence of bridges), but also related to non-physical aspects, in this case government policies that have not taken sides with the people in the periphery of Indonesia, including the people in Takirin Village.

4.2 Recommendations

First, for the Head of Elementary School I Fatubesi, the teachers and School Committees to discuss with various elements of society, especially with the Village Government of Takirin to find a way out to overcome the problem of road access which greatly affects the education of elementary school age children. The school, for example, can provide several teachers who become "volunteers" who live and teach in the village across the river during the rainy season. In this way, it is expected that the majority of students who are constrained due to flooding during the rainy season can get good education services. This solution certainly needs to be supported by parents and the Village Government to provide honorariums for volunteer teachers who are willing to serve students across the Baukama river.

Secondly, the Takirin Village Head is expected to try to convince the District Government to immediately build bridges to facilitate road access for the community. The village government is also expected to be able to allocate village funds to pay the honorarium of volunteer teachers who are willing to teach elementary school children in their villages during the rainy season.

Third, because the majority of the Takirin villagers are Catholics, the Catholic Church leaders need to fight for the interests of the Takirin community, including urging the Government to immediately build bridges that are urgently needed to improve public access to adequate transportation in the area.

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The Recruitment Process of the Head of Local Government by Political Parties In Malang Raya Region

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Abstract

Direct regional head elections are in the process of recruiting leaders in regions that can guarantee the representation of local people through a democratic process. In this process, theoretically and constitutionally political parties have important and strategic roles and functions. Unfortunately, the oligarchic practice that engulfed almost all political parties has internally and externally recognized the basic principles of democracy in the process of recruiting prospective leaders in the region. The democratic process is only procedural, not substantial. So far it is strongly suspected that the process of regional head elections is more colored by transactional politics. This paper aims first, to obtain an overview of the recruitment process of candidates by political parties in the regional head elections in the Malang Raya region. Second, to obtain a description that is the power of money not only in choosing candidates for the regional head, but also able to lull constituents and voters in determining the choice of regional heads. Third, to obtain an explanation of the impact of the transactional political process and the use of the power of money as well as the impact on the relationship between political parties and their constituents in the Malang Raya region.

Keywords: recruitment, election, political parties, local government, regional heads.

1. Introduction

Malang Raya was an area consisting of three regional governments, namely Malang Municipality, Malang Regency and Batu Municipality. The title of Malang Raya was popular when it begins its discourse to separate Batu as a separate local government. Some peoples argue that what was called "Malang Raya" was a cultural representation of the ex-Residency area ofMalang which includes Malang Regency and Malang Municipality along with Batu Administrative Region, Probolinggo Regency and Probolinggo Municipality, Pasuruan Regency and Pasuruan Municipality, and Lumajang Regency. However, in subsequent developments this designation has narrowed to the cultural designation for culturally bound areas to the Arek Malang, Arema, and community such as Malang Regency, Batu Municipality, and Malang Municipality as well as parts of Pasuruan Regency (http://cakmaryono.com/malang-raya/). In the political context, especially those relating to the process of articulation and aggregation of the interests of citizens in the area of Malang Raya show an interesting phenomenon. Political representation of the people of Malang Raya, which amounts to 3.5 million in political parties, is very diverse and fluctuating. This can be observed through the **first**, the acquisition

of seats in political parties in the three regions in the 2009 and 2014 legislative elections. The details are shown in Table 1 below.

Table 1.
Acquisition of Political Party Seats in DPRD in the Greater Malang Region in the 2009 Election and 2014 Election

No.	Political Party	Malang Reg.		Malang Mun.		Batu Mun.	
		2009	2014	2009	2014	2009	2014
1	Indonesian Democratic Party of Struggle (PDI-P)	13	13	9	11	5	5
2	Democratic Party	8	3	12	5	3	3
3	Golkar Party (Golkar)	8	12	5	5	2	3
4	National Awakening Party (PKB)	8	8	5	6	2	4
5	Prosperous Justice Party (PKS)	4	-	5	3	1	1
6	People's Conscience Party (Hanura)	4	1	1	3	3	1
7	Gerindra (Gerindra) Party	3	7	2	4	1	4
8	National Democratic Party (Nasdem)	-	4	-	1	-	1
9	National Mandate Party (PAN)	-	-	4	4	2	3
10	United Development Party (PPP)	1	2	-	3	-	-
11	Ulama National Awakening Party (PKNU)	1	-	-	-	1	-
12	Karya Peduli Bangsa Party (PKPB)	-	-	1	-	1	-
13	Prosperous Peace Party (PDS)	-	-	1	-	-	-
14	Marhaenism Indonesian National Party (PNIM)	-	-	-	-	1	-
15	Patriot Party (PP)	-	-	-	-	1	-
16	National Front Party (PBN)	-	-	-	-	1	-
17	Karya Peduli Bangsa Party (PKPB)	-	-	-	-	1	-
Number of Members		50	50	45	45	25	25

Source: District Election Commission Malang, Malang City, and Batu City.

Based on the data in Table 1 above, it can be seen that the acquisition of PDI-P, Golkar and PKB seats in three regions of Malang Raya are relatively stable. This can be used as an indication of a good relationship between the three political parties and the constituents or voters. However, several other political parties, such as PD, Gerindra, PKS, and PAN, and Hanura gained seats in the DPRD seemed to fluctuate, which was apparently caused by a shift in constituent support among the political parties. There are even a number of political parties that only existed in the 2009 elections, such as PNIM, PP, PBN, and PKPB, and the latter political parties were only found in Batu Municipality.

Second, it relates to the process and results of regional head elections (*pilkada*). As be known, the two periods Malang Regent (2001-2005 and 2005-2010) Sujud Pribadi comes from PDI-P. However, in the following period, regent candidates from PDI-P can be defeated by candidates supported by Golkar who are coalition with PKB. The two periods Malang Mayor (2003-2008 and 2008-2013) Peni Suparto also came from PDI-P. However, similar to what happened in Malang Regency, in the next period the Malang Mayor Candidate who was supported by PDI-P also failed to compete with the mayor candidates who came from PKB. Only in Batu Munucipality PDI-P's domination over two periods (2007-2012 and 2012-2017) through Eddy Rumpoko could still continue in the next period with the election of Dewanty Rumpoko as mayor.

Empirically it could be a change (fluctuation) and a shift in the map of constituent support for political parties is a consequence of the enactment of Law (UU) No. 32 of 2004 concerning Regional Government. In the case of regional head elections (Governor, Regent, and Mayor) Law No. 32 of 2004 stipulates at least two important matters relating to political party relations with constituents (article 56 and article 59). First, that the election of a pair of regional heads is democratically elected, which is then translated as direct election by the people or residents in the local area. Second, contestants in the election are pairs of candidates for regional heads proposed by political parties or joint political parties

who obtain 15% of the seats in the DPRD or from the accumulation of legitimate votes in the previous legislative elections. The direct election of regional heads was first held on June 1, 2005. In the opinion of researchers, fluctuations and shifts in constituent support for political parties both in the 2009 and 2014 legislative elections resulted in seats in the DPRD, as well as in regional elections - in terms of this is the Regent of Malang in 2010 and 2015; Mayor of Malang in 2013 and 2018; and Mayor of Batu in 2012 and 2017 - due to at least two things. First, that in using voting rights, constituents are more likely to look at candidate pairs rather than see political parties where voters are affiliated. Second, the occurrence of fluctuations and constituent shifts indicates that the party machine is not working effectively, or in other words, this indicates a bad relationship between political parties and constituents.

This paper aims first, to obtain an overview of the recruitment process of candidates by political parties in the regional head elections in the Malang Raya region. Second, to get an idea that the power of money not only can influence the policy of political parties in choosing candidates for regional heads, but also able to lull constituents and voters in determining the choice of regional heads. Third, to obtain an explanation of the impact of the transactional political process and the use of the power of money in the election of regional heads on the welfare of the people in achieving the SDGs objectives, as well as the impact on the relationship between political parties and their constituents in the Malang Raya region.

2. Discussion

Recruitment and nomination process

In accordance with the theories and laws that apply in the electoral process the role and function of political parties is to recruit candidates for public officials, be they presidents, governors, regents / mayors, as well as legislators at the national or regional level. In carrying out this recruitment political parties are required to listen to the voices of the community (Cummings and Wise, 1981: 221) are also intended to select and produce qualified and nationally minded leaders (Firmanzah, 2008: 70). Recruitment and selection of candidates according to Scarrow (2005: 7-8) is a crucial task for political parties, because the appearance of the party during the election and at the time of office is more determined by how the process of selecting candidates and where their loyalty is tied. Parties that wish to include a broad circle of supporters in this process usually rely on one of two ways: whether through direct elections among eligible supporters, often referred to as primary elections, or through nominations by a kind of party council. The latter can be a comprehensive council (in the form of a caucus) or in the form of a representative council formed for this purpose. Which procedure will be used, the party must still decide on candidates who meet the requirements. Generally the party will prioritize party members, even though it also opens opportunities for any interested supporters. It's just that this overly open procedure will open up opportunities for infiltration by people who are not in line with the party's vision or ideology, or there is even the possibility of active resistance from people like this.

To strengthen the democratization of political parties in the selection of legislative candidates and party leaders Norris (2004: 24) suggests that the decision-making process be decentralized by involving grass root activists. For this purpose Norris developed a schematic model to identify the main factors influencing the candidate recruitment process. This model proposes three stages of the process working sequentially: certification (certification) includes electoral laws, party rules, and social norms that informally limit nomination requirements criteria; nominations (nominations) include requests for candidates who meet the requirements as needed and offers from the selector to determine who deserves to be nominated; and election, the final stage of determining who is the legislative official's nomination. Each stage can be seen as a progressive game ‘musical choirs’: many are eligible, few are nominated, and fewer are successful.

Certification process

In contrast to the era of direct democracy which does not require representative institutions that function to channel interests, demands, and public support to governments that have decision-making authority, modern political systems in the era of nation-state desperately need political parties (Agustino, 2007: 100; Amal, 1988 : xi). The existence of political parties is very necessary so that a modern government can work well, even according to Norris (2005: 3), without a political party the modern representative democratic system cannot work perfectly. The importance of the political party is shown by a number of functions that must be carried out. These functions include the function as a means of political communication, as a means of political socialization, as a means of political recruitment, and as a means of regulating conflict (Budiardjo, 2008: 405-409). Opinions that are not much different are expressed by Shively (1991: 172) that the political party must do the following: a basis for the mobilization of masses of citizens; a means of recruiting and socializing political leaders; structured political identity, at both mass and elite levels; and a method of control within a government structure.

Regarding the important role of political parties in the democratization process, in his study of democracy in Indonesia Liddle (1992: 143-144), it was emphasized that a system of government that is simultaneously democratic, effective and stable in the third world including in Indonesia must have political parties that: (1) through overlapping electoral processes, selecting officials who are formally (constitutionally) and informally (conduct) responsible for decision making on state policies; (2) is free from other forces, especially personal rulers, bureaucrats or the military; (3) overall have broad support in the community; and (4) relying on leadership that is trusted by its members and is considered by the general to be able to lead the country. The exercise of the right to elect the government and these officials according to International IDEA (2000: 58) requires awareness of political parties as representative instruments and participatory democracy. The composition of elected representatives must be in proportion to the results of the vote. For this reason the electoral system that might be adopted is proportional representation and regional representation.

What was put forward by International IDEA turned out to be later in line with the electoral rules - specifically for regional head elections - contained in the Law of the Republic of Indonesia (UUD RI) Number 12 of 2008 which was a amendment to the Law of the Republic of Indonesia (RI Constitution) Number 32 of 2004, specifically article 56, which regulates every contestant (candidate pair) in the election is required to use a vehicle in the form of a political party or a combination of political parties. In addition, the article states: (1) Regional heads and deputy regional heads are elected in one pair of candidates which are carried out democratically based on the principle of direct, public, free, confidential, honest and fair; (2) The candidate pair as referred to in paragraph (1) is proposed by political parties, joint political parties, or individuals who are supported by a number of people who fulfill the requirements as stipulated in this Act. *Pilkada* is a subsystem of elections in Indonesia whose main purpose is to transfer of power, from top level to lower level (Hidayat, 2000). In essence, a political decentralization is created from the center to the regions. Then the question, why do you have to go through the election? Not appointed directly by the President, or DPRD. This will return to the legitimacy of the power in the form of popular sovereignty, one of which is realized in direct elections. Regarding the legal basis, the election was first known in Article 24 paragraph (5) of Law No. 32 of 2004 concerning Regional Government which states that the Regional Head and Deputy Regional Head are elected in one pair directly by the people in the area concerned. There is also in article 56 "Regional heads and Deputy Regional Heads are elected in one pair of candidates that are carried out democratically based on the principle of direct, public, free, confidential, honest and fair." But with the birth of Law No. 22 of 2007 concerning the implementation of elections has revised the provisions the organizer in Law No. 32 2004. Law No. 22 of 2007 placed the election as part of the election regime so that the KPU with its independence was responsible for organizing the elections. The second amendment to the Act. No. 32 of 2004 set forth in Law No. 12 of 2008 also has made a substantial revision of the implementation of the election, especially in accommodating the presence of individual candidates, as a result of constitutional corrections made by the public who only allow nomination through political parties. There are still opportunities for the emergence of national leaders from below and / or regions. There are also a number of arguments on the importance of the elections, which among others are to improve the quality of accountability of local political elites, to create political stability and the effectiveness of governance at the local level, to strengthen and improve the quality of national

leadership selection because there are still opportunities for the emergence of national leaders from below. and / or regions. The last is as a place where local communities channel their political aspirations to choose local leaders according to their respective consciences.

The things that must be fulfilled that want to nominate regional heads with independent channels are as intended in Article 40 Paragraph (1) of Law Number 10 of 2016 concerning the Second Amendment to Law Number 1 of 2015 concerning the Establishment of Government Regulations in Lieu of Law Number 1 of 2014 concerning the Election of Governors, Regents, and Mayors Becomes Law, which states that: Political Parties or a combination of Political Parties can register a candidate if they meet the acquisition requirements of at least 20% (twenty percent) of the total seats of the House of Representatives Regional People or 25% (twenty five percent) of the accumulation of valid votes in the general election of members of the Regional People's Legislative Assembly in the region concerned.

Nomination

The scope of the discussion of this paper is the process of recruiting candidates for regional heads in Malang since the direct election took place in 2005. That same year in Malang Regency the first direct election was held. For Batu Municipality, the direct local election was held for the first time in 2007, while for Malang Municipality it was held in 2008. Furthermore, the description of the process of recruitment of regional heads in the three regional governments in the Malang Raya region was as follows.

Malang Regency

The election of the regional head (regent and vice regent) directly in Malang Regency for the period 2005-2010 was won by the Sujud Pribadi pair (incumbent regent) who paired with Rendra Kresna who was a member of the DPRD of Malang Regency. The pair was nominated by the party from Sujud Pribadi, PDIP which had a coalition with the party from Rendra Kreshna, Golkar. In the 2010-2015 regional election, Sujud Pribadi did not allow to run again, because he had served two terms. Meanwhile, Rendra Kresna was then promoted by Golkar as a candidate for regent paired with Subhan as the deputy regent who was carried by the Democrats and then supported by PKS and PPP. Compete with the partner Geng Wahyudi–Abd. Rahman carried by PDIP and PKB and with Agus Wahyu Arifin–Abd. Mujib Syadzilli, who was carried by Gerindra, Hanura, and PKNU, the Rendra-Subhan pair finally won the Malang Regency election contest for the 2010-2015 periods.

In the election of Malang regent-vice-regent for the period of 2015-2020, Rendra Kreshna ran again as a candidate for incumbent regent who paired with Sanusi. It's just that for this second term of office Rendra is no longer carried by Golkar, but through Nasdem. The jumping of Rendra to Nasdem was caused not only by the conflict at the Golkar central leadership level, which resulted in the lack of immediate decision regarding Rendra's candidacy, also caused by Rendra who felt that he was no longer fit to remain in Golkar. These two reasons are often used to dismiss allegations of political dowry from Nasdem to Rendra or Golkar (Tempo, 15 March 2015). This was also reinforced by the statement of one of the Golkar DPD leaders in Malang Regency:

In terms of nomination in the elections, we have never recruited figures from outside Golkar. But it is precisely our cadres that are often taken by other political parties. For us it doesn't matter, it shows that we have many qualified cadres. Rendra is one of the best Golkar cadres. And we believe Nasdem took Rendra because of that, not because of transactional politics.

While Sanusi was carried by PKB. This pair on his trip was also supported by PPP, Gerindra, Democrats and PKS. Later, Golkar also gave support to this couple. Rendra-Sanusi's partner in the 2015 elections had to compete with two other couples, namely Dewanti Rumpoko-Masrifah, both of which were carried by PDIP. While the other pairs came from individual groups (independent), namely the Nurcholis-Mufidz pair.

Batu Municipality

The election of the mayor-deputy mayor of Batu in 2007 was held on 25 October 2007 following the death of Mayor of Batu Imam Kabul. This agenda was held before 100 days of the death of Imam Kabul. The Mayor and Deputy Mayor Candidate pairs enlivened the elections, namely Eddy Rumpoko-Punjul Santosa (PDIP), Suhadi-Zen Achmad (Golkar, PKB, and PAN), Suharnanto-Andrek Prana (Democrat), Achiyadi-Dwi Sudarto (Gulo Klopo Coalition from 14 parties), Khudori-Suyitno (National religious coalition of 6 parties). However, Batu Election Commission (KPU) was considered too brave to continue the pilkada stages after the death of Mayor Batu Imam Kabul. Because the community hopes, the KPU postpones the election until the minimum period of mourning is 100 days, so that it has enough time to determine the expected leader. By continuing the election process, an activist in the city of Batu gave a comment,
Whoever the winner will be, it is not a victory for the citizens of Batu City. But it is a victory for political brokers and political parties.

The Eddy Rumpoko-Punjul Santosa pair then won the contest of the election of the mayor and deputy mayor of Batu for the period 2007-2012.In the 2012 regional head election Eddy Rumpoko-Punjul Santoso advanced again as a pair of incumbent mayor and vice mayor candidates. Eddy Rumpoko-Punjul Santoso's pair was challenged by three other couples, namely the couple Abdul Majid-Kustomo (individual candidates), Suhadi-Suyitno (Golkar and PKB), and Gunawan Wirutomo-Sundjojo (Hanura and PKNU). In this period election problems arose when the KPU crossed out and annulled Eddy Rumpoko-Punjul Santoso. This is due to the existence of new requirements that are different from the requirements that apply to the selection of the previous 2007 period. The difference in the requirements lies in that in the previous period each candidate was only required to attach the last certificate he had, while the requirements for the 2012 period required each candidate to attach all the diplomas they had. Based on public reports which were then continued by KPU investigation, it was proven that Eddy Rumpoko's junior high school diploma was fake (Republika, 08/10/2012). Not accepting the KPUD's decision, Eddy Rumpoko sued to the court, which ultimately the court won. Based on the court's decision, the KPUD then revoked the withdrawal of the couple Eddy Rumpoko-Punjul, and returned to include him in the election contest. At the presentation of the vision and mission in front of the DPRD of Batu Municipality Eddy Rumpoko explained, the vision conveyed was a summary of the tenure he held for the past five years. In his speech, Eddy said that he would build Batu City as an international tourism-based organic farming center, involving farmers and tourism actors in Batu. As well as building ASEAN Park which contains culture, crafts and parks characterized by ASEAN Countries (Kompas, 4/12/2012).

In the 2017 elections held on February 15, 2017 to elect the Mayor and Deputy Mayor of Batu for the period 2017-2022. Batu Municipality's KPU determines four pairs of Batu Mayor and Deputy Mayor Candidates who will fight. The four pairs of candidates are independent candidates Abdul Majid-Kasmuri Idris; Hairuddin-Hendra Angga Sonata carried by PKB and Democrats; Dewanti Rumpoko-Punjul Santoso supported by PDIP, Golkar, Gerindra, and PKS; and Rudi-Sujono Djonet proposed by PAN, Nasdem, and Hanura. One of the things that had been constrained when the requirements verification process was a matter of name. The name Dewanti Rumpoko is not the same as the name on the diploma and KTP. The problem was finally resolved by the determination by the court and agreed to use the name Dewanti Rumpoko (Kompas, 10/24/2016). Dewanti was the wife of Batu Mayor Eddy Rumpoko. Dewanti Rumpoko was able to run for the Malang Regency head election in 2015, but failed. Based on the Decision of the KPU of Batu Municipality Number 22 / HK.03.1-Kpt / 3579 / KPU-K0ta / 1V / 2017, dated April 5, 2017 the Dewanti Rumpoko-Punjul Santoso pair was declared the winner in the election contest (Surya, 16/2/17). Dewanti's victory has been predicted by many parties. This is based on the Batu community's assessment of the success of her husband, Eddy Rumpoko in leading the Batu Municipality administration for two periods (Kompas, 6/24/2015). In addition, the victory of Dewanti in Batu Municipality was also caused by the hard efforts of PDIP after experiencing defeat in Malang Municipality and in Malang Regency. The harshness of the effort was marked by the removal of Eddy Rumpoko from his position as Chairperson of the PDIP Branch Board of Malang Regency, with the aim that Eddy could concentrate on maintaining the domination of PDIP in Batu region (Surya, 2/10/2016). However, all of Eddy Rumpoko's achievements were destroyed, while waiting for his wife's

inauguration, Dewanti, to replace him as the mayor of Batu, the KPK was arrested on charges of corruption (KONTAN.CO.ID, 17 September 2).

Malang Municipality

The General Election Commission (KPU) of Malang Municipality officially stipulates five candidate pairs of mayor and deputy mayor of Malang as participants of the Malang Municipality elections in 2008. They also signed a joint agreement to hold peaceful elections. The determination of the five candidate pairs was set forth in the official report Number 270/32 / BA / 35.73.800 / 2008 concerning the determination of the serial number of the candidate pairs of regional heads and deputy regional heads of Malang Municipality in 2008. The five candidate pairs were respectively R. Aries Pudjangkoro-Mohan Katelu (Golkar-PAN), Fathol Arifin-Subur Triono (PKB), Peni Suparto-Bambang Priyo Utomo (PDIP), Hasanudin Abdul Latief-Arief Darmawan (Democratic Party), and Ahmad Subchan-Noor Chozin Askandar (PKS) (Kompas, 16/06/2008).

In the Malang Municipality election in 2013, this was held on May 28, 2013 to choose Malang's mayor and deputy mayor for the 2013-2018 periods. In this period's election, Malang Municipality Election Commission (KPU) established six pairs of Malang Mayor 2013 election candidates on April 2, 2013. The six pairs were Dwi Cahyono-Muhammad Nuruddin from independent channels; Sri Rahayu-Priyatmoko Oetomo carried by PDIP; Heri Pudji Utami-Sofyan Edy Jarwoko carried Golkar, PAN, and 15 non-parliamentary political parties; Ahmad Mujais-Yunar Mulya from an independent path; Agus Dono Wibawanto-Arif Hari Setiawan, carried by Democrats, PKS, Hanura, and non-parliamentary parties, PKPB; and mate Moch. Anton-Sutiaji nominated by PKB and Gerindra (http://www.wikiwand.com/id/Pemilihan_umum_Wali_Kota_Malang_2013). What makes this period pilkada a hot situation and invites the attraction of people to observe and feel concerned was first, the emergence of the figure of Moh. Anton, a businessman as a candidate for mayor who was promoted by Gerindra, who later also supported PKB. Remembering Moh. Anton, who has an entrepreneur background and was considered to lack experience in the field of government, then raises questions about the existence of political transactions between Moh. Anton with the two political parties supporting him. This question is at least as stated by an activist in Malang:

We know what the character of the entrepreneur is, and what kind of political behavior Gerindra is like, what is the behavior of the central leadership of PKB. Moreover, then there was the fact that once elected as mayor, the PKB Central Leader immediately appointed Moh. Anton as the Head of Malang City PKB Tanfidziyah without the deliberation at the Malang City level. So if there are people who suspect that there is a political transaction transaction, it could be.

Second, there was a split within the PDIP. This was due to the fact that in the post-era era, political power reform in Malang Municipality was dominated by PDIP. The split began with Heri Puji Utami who was the wife of the mayor and concurrently Chairman of the Malang Municipality DPC PDIP at the time, namely Peni Suparto did not get a recommendation from the PDIP Central Executive Board (DPP) to advance as a candidate for Malang mayor. The recommendation of the PDIP DPP was only directed at the Sri Rahayu-Prijatmoko Oetomo pair. The decline in recommendations to the Sri Rahayu-Prijatmoko candidate pair coincided with the decision to dismiss Peni Suparto from his position as Chairman of the Malang Municipality PDIP DPC, because he was deemed disobedient to the central leadership's decision. The PDIP Central Executive Board then appointed Eddy Rumpoko as Chief Executive of the Malang Municipality PDIP DPC (Kompas, 02/17/2013). Peni Suparto who felt he still had the mass from the 'red' carriage then formed the Red Army. Whereas Heri Puji Utami, then carried by a coalition of several parties including Golkar which placed Sofyan Edi Jarwoko as a candidate of the deputy mayor. Heri Puji Utami's pair-Sofyan Edi Jarwoko at that time finally became a formidable opponent of Sri Rahayu-Prijatmoko Oetomo. The split within the Malang Municipality PDIP was confirmed to have resulted in the outbreak of constituent support that had been obtained by PDIP. This situation was used by the couple Moh. Anton-Sutiaji carried by Gerindra and PKB. Moh. Anton-Sutiaji finally won the regional head election of Malang Municipality and will occupy the Mayor and Deputy

Mayor seats for the 2013-2018 period. However, not long after being elected Mayor of Malang, Moh. Anton actually left his bearer party, Gerindra. Moh. Anton joined the PKB, and was even officially appointed as Chairman of the Tanfidziyah DPC PKB of the Malang Municipality by the PKB DPP on February 19, 2014. According to M Syafik, the Chairman of Tanfidziyah DPC PKB Malang City the process of replacing Anton was considered unusual, because it was appointed directly by the PKB DPP, not through election process, especially the period of office of M. Syafik, remains a long time, until 2018 (Kompas, 02/24/2014).

In the process of implementing the Malang Municipality Election for the period 2018-2023, the KPU of Malang Municipality on February 12, 2018 determined three pairs of candidates for Mayor and Deputy Mayor of Malang City in an open plenary meeting at the Ijen Suites Hotel, Malang City. The three pairs of candidates are M Anton-Syamsul Mahmud, carried by PKB, PKS, Gerindra; Yaqud Ananda Qudban-Ahmad Wanedi was carried by PDIP, PAN, Hanura, PPP; and Sutiaji-Sofyan Edi Jarwoko who was carried by Golkar and Democrats. The three pairs of candidates were determined by Decree Number 4 / HK.03.1-KPT / 3537 / KPT / KOP / II 2018.

Of the three candidates who have registered with the KPU, they are indeed not foreign figures anymore. Some were old figures who have participated in the fight five years earlier, namely M. Anton, Sutiaji, and Sofyan Edi Jarwoko. As be known, Anton and Sutiaji five years ago was a couple who managed to win the election contest in 2013. This year, both of them came back again, but not as a couple, but as a competitor to compete for the seat of the Mayor of Malang. Meanwhile, Sofyan Edi Jarwoko, previously held by the wife of Peni Suparto, Mayor of Malang for the period 2003-2013, Heri Pudji Utami, in the contestation in 2013. During this period, the Chairman of the Golkar DPD was nominated to accompany Sutiaji.

While three other names, namely Yaqud Ananda Gudban, Ahmad Wanedi, and Syamsul Mahmud were indeed familiar in the political arena of Malang Municipality. The three were cadres from the Hanura party, PDIP, and PKS. They were indeed the first time registered as contestants in Malang Municipality election competition. In the period of 2018, this phenomenon was quite interesting, especially experienced by PDIP. In the 2013 election period, PDIP was still in an atmosphere of internal conflict with confidence without coalition with other parties, and failed. But this year, perhaps not wanting to repeat the failure in 2013, PDIP chose to join a large coalition to support the Yaqud Ananda Gudban-Ahmad Wanedi pair. In the big coalition PDIP, Hanura, PAN, and PPP joined as the bearer party. While the Nasdem who initially as the bearer party were crossed out and only used as supporting parties. During this period, Golkar also no longer cooperated with PAN as in 2013, but preferred to join hands with Democrats to carry out Sutiaji and Sofyan Edi Jarwoko. Likewise with Democrats who were previously a coalition with Hanura and PKS, in this period they preferred with Golkar. While the PKB and Gerindra, in this period still chose together as they had done in the previous five years. This coalition was also strengthened by the PKS to carry M. Anton-Syamsul Mahmud.

What shocked the public was that in the middle of the Election Day the KPK had set Mochamad Anton and Yaqud Ananda as bribery suspects to smooth the discussion of the Amended Regional Expenditure Budget (APBD-P) for the 2015 fiscal year. Anton was the Mayor of Malang 2013-2018, while Yaqud was a member of the DPRD of Malang Municipality for the period 2014-2019 (Tempo, March 21, 2018). The Panel of Judges of the Surabaya Corruption Court finally sentenced the non-active Mayor of Malang to Muhammad Anton for two years in prison. In addition, Anton was fined Rp. 200 million for four months in prison, and his political rights were revoked for two years after serving his sentence (antaranews.com, 08/10/2018). This situation is considered by many to be one of the beneficial factors for the Sutiaji-Sofyan Edy Jarwoko couple who later won the regional head election of Malang Municipality (Surya, 5/7/2018).

Impact

As the above has described the description of the regional head recruitment processes through a selection process in each political party which was then followed by the electoral process through direct regional head elections. From the process it can be seen that Rendra Kresna was able to lead the Malang Regency Government since 2010 without any apparent turmoil. In Batu Municipality, Eddy Rumpoko was able to survive exactly for two periods 2007-2012 and 2012-2017, which based on the

data showed success in creating Batu as a City of Tourism, although at the end of his tragic term he was arrested by the KPK. While, Moh. Anton, when he almost finished the first period of his term and tried to progress again in the regional head elections for the second period, he was arrested by the KPK and then the court decided he was imprisoned for two years.

What was the performance of the three regional heads in Malang Raya during their term of office, here was tried to be assessed using three parameters, namely the Percentage (%) of the Original Regional Income (PAD) against the Balancing Fund (DP); Fiscal Capacity Index (IKF); and the Human Development Index (HDI). First, the percentage (%) of PAD on DP in this case was intended by the researcher to be able to at least two things, the size of the level of dependence of the regional government on the balance funds, and the ability of the local government to explore and improve PAD. Based on the data collected for 2013-2016, on the average of the percentage of PAD on the Malang Regency DP was 21.01%; Malang Municipality amounted to 40.74%; and for Batu Municipality 16.21%. More can be seen in Table 2 below.

Table 2:
Percentage (%) of PAD over Balancing Funds in the Greater Malang Region 2013 - 2016 (Billion)

Year	Malang Regency			Malang Municipality			Batu Municipality		
	PAD	DP	%	PAD	DP	%	PAD	DP	%
2013	262,26	1700,48	15,42	313,77	863,74	36,33	59,67	446,59	13,36
2014	411,19	1832,00	22,44	372,55	956,69	38,94	78,29	489,84	15,98
2015	461.89	1893,23	24.40	424,94	926,36	45,87	99,73	554,90	17,97
2016	502.75	2308,27	21,78	447,33	1069,37	41,83	109,53	624,42	17,54

Source: processed from the Central Bureau of Statistics Malang Regency; Malang Municipality, and Batu Municipality

Note: PAD = Regional Original Income; DP = Balancing Fund

Second, Fiscal Capacity Index (IKF) according to the Regulation of the Minister of Finance of the Republic of Indonesia Number 54 / PMK.07 / 2014 concerning Regional Fiscal Capacity Map, especially in article 1 (1) fiscal capacity is a description of the financial capacity of each region reflected through general revenue Regional Revenue and Expenditure Budget (excluding special allocation funds, emergency funds, old loan funds, and other revenues whose use is limited to financing certain expenditures) to finance government duties after deducting personnel expenditure and associated with the number of poor people. The data collected by the researchers shows that for Malang Regency Government during 2014-2016 was in the Low category, while in the next two years, namely 2017 and 2017 it jumped into the Very High category. For the Malang Municipality Government, in 2014-2016 they were in the Medium category and in the last two years, namely 2017 and 2018 increased to the High category. The opposite condition occurs in the Batu Municipality Government, which in 2014-2016 was in the High category, but in 2017 it dropped to the Low category, and in 2018 it increased slightly in the Medium category. More can be seen in Table 3 below.

Table 3: Fiscal Capacity Index in Malang Raya 2014-2018

Year	Malang Regency		Malang Municipality		Batu Municipality	
	Index	Category	Index	Category	Index	Category
2014[a]	0.11	Low	0.55	Medium	1.36	High
2015[b]	0.13	Low	0.70	Medium	1.29	High
2016[c]	0.22	Low	0.97	Medium	1.92	High
2017[d]	2.71	Very High	1.54	Height	0.71	Low
2018[e]	2.08	Very High	1.61	Height	0.84	Medium

Source:

[a]Regulation of the Minister of Finance of the Republic of Indonesia No. 54 / PMK .07 / 20 14

[b] Regulation of the Minister of Finance of the Republic Of Indonesia No 33 / PMK.07 / 2015

[c] Regulation of the Minister of Finance of the Republic Of Indonesia No 37 /PMK.07 / 2016

[d] Regulation of the Minister of Finance of the Republic Of Indonesia No 119 / PMK.07 / 2017
[e] Regulation of the Minister of Finance of the Republic Of Indonesia No 107 / PMK.07 / 2018

Third, the Human Development Index (HDI). The Human Development Index has three dimensions that are used as a basis for calculation: (1) Longevity and healthy life as measured by life expectancy at birth; (2) Knowledge calculated from school expectations and the average number of years of schooling; and (3) A decent standard of living calculated from Gross Domestic Product / GDP (balance of shopping ability) per capita. According to the Central Statistics Agency (BPS), the Human Development Index (HDI) has several benefits: (1) HDI is an important indicator to measure success in efforts to build the quality of human life (community / population); (2) the HDI can determine the ranking or level of development of a region / country; (3) For Indonesia, the HDI is a strategic data because in addition to being a measure of Government performance, the HDI is also used as one of the allocators for determining the General Allocation Fund (DAU). If made the average HDI in the three regional governments in Malang during 2011-2017 shows the Malang Municipality Government has the highest average HDI, which is 79.13, then below it is the HDI of Batu Municipality Government of 72.04, and the lowest is the Malang Regency Government with an average HDI of 66.01. More can be seen in Table 4 below.

Table 4.
Human Development Index in Malang Raya (2011-2017)

Year	Human Development Index		
	Malang Municipality	**Batu Municipality**	**Malang Regency**
2011	77,36	69.76	63.97
2012	78.04	70.62	64.71
2013	78.44	71.55	65.2
2014	78.96	71.89	65.59
2015	80.05	72.62	66.63
2016	80.46	73.57	67.51
2017	80.65	74.26	68.47

Source: Central Bureau of Statistics of Malang Municipality, Batu Municipality, and Malang Regency

3. Conclusion

First, the process of selecting candidates for regional heads / deputy regional heads in Malang Raya had been through nominations in each political party. The results of the nomination were then continued at the electoral stage in the regional head elections (*pilkada*) held by the General Election Commission (KPU) of each region. Secondly, at the stage of nomination of candidates for regional heads internally in political parties there was a tendency for friction between central party leaders and local political party leaders in the Malang Raya region. This friction resulted in the emergence of internal conflicts of political parties, which brought about the failure of the election of the party candidate concerned to occupy the chair of the head / deputy regional head. Third, even though there were allegations of transactional politics between candidates for regional heads and political parties carrying them or between political parties, the allegations were not supported by concrete data. Fourth, the selection process for the head of local governments in the Malang Raya area tends to be less consistent with the performance of the government, especially those relating to PAD, IKF, and HDI. Fifth, the relationship between political parties and constituents tends to be more determined by leaders of political parties at the local level than by leaders at the central level. A less harmonious relationship between the central leadership of political parties and local leaders results in a lack of constituent support for candidates supported by the political parties concerned.

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OPTIMALISASI PENGELOLAAN DAN PELAYANAN TRANSPORTASI UMUM (Studi pada "Suroboyo Bus" di Surabaya)

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ABSTRAK

Transportasi merupakan hal yang penting dalam kehidupan sehari-hari, sehingga sarana transportasi yang memadai sangat dibutuhkan. Akan tetapi, di Surabaya transportasi yang lebih didominasi oleh kendaraan pribadi menjadi dampak dari kemacetan, sehingga perlu adanya sistem transportasi umum yang dapat mengangkut massal penumpang dengan dilengkapi teknologi canggih yang menjamin keamanan penumpang. Pemerintah kota Surabaya menyediakan Suroboyo Bus sebagai transportasi umum yang dapat dimanfaatkan oleh masyarakat hanya dengan menggunakan sampah botol plastik sebagai pembayaran, namun hal tersebut belum cukup efektif mengingat masih banyaknya permasalahan-permasalahan yang ditimbulkan, sehingga terlihat kurang dimanfaatkan oleh masyarakat secara optimal. Perencanaan dan pemodelan transportasi adalah media yang paling efektif dan efisien yang dapat menggabungkan semua faktor tersebut dan keluarannya dapat digunakan untuk memecahkan permasalahan transportasi baik pada masa sekarang maupun pada masa yang akan datang.
Kata kunci: Transportasi Umum, Suroboyo Bus

PENDAHULUAN

Transportasi memegang peranan penting dalam usaha mencapai tujuan pengembangan ekonomi, kehidupan masyarakat dalam memenuhi kebutuhan pergerakan manusia dari tempat asal ke tempat tujuan supaya dapat dimanfaatkan di tempat yang bersangkutan, seperti pergerakan dari rumah menuju tempat sekolah, menuju tempat kerja, dan lain sebagainya. Kebutuhan akan angkutan penumpang tergantung fungsi bagi kegunaan seseorang (*personal place utility*). Semakin tingginya mobilitas masyarakat menyebabkan kebutuhan akan sarana transportasi juga semakin meningkat. Saat ini, transportasi umum darat telah menjadi angkutan yang sangat diminati karena kemudahan dari segi pelayanan. Disisi lain, transportasi umum darat juga menjadi alternatif kemacetan yang terjadi khususnya di Surabaya, mengingat Surabaya adalah kota terbesar kedua di Pulau Jawa setelah Jakarta. Kemacetan ini timbul karena semakin banyaknya kendaraan pribadi khususnya mobil pribadi.

Permasalahan transportasi yang sering ditemui di Indonesia adalah kurangnya fasilitas pelayanan transportasi, semakin bertambah jumlah kendaraan mengakibatkan kemacetan lalu lintas. Tidak hanya itu, kemacetan juga menghabiskan waktu yang terbuang. Transportasi umum yang terdapat di Indonesia tidak dilengkapi dengan fasilitas yang memadai. Kondisi fasilitas transportasi yang disediakan membuat masyarakat merasa kurang nyaman dengan

layanan yang ditawarkan oleh transportasi umum tersebut. Kondisi tersebut membuat masyarakat lebih memilih menggunakan kendaraan pribadi dibandingkan menggunakan transportasi umum. Tidak hanya fasilitas minim yang dimiliki oleh transportasi umum, pemberhentian transportasi umum tersebut tidak diatur dengan menggunakan jadwal. Masyarakat yang tidak mengetahui waktu tepat dimana transportasi umum tersebut berhenti di halte membuat masyarakat tidak memiliki kepastian akan kendaraan umum yang akan mereka gunakan.

Menurut Walikota Surabaya, Tri Rismaharini volume kendaraan di Surabaya terus meningkat dari tahun ke tahun, sehingga transportasi massal merupakan alternatif yang dinilai tepat mengurangi kepadatan kendaraan. Karena perbandingan kendaraan pribadi dengan transportasi massal saat ini 75% dan 25%. Kalau sampai tembus angka 90% maka jalanan di Surabaya akan berhenti. Idealnya memang 50 banding 50 (Kompasiana, 2018).

Tabel 1.1. Banyaknya Kendaraan Bermotor menurut Jenisnya Tahun 2009 – 2015

Jenis Kendaraan	2009	2010	2011	2012	2013	2014	2015
Sedan Dan Sejenisnya	51.610	50.555	48.258	47.459	50.164	53.024	56.046
Jeep Dan Sejenisnya	29.022	29.601	28.312	29.635	31.324	`33.110	34.997
STWAGON Dan Sejenisnya	183.645	`198.960	`199.360	217.686	230.094	243.209	257.072
Bus Dan sejenisnya	2.064	2.279	2.304	2.486	2.628	2.777	2.936
Truk Dan Sejenis nya	86.987	`89.530	92.238	100.809	106.555	112.629	119.049
Speda motor Dan Sejenisnya	`1.129.870	1.213.457	`1.274.660	`1.402.190	1.482.115	1.566.595	1.655.891
Alat berat Dan sejenisnya	73	71	80	150	159	168	177
Jumlah	1.483.271	1.584.453	1.645.212	1800,415	1.903.039	2.011.512	2.126.168

Sumber : Polantas Kota Besar Surabaya, https://surabayakota.bps.go.id/statictable/2018/01/11/572/banyaknya-kendaraan-bermotor-menurut-jenisnya-2009-----2015.html diakses pada tanggal 7 Agustus 2018.

Pemerintah selalu berupaya menekan angka kemacetan yang terjadi di Surabaya salah satunya dengan menyediakan sarana transportasi umum yang dapat mempermudah masyarakat dalam memenuhi kebutuhan pergerakannya. Pemanfaatan transportasi umum masyarakat di Indonesia masih rendah dikarenakan rendahnya sosialisasi maupun kesadaran masyarakat didalamnya. Berbeda dengan di beberapa Negara maju seperti halnya di Korea Selatan yang berhasil mengurangi tingkat kemacetan dengan membatasi jumlah kendaraan pribadi. Saat ini, transportasi di Seoul didominasi kendaraan umum, yaitu bus umum sebanyak 28 persen, subway sebanyak 37 persen, taksi 7 persen, sepeda dan alat transportasi lain sebanyak 4,4 persen serta kendaraan pribadi yang hanya berjumlah 23,5 persen (Sunaryo, 2015). Demikian halnya, di Singapura yang menganjurkan warga memanfaatkan transportasi umum seperti bus dan kereta (MRT dan LRT) dengan membuat kebijakan yang sengaja menaikkan biaya memiliki mobil guna pembatasan jumlah mobil pribadi (BBC News, 2017).

Pemerintah kota Surabaya dengan mengacu sistem transportasi di luar negeri tersebut berupaya menurunkan tingkat kemacetan dengan meluncurkan Suroboyo Bus yang merupakan armada transportasi umum milik Pemerintah Kota Surabaya. Dinas Perhubungan Kota Surabaya menilai keberadaan “Suroboyo Bus” bisa menurunkan angka kecelakaan lalu lintas,

dikarenakan moda transportasi ini terintegrasi dengan sistem pengaturan lalu lintas jalan. Lampu lalu lintas secara otomatis akan berubah menjadi hijau jika bus ini melintas. Pusat kontrolnya ada di Terminal Bratang dan Joyoboyo. Suroboyo Bus juga dilengkapi dengan 12 kamera CCTV pada bagian dalam dan 3 kamera CCTV yang disematkan pada bagian luar. Keberadaan kamera-kamera ini untuk memberikan rasa aman bagi penumpang. Kemudian pintu bus juga dilengkapi sensor sehingga jika ada penumpang yang menghalangi, pintu tidak akan tertutup dan bus tidak akan berjalan. Selain itu, bus dengan lebar 2,4 meter dan panjang 12 meter juga dilengkapi tombol darurat jika terjadi kebakaran atau kecelakaan maka pengemudi bus dapat menekan tombol dan alarm akan berbunyi, kemudian pintu bus terbuka secara otomatis (Puspita, 2018).

Selain mengurangi kemacetan di Surabaya, Suroboyo Bus juga diluncurkan dengan tujuan untuk mengurangi sampah yang ada di Surabaya, karena penumpang tidak perlu membayar dengan uang, melainkan dengan menukarkan sampah botol plastik bekas air mineral berupa 5 botol bekas air mineral 600 ml atau 10 gelas bekas air mineral 250 ml dan atau 3 botol bekas air mineral 1,5 liter. Sedangkan bagi penumpang yang tidak ingin menenteng sampah kalau mau pergi naik bis ini, dapat menukarkan di bank sampah, drop box halte dan drop box terminal Purabaya yang telah bekerjasama dengan DKRTH. Sampah tersebut bisa di ganti dengan kartu setor sampah untuk ditukar dengan tiket (Kompasiana, 2018). Selain itu, Suroboyo Bus nyaman dan memiliki berbagai macam manfaat karena ramah untuk penyandang difabel, lansia dan ibu hamil. Pemkot Surabaya telah menyediakan tombol khusus dekat pintu masuk jika dipencet, asisten pengemudi akan membantu penyandang difabel untuk masuk ke dalam bus (Puspita, 2018).

Suroboyo Bus ini diharapkan dapat dimanfaatkan sebaik mungkin oleh masyarakat dalam menjalankan aktivitasnya sehari-hari agar dapat mengurangi penggunaan kendaraan pribadi sehingga kemacetan dapat diantisipasi. Akan tetapi pengoperasian Suroboyo Bus masih kurang maksimal. Hal ini terlihat dari masih sepinya penumpang yang memanfaatkan Suroboyo Bus dalam memenuhi kebutuhan sebagai transportasi umum. Pada awal Suroboyo Bus resmi beroperasi terdapat enam dari delapan armada yang dioperasikan, namun jumlah penumpang masih jauh dari harapan. Sepanjang rute Rajawali – Terminal Purabaya tidak ada penumpang yang naik. Kemudian rute Terminal Purabaya – Rajawali hingga kembali ke Terminal Purabaya total penumpang hanya 16 orang (Jawa Pos, 2018).

Sepinya penumpang pada Suroboyo Bus tersebut diindikasikan oleh kurangnya sosialisasi yang dilakukan kepada masyarakat, sehingga menyebabkan banyaknya masyarakat yang tidak tahu tentang keberadaan transportasi tersebut. Selain itu, kurangnya sosialisasi menjadikan masyarakat tidak memahami mekanisme pembayaran dengan menggunakan sampah plastik, sehingga membuat masyarakat enggan menggunakan alat transportasi tersebut (Jawa Pos, 2018). Disamping itu, adanya ketidakpuasan masyarakat akan kinerja yang tidak sesuai dengan yang dinjanjikan juga menjadi faktor rendahnya tingkat pemanfaatan Suroboyo Bus oleh masyarakat sebagai transportasi umum, seperti durasi tunggu bus yang terlalu lama, layanan rute yang terbatas, masih belum berfungsinya fasilitas antitraffic sehingga masih terjebak macet serta aplikasi Gobis yang belum dapat digunakan dengan maksimal (Jawa Pos, 2018).

KAJIAN TEORI

Transportasi

Salim (2012) mendefinisikan transportasi sebagai kegiatan pemindahan barang (muatan) dan penumpang dari suatu tempat ketempat lain, sedangkan Adisasmita (2011) menyatakan bahwa transportasi adalah kegiatan memindahkan atau mengangkut muatan (barang dan manusia) dari suatu tempat ketempat lain, dari suatu tempat asal (*origin*) ketempat tujuan (*destination*). Menurut Miro (2012), transportasi merupakan salah satu kunci perkembangan suatu Daerah atau Kota. Transportasi diartikan sebagai pemindahan barang dan manusia dari tempat asal ketempat tujuan, proses pengangkutan merupakan gerakan dari tempat asal, dari mana kegiatan angkutan dimulai, ketempat tujuan, kemana kegiatan pengangkutan diakhiri. Transportasi bisa diartikan sebagai usaha memindahkan, menggerakkan, mengangkut, atau mengalihkan suatu objek dari suatu tempat ke tempat lain dimana ditempat lain, objek tersebut lebih bermanfaat atau dapat berguna untuk tujuan-tujuan tertentu.

Menurut Salim (2012), dalam transportasi ada dua unsur yang terpenting yaitu pemindahan/pergerakan (*movement*) dan secara fisik mengubah tempat dari barang dan penumpang ke tempat lain. Transportasi menurut Nasution (2008) didefinisikan sebagai pemindahan barang dan manusia dari tempat asal ke tempat tujuan. Proses pengangkutan merupakan gerakan dari tempat asal, dari mana kegiatan angkutan dimulai, ke tempat tujuan, ke mana kegiatan pengangkutan. Kamaluddin (2003) menjelaskan bahwa transportasi merupakan kegiatan pemindahan barang (muatan) dan penumpang dari suatu tempat ke tempat lain. Unsur–unsur transportasi terdiri dari:

1. Manusia yang membutuhkan
2. Barang yang dibutuhkan
3. Kendaraan sebagai alat/sarana
4. Jalan dan terminal sebagai prasarana transportasi
5. Organisasi (pengelola transportasi).

Masing-masing moda transportasi menurut Setijowarno dan Frazila (2001), memiliki ciri-ciri yang berlainan, yakni dalam hal:

1. Kecepatan, menunjukan berapa lama waktu yang dibutuhkan untuk bergerak antara dua lokasi.
2. Tersedianya pelayanan (*availability of service*), menyangkut kemampuan untuk menyelenggarakan hubungan antara dua lokasi.
3. Pengoperasiaan yang diandalkan (*dependability of operation*), menunjukan perbedaan-perbedaan yang terjadi antara kenyataan dan jadwal yang ditentukan.
4. Kemampuan (*capability*), merupakan kemampuan untuk dapat menangani segala bentuk dan keperluan akan pengangkutan.
5. Frekuensi adalah banyaknya gerakan atau hubungan yang dijadwalkan.

Transportasi Publik

Transportasi umum merupakan suatu kegiatan memindahkan manusia atau barang dari suatu tempat ketempat yang lain menggunakan sarana angkutan umum dengan membayarkan sejumlah biaya tertentu. Dalam hal perangkutan umum melibatkan beberapa pihak, yaitu operator sebagai penyedia pelayanan angkutan umum, masyarakat sebagai konsumen atau pengguna layanan jasa angkutan umum, dan pemerintah sebagai regulator atau pengatur dan penengah antara operator angkutan dan masyarakat (Warpani, 2002).

Tujuan utama keberadaan transportasi umum penumpang adalah menyelenggarakan pelayanan angkutan yang baik dan layak bagi masyarakat. Ukuran pelayanan yang baik adalah pelayanan yang aman, cepat, murah dan nyaman. Selain itu, keberadaan angkutan umum penumpang juga membuka lapangan kerja. Ditinjau dengan kacamata perlalu-lintasan,

keberadaan angkutan umum penumpang mengandung arti pengurangan volume lalu lintas kendaraan pribadi, hal ini dimungkinkan karena angkutan umum penumpang bersifat angkutan massal sehingga biaya angkut dapat dibebankan kepada lebih banyak orang atau penumpang. Banyaknya penumpang menyebabkan biaya penumpang dapat ditekan serendah mungkin (Warpani, 2002).

Moda Transportasi Darat

Menurut Warpani (2002) Moda transportasi darat terdiri dari seluruh bentuk alat transportasi yang beroperasi di darat. Moda transportasi darat sering dianggap identik dengan moda transportasi jalan raya. Moda transportasi darat terdiri dari berbagai varian jenis alat transportasi dengan ciri khusus. Kemudian Miro (2012) menjelaskan bahwa transportasi darat dapat di klasifikasikan menjadi:

1. Geografis Fisik, terdiri dari moda transportasi jalan rel, moda transportasi perairan daratan, moda transportasi khusus dari pipa dan kabel serta moda transportasi jalan raya.
2. Geografis Administratif, terbagi atas transportasi dalam kota, transportasi desa, transportasi antar-kota dalam provinsi (AKDP), transportasi antar-kota antara-provinsi (AKAP) dan transportasi lintas batas antar-negara (internasional)

Surya (2006) menyatakan bahwa kebijakan penyediaan moda angkutan darat beberapa kota metropolitan di Indonesia cenderung menggunakan pendekatan populis. Pendekatan ini mengacu kepada kemampuan moda angkutan darat untuk mengangkut sebanyak mungkin penumpang yang bermukim di pinggiran dan pusat kota.

Manajemen Transportasi

Manajemen transportasi adalah sebagai usaha dalam mencapai tujuan yang telah ditentukan dengan penghasilan jasa angkutan oleh perusahaan angkutan sedemikian rupa, sehingga dengan tarif yang berlaku dapat memenuhi kepentingan umum. Menurut Nasution (2008:30) pada umumnya manajemen transportasi menghadapi tiga tugas utama, yaitu:

1. Menyusun rencana dan progam untuk mencapai tujuan dan misi organisasi secara keseluruhan.
2. Meningkatkan produktivitas dan kinerja perusahaan.
3. Dampak sosial dan tanggung jawab sosial dalam pengoperasikan angkutan kota.

Menurut Griffin (2004:226) manajemen strategi atau strategis (*strategic management*) adalah cara untuk menanggapi peluang dan tantangan bisnis. Manajemen strategis merupakan proses manajemen yang komprehensif dan berkelanjutan yang ditujukan untuk memformulasikan dan mengimplementasikan strategi yang efektif.

***Public Private Partnership* (PPP)**

Public Private Partnership (PPP) atau KPS dapat diterjemahkan sebagai perjanjian kontrak antara swasta dan pemerintah, yang keduanya bergabung bersama dalam sebuah kerjasama untuk menggunakan keahlian dan kemampuan masing-masing untuk meningkatkan pelayanan kepada publik di mana kerjasama tersebut dibentuk untuk menyediakan kualitas pelayanan terbaik dengan biaya yang optimal untuk publik (*America's National Council on Public Private Partnership*) (Kurniawan, dkk, 2009).

PPP merupakan alat untuk meningkatkan efisiensi dan meningkatkan kualitas produk-produk dan pelayanan publik. Tujuan dilakukannya *Private Partnership* atau PPP, antara lain

adalah untuk meningkatkan efektivitas dan efisiensi dalam pelaksanaannya, meningkatkan kualitas produk-produk dan pelayanan publik, dan adanya pembagian modal, risiko, dan kompetensi atau keahlian sumber daya manusia secara bersama-sama (Susantono dan Berawi, 2012).

Di lain pihak konsep PPP tidak hanya dapat dipandang dari sisi public dan private sector saja, akan tetapi merupakan triangle synergy antara government, business, dan communities. Seperti penjelasan yang terdapat pada laporan United Nations Development Program (2004), United Nations Economic Commission for Europe (2008), dan Asian Development Bank (2008), para pihak PPP yang dapat dikategorikan menjadi 3 unsur, yaitu:

1. Negara, berfungsi menciptakan lingkungan politik dan hukum yang kondusif.
2. Swasta, mendorong terciptanya lapangan pekerjaan dan peningkatan pendapatan masyarakat.
3. Masyarakat, mewadahi interaksi sosial politik, memobilisasi kelompok dalam masyarakat untuk berpartisipasi dalam aktivitas ekonomi sosial dan politik.

METODE PENELITIAN

Metode penelitian menggunakan studi literatur yaitu peneliti menelaah secara tekun akan kepustakaan yang diperlukan dalam penelitian (Nazir, 2014). Penelitian ini menggunakan pendekatan penelitian kualitatif sebagai penelitian eksploratif yang tidak terstruktur. Studi literatur, selain dari mencari sumber data sekunder yang akan mendukung penelitian, juga diperlukan untuk mengetahui sampai ke mana ilmu yang berhubungan dengan penelitian telah berkembang, sampai ke mana terdapat kesimpulan dan degeneralisasi yang telah pernah dibuat, sehingga situasi yang diperlukan dapat diperoleh (Nazir, 2014).

Penelitian kualitatif ini menggunakan sumber data sekunder. Data sekunder, yaitu data yang tidak langsung memberikan data kepada peneliti (Sugiyono, 2014) atau data yang telah dikumpulkan oleh lembaga pengumpulan data dan dipublikasikan kepada masyarakat pengguna data. Data sekunder dalam penelitian ini diperoleh dari referensi yang diperoleh melalui studi kepustakaan, seperti buku-buku referensi, jurnal, artikel, dan sumber lainnya yang relevan dengan penelitian.

Penelitian ini menggunakan penelitian kualitatif dengan metode studi literatur, sehingga pengumpulan data dalam penelitian ini selain dari buku referensi digunakan juga sumber-sumber berikut ini (Nazir, 2014):

1. Buku teks yaitu buku ilmiah yang ditulis rapi yang diterbitkan dengan interval yang tidak tentu.
2. Jurnal, yaitu majalah ilmiah yang berisi tulisan ilmiah atau hasil-hasil seminar.
3. *Periodical*, yaitu majalah ilmiah yang diterbitkan secara berkala oleh lembaga-lembaga baik pemerintah atau swasta yang berisi hasil penelitian.

Dalam penelitian ini tinjauan terhadap literatur lokal dan internasional terpilih. Data dalam laporan ini dibandingkan, diringkas, dan diinterpretasikan untuk mendapatkan hasil yang berguna terkait dengan transportasi Suroboyo Bus.

HASIL PENELITIAN DAN PEMBAHASAN

Perbedaan Transportasi Umum di Indonesia dan Luar Negeri

Transportasi umum khususnya bus di Indonesia belum banyak dimanfaatkan oleh masyarakat. Hal ini berbeda dengan transportasi umum di beberapa negara lainnya seperti di Seoul Korea Selatan yang sejak tahun 2004 melakukan berbagai reformasi di bidang angkutan umum dengan mulai membangun manajemen angkutan umum dengan nama *Transport Operation and Information Service* (Topis). Dalam satu ruangan yang dinamakan *Seoul Control Center* (SCC), yang terletak di Seoul City, Kompleks Balai Kota, manajemen lalu lintas termasuk transportasi umum di Kota Seoul bisa terpantau melalui ratusan CCTV (*Closed*

Circuit Television) yang terpasang di sudut kota. Saat ini, mayoritas kendaraan yang dimanfaatkan oleh sebagian besar penduduk setempat adalah transportasi umum yaitu bus umum sebanyak 28 persen, subway sebanyak 37 persen, taksi 7 persen, sepeda dan alat transportasi lain sebanyak 4,4 persen serta kendaraan pribadi yang hanya berjumlah 23,5 persen (Sunaryo, 2015). Pemerintah Seoul menyediakan sekitar 7.500 unit bus untuk moda transportasi di jalan raya. Ribuan bus tersebut dibedakan menjadi 3 warna. Warna biru adalah bus connecting subsurb, hijau bus untuk veeder line yang menyambungkan ke jalur arteri. Sedangkan bus warna kuning rutenya dibatasi untuk wilayah bisnis dan pusat perbelanjaan saja (Sunaryo, 2015).

Pada negara lainnya seperti Singapura, telah memiliki sistem transportasi yang meningkat pesat meskipun sebelumnya tidak jauh berbeda dengan sistem transportasi di Indonesia. Saat ini Singapura memiliki transportasi massal 4.500 bus dengan 300 rute perjalanan yang secara umum tiap harinya melayani 3,6 juta orang penumpang (Khafifah, 2015). Sistem transportasi yang baik didukung dengan adanya kebijakan negara Singapura tersebut memiliki strategi perencanaan jangka panjang dan tata guna lahan untuk transportasi terintegrasi. Kebijakan perencanaan kota Singapura dilakukan melalui perancangan konsep atau concept plan, yang disusun dan direvisi secara berkala (Berita Trans, 2015). Terlebih pemerintah telah membatasi jumlah mobil pribadi untuk mengatasi kemacetan dengan berinvestasi besar-besaran di jaringan transportasi umum negara tersebut khususnya untuk subsidi kontrak bus sebesar S$4 miliar (Rp 40 triliun) (BBC News, 2017).

Berbeda dengan sistem transportasi di dua negara tersebut, Indonesia masih jauh dari harapan, seperti adanya Suroboyo Bus sebagai transportasi umum yang menyediakan berbagai kecanggihan dalam sarana transportasi umum namun belum sepenuhnya dapat dimanfaatkan dengan baik oleh sebagian besar masyarakat. Sebagian besar masyarakat di Indonesia termasuk di Surabaya lebih banyak menggunakan kendaraan pribadi daripada transportasi publik termasuk Suroboyo Bus.

Kesepakatan Bersama Pemerintah dan Swasta

Dalam mendukung Suroboyo Bus sebagai transportasi umum, diperlukan adanya Kebijakan yang didasari oleh kesepakatan bersama Pemerintah Kota Surabaya dengan Pihak Swasta dengan perencanaan, pengaorganisasian, aktualisasi serta control yang tepat Dalam pengoptimalan pengelolaan dan pelayanan transportasi umum pada Suroboyo Bus, akan dilakukan penerapan yang Optimal. Tujuan *planning* adalah mengidentifikasi seberapa jauh kebutuhan pengguna transportasi umum khususnya bus dan seberapa banyak pengguna potensial telah terpenuhi dan untuk menutup kesenjangan antara apa yang diberikan dengan apa yang dibutuhkan. Dalam hal ini terdapat dua elemen yakni mengevaluasi seluruh layanan yang tersedia; membuat keputusan mengenai jenis layanan apa saja yang dibutuhkan untuk memenuhi permintaan serta memenuhi tujuan kebijakan. Dalam perencanaan atau *planning*, data mengenai status dan kinerja sistem transportasi harus dipantau secara berkesinambungan, karena perencanaan harus dilakukan secara terus menerus. Berikut ini data yang mencakup indikator kinerja kuantitatif serta indikator yang mengukur sejauh mana permintaan, dalam hal kuantitas dan kualitas layanan, telah tercapai.

1. Indikator Kinerja

   Sumber daya yang digunakan dalam penyelenggaraan transportasi umum bus harus digunakan semaksimal mungkin sehingga dapat lebih produktif dan efisien. Oleh karena itu, evaluasi kinerja operasional layanan bus dan standar layanan yang dijanjikan kepada pengguna (Standar Pelayanan Minimum) semakin dibutuhkan. Indikator kinerja yang

ditentukan dapat memaparkan kelemahan dari pelayanan sehingga dapat diketahui perbaikan-perbaikan yang perlu untuk dilakukan dan menjadi sarana untuk mengevaluasi perbaikan dan perubahan. Indikator kinerja utama operasional berikut ini sangat dianjurkan (beberapa parameter diambil dari World Bank Technical Paper No 68 berjudul Meningkatkan Standar Layanan Bus dan Menurunkan Biaya) dalam Meakin (2011):

a. Volume penumpang
   Indikator yang paling mendasar dari produktivitas adalah jumlah penumpang terangkut dalam kaitannya dengan kapasitas sistem. Hal ini diukur oleh rata-rata jumlah penumpang per bus operasi per hari. Suatu perusahaan bus yang sehat, dikelola dengan baik dan dengan permintaan yang tinggi sepanjang hari biasanya mencapai hingga 1.000 penumpang per bus per hari untuk bus tunggal dengan kapasitas maksimal 80. Dalam hal ini, *planning* dilakukan dengan mengukur jumlah rata-rata penumpang dalam sehari, penumpang per perjalanan yang ditempuh bus (penumpang/bus-km), serta jumlah perjalanan pulang-pergi yang ditempuh oleh setiap kendaraan per hari, sehingga dapat diketahui sejauh mana produktivitas Suroboyo Bus dapat efisien.
b. Pemanfaatan armada
   Proporsi dari armada bus yang dioperasikan tiap harinya menunjukkan efektivitas pengadaan bus, perawatan, dan ketersediaan staf. Suatu perusahaan bus yang dijalankan dengan baik akan mencapai utilisasi armada sebesar 80–85 persen. Dengan mengacu pada kondisi awal menunjukkan bahwa jumlah armada Suroboyo Bus hanya 8 armada dan yang aktif beroperasi hanya 6 armada, sedangkan 2 armada lainnya digunakan sebagai cadangan ketika terjadi kerusakan. Dalam hal ini, *planning* dilakukan dengan mengukur kesesuaian jumlah armada bus dengan utilisasi agar diperoleh pemanfaatan armada yang efektif dan efisien.
c. Panjang tempuh kendaraan
   Indikator lain dari produktivitas armada bus adalah jarak total yang ditempuh oleh bus dalam pelayanan, biasanya dinyatakan dalam kilometer rata-rata per bus per hari operasi. Suatu layanan bus yang cukup baik mencapai sekitar 210–260 bus-kilometer per bus per hari. Panjang trayek dan jumlah perjalanan pulang pergi per kendaraan per hari juga wajib dipantau. Oleh karena itu, *planning* dapat dilakukan dengan mengukur Panjang tempuh Suroboyo Bus dalam satu hari yang efektif dan efisien, karena trayek yang Panjang lebih rentan terhadap gangguan tundaan akibat kemacetan lalu lintas. Penjadwalan juga terkendala oleh hal ini.
d. Kerusakan dalam pelayanan
   Armada bus yang cukup terawat baik tidak akan mengalami gangguan lebih dari 8–10 persen setiap hari dari total bus yang beroperasi. Operator dengan armada modern, terawat dengan baik dapat mencapai tingkat kehandalan yang sangat tinggi. Dengan mengacu pada kondisi lapangan setelah dioperasikannya Suroboyo Bus menemui kerusakan pada 2 armada bus yang tidak bias berfungsi karena adanya AC bocor (Surya, 2018). Dengan demikian *planning* dapat dilakukan dengan memastikan kondisi bus yang optimal dan jauh dari kemungkinan kerusakan yang dapat terjadi.
e. Konsumsi bahan bakar
   Konsumsi bahan bakar tergantung pada ukuran dan beban kendaraan, bahan bakar dan jenis mesin dan alinyemen jalan serta kondisi lalu lintas pada trayek. Pemeliharaan dan perilaku pengemudi juga memiliki pengaruh yang cukup besar.

Konsumsi bahan bakar dari suatu sistem yang berjalan baik adalah sekitar 20–25 liter per 100 kilometer untuk minibus.

f. Rasio pegawai

Angka rata-rata pegawai operasional, administrasi dan staf pemeliharaan per bus merupakan indikator efisiensi yang penting pada tingkat perusahaan. Angka yang dianggap cukup efisien adalah empat pegawai per bus. Perhitungan jumlah pegawai juga harus menggambarkan keperluan tenaga konduktor, jumlah shift per hari, bisa dua atau tiga, dan pekerjaan yang pihak ketiga (outsourcing) seperti perawatan dan pembersihan armada.

g. Kecelakaan

Tingkat kecelakaan memberikan indikasi standar perilaku pengemudi dan pemeliharaan. Pada dasarnya, peluncuran Suroboyo Bus bertujuan untuk meminimalkan tingkat kecelakaan, karena moda transportasi ini terintegrasi dengan sistem pengaturan lalu lintas jalan, yang mana lampu lalu lintas secara otomatis akan berubah menjadi hijau jika Suroboyo Bus melintas. Selain itu, pintu bus juga dilengkapi sensor sehingga jika ada penumpang yang menghalangi, pintu tidak akan tertutup dan bus tidak akan berjalan. Suroboyo Bus juga dilengkapi dengan tombol darurat jika terjadi kebakaran atau kecelakaan, yang mana pengemudi bus dapat menekan tombol dan alarm akan berbunyi, kemudian pintu bus terbuka secara otomatis. Akan tetapi, dengan mengacu pada kondisi temuan awal menunjukkan tidak berfungsinya fasilitas antitraffic sehingga masih terjebak macet (Jawa Pos, 2018). Pembuat kebijakan dan otoritas jalan raya telah berusaha untuk mempromosikan keselamatan dengan menetapkan batas kecepatan, menetapkan sinyal lalu lintas, menegakkan undang-undang lalu lintas dan menanggapi insiden lalu lintas. Teknologi dapat diimplementasikan dengan biaya sederhana untuk meningkatkan efektivitas tindakan tersebut. Oleh karena itu, perbaikan sistem antitraffic menjadi bagian *planning* yang penting agar kinerja Suroboyo Bus semakin optimal, karena menggunakan teknologi yang memungkinkan sinyal lalu lintas untuk merespons arus lalu lintas real-time dengan mengoptimalkan durasi sinyal lalu lintas dapat diterapkan lebih luas untuk meningkatkan keamanan dan mengurangi waktu perjalanan.

2. Indikator Kualitas Layanan

Hasil riset yang dilakukan diseluruh dunia sebagian besar pengguna transportasi umum mengutamakan keterandalan sebagai kualitas layanan yang penting dan paling utama dari jasa transportasi umum, kemudian juga frekuensi layaanan serta kecepatan perjalanan. Meskipun tidak ada standar bakuan yang jelas dalam mengukur kualitas layanan transportasi umum bus, namun terdapat beberapa atribut yang dapat diukur antara lain adalah:

a. Waktu tunggu

Waktu tunggu penumpang merupakan faktor utama dalam keseluruhan kualitas layanan. Di negara berkembang waktu tunggu rata-rata harus dalam wilayah 5–10 menit, dengan maksimal 10–20 menit. Waktu tunggu paling rendah berlaku untuk perjalanan yang cukup singkat dengan frekuensi layanan tinggi dan waktu tunggu yang tinggi akan berlaku untuk perjalanan panjang dan frekuensi layanan rendah. Akan tetapi dari hasil pemantauan Jawa Pos di lapangan menunjukkan masih lamanya waktu tunggu bus sekitar 30-40 menit yang berdampak akan beralihnya penumpang ke transportasi lain apabila masa tunggu Suroboyo Bus terlalu lama

(Jawa Pos, 2018). Mengganti jasa paratransit yang terorganisir longgar dengan layanan yang terkoordinasi, bahkan tanpa menambah kendaraan, cenderung membuat frekuensi layanan lebih teratur dan mengurangi waktu tunggu rata-rata, serta menghilangkan waktu tunggu yang sangat panjang yang kadang-kadang terjadi dalam pelayanan paratransit. Dalam hal ini, *planning* dapat dilakukan dengan mengevaluasi dan memantau beberapa hal berikut ini:

1) Frekuensi kendaraan (headways) sepanjang hari untuk memperkirakan waktu menunggu rata-rata;
2) Volume beban kendaraan dan permintaan penumpang di sepanjang rute untuk mengidentifikasi situasi kelebihan muatan yang berakibat pada peningkatan waktu tunggu.

Dengan adanya perencanaan yang tepat diharapkan dapat meningkatkan produktivitas Suroboyo Bus sebagai transportasi umum.

b. Jarak berjalan kaki dengan rute bus

Jarak yang ditempuh penumpang dengan berjalan kaki ke dan dari halte bus adalah indikasi dari keterjangkauan jaringan layanan bus. Dalam jaringan yang cukup baik, penumpang dapat naik bus dalam radius 300 – 500 meter dari rumah mereka atau tempat kerja. Jarak lebih dari 500 meter dapat diterima untuk pemukiman berkepadatan rendah, tetapi jarak berjalan maksimum tidak boleh melebihi satu kilometer. Akan tetapi, pada kenyataannya, rute Suroboyo Bus masih sangat terbatas, sehingga banyak penumpang yang mengeluhkan keterjangkauan akses dan berharap kedepannya ada Suroboyo Bus yang melayani rute yang dekat kantor-kantor, sekolah-sekolah dan tempat-tempat umum lainnya. Hal ini yang perlu menjadi perhatian dalam *planning* Suroboyo Bus kedepannya agar dapat lebih optimal dalam pemanfaatannya.

c. Waktu perjalanan

Penumpang tidak bisa diharapkan rela menghabiskan lebih dari dua sampai tiga jam setiap hari untuk bepergian ke dan dari tempat kerja (pintu ke pintu) di daerah perkotaan terbesar, dan kurang dari itu untuk kota yang relatif kecil. Kecepatan bus rata-rata tidak boleh turun hingga di bawah 10 km/jam di daerah perkotaan yang padat dengan lalu lintas campuran (tanpa jalur bus prioritas) dan dalam kota bekepadatan sedang hingga rendah, kecepatan diharapkan mencapai sekitar 25 km/jam (Studi Pemodelan dan Data Transportasi Perkotaan dalam Meakin, 2011). Oleh karena itu, dalam perencanaan (*planning*) perlu dipikirkan akan waktu perjalanan atau rata-rata wajtu tempuh penumpang yang normal agar Suroboyo Bus dapat dimanfaatkan secara optimal oleh masyarakat Surabaya yang juga berguna mengurangi tingkat kemacetan di Surabaya.

d. Transfer

Kebutuhan untuk transfer antara trayek atau antara moda menambah waktu tunggu dan merupakan ketidaknyamanan bagi penumpang. Hal ini juga menambah biaya perjalanan penumpang sebagai penumpang mungkin harus dibayar untuk setiap mode atau layanan naik. Di kota besar banyak penumpang melakukan satu kali transfer tapi kurang dari 10% penumpang melakukan transfer lebih dari satu kali. Oleh karena itu, hal ini menjadi penting untuk dievaluasi dan merencanakan perubahan struktur trayek dan untuk mengurangi jumlah transfer dengan menganalisis jumlah penumpang potensial dengan permintaan rute terbanyak juga area-area yang sering diakses oleh sebagian besar penumpang sehingga akan dapat

mengurangi kebutuhan transfer penumpang dan akan memaksimalkan pemanfaatan Suroboyo Bus sebagai transportasi umum.

e. Biaya perjalanan

Sementara keterandalan secara konsisten dinilai sebagai kualitas yang paling penting dari sebuah jasa angkutan, biaya perjalanan dianggap sangat penting dalam pilihan moda oleh kelompok berpenghasilan rendah. Keterjangkauan dari trarif/ongkos bus tergantung pada tingkat pendapatan pengguna. Tarif yang terlalu tinggi menyebabkan banyak memilih untuk berjalan. Di negara berkembang tingkat biaya perjalanan bus yang wajar tidak melebihi 10 persen dari pendapatan rumah tangga. Meskipun dalam pembayaran Suroboyo Bus yang menggunakan botol bekas namun hal tersebut juga akan menjadi hambatan bagi penumpang yang tidak memiliki sampah botol plastik bekas sesuai jumlah yang ditentukan. Terlebih banyak warga yang belum memahami mekanisme pembayaran dengan sampah plastik tersebut (Jawa Pos, 2018). Dalam *planning* hal ini dapat dilakukan dengan adanya solusi pada tiket dari pengumpulan sampah milik orang lain, mengingat ada orang yang sering mengumpulkan banyak sampah plastik tetapi tidak butuh naik bus sering-sering sehingga dapat ditukarkan kepada calon penumpang yang membutuhkannya. Selain itu adanya penumpang yang tidak mau membawa sampah plastik kemana-mana akan diberikan solusi dengan adanya tempat penukaran atau bank sampah yang diberbanyak pada tempat-tempat tertentu. Menurut pakar atau ahli, kebijakan pembayaran tiket bus dengan sampah adalah solusi paling tepat, mengingat untuk naik Suroboyo Bus, pemkot tidak bisa menarik retribusi, sehingga kebijakan ini dinilai paling tepat dan efisien, karena dapat melibatkan warga untuk menjaga lingkungan kebersihan kota Surabaya.

Organizing dilakukan untuk menghimpun dan mengatur semua sumber-sumber yang diperlukan termasuk manusia, sehingga pekerjaan yang dikehendaki dapat dilaksanakan dengan baik (Hasibuan, 2011). Dalam pengorganisasian ini, upaya memanfaatkan berbagai pihak yang berkepentingan sangat penting sehingga perencanaan dapat berjalan dengan baik salah satunya melalui *Public-Private Partnerships*. Perkembangan teknologi dan tren di sektor swasta akan berdampak pada transportasi publik di masa depan. *Public-Private Partnerships* memberikan peran bagi pemerintah dan industri swasta dalam membangun infrastruktur transportasi, yang mengurangi beban satu pihak yang bertanggung jawab atas semua keuangan proyek. Jenis kemitraan ini biasanya memungkinkan proyek dibangun lebih cepat, tetapi sering kali memprivatisasi aset publik sebelumnya dan dapat membatalkan potensi imbal balik di masa mendatang atas aset tersebut. *Public-Private Partnerships* juga digunakan untuk proyek-proyek yang lebih kecil seperti pembiayaan perkembangan penggunaan campuran di atau dekat halte transit.

Dalam hal ini, kemitraan multi aktor terdiri dari pemerintah yang berperan sebagai regulator, swasta mendukung kebijakan dengan membuat program untuk pembangunan masyarakat, sedangkan masyarakat berperan dalam bentuk pastisipasi. Saat ini perlu dibentuk UPT khusus mengelola pengoperasian Suroboyo Bus. Atau bisa dikontrak Manajemen ke pihak di luar Pemkot, mengingat saat ini pengelolaan Suroboyo Bus hanya ditangani oleh Dishub Kota Surabaya. Akan tetapi masih memiliki kendala pada rendahnya partisipasi masyarakat dalam pemanfaatan Suroboyo Bus sebagai transportasi umum. Selain itu dalam *organizing* juga penting melibatkan sektor swasta dalam hal pendanaan perbaikan aplikasi Gobis sebagai pemanfaatan teknologi informasi guna memberikan kemudahan kepada penumpang dalam penggunaan Suroboyo Bus. Melakukan kerjasama dengan sektor swasta

untuk menyediakan beberapa layanan transportasi umum, menghasilkan efisiensi biaya dan kemampuan untuk lebih mudah memulai layanan baru. Teknologi dan inovasi yang dikembangkan di sektor swasta seperti penggunaan aplikasi Gobis menghadirkan peluang bagi badan publik untuk memberikan layanan dengan cara yang berbeda, meningkatkan pengalaman pengendara, dan menciptakan sistem transportasi yang lebih terintegrasi.

Integrasi dan kemitraan ini fokus pada penyediaan lebih banyak opsi mil terakhir kepada pelanggan dan akses yang lebih mudah ke opsi tersebut. Integrasi operator swasta juga membantu pelanggan menemukan alternatif transportasi umum, mengintegrasikan sistem pembayaran juga dapat dikembangkan kedepannya. Hal ini dilakukan karena inovasi teknologi telah lama diakui sebagai sumber utama pertumbuhan ekonomi dan peningkatan standar hidup. Pembuat kebijakan bertanggung jawab untuk menggunakan teknologi terbaru untuk menyediakan layanan ini sesuai dengan pertimbangan biaya-manfaat yang secara sederhana dapat meningkatkan kecepatan, keandalan dan keamanan perjalanan pengendara, sekaligus mengurangi biaya layanan jalan raya.

Actuating dilakukan dengan menggerakkan anggota-anggota kelompok, sehingga dapat berusaha untuk mencapai tujuan yang telah direncanakan bersama (Hasibuan, 2011). Dalam hal *actuating* terlihat masih kurangnya partisipasi masyarakat sehingga sangat penting dalam upaya menggerakan masyarakat agar aktif terlibat dalam penggunaan Suroboyo Bus sebagai transportasi umum sehari-hari. Hal ini dapat dilakukan dengan peningkatan intensitas sosialisasi baik di media cetak seperti koran, majalah maupun media elektronik seperti televisi dan radio juga media internet seperti melalui berbagai media sosial. Salah satu faktor kunci yang paling penting dalam mendukung keberhasilan reformasi angkutan umum adalah pengenalan sistem transportasi umum yang terintegrasi. Banyak negara telah menerapkan sistem semacam ini dalam konteks berbagai bentuk, situasi dan alasan, sehingga dapat meningkatkan kualitas layanan. Reformasi transportasi publik baik di London dan Seoul cenderung mengarah untuk memungkinkan lebih banyak koordinasi dan integrasi layanan yang disediakan oleh operator. Ini melibatkan berbagai bentuk kemitraan antara operator dan / atau otoritas (Harnis dan Mizokami, 2010). Sistem ini telah memberikan lebih banyak perencanaan dan pengendalian kompetensi kepada otoritas melalui organisasi publik yang diberdayakan yang mengoordinasikan sistem secara keseluruhan. Hal ini juga bertujuan untuk meningkatkan kualitas penyediaan layanan angkutan umum secara bersama-sama dengan upaya dalam menciptakan sistem transportasi yang terintegrasi secara efisien dan efektif. Dengan demikian, sistem semi publik bisa menjadi alternatif yang signifikan dalam melakukan reformasi transportasi bus umum (Harnis dan Mizokami, 2010).

Controlling dilakukan melalui adanya pemantauan dan penilaian rencana atas pencapaian tujuan yang telah ditetapkan guna menjamin bahwa tujuan dapat tercapai (Hasibuan, 2011). Pengawasan dilakukan agar sistem yang terintegrasi dapat berjalan secara optimal dan kontinyu. Perkembangan dan kemajuan dalam pelaksanaan transportasi tersebut perlu didukung dengan pelaksana dari kebijakan yang baik dan berkualitas pula dan perlu melibatkan berbagai kalangan bukan hanya dari instansi yang telah ditunjuk sebagai pelaksana kebijakan itu saja namun perlu adanya keterlibatan masyarakat diluar pelaksana kebijakan sebagai pengawas jalannya kebijakan tersebut sehingga ada yang selalu memantau apa yang telah dilaksanakan serta sejauh mana program tersebut dijalankan.

KESIMPULAN

Perlu adanya kebijakan yang mengatur pengelolaan Bus Surabaya anatar Pemerintah dan Swasta agar efektif penerepannya.Indikator kunci dari efektivitas jaringan bus adalah sejauh mana memenuhi kebutuhan perjalanan masyarakat. Perencanaan jaringan trayek secara

sistematis meningkatkan efektivitas anggaran biaya secara keseluruhan. Peningkatan daya saing (dengan moda kendaraan pribadi) dilakukan dengan pemilihan jenis kendaraan angkutan yang tetap menjaga frekuensi layanan. Beberapa instansi pemerintah atau beberapa operator di kota-kota berkembang memiliki kemampuan untuk melakukan perencanaan jaringan secara sistematis. Sebuah proses perencanaan jaringan yang terus menerus dengan standar profesionalitas yang tinggi diperlukan kota-kota besar agar kebutuhan warga akan layanan angkutan umum dapat dipenuhi dengan baik.

Situasi di kota-kota maju sangat berbeda. Kebanyakan sistem bus kota di benua Eropa telah di subsidi sejak awal berdiri, dan juga di Amerika Serikat membutuhkan subsidi yang lebih besar karena kurangnya penumpang akibat beralih ke mobil pribadi. Di banyak kota, kebijakan mensubsidi angkutan umum telah lama dilakukan untuk memberikan alternatif untuk mobil pribadi dalam rangka memudahkan penduduk perkotaan, tujuan lingkungan dan kesetaraan mobilitas untuk semua warga negara. Hal ini lah yang menjadi acuan utama peningkatan sistem pembayaran dengan menggunakan sampah botol plastik guna mempermudah masyarakat sekaligus melibatkan mereka untuk menjaga lingkungan sekitar agar tetap bersih dari sampah-sampah.

SARAN

1. Diharapkan agar kedepannya dapat melakukan kerjasama dengan sektor swasta khususnya pada penambahan armada juga pengelolaan Suroboyo Bus kedepannya agar lebih terintegrasi juga dengan perbaikan sistem aplikasi Gobis yang berisikan jadwal dan rute pemberangkatan bus agar semakin dimanfaatkan oleh masyarakat secara optimal.
2. Perlu adanya sinergitas pengawasan yang komprehensif antara pihak-pihak terkait termasuk masyarakat dalam pengoptimalan Suroboyo Bus.
3. Diharapkan bagi peneliti selanjutnya agar bisa melihat aspek yang lebih komprehensif dan lebih luas terutama terkait dengan pengawasan dan evaluasi pelaksanaan kegiatan pengelolaan transportasi publik perkotaan.

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Policy Implementation To Arrange The Street Vendors By The Government of Denpasar City, Bali Province

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Abstract

Street vendors are informal types of work (small businesses) that arise primarily in urban areas, carried out by low-income people (daily salaries), have limited capital, and consist of only one worker (self employed). The presence of street vendors in various major cities in Indonesia, including in Denpasar City, has become a dilemma that creates pro-contra, and has the potential to clash between citizens and officials of government. This is because street vendors sell their wares in public places that are considered strategic, thus disrupting public order, and other public peace. On the other hand, according to one of the SDG's programs, the government has an obligation to realize decent work for everyone. In the effort of structuring street vendors, as well as helping small traders of economic actors in the informal sector, the government of Denpasar City issues Denpasar City Local Law No. 2 of the year 2015 about Street Vendors. Therefore, an analysis is needed to find out the implementation of Denpasar City Local Law No. 2 of the year 2015, as well as to find out the supporting factors and inhibiting factors of its implementation. This research is a qualitative descriptive study, where the data obtained through the process of observation, interviews, and documentation studies. Selection of informants through purposive sampling technique, and data analysis techniques using Merilee S. Grindle's theory of policy implementation and contingency theory by James Lester. The results of the analysis show that the implementation of Denpasar City Local Law No. 2 of the year 2015 for arranging street vendors is still faced with several obstacles such as: lack of location according to allotment, lack of adequate budget, evaluation that is rarely done, and sanctions that are not in accordance with what is written in the Regional Regulation and the lack of understanding of street vendors on the local law. An interesting finding is that it turns out that governemtn of villages and custom village have an important role in organizing street vendors in their areas.

Keywords: Denpasar City Local Law No. 2 of the Year 2015, implementation of policy, street vendor

1. Introduction

Concentration of the implementation of development that tends to be centered in urban areas results in a rampant flow of population from rural to urban areas (urbanization) to obtain a better welfare in the hope of getting a job after moving to the city. But in addition to being not equipped with skills, the constraints of obtaining employment in the formal sector in urban areas also encourage job seekers to work in the informal sector which includes; small scale businesses, small industry businesses, street vendors, hawkers, scavengers and others (Madjid, 2013: 60).

In general, the informal sector is a work-intensive type of work, in the sense that there is no need for high education, special skills, and large capital. But as a choice of employment, the informal sector has several weaknesses such as lack of certainty of results and sustainability obtained, and relatively small income. The informal sector creates employment opportunities

in two ways, namely directly and indirectly. Directly the informal sector is able to absorb workers who can directly enter the workforce. Indirectly, the informal sector is able to expand the market created through distribution and procurement of raw materials and trading activities on the other side (Kurniadi and Tangkilisan, 2002: 21).

One form of work in the informal sector that appears in urban areas is street vendors (hereinafter referred to as street vendors). The definition of street vendor has many meanings, including small traders who in their activities utilize locations that are not intended as a place to sell, such as road bodies, sidewalks, and store yards. Street vendor is also understood as a trader who puts his wares on the roadside with a width of five feet (5feet) from the sidewalk or the edge of the road (Madjid, 2013: 63). Street vendor as the informal sector has characteristics including: easy to enter, flexible in time and place, and dependent on local resources with a relatively small business scale (Sastrawan, 2015).

Street vendor activities in strategic locations and crowded visitors. The existence of street vendors who work in the area often raises various problems, one of the most prominent is the problem of cleanliness and the environment. Waste from used food or beverage waste sold by street vendor is not disposed of in its place, thus disrupting the beauty of the place. As with the problems that occur in big cities, this happens also in Denpasar City. The city of Denpasar was chosen by job seekers because they had adequate infrastructure to support a job.

The increasing presence of street vendors in Denpasar, making local regulations violated also increased, based on data obtained from Denpasar City Satpol PP, the number of violations each day reached 15 reports of violations from Denpasar's Online People's Service (PRO), private messages, or telephone complaints from the public, also the results of patrolling using shifts every day.

Street vendor is the party most affected by the enforcement of Regional Regulations by Satpol PP. PKL must obey the Regional Regulation as a form of contribution in realizing cleanliness and order in Denpasar City. But on the contrary, if the PKL does not obey the Regional Regulation, one of the decisive actions that must be taken by the Denpasar City Government is to control it as a manifestation of the enforcement of the Regional Regulation carried out by the Satpol PP. Local law enforcement in the form of reprimand, confiscation of merchandise, until the determination of sanctions in the form of minor criminal acts (hereinafter referred to as tipiring) by Satpol PP often results in street vendors suffering material and non-material losses.

Responding to the phenomenon of repeated curbing by the Satpol PP to street vendor, and with the Government's awareness of the contribution of PKL in moving the economic sector, Denpasar City Government (hereinafter referred to as Denpasar City Government) then issued Denpasar City Local Law No. 2 of the Year 2015 concerning Street Vendors (hereinafter called Local Law No. 2 of the Year 2015) as a change from Denpasar City Local Law No. 3 of the Year 2000 concerning Hygiene and Public Order (hereinafter referred to as Local Law No. 3 of the Year 2000). This was based on the initiative of the Denpasar City Government to conduct environmental arrangements in the City of Denpasar and at the same time help small traders of economic actors in the informal sector.

The regulation contains zoning where street vendors are prohibited from selling (sidewalks, riverbanks, green lines, city parks and public places), efforts to organize and empower street vendors so that their existence can make a real contribution in supporting the economy and remain supported by clean, healthy urban environment , beautiful and improve the economy of the community in accordance with the icon of Denpasar City which has a cultural perspective in accordance with the philosophy of *Tri Hita Karana*. When released, the regulation was socialized by the municipal government in collaboration with Satpol PP to stakeholders including the heads of services, village heads, and village heads. Then the City

Government also installed signposts and banners prohibited from selling according to the contents of the Regional Regulation in strategic locations prone to street vendors.

In addition, for structuring, Denpasar City Government is assisted by related parties such as villages or traditional banjar in Denpasar City, and also Market . The government hopes that good synergy between street vendors, villages or custom groups and Denpasar City Satpol PP can be realized. Other goals to be achieved are decreasing the number of violations of selling locations, creating a clean, comfortable, beautiful and healthy environment in Denpasar City, as well as improving the economy of the community in accordance with the vision and mission of the City of Denpasar which is inseparable from the iconic city with cultural insight.

This study will discuss how to implement Local Law No. 2 of the Year 2015in Street Vendor Arrangement in Denpasar City. Then to find out what factors influence the implementation of Regional Regulation No. 2 of 2015 in organizing street vendors in Denpasar City. Where the regulation has been considered not to work effectively. Ineffectiveness it can be seen from the large number of street vendors still netted policing in public places that are not used as a location to sell and receive the sanction of a reprimand, forfeiture of merchandise, up to the threat of criminal sanctions to a maximum of 3 months imprisonment or a fine of Rp 1,000,000 00 (Number 50 of Local Law No. 2 of the Year 2015).

The informal sector in the context of economic development, is a by-product of the development of the formal sector that has characteristics that are contrary to the formal sector. The properties of the informal sector that reflects opposition to the formal sector, among others: a) On the marketing side, the transaction bargaining outside the formal legal system with the social activities of cultural prominence, b) the social behavior of the actors closely linked to the village and region of origin, c) is an illegal activity that is always threatened with demolition, d) income economic actors of this sector valid but it is hidden and is referred to as the black economy or undergroundeconomy, e) Generally regarded perform the role of peripherals in the urban economy and diverse activities, f) in running the business happen fierce competition among economic actors, g) Most self-employed, disorganized, small profits, h) Economic activities in the informal sector grow from the poor are done by the poor, and some consumers are poor people.

The purpose of this study is to find out the form of the implementation of Local Law No. 2 of the Year 2015 in Denpasar City which includes the structuring process carried out by the City Government and Satpol PP of Denpasar City as law enforcement agencies. To find out the factors that influence the implementation of street vendor arrangement in Denpasar City, both in the form of supporting factors and obstacles to the implementation process both from the government side and actors in the informal sector.

2. Discussion

2.1 Implementation of Denpasar City Local Law No. 2 of the Year 2015

Public policy comes from the words policy and public. According to Islamy (2009: 20) public policy (public policy) is, "A series of actions that are established and implemented or not implemented by a government that has a purpose or is oriented towards a specific goal for the benefit of the whole community". Policy making is an action that is established and implemented by the government and oriented towards achieving the objectives for the benefit of the community. A policy process, according to Wahad (2001: 29) there are at least four groups or types of actors involved, namely: a) rationalist groups; b) technician class; c) incremental groups; d) reformists.

Policy implementation in principle is a way for a policy to achieve its objectives. To implement public policy, there are two choices of steps available, namely directly implementing in the form of a program or through a derivative policy formulation or derivative of the public policy. Policy implementation series can be observed clearly, starting from the program, to the project and to activities. The model adapts the mechanisms that are common in management, especially public sector management. The policy was derived in the form of programs which were later reduced to projects, and ultimately manifested in activities, both carried out by the government, the community and government cooperation with the community.

There are several theories from experts regarding the implementation of public policy. In analyzing the implementation of Perda Number 2 of 2015 in the arrangement of street vendors in Denpasar, there are two theories used, including policy implementation theory and contingency theory. In determining the level of performance of a policy implementation, the assessment of performance (performance measurement) is important. Performance appraisal is the application of methods used by researchers to answer the main questions in the implementation study, namely: (1) what is the content and purpose of a policy: (2) what steps must be taken to achieve these objectives: and (3) whether after these stages are carried out, the implemented implementation is able to realize the policy objectives.

The contents of the local law which regulate the arrangement of street vendors are in Chapter III Article 7 and 8 which explains that (1) the arrangement is carried out on the street vendors and the location of the street vendors' activities, structuring the location of the activities as referred to in paragraph (1) carried out in urban areas in accordance with the provisions of the Regional Regulation regulating spatial planning, and the Mayor arranges street vendors by: a) street vendor data collection, b) street vendor registration, c) street vendor location determination, d) street vendor removal and street vendor location removal, e) street vendor location rejuvenation.

Implementation of Local Law No. 2 of the Year 2015 which regulates street vendor arrangement in Denpasar City has not been running optimally. This can be seen from the observation that there are still many street vendors netted by control and the number of street vendors in Denpasar City continues to increase every year due to the attractiveness of Denpasar City as the Provincial Capital for the informal sector, lack of location according to allocation, lack of adequate budget, rare evaluation carried out, and sanctions that are not in accordance with what is written in the Perda, as well as the lack of understanding of PKL on the existence of the Perda are considered to be a factor that has not maximized the performance of this Regional Regulation. In fact, villages and adat groups play an important role in managing street vendors in their working areas, on the one hand the City Government and Satpol PP are not willing to interfere with customary rules to avoid disharmony in the community.

For researchers, law enforcement has not been effective enough. This is because there are still many street vendors selling at locations that are not intended and affected by the enforcement of the local regulation. Through observations at the Denpasar City Satpol PP office, researchers found at least three to four street vendors every day who were intercepted and their merchandise was secured by officers. The confiscated merchandise also varies, ranging from food, balloons, to snacks.

From several aspects of implementation theory, researchers use several aspects including: aspects of the desired degree of change, aspects of the location of decision making, aspects of program implementers, aspects of resources involved, and level of compliance and responsiveness. Where the desired degree of change from Regional Regulation No. 2 of 2015 is to organize street vendors in Denpasar City so that its existence can provide a real contribution in supporting the economy. The location of decision-making is entirely in the city

of Denpasar as the maker of the regulation. The division of tasks is then submitted to the relevant Regional Organization (OPD). In Local Law No. 2 of the Year 2015, Civil Servant Investigators (PPNS) and Regional Device Organizations (OPD) who are entitled to enforce the Regional Regulation are the Denpasar City Satpol PP.

The level of compliance and responsiveness of local law enforcement in this case the Satpol PP of Denpasar City, and Tramtibum in each sub-district have gone well. This is because, both the Denpasar City Satpol PP to the members who are under Kasi Tramtibum regularly monitor the possibility of violating local regulations in the community. They go down to the field patrol every day whether there are complaints that enter or not and will act quickly if there are complaints from the public.

The City Government and Satpol PP of Denpasar City are not independent, there is Community Protection in each Village and the Public Order and Order Section (Tramtibum) in each District. In this study, the commitment of the City Government is included in the high category with sufficient capacity. low and the output produced is struggler or hard work. This is evidenced by the commitment of policy makers towards the results of high policies (Perda) and implementorun in carrying out their duties in accordance with their commitments (tupoksi). However, the capacity or supporting factors of the implementation of the Regional Regulation have not been fulfilled (budget, location, and data collection).

2.2 Supporting and Inhibiting Factors of the Implementation of Denpasar City Local Law No. 2 of the Year 2015

The concept of structuring and empowerment is an alternative solution to the development problems faced. The arrangement of the community requires an ongoing commitment from the government to improve the quality of Human Resources (HR) in order to always cultivate orderly and clean lives. Community empowerment is a concept of economic development that summarizes social values. This concept reflects the new paradigm of development, namely those that are "people-centered, participatory, emporing, and sustainable" (Kartasasmita, 1996). Empowerment has a two-way goal, first, to release the shackles of poverty, and secondly to strengthen the position of the society in the economic structure and power.

To realize community structuring, the main policy that can be pursued by the government is as follows: First, develop institutions through the establishment of a sound management organization with clear details of duties, authorities and responsibilities. Second, improving the ability of apparatus who can support community structuring activities to preserve the environment. Third, to promote spatial planning in the business world such as street vendors. Fourth, to strengthen the arrangement as a reference for regional development and strategic areas. Fifth, to strengthen control of spatial utilization, including safeguarding areas that have important assets for local governments. Sixth, improving the information system, monitoring and evaluation in community management.

Conceptually, community empowerment is an effort to increase the dignity of the layers of society who are now unable to escape the poverty trap and underdevelopment. In other words empowering is enabling and self-sufficient in society. Empowerment intended in this study is the empowerment of the informal sector, especially PKL groups as part of the community that needs their own management or management related to the resources they have.

There are several supporting factors in the implementation of the regulation of street vendors (in Denpasar City, namely: the suitability of the amount between the quantity and quality of human resources in this study. In terms of quantity, it is sufficient because its

members are from the relevant DPOs, and the number of implementers in terms of enforcement of the Perda conducted by the City Satpol PP and in Kasi Tramtibum, each Subdistrict is deemed qualified. This is evident from the responsiveness of members of the Satpol PP to follow up on incoming complaints. The media used in the delivery of information and complaints, based on the results of the study can be seen that the media used are still semi-conventional, namely in the form of complaints online, by telephone and personal messages, socialization and installation of bans on violations of local regulations as media information, in addition to news at the Denpasar City Government website and the distribution of Regional Regulation Number 2 of 2015 as a means of socialization using print and electronic media which is a means of delivering information. Apart from budget constraints and the unavailability of land for relocation for street vendors, Satpol PP as the implementor works in accordance with the duties and authority according to the wishes of the policy makers above.

The resources of equipment or facilities that support the performance of law enforcement have been sufficiently met, from the results of observation, office facilities and office space of Satpol PP have been fulfilled, and each field patrol, members have used available operational vehicles. Operational facilities and vehicles which then support the performance of the Denpasar City Satpol PP in carrying out their duties as law enforcement.

While the inhibiting factors that are constraints are related to inadequate budgets for the operation of PKL structuring and data collection, unavailability of locations intended for relocation, lack of public understanding of the existence of Perda, and humane elements of policing activities and confiscation of merchandise by Satpol PP.

The contents of the street vendor structuring policy in Denpasar City have been clearly stated in the Denpasar City Regulation. However, in its implementation, the realization of policy content regarding the arrangement of street vendors is still faced with several obstacles that are not as expected. Constraints faced were related to inadequate budgeting for the operation of PKL structuring and data collection, the unavailability of locations intended for relocation, lack of understanding of the community regarding the existence of the Perda, and the humane elements of policing activities and confiscation of merchandise by Satpol PP.

Implementor is Denpasar City Satpol PP and PKL is the target group of Regional Regulation No. 2 of 2015. In its implementation, the Implementor is limited to conducting local regulation socialization, coaching for PKL, and routine patrols, not arranging the existence of street vendors and then handing over management to traditional villages and banjar and PD Pasar for relocation to create beauty, cleanliness and comfort of Denpasar City. PKL who are not coordinated by the village or banjar adat or PD Pasar, do not have the knowledge of Perda Number 2 of 2015 and continue to sell even though they are often netted due to economic reasons.

Other constraints that affect are environmental factors. The number of street vendors that continues to grow and the area that cannot develop causes the density of Denpasar City to increase. The apparatus cannot prohibit migrants from seeking work because it is the attraction of the provincial capital. In addition, the lack of awareness of PKL, especially unorganized street vendors and the community to take care of the cleanliness of the environment and comply with applicable regulations, as well as inadequate parking areas also become environmental constraints for street vendor arrangement in Denpasar City.

3. Conclusion

Implementation of Local Law No. 2 of the Year 2015 which regulates street vendor arrangement in Denpasar City has not been running optimally. This can be seen from the results

of observation that there are still many street vendors who are netted and the number of street vendors in Denpasar City continues to increase.

There are several supporting factors in the implementation of the regulation of street vendors in Denpasar City, namely: the suitability of the amount between the quantity and quality of human resources in this study. While the inhibiting factors that are constraints are related to inadequate budgets for the operation of PKL structuring and data collection, unavailability of locations intended for relocation, lack of public understanding of the existence of Perda, and humane elements of policing activities and confiscation of merchandise by Satpol PP.

Based on the description above, several recommendations can be submitted which might be used for improvement in handling street vendor arrangement in Denpasar City. First, in the context of upholding the Regional Regulation, it is necessary to consider not only sanctions, but also solutions to organize street vendors in accordance with the intended location as stated in the Perda Perda No. 2 of 2015. The availability of adequate budget and location, is one solution for managing the existence of street vendors in Denpasar City. City Government and Satpol PP can establish cooperation with villages and banjar adat as an alternative choice of street vendors arrangement, so that the existence of street vendors can make a real contribution in supporting the economy and remain supported by the clean, healthy, beautiful city environment and improve the economy of the community in accordance with the City icon Denpasar which has a cultural perspective in accordance with the philosophy of Tri Hita Karana.

The government, especially the City Government, Satpol PP, as well as the villages and customary groups must be more consistent in carrying out the Regional Regulations that have been made and can establish cooperation in managing the existence of street vendors in their regions, and the government is expected to review and equalize tariffs on quoting village fees and adat banjar on PKL in Denpasar City if it feels contrary to the Regional Regulation that has been determined by the City Government, so as to create equality and economic prosperity in the City of Denpasar.

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Strengthening Local Economy through Tourism Village: Case Study in Dukuh Dalem, Sleman Regency

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Abstract*: Tourism destination "blue lagoon" contained in dukuh dalem, widodomartani village, District of Ngemplak, Sleman Regency was not many people who know. But, since of 2014, starting from one of student, who updates photos from the river. Then it is be viral (popular) and tourist attraction. The research uses descriptive qualitative methods which data was collected from indepth interview, observation, and literature study. The result is inisiator role can driven to several stakeholders to create tourism village based on-water resources. In addition, management of turism village be supported by any stakeholders such as, governments, community, and private sector. Another effect is tourist attraction "blue lagoon" has become a multiplier effect for the wheels of the village economy. It also contributes productively to community empowerment. Lesson from the case, the never-ending innovation and collaboration become the key to success to attract tourists to visit the "blue lagoon" tour.*

Keywords*: Tourism Village, Blue lagoon, Local Economy.*

1. Introduction

Poverty and unemployment is always identical in Indonesian village. Oftenly, the village can not develops and running as a stagnant. The village seems to be second priority in development matters. Whereas, the village is one most powerful to create Indonesia advancement. Some programs dan policys to development on village has arrangement and implemented. However, it's resuls not yet like a hope. This condition is caused by various things. Starting from Human Resources Management (HRM) are indadequate. limited natural resources (natural resources) and the traditional mindset of the villagers. Besides that, there is also irony, where productive forces in the village decide to go to the city to get a better life. Finally, in the village, most of it is inhabited by unproductive elderly / elderly people. This phenomenon is often called urbanization.

Urbanization flows in Indonesia have yet to stop. One of the causes is the existence of development inequality in cities and villages. As long as development is not evenly distributed, urbanization flows are predicted to never stop. However, from some village phenomena, there are several rural areas in Indonesia that can empower natural resources that are owned by integrating existing human resources. One phenomenon that is developing at this time is a tourist village. The development of this tourism village is also supported by the Village Law, in which the village is given the authority to empower the community and advance its area. Therefore, in this study, the author will raise the issue of how successful a hamlet or village has succeeded in developing a tourist village, namely the "blue lagoon" tourist village, dukuh dalem, Widodomartani village, Ngemplak district, Sleman regency.

The village dalem is a village around the slopes of Merapi. Like the conditions of other villages on the slopes of Merapi. This village, most of the majority of the people are engaged in the agricultural sector with a large enough rice field. Overall in Sleman Regency in 2015 the agricultural sector absorbed 123,073 people or 23.02% of the working population (Sleman, 2016). The agricultural sector that is cultivated by the majority of the Widomartani villagers

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does not seem to have a good impact on the economy of the community. Besides being dependent on natural conditions, the agricultural sector takes a long (traditional) time in the harvest process and the results on the market are uncertain. So that the youths are reluctant to enter this sector.

However, the conditions of agriculture and nature that are still traditional in Widomartani village turned out to save a lot of potential for development. This potential is believed to make its own attraction for tourists if it is used as a tourist village. The village potential is quite abundant with a source of springs, it is a pity not to be used for the common interest. That reason then moves some people to initiate a tourism village based on springs. With this tourism village, it is hoped that it will become a multiplier effect and bring prosperity to the surrounding community.

This potential is also supported by data that states that the Special Region of Yogyakarta still ranks second as the main tourist destination in Indonesia after Bali (Hermawan, 2016). Recorded number of tourist visits increased by 472,300 tourists per year, with an average length of stay of 1.5 to 2 days (Dinas Pariwisata, 2014). While the labor force in Sleman Regency is also quite a lot with the open unemployment rate of 6.12%.

Table 1.1
Employment Development in 2011-2015
Sleman Regency

No	Description	2011	2012	2013	2014	2015
1	Working Age Population	782.251	939.463	875.102	861.472	829.355
2	Workforce	524.326	560.378	541.921	560.772	569.584
	Work	484.405	522.622	506.862	526.171	534.725
	Open unemployment	39.921	37.754	35.059	34.601	34.859
3	Not the Labor Force	257.925	379.087	333.181	300.700	259.771
4	TPAK	67,03 %	59,65 %	61,93 %	65,09 %	68,68 %
5	Unemployment Rate Open	7,61 %	6,74 %	6,17 %	6,12 %	6,12 %

Source: RPJMD Sleman Regency, 2016

The large number of workforce and limited employment opportunities were also felt in Ngemplak Village, Sleman Regency. Therefore, with the development of tourist villages in this case "blue lagoon" is expected to be able to move the economy of the local community. Besides that the existence of blue lagoon can add alternative tourism sources for traditional springs in the DI Yogyakarta area. Based on the problems, authors aims to explore how is innovation process the emergence of blue lagoon tourism villages and their impact on local communities

This paper uses a descriptive qualitative approach that is research that aims to describe or describe certain social phenomena (Singarimbun and Effendi, 1989). To obtain data, the researchers did the following: in-depth interviews (Indepth Interview) to 2 informants.

Furthermore, observation to observe directly the conditions around the object of research and literature review related to the development of tourism villages.

The tourism sector in the framework of village development is an alternative to improve the welfare of local communities (Hariyanto, 2016). This is a kind of success in developing tourism if it is able to consolidate the progress of the village. While tourism development is considered to be a failure if the benefits of tourism activities are actually enjoyed by outsiders. Conceptually, tourism is a variety of tourism activities that are supported by various facilities and services provided by the community, entrepreneurs, local governments.

Tourism village according to (Hermawan, 2016) is an area in the form of a rural environment that has a tourist attraction based on local wisdom such as customs, culture, and natural wealth that has a uniqueness and authenticity in the form of a characteristic rural atmosphere. Rural areas that are managed as tourist villages usually have more than one or a combination of several tourist attractions (Tourism Law No.10 of 2009). The development of rural-based tourism areas is a potential that is very likely to become a leading in the future. The tourism village development requires good management from all stakeholders.

The principle of implementing good tourism governance is the coordination and synchronization of programs between stakeholders and the involvement of active participation among stakeholders in the community. Theoretically the management pattern of the implementation of sustainable tourism development according to (Sunaryo, 2013) is as follows:

1. Community participation: Local people must monitor or control the existing tourism development by participating in determining the vision, mission and objectives of tourism development, identifying resources that will be developed and utilized for the development and management of tourist attractions.
2. Involvement of all stakeholders: Must involve NGOs, volunteers, local governments, tourism industry associations, business associations and other parties who will receive benefits from tourism activities.
3. Partnership on local ownership: Existing tourism potential should belong to local communities, with ownership of the community will benefit and be deceived as a whole.
4. Continuous use of resources: Utilization of resources is not exploited arbitrarily by irresponsible interests.
5. Accommodating people's aspirations: Community aspirations will be an important input related to what the community needs.
6. Environmental carrying capacity: Maintaining environmental support capacity for the present to the future.
7. Monitor and evaluate the program: Monitor and evaluation function to assess and improve in a better direction.
8. Environmental accountability: The existence of these tours will not have a negative impact on the surrounding environment. The carrying capacity of the environment is maintained and is stable for all elements of living things.
9. Training in related communities: to create new innovations and competencies, training needs for local communities to support the existence of these tourism.
10. Promotion and advocacy of local cultural values: promoting local culture.

2. Discussion

Every change, every burst of creativity, begins with identification of a problem or opportunity that somebody finds meaningful" Margareth J, Wheatley (Wheatley, 2001). The beginning of a change is to begin by identifying existing problems and possible opportunities to be optimized. That is roughly the sentence that can describe the process of an "ordinary time" in the village, and be changed into a tourist destination that is able to move the economy of the local community. With the existence of new tourism objects in the dalem dalem, the community gets the advantage of the average income of the community that has increased (Sulistiyowati, 2017). Therefore, the process of change will be discussed in the "blue lagoon journey", dukuh dalem in Widodomartani village with the indicators in the previous literature review

A. Society Participation

The blue lagoon tourism was launched on Marh 22, 2015 by The Regent of Sleman Regency, Mr. Sri Purnomo. The tourism is based on natural water resources in the village. In the past, this place used as a place to public bathing, washing, and toilet facilities for community. But, everythings has changed when students who do real work lectures in this area take selfies, and the students named it "blue lagoon". The term blue lagoon itself is a term from students, because it looks at the nature of water that often changes depending on the lighting from the sun. Previously, the surrounding community called this river with various designations such as: Tepus river, dam tempel, sendang tulungan, and tirta budi.

Seeing this opportunity, Mr. Suhadi (inisiator) and several other hamlet leaders communicated to other residents and got the enthusiasm of most residents. Although there was an antipathy by some residents who from "office employees", but finally most people agreed. The potential of natural resources that exist and the human resources that are here is very possible if used as a tourist village. All members of the community agreed to create a tourist village, then we formed an organizational committee, after it was formed, then Mr. Suhadi was given the mandate to become the head of the village tourism manager. The development of tourism village also involve all stakeholders to work together.

B. Stakeholder Involvement

The process of establishing a "blue lagoon" tourism village was the result of the collaboration and support of several stakeholders. The collaboration is most important to develop everythings in the community. Collaboration is the act or process of "shared creation" or discovery. It involves the creation of new value by doing something new of different (Thompson and James, 2006)

The officer of tourism village have collaborated with government to create a tourism village. The officer needs the time approximately 3-6 months. On September 2014 we started the tourism village formation, the tourism village was become the 7th winner in the Sleman Tourism Village.

In this case, the distric government supports to Mr. Suhadi (Inisiator and Leader) for development of human resources and management mechanisms. Through tourism and

natural resources office gives directives and direction such as coaching and training through the organization OPPM (farmers and managers of water resources). Meanwhile, from Tourism Departement build a POKDARWIS (Tourism Awarenes Group) to concern about human resources management.

Seeing this presentation, there is an interesting thing that for the development of this tourism the percentage is quite balanced between the government and the pro-active community. Apart from that, since 2015 this tourist attraction received an injection of village funds for its development. Although the disbursement and funding mechanism is not specified in detail by the manager. The manager underlines the submission of funds to the government, either district or village, only if it requires substantial funds. The rest of tourism development is the result of operational funds obtained from visitors (tickets).

C. Partnership for local ownership

The development of "blue lagoon" tourist attractions and villages is managed independently by the surrounding communities in dukuh dalem. Some concerned citizens set themselves up to fight together to develop "blue lagoon" tourism. The beginning of working here is only 8 people, weekly only get 20-25 thousand per week per person. Slow but sure, steps by steps produce outputs. This place is famous tourism in Yogyakarta. On the other hand, the development of blue lagoon tourism is the joint responsibility of the dukuh dalem community. So that people feel they have this potential. In addition, there are also many people who have relied on the economic existence of this object. So the people feel possessed.

D. Resource utilization continues

Not only limited to being a tourist attraction, the existence of this spring is also used by residents for their rice irrigation systems. So that between tourism objects and irrigation systems can run together without any interference with each other. In addition, the water system around the blue lagoon is used by the community for fisheries. Therefore, in our observations, visitors are prohibited from throwing garbage in the river. At the same time it is prohibited to use chemicals such as bath soap, shampoo, detergent and others to preserve the environment around the river.

E. Accommodate the aspirations and culture of the community

From the initial formation to the process of developing tourism villages, people are always involved in decisions. Even there is an element of local culture that is always commemorated every year at the suggestion of the community so that culture remains inherited and not lost. All aspiration received as a making policy process to improvement tourism village.

F. Environmental carrying capacity

As an environment-based tourism object and water source. When we visit the tourist site, there is only one or two garbage bins provided by the manager. This is certainly feared that it will cause waste. Especially if visitors are recognized by the manager as a common obstacle

G. Monitoring and evaluating programs

To maintain the existence of tourism objects, managers always monitor and evaluate whatever is lacking and need improvement. Physically, every week we must always change from the manager even though it's only limited to repairing the hut or the other, every month there must be a change and every year there must be a change in a better direction. We used to make the gazebo, because we were still self-supporting in the race per RT making two. And now we have about 8 gasebo around the object destination.

Improvements and innovations made by the management need to be appreciated. In 2017 the authors visited this object, there was only one gazebo and that was not enough. In addition, related to the arrangement of the entrance and exit which have not been arranged in such a way. These changes certainly aim to improve services to tourists.

H. Training in the community

The manager or head of tourism village (Dukuh Dalem) has a plan to provide training for mothers. This innovation purposed to create handicrafts from batik, souvenirs, culinary, and etc. Escpecially for young people concerned on art and craft. This plan is certainly very progressive to increase the prestige of blue lagoon tourism, as well as being an additional input for citizens to increase their income.

I. Promotion and advocacy

The advocacy process continues, even when the manager plans to open a homestay or lodging. Managers think that in dukuh dalem there are many elderly or elderly people. When they are left by their children, their parents live alone with homes that are too big, why not use the house as an inn that is grouped as a homestay. Because it also intends to improve their welfare as well. Furthermore, the tariff charged for visitors is per night 350 thousand. In certain periods such as school holidays and Eid al-Fitr stay can reach 100-150 people.

3. Conclusion

“Making innovation everyone’s job intuitively appealing but very hard to achieve” Julian, 2011). Every changes and innovations need to hard work and somehow difficult. The success of "blue lagoon" to become a new tourist distortion in Sleman Regency can not be separated from initiators who have a vision far ahead. It is also supported by the environment such as active community participation. Hard work and the desire to change a condition are the starting points that need to be underlined. Even though in brief there is no one central figure like a leader, but the existence of a "small team" is enough to move all the potential that exists. Although at first there was resistance from some people, as time went on, the initiation of the small team slowly began to show results. Furthermore, it is supported by a commitment by the manager and the community not to stop making improvements and changes in tourist attractions. So that it always brings its own added value and visitors are satisfied with the services provided.

The existence of a tourism village in dukuh dalem, a "blue lagoon" tourist attraction, has a positive impact on local economy in the community. Such as trade, lodging and other economic activities. The existence of a "blue lagoon" as a tourism village is able to move the economic wheel of society. So that the village slowly moves forward. This is a kind of

benchmarking for other villages interested in developing the potential of villages (tourist villages). Moreover, the government has supported the existence of village funds for each village. So that the ideals of achieving a just and comprehensive prosperity will be realized.

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Public Governance in Accountability of Village Enterprise (BUMDes) Management: a Stakeholders Perspective

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ABSTRACT

This paper discusses the imbalance of the role of stakeholders in the accountability of village enterprise management. One of the stakeholders dominates, this has hampered corporate actions based on public governance on the accountability of BUMDes management. Accountability is only carried out as a form of procedural accountability to the village government and district government. Even though there is a horizontal accountability mechanism to the public, it does not work effectively.

One of the reasons for the accountability failure of BUMDes management is the unclear role and responsibility of stakeholders in managing BUMDes. Rural Communities, Representative Institutions (Badan Permusyawaratan Desa), Private Sector, and the ohter Village Institutions do not have proportional roles and responsibilities in the accountability mechanism for BUMDes management. It means the capacity of stakeholders in the accountability process of BUMDes management is relatively low. Even though the capacity of stakeholders is important to strengthen the accountability of BUMDes management, because all stakeholders can monitor and evaluate the management of BUMDes, so that the dominance of the Headman and BUMDes's manager can be controlled. Therefore, in overcoming the vacancy in the role of stakeholders, this research proposes the need to create an accountability mechanism based on public governance, where all stakeholders will interact with each other with the aim of influencing the results of public policy. They interact with each other in the management of public organizations to fulfill various interests of the community. To integrate the role of stakeholders in the accountability of BUMDes management it is advisable to use an information system that can bring together all stakeholders in managing a BUMDes. The information system can be used to strengthen the accountability model based on public governance on the management of BUMDes.

Keyword : BUMDes Performance, Public Accountability, Public Governance, Role of Stakeholders.

1. Introduction

The emergence of Village Enterprises (BUMDes) is a great hope for the community to live more prosperously. Amid the confusion of the village government in utilizing village funds, establishing BUMDes became a matter of much choice. Ideally with the existence of BUMDes there will be two things that should be realized, namely the welfare of the community and the accountability of village fund management. Through

BUMDes it is hoped that the potential of the village will be extracted so that the community has the opportunity to be more empowered. Apart from that, through BUMDes, the funds owned by the village can be more clear and focused.

Management of BUMDes has two different sides of the coin, namely one side as an organization that carries a social mission and the other side is carrying out an economic mission because it must bring benefits to the village (income generated). As a social organization, BUMDes was established by the village government and the community to serve the needs of the community, empower the community, and provide opportunities for the community to be involved in managing BUMDes from the planning process to accountability. Whereas as a profit oriented organization, BUMDes need a professional management system because BUMDes must be able to increase Village Revenue (PADes) and also profit sharing for the community fairly.

BUMDes fund comes from village funds belonging to the village community. BUMDes managers must account for the funds used to manage BUMDes through a clear public accountability mechanism. However, in reality the accountability of BUMDes management still does not have a mechanism that involves the community as its assessors. The dominance of the village head is still too strong. Therefore the village government and the managers of BUMDes must ensure that people involved in managing BUMDes must be given clear and firm roles and responsibilities.

Local governments must assist villages in realizing BUMDes that are capable of encouraging the economy and empowering rural communities. Therefore the local government must ensure that the formation of BUMDes is not merely used to channel village funds so that the absorption of the village budget becomes optimal. Local governments must ensure that the establishment of BUMDes by utilizing village funds must be able to be accounted for vertically and horizontally.

Thus, this paper provides an explanation that to further improve the quality of BUMDes management, it is necessary to process public governance in the accountability of BUMDes management. The process of public governance requires clarity on the roles and responsibilities of all institutions involved.

2. Problem Statement

looking at the phenomenon of accountability deficits and the magnitude of the potential for the establishment of BUMDes, it is necessary to develop an appropriate public accountability model. The accountability mechanism that has been carried out so far is still

limited to vertical accountability, even in the case in the village there has been a failure in implementing vertical and horizontal accountability (Setyoko, 2011). This paper can explain a model that will help rural communities in carrying out public accountability in managing BUMDes based on public governance. The idea of public governance in the accountability of BUMDes management is very urgently stated given the lack of optimal role of stakeholders in overseeing the implementation of BUMDes. The formation of BUMDes is the mandate of Law Number 6 of 2014. The results of this study can be a solution to national problems related to the management of BUMDes. The Problem Statement in this paper is "What is the process of public governance in the accountability of the management of BUMDes?".

3. State Of The Art

In the management of government business, the Agency Theory describes the existence of a conflict of interest that is likely to occur between agents (managers) and principal (owner) (Eisenhardt, 1989). Conflicts that are likely to occur in the management of government-owned businesses, among others, relate to the sharing of benefits between shareholders, decisions on who services are provided, conflicts about supervision and other authorities (Ghosh & Whalley, 2008; Hoskisson, Hitt, Johnson, & Grossman, 2002; Jensen, 2001). The view of agency theory is a consequence of the birth of a modern management system that requires a clear separation between the owner of the capital (owner) and the management.

The efforts of the central government to encourage the village government to establish BUMDes are an illustration that the village government is required to make corporate efforts by clearly separating the role of the capital owner with the BUMDes management. This is explicitly explained in Law No. 6 of 2014, which explains that the managers of BUMDes must come from outside the village government. The headman is only the shareholder. An accountability process is needed to bridge the two parties in order to trust each other.

Accountability is an important requirement in public management that is developed in a democratic country (Brodkin, 2008).Accountability point towards mechanism given for public functionary to be able to explain and ensure that they have been acting correctly, ethically, and responsible for its performance (Bovens, 2007: 450; Dubnick 2005: 1;

Mulgan, 2003; Romzek & Ingraham, 2000: 240 - 241). Therefore, accountability also related to the effort to build a legitimate government.

The management of BUMDes must prioritize aspects of public accountability, because it involves the use of public funds. However, despite the increasing demands for public accountability, various studies show that many government organizations are unable to realize this public accountability. Boven's study (2007: 447), Dixon, Ritchi & Siwale (2006: 415), Lodhia & Burritt (2004: 355) toward public sector financial accountability practice conclude that although accountability mechanism has been established correctly, that mechanism often broke by the organizer. In the Bovens' view (2007: 447 - 448) this phenomenon called as an accountability deficit, that is a condition of dysfunctional from some accountability mechanism who has been designated and then impacted on the low of government legitimation in public. According to Mulgan (2003: 74), accountability deficit in this decentralization era is more cause apprehension when there are many public organizations in the local level given autonomy to manage a fund.

To measure public accountability level on Village Enterprise management, this research using criteria used by Dixon, Ritchie & Siwale (2006: 408 – 410), Bovens (2007: 459 - 461), Schillemans (2008: 179 – 180), that is vertical accountability and horizontal accountability. Vertical accountability refers to the effort of Village Enterprise management responsibility to authority giver side over it who gives a command, those are village government and local government. Horizontal accountability is a Village Enterprise management responsibility to society village. Public accountability in a whole of Village Enterprise accountability will be established if both of dimensions fulfilled.

The financial resources of Village Enterprise (BUMDes) use village funds which are funds from the central government. This means that the capital used by BUMDes comes from public funds. Therefore, the accountability process must be carried out by involving the public as shareholders. Accountability must be carried out both to the regional government, the central government and the rural community. Meanwhile, the result of Kurniasih, Setyoko & Imron (2015) research explains that accountability mechanism of programs implementation that has been done during this time still limited to vertical responsibility. It means that the role of stakeholders in the accountability mechanism has not become an important part yet. The result of Setyoko's research (2011) explains that village society tends to careless with public accountability as long as their needs fulfilled.

In the handling of the emptiness of the stakeholders role, it needs accountability mechanism based on governance concept.

Public governance is a way when stakeholders interacting each other with the purpose to influence the result of public policy (Bovaird & Loffer, 2009). Those stakeholders are the citizen, society organization, mass media, the public institution, politician, non-profit organization and so on. They are interacted each other in public organization management to fulfill the importance of the society. Explained more advanced, the shift of government to governance meant to democratize state administration (Setyoko, 2011).

On the government era, the government has an important role in manage the society. Meanwhile in governance paradigm, there are much of groups involved directly in the formulation and implementation of public policy (Nelissen, 2002; Chhotray & Stoker, 2009). The concept of governance calculates all factors and policy areas beyond "main executive" that involved in the process of making policy (Richard & Smith, 2002). Governance in this case, is a wide concept that represents a whole connection quality between the citizen (private and public society) and the government that contains values of responsiveness, efficiency, honesty, and justice (Ferranti, et.al, 2009).

4. Discussion

Problem Public Accountability

Based on observation result accountability mechanism of Village Enterprises (BUMDes), it is seen that the central position of the headman is inevitable. The headman receives a report from the BUMDes manager and then gives feedback to the BUMDes Manager and Board of Trustees. In addition, the horizontal feedback from the village head is still considered in the village consultation forum. That is, the dominance of village government elements, especially the headman becomes a separate issue in the accountability mechanism of BUMDes. The facts in this study are in line with Kloot and Martin (2001: 61 - 63) who argued that people in rural areas are often less concerned about the accountability issues of his government. The rural community with its paternalistic culture tends to trust every action taken by the village elite, so any decisions made by village officials are considered correct. Meanwhile, the results of this research also strengthen the opinion of Setyoko (2011) which explains that the village community tends to be indifferent to public accountability as long as their needs are met. These nrimo village customs are then used by

the village government not to attempt to ensure horizontal accountability for every activity that has been done.

Bovens (2007: 447), Dixon, Ritchi & Siwale (2006: 415), Lodhia & Burritt (2004: 355) argue that although accountability mechanisms have been well established, but the mechanism is often not followed by the program implementor. This fact shows that in the process of reporting BUMDes especially in Banyumas Regency is still considered accountability deficit (Bovens, 2007: 447 - 448) because there are still non-functioning of some established accountability mechanisms. Therefore, accountability mechanisms in the management of BUMDes should be directed towards optimizing the role of many stakeholders through a governance approach that allows many groups and interests directly involved in the formulation and implementation of public policy (Nelissen, 2002; Chhotray & Stoker, 2009). Through this approach emphasizes the importance of the involvement of many stakeholders who are meant to represent the public, to argue as legitimating the deliberative process, each member must position the forum outside of partisan interests (O'doherty, 2012). People with characteristic gemeinschaft basically have the potential togetherness in his life. Therefore, in meeting the democratic potential of rural communities, local governments need to encourage greater democratic connectivity and political connectivity between participatory forums and wider public spaces (Ercan and Hendriks, 2013).

Public Governance and The Role of Stakeholders

Based on previous research, obtained information that the big potency of Village Enterprise establishment is not balanced with a satisfy public accountability. The previous research finds that Village Enterprise accountability vertically and horizontally still centered on village governance. It shows that central role and village governance domination especially Headman in Village Enterprise management process. It shows the accountability deficit (Bovens, 2007: 447 - 448), because still encountered some of not working fixed accountability mechanisms. Therefore, accountability mechanism in Village Enterprise management needs to be directed to optimizing from many sides role or stakeholders by governance approach that allows many groups involved directly in the formulation and public policy implementation (Nelissen, 2002; Chhotray & Stoker, 2009). This approach also stresses the importance of the involvement from many stakeholders that is meant to represent public, to argue as the legitimation of discussion process, and every member has to positioning the forum beyond the importance of participant (O'doherty, 2012). Village

society with a gemeinschaft characteristic basically has togetherness potency in their life. In order to fulfilled democratic potency in village society, local governance needs to encourage the democratic creativity and bigger politic connectivity between the participative forum and wider public space (Ercan dan Hendriks, 2013). Accountability mechanism in Village Enterprise management needs to be directed to optimize the stakeholders role by the governance approach. Through this approach, public accountability expected more directing on the involvement of the stakeholders in the management of village society public assets. The result of the previous research shows that the organizer has not opened the Village Enterprise management information yet to village society because of unavailable specific information system and utilization optimum media. The transparency of the Village Enterprise management report to village society is implemented by informal approaches such as "gather society" forum.

The fact of the research is in accordance with Mabillard dan Zumofen's opinion (2016: 1-20) that accountability and transparency more important in the implementation of contemporary government. On their view, transparency needs to be encouraged as an approach in public organization implementation. Transparency is looked important because it has an advantage in balancing politic act complexity, administrative and social. (Ingrams, 2017).

The result of the observation is in accordance with Hosseini, et.al's finding (2012) in the development of village business group. He shows that village small business has an important role to create job vacancy and produce a valuable product in the certain sectors like agriculture. Nevertheless, the main challenge for this village company is the lack of sustainable. On Hosseini, et.al's view (2012) innovation and cooperation inter the stakeholders is a key to the sustainable of village small business. If the existence of innovation and cooperation are not concerned, there is no sustainable for village small business. Smith and McColl (2016) propose that the difference between business activity in the village and the city is not a new case. The distinct comparator is the size such as social architecture, the resources availability and accessibility. They opine that the main difference between social management of village company and the city influenced by migration level in the village and the city, the leadership, society needs. Therefore, it needs a relevant context policy. Although the development of village business group looked great, Chen, Woods dan Singh (2014) propose that Village Enterprise that is managed based on local

government planning combination and market power. Therefore, the hybrid character from organization structure and the ownership makes a change in village business group still a lot done in a top-down way.

In handling of this emptiness, it is needed accountability mechanism based on governance concept. Public governance is a way when the stakeholders interacted each other with the purpose to influence the result of public policy (Bovaird & Loffer, 2009). The stakeholders are the citizen, society organization, mass media, the public institution, politician, non-profit organization, and so on. They are interacted each other in public organization management to fulfill the society needs. Explained more advanced, the shift of government to governance meant to democratize state administration (Setyoko, 2011). On the government era, the government has an important role in manage the society. Meanwhile in governance paradigm, there are much of groups involved directly in the formulation and implementation of public policy (Nelissen, 2002; Chhotray & Stoker, 2009). The concept of governance calculates all factors and policy areas beyond "main executive" that involved in the process of making policy (Richard & Smith, 2002). Governance in this case, is a wide concept that represents a whole connection quality between the citizen (private and public society) and the government that contains values of responsiveness, efficiency, honesty, and justice (Ferranti, et.al, 2009). Through public management which is oriented towards governance approaches, this research can explain the importance of values that are not only related to efficiency, effectiveness and economics, but also responsiveness in the implementation of BUMDes.Therefore, by using a governance approach, the accountability mechanism in managing BUMDes can be done vertically and horizontally through optimizing the role of stakeholders.

5. Conclusion

It can be concluded that the large potential of BUMDes establishment, not balanced with adequate public accountability. Responsibility mechanisms conducted either vertically, or horizontally still have not run optimally. The study also found that BUMDes accountability both vertically and horizontally is still central to the headman (village government). It shows the central role and dominance of the headman in the BUMDes management process. Therefore, in the future accountability mechanisms in the management of BUMDes should be directed towards optimizing the role of stakeholders through a governance approach. Based on the fact in the research, it can be concluded that governance capacity that the village had still belongs to weak. It can be seen from the

imbalance role happened. On the one side, the role of the headman and village government is very strong and dominant. In the other side, the role of the other stakeholders still belongs to weak. It makes an accountability deficit in Village Enterprise management. This research can be concluded that in handling the emptiness of the stakeholders role, it is needed an accountability mechanism based on governance, where the stakeholders interacted each other with the purpose to influence the result of public policy. They are interacted each other in public organization management to fulfill the society needs.

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The Implementation of The Jakarta Smart City (JSC)

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Jakarta wants to be an informative, transparent, and high technology city. The Jakarta Smart City (JSC) policy has been implemented since 2014, developing and improving public services in terms of information services more easily and better for citizen. At least there are eight applications that have already supported the implementation of JSC, such as the Qlue and Zomato JSC. Now, Implementation of the JSC in the state capital, Jakarta, still finds a number of challenges. Jakarta has not succeeded yet , getting the Indonesian Smart City Rating (RKCI) at the end of 2017. The problem of this research is to answer "How is Jakarta Smart City (JSC) Policy Implementation in Jakarta?" This study uses a qualitative approach and descriptive method. A number of JSC stakeholders were interviewed in depth as informants, both from JSC managers and the community as users. The study was conducted on a number of Smart City applications in Jakarta and Surabaa. The theories of Colldahl (2013) and Griffinger (2007) about Smart City used as the foundations and theory framework of this research. This concept explained the Six Smart City Characteritics for analyze the JSC implementation in Jakarta. The results of this research showed that Jakarta, respectively, already have many programs and applications for the those Six characteristics of Smart City. Jakarta has just implemented smart city in 2014. Jakarta has succeeded getting Smart City awards from many institutions and foundations.

Keywords : Smart City, Jakarta Smart City, Implementation

PRELIMINARY

The growth of urban population both naturally and migration, from year to year raises the challenges of increasingly complex city management. Cities have the dynamics of rapid change. The impact of this population growth is increasingly crowded road traffic, increasingly heavy pollution, narrowed parking lots, stuffy air, greater use of electrical energy etc. City development and construction needs continue to grow, especially in various aspects of public services and spatial planning and living facilities. Meanwhile, the city has many limited resources that support the fulfillment of these needs. Half of the world's population is currently residing in cities, and it is expected that this number will rise to 70% by 2050 (UN World Urbanization Prospects ; 2011 in Colldahl ; 2013)

Cities face increasingly large and complex challenges in providing facilities and various public services to their citizens. Governance of cities should be able to meet basic needs such as health, education, public transport, so that citizens feel the security, comfort, and happiness. This condition requires the Regional Government to be able to maximize the potential of its resources and minimize the obstacles or problems faced. Therefore city management is needed through a better urban governance approach, comprehensive city maintenance, and smart city design where conditions and productivity of the population are well maintained.

Responding to the complexity of these big challenges, Smart City has become a big issue for big cities in the world as an alternative solution for better city management. New York, Tokyo, London, Chocago, Singapore, Seoul and other major cities have implemented Smart City with a citizen centric approach and based on the use of resources and technology so that there is synergy in the management of a more dynamic and positive city between all resources and technology. Berger Roland (2017) said that based on the Smart City Strategy Index there are 87 global cities in the world that have used Smart City in overcoming the dynamics of managing big cities. Vienna, Chicago and Singapore are the 3 best cities in implementing Smart City. Learning from these cities, Smart City optimizes its resources and is supported by the use of technology to facilitate city residents to enjoy public facilities and services quickly and accurately. This synergy continues to grow and to proceed so as to create a comfortable city and faster in responding to changes and new challenges that come up in these cities.

This reality is also faced by capital city of Indonesia, namely Jakarta. Prof. Dr. Suhono Harso Supangkat from the Bandung Institute of Technology (ITB) said that there were no regions in Indonesia that really have achieved perfect scores as smart cities. All major cities that implemented Smart City were said to have only directed to smart city (https://properti.kompas.com/ read / 2016/09/22/182433821 / no smart city in Indonesia). Jakarta has dynamic characteristics of large cities with high population density, multi ethnicity and high speed of service demands. According to BPS report on 2017, Jakarta with an area of about 661.52 km² (sea: 6,977,5 km²) has a population of 10.37 million people. Jakarta has adopted the Smart City Concept in city management since 2014. How is the Smart City implemented in Jakarta? This research was conducted to answer that research question.

LITERATURE REVIEW

Many smart city definitions are developed from experts as follow. (PSSR UGM; Working Paper : 2016) :

Num	Experts	Definition
1	Yang (2012)	Urban that creats a sustainable economic development and high quality of life for its citizens by increasing 6 main things (governance, economy, quality of life, environment, human resources and transportation) that can be done with a strong information and communication technology infrastructure
2	Griffinger (2007)	A city well performance in a foreard-looking way in these six characteristics (economy, people, governance, mobility, environment and living) built activities of self-decisive independent and aware citizens
3	Hall dalam Chourobi (2012)	A city that monitors and integrates conditions of all of its critical infrastructures, including roads, bridges, tunnels, rails, subways, airports, seaports, communications, water, power, even major buildings, can be better optimize its resources, plan its preventive maintenance activities and monitor security aspects while maximizing services to its citizens

Griffinger et al (2007) explained that the concept of smart city has 6 (six) dimensions

as the basis for the application of smart city has been used to calculate the smart city index in 70 (seventy) cities in Europe. The six dimensions and each parameter can be seen in the following figure:

Smart City Dimensions (Giffinger, et al; 2017)

According to Colldahl (2013), there are 6 dimensions of smart city as follows :

1. *Smart Economy* refers to a city's overall competitiveness, based on its innovative approach to business, research and development (R&D) expenditures, entrepreneurship opportunities, productivity and flexibility of the labour markets, and the economical role of the city in the national and international market.
2. *Smart People* means delivering a high and consistent level of education to the citizens, and also describes the quality of social interactions, cultural awareness, open-mindedness and the level of participation that citizens hold in their interactions with the public life.
3. *Smart Governance* more specifically addresses participation at a municipal level. The governance system is transparent and allows for citizens to partake in decision-making. ICT infrastructure makes it easy for citizens to access information and data concerning the management of their city. By creating a more efficient and interconnected governance system, barriers related to communication and collaboration can be eliminated.
4. *Smart Mobility* advocates more efficient transportation systems (e.g. non-motorised options) and promotes new social attitudes towards vehicle usage, ensuring that citizens have access to local and public transportation, and that ICT again is integrated to

increase efficiency. Smart cities seek to increase how efficiently people, goods, and vehicles are transported in an urban environment.

5. *Smart Environment* emphasises the need for responsible resource management and sustainable urban planning. Through pollution and emission reductions, and efforts towards environmental protection, the natural beauty of the city can be enhanced. Smart cities promote the reduction of energy consumption, and the integration of new technological innovations that result in efficiency gains.
6. *Smart Living* seeks to enhance the quality of life of citizens, and does so by providing healthy and safe living conditions. Citizens in smart cities have easy access to health care services, electronic health management, and to diverse social services.

From some literature above, Smart City can be interpreted as a city that uses information technology to integrate all infrastructure and services from the government to the public, such as administration, education, health, transportation, economy, energy resources, housing and public safety so that all aspects can be synergy together with the community will be able to improve the development and management of the city.

RESEARCH METHODS

The study used a qualitative approach and descritive method. Primary data collected by interviewing many related stakeholders in administrative cities in Jakarta ; South Jakarta, North Jakarta, West Jakarta and East Jakarta. Those stakeholders were the city government and related agencies such as the Office of Communication and Information (Diskominfo), City Planning and Landscaping Service, companies that collaborated with the government in implementing technology, academics who had attention to the issue of smart cities, Non-Governmental Organizations and, of course, some people who are actively involved in smart city programs. Direct observation and analizing some documents refers to Smart City implementation in Jakarta has been done, too.

Field research was carried out for 3 months in Jakarta and Surabaya on Januari – March, 2018. During the fieldwork, research recorded every event and activity observed, and used recording tools for interviews and cameras for documentation.

RESEARCH RESULTS

The Jakarta Smart City (JSC) Implementation in Jakarta

Jakarta Smart City (JSC) has established since 2015. Jakarta Smart City (JSC) is a management unit under the Jakarta Provincial Government – has been tasked with realising smart city vision. It strives for a more data-driven, transparent and collaborative use of technology to ensure better public services for residents in the capital. Similar to Surabaya, in accordance with the Smart City concept from Griffinger et al (2007) and Colldahl (2013), Jakarta Smart City was developed in 6 dimensions. The JSC translates the 6 dimensions as follows.

Jakarta Smart City (JSC) has been established since 2015. Jakarta Smart City (JSC) is a management unit under the Jakarta Provincial Government - has been tasked with realizing smart city vision. It strives for more data-driven, transparent and collaborative use of technology to ensure better public services for residents in the capital. Similar to Surabaya, in accordance with the Smart City concept from Griffinger et al (2007) and Colldahl (2013), Jakarta Smart City was developed in 6 dimensions. The JSC translates the 6 dimensions as follows.

1. **Smart Governance; transparent, informative and responsive government**

   Smart Governance in Jakarta is carried out through the e-Government policy.Open Data in planning and budgeting. The Open Data system services are carried out to encourage integrated and transparent public services. The planning system is also supported by technology systems such as data portals, various complaint applications. There are 180 applications both financial clusters, as well as population clusters. The development policy for internal governance is directed to the intranet model while the community service is directed to the internet model.

   Many Smart Governance programs have been implemented, including:

a) E-Budgeting as a means of regional financial management from the stage of the budget planning process
b) E-musrenbang as a means of public consultation in the development plan
c) JAKARTA SATU Policy with the concept of ONE DATA, ONE MAP, ONE POLICY aims to share data using multiple applications
d) Qlue as a complaints system that can be used by the public and the government in providing public servants effectively and cutting the bureaucratic time for complaints services. Qlue is an application that is integrated with Jakarta Smart City in the form of social media for reporting complaints and appreciation of the surrounding environment through the link http://www.qlue.co.id. Community Reports through Qlue include Congestion, Violations, Damaged Street Lights, Garbage, Damaged Roads, Fasum, Illegal Parking, Beggars, Wild Walkers, criminals, floods, fires, terrorism and building permit violations and other complaints
e) Report! has designed for handling reports, request and complaints. Every report that comes to Report! is channeled directly to Public Opinion Response (ROP) as the main public report tools.
f) Online One Stop Services (PTSP) provides integrated services online for many types of services.
g) Jakarta Smart City portal
h) Citizen Relationship Management

   Jakarta Smart City is displayed in real time conditions of congestion, flood predictions, ambulances, fire engines, as well as population and health services carried out in DKI Jakarta Provincial

2. **Smart Environment; eco-friendly natural resource management**

   Some Smart Environment programs include:

a) The Green Building Certification aims to assess building ratings towards the achievement of the concept of environmentally friendly buildings. There are more than 15 certified buildings.
b) Air quality monitoring in Jakarta has around 11 air quality monitoring devices located at several points, including around Sudirman and Gambir roads
c) Public Street Lighting (PJU) Smart using Public Street Smart System Information is an application of IoT or Internet of Things. Light Emitting Diode Smart System (LED SS) has been installed in various places in Jakarta to implement Smart System Public Street Lighting (PJU). There are tens of thousands of Smart PJU in Jakarta
d) The Grebek Trotoar plan was launched to welcome ASEAN Games. This program is in the form of sidewalk revitalization so the clean and comfortable sidewalks can be created

3. **Smart People (improving the quality of human resources and living facilities properly)**

Smart People has a well educated human capital indicator both formally and non-formally and is realized in creative individuals or communities. The Smart People program includes:

a) The Jakarta Pintar Card (KJP) Plus is a card that provides access for DKI Jakarta citizens from the community who are unable to get a minimum education until graduating from high school / vocational high school and helping the college. This card is also used for study groups packages A, B, and C, madrasa education, Islamic boarding schools and skills courses.
b) IJakarta provides digital library application facilities offered by the DKI Library and Archives Service. With Jakarta, people can borrow free books.
c) Jakarta One Card is a smart card that functions as an e-KTP, shopping payment instrument, and BPJS
d) Jakarta Smart City Edutrip so that public insight about Smart City will increase so that later all can participate to realize the smart city of Jakarta. Jakarta Smart City Edutrip is open to citizens of Jakarta and outside Jakarta, even open to foreign nationals. Schools, campuses, or communities can also visit JSC Lounge collectively through this program

4. **Smart Mobility; provision of transportation and infrastructure systems**

a. TRAFI Has been designed to make mobility services the first choice worldwide. It helps the public transportation, map, etc. Using the link https://www.trafi.com/id/jakarta
b. In collaboration with Transjakarta and TRAFI to analyze patterns of use of public transportation that are useful for the development of policy and urban planning.
c. Transjakarta Monitoring Application and Electronic Parking
d. Waze, an application that can search routes, guide, in real-time via the link http://www.waze.com
e. The upcoming 2019 Mass Rapid Transit or MRT and LRT operation plan. It is also planned that the MRT-J application can be downloaded in Playstore and Appstore. When entering the main dashboard, there are three main menus in the MRT-J application, namely to the Station, Travel and Roaming Station.

5. **Smart Living; realize a healthy and livable city**

Smart Living is present to meet the quality of life and culture of the factor community, including the availability of needs, the security, safety, convenience and comfort of life through the Flood Monitoring System, CCTV Integration and Integrated Flats. There are around 5,000 CCTV cameras in Jakarta that are integrated with the Jakarta Smart City system which will be developed in the City Surveillance System program. To provide other conveniences for the community, Smart Living also presents, among others:

a. Zomato, the restaurant search application, provides in-depth information for more than one million restaurants in 22 countries. https://www.zomato.com/indonesia
b. Ragunan Zoo, Application contains information about all Ragunan Wildlife Park activities and facilities. http://ragunanzoo.jakarta.go.id
c. Go-Food, Indonesia's number one online food delivery service with around one million active users every month and ten million orders during 2015. http://www.go-food.co.id/

d. Food Information Jakarta, Information container for current food prices, price increases and price comparison between markets in Jakarta.
http://infopangan.jakarta.go.id/

In order to improve the ease and speed of communication and information services and a more modern digital life, Jakarta Smart City plans to build a network model using optical fiber and 5ghz wireless. Plans The presence of a new breakthrough 5G connection that is capable of sending data up to 20Gbps, latency or low service time lag (<= 1ms end to end latency), and can be used around 2000 people at the same time. In addition, WiGig technology will also be present which can provide home connections of up to 1 Gbps, wide coverage areas, and relatively easy installation processes.

6. Smart Economy; growing productivity with entrepreneurship and the spirit of innovation

Smart Economy is shown by the high level of economy and financial well-being of the people with good economic growth and high per capita income through the legacy program, Jakarta Food Information and Jakarta One. On the smart economy aspect, collaboration is carried out with Tokopedia and Zomato with a focus on the MSME sector in Indonesia. Ragunan Zoo, Go Food and Info Pangan are also designed to develop Smart Economy in Jakarta.

Digitizing Micro, Small and Medium Enterprises (MSMEs) is one of the ways taken by DKI Jakarta Provincial Government to facilitate Jakarta entrepreneurs. This effort is supported by a program called JAKmikro. There are three main components of JAKmikro, namely microBina, mikroPay, and mikroApps. JSC Hive Coworking Space has been created as Smart Economy programs. It connects startups with local governments to simplify business processes for beginners. It will provide a decent and modern work space at affordable prices for digital workers.

All forms of the Jakarta Smart City program are hosted through the Jakarta Smart City Portal with the link https://smartcity.jakarta.go.id/. The smartcity.jakarta.go.id information portal is accessed by around 70% of users using mobile devices. This proves that the Jakarta Smart City product is important for residents and easily accessible through various devices, including through smartphones. The most popular data accessed is online CCTV that displays current conditions in thousands of points from all over Jakarta. Jakarta Smart City also has its own space as a control center in the smart city operation called Smart City Lounge.

Seeing the many programs and activities in the 6 Smart City dimensions above, the city of Jakarta is very fast in developing the Smart City concept. A number of achievements related to the development of Smart City have been achieved by Jakarta, including:

1. Become one of the Asean Smart Cities Governance models
   The DKI Jakarta Provincial Government (Pemprov) is appointed as one of the chief smart city officers for the Association of Southeast Asian Nations (ASEAN) Smart Cities Network in the Smart Cities Governance Workshop (SCGW) in Singapore on 22-25 May 2018. SCGW is a continuation of the Conference The 32nd ASEAN Summit
2. Appreciation of 2017 technology-based smart city governance from the Ministry of Home Affairs. 2016 GovInsider Innovation Awards Best Team Under 35 for

Local Government JSC management units that are ready to implement Smart City Nusantara

3. The DKI Provincial Government has received an award for the implementation of smart city and e-government in the event the 4th World e-Governments Organization of Cities and Local Governments (WeGO) of the Smart Sustainable City Awards, held July 3-30, 2017 in Ulyanovsk, Russia

CONCLUSION

The development of Jakarta Smart City in general has already covered six dimensions proposed by Griffinger (2007) and Colldahl (2013), namely smart economy, smart people, smart governance, smart mobility, smart environment, and smart living. All administrative cities in Jakarta gradually has applied Smart City Concept, adjusted to the conditions of the city at that time (for example: priority issues, community readiness, budget). The Jakarta Smart City (JSC) has implemented since 2014. It developed very fast, because Jakarta must quickly respond to the capital city needs and movements. Many technological-based advances were quickly developed in Jakarta. This is because of the budget potential in Jakarta for The Jakarta Smart City programs are quite large.

In terms of the theory or concept used in this study it can be concluded that the findings in this study support the theory or concept of Smart City Dimensions according to Griffinger (2007) and Colldahl (2013), namely smart economy, smart people, smart governance, smart mobility, smart environment, and smart living. However, not all parameters of each dimension can be fulfilled by Jakarta, as evidenced by the existence of problems that occur such as floods, congestion, environmental pollution, unemployment, and other problems. All components involved in smart city must always include people, process, and technology

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ANALISIS GAP DALAM PELAKSANAAN *CAPACITY BUILDING* APARATUR PEMERINTAHAN KECAMATAN SE-KOTA BENGKULU DALAM PELAYANAN PUBLIK

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Walaupun pembangunan kapasitas aparatur pemerintah wajib dilaksanakan, namun pada pelaksanaannya di lapangan belum sesuai dengan yang diharapkan. Berkaitan dengan hal tersebut, penelitian ini bertujuan untuk mengetahui masalah-masalah dalam pelaksanaan capacity building aparatur pemerintah kecamatan se-Kota Bengkulu dalam memberikan pelayanan publik. Metode penelitian menggunakan pendekatan deskriptif kualitatif. Informan penelitian berjumlah 21 orang yang terdiri Camat dan staf kecamatan Kota Bengkulu, masyarakat Kota Bengkulu, dan mahasiswa. Pengumpulan data penelitian menggunakan wawancara, dokumentasi, dan studi pustaka. Hasil penelitian menyimpulkan bahwa dalam pengembangan kapasitas aparatur pemerintah kecamatan se-kota Bengkulu masih terdapat berbagai masalah diantaranya: 1) masih terdapat pegawai tamatan SMA, 2) usia pegawai didominan oleh pegawai dengan kisaran usia 40 tahun keatas, 3) tingkat pendidikan pegawai yang belum mampu untuk menjalankan tupoksi yang ada secara maksimal, 4) sistem kenaikan pangkat yang belum transparan dan masih bersifat administratif, 5) database sudah ada tapi belum maksimal untuk memberikan informasi, 6) serta adanya kelemahan pada pola diklat. Dengan demikian masalah-masalah tersebut akan berdampak pada kurang maksimalnya pelayanan yang diberikan oleh aparaur pemerintah kecamatan kepada masyarakat.

Kata Kunci:

Analisis Gap, Capacity Building, Pelayanan Publik.

PENDAHULUAN

Dalam rangka mewujudkan tata kelola pemerintahan yang baik (*good governance*), sumber daya manusia (SDM) menjadi faktor utama yang dapat menuentukan terwujud atau tidaknya sistem *good governance* tersebut. Salah satu upaya yang dilakukan oleh pemerintah dalam mewujudkan *good governance* adalah dengan melakukan pengembangan kapasitas SDM aparatur pemerintahan (*capacity building*). Namun pada pelaksanaanya, *capacity building* ini masih belum dapat dikelola dengan baik. Hal itu ditunjukkan oleh masih sulitnya mengubah cara pikir (*mindset*) dan cara kerja aparatur, masih rendahnya disiplin dan etika pegawai, sistem karier yang belum sepenuhnya berdasarkan prestasi kerja, sistem remunerasi yang belum memadai untuk hidup layak, rekrutmen yang belum dilakukan berdasarkan kualifikasi pendidikan yang dibutuhkan, penyelenggaraan pendidikan dan pelatihan (diklat) yang belum sepenuhnya dapat meningkatkan kinerja, lemahnya pengawasan dan audit terhadap kinerja aparatur, dan sistem informasi manajemen kepegawaian yang belum berfungsi secara optimal (BAPPENAS, 2007). Akibat dari berbagai persoalan tersebut adalah, pelaksanaan

pelayanan publik yang efisien dan efektif, yaitu cepat, tepat, murah, dan transparan, belum dapat diwujudkan.

Faktor yang menyebabkan rendahnya kinerja birokrasi disebabkan oleh beberapa sebab, seperti simpang siurnya perundang-undangan yang mengatur bidang kepegawaian; merajalelanya '*spoil system*' dalam penerimaan (*recruitment*), pengangkatan, penempatan dan promosi pegawai; tidak adanya data statistik yang akurat tentang jumlah pegawai negeri yang menimbulkan kesukaran dalam kebijaksanan di bidang kepegawaian; sistem penilaian yang tidak obyektif; pendidikan dan pelatihan yang tidak terarah; banyaknya instansi yang turut campur tangan dalam memecahkan masalah kesejahteraan pegawai; dan pendapatan pegawai negeri yang rendah yang membawa implikasi pada rendahnya kegairahan kerja dan sukarnya menegakkan disiplin pegawai, (Siagian, 1996).

Untuk itu, dalam rangka meningkatkan kinerja pemerintah daerah, maka faktor pengembangan kapasitas aparatur menjadi sangat penting untuk dilaksanakan. Di samping untuk merespon tingginya tuntutan masyarakat terhadap kinerja pemerintah daerah, *capacity building* aparatur tidak bisa dilepaskan dengan keinginan pemerintah untuk menjalankan *good governance* yang diarahkan untuk mempraktekkan tata kelola pemerintahan yang ideal.

Dalam Keban (2011) menyatakan bahwa salah satu isu sentral *good governance*, yaitu adanya perubahan kapasitas aparatur pemerintah dalam merespon dan memperjuangkan kepentingan masyarakat berdasarkan koridor institusi yang ada. Hal tersebut dapat berarti bahwa *good governance* harus didukung oleh dua aspek utama, yaitu masyarakat dan Negara (pemerintah). Aspek yang pertama direpresentasikan oleh dua arena, masyarakat sipil dan masyarakat ekonomi. Masyarakat sipil berarti bahwa semua warga negara berhak mengontrol penyelenggaraan yang dilakukan pemerintah. Sementara aspek yang kedua direpresentasikan oleh birokrasi dan lembaga politik (*political office*). Aspek inilah yang sering menjadi sorotan, terutama mengenai birokrasi yang di dalamnya termasuk SDM aparatur.

Bagi sebagaian besar masyarakat sebagai pengguna pelayanan publik oleh pemerintahan, yang menjadi pertanyaan pokok yang selalu muncul adalah, sampai seberapa besar keberhasilan *capacity building* aparatur dalam mendukung reformasi birokrasi, khususnya di dalam pembangunan, pelaksanaan fungsi pemerintahan dan pemberian pelayanan publik. Karena pada kenyataanya, masyarakat dapat melihat sendiri melalui media massa tentang kinerja pemerintahan yang selalu digambarkan sebagai ketidakmampuan, kelemahan, dan kejahatan dari berbagai pihak, mulai dari eksekutif, legislatif dan yudikatif.

Di ranah pemerintahan, Pengembangan kapasitas SDM (*capacity building*) aparatur merupakan program andalan reformasi birokrasi dan telah mulai dilaksanakan sejak Pemerintahan Orde Baru berakhir, akan tetapi fakta di lapangan belum banyak membawa pengaruh. Pelaksanaannya dilatar belakangi oleh berbagai faktor, di antaranya: tingginya praktek korupsi, kolusi dan nepotisme (KKN); tingkat kualitas pelayanan publik yang belum mampu memenuhi harapan publik; tingkat efisiensi, efektifitas dan produktivitas yang belum optimal; tingkat transparansi dan akuntabilitas yang masih rendah; serta tingkat disiplin dan etos kerja pegawai yang masih rendah.

Berdasarkan hasil penilaian Kementerian Dalam Negeri (Kemendagri) selama tahun 2016 dan diumumkan tahun 2018 diketahui bahwa Provinsi Bengkulu berada di urutan ke-32 dari 33 Provinsi se-Indonesia dalam Kinerja Penyelenggaraan Pemerintahan (termasuk didalamnya pelayanan publik). Mengenai anjokloknya kinerja hingga berada di peringkat ke-32 tersebut, Plt. Gubernur Provinsi Bengkulu Dr. Drh. H. Rohidin Mersyah, M.MA mengatakan bahwa "Memang ada beberapa hal yang perlu diperbaiki untuk meningkatkan

kinerja pemerintahan kita. Salah satunya dengan memperbaiki pelayanan publik." (Harian Rakyat Bengkulu.Com, 30 April 2018).

Dari berbagai masalah tentang pelaksanaan *capacity building* di berbagai instansi pemerintahan di atas, peneliti merasa perlu untuk menganalisis permasalahan *capacity building* yang dihadapi pemerintahan kecamatan di Kota Bengkulu dalam memberikan pelayanan publik.

METODE PENELITIAN

Penelitian ini menggunakan metode penelitian deskriptif kualitatif yang bertujuan untuk mendeskripsikan dan menganalisis fenomena, peristiwa, aktivitas sosial, sikap, kepercayaan, persepsi, pemikiran orang secara individual maupun kelompok. Data yang digunakan dalam penelitian ini adalah data primer yang bersumber dari hasil wawancara peneliti kepada informan penelitian. Data sekunder penelitian ini adalah bersumber dari dokumen-dokumen resmi yang terdapa di lokasi penelitian yang berkaitan dengan fokus penelitian. Informan penelitian ini adalah aparatur kecamatan Kota Bengkulu yang terdiri dari 13 orang informan. Pemilihan informan enggunakan teknik purposive sampling atau sampel bertujuan. Tahap analisa data menggunakan triangulasi data yaitu melakukan reduksi data, sajian data dan penarikan kesimpulan.

HASIL PENELITIAN DAN PEMBAHASAN

Pengembangan kapasitas memiliki multi makna, dan interpretasinya tergantung pada siapa yang menggunakan dan dalam konteks apa. Secara umum, yang dipahami adalah bahwa pengembangan kapasitas merupakan suatu konsep yang terkait erat dengan pendidikan, pelatihan dan pengembangan sumberdaya manusia. Namun, pemahaman konven- sional mengenai konsep pengembangan kapasitas telah berubah selama beberapa tahun terakhir, di mana pengembangan kapasitas dipahami secara lebih luas dan holistik, yang mencakup aspek sosial, organisasi dan pendidikan (Enemark, 2006).

Pengembangan kapasitas melalui intervensi pada level sistem, institusi, dan individu merupakan upaya yang multidimensi. Oleh karena itu, perencanaannya harus ditetapkan dalam tahapan waktu yang rasional: jangka pendek, jangka menengah, dan jangka panjang. Selanjutnya, pada setiap tahapan harus ditetapkan prioritas- prioritasnya. Prioritas pertama dari semua tahapan tersebut adalah membuat kebijakan dan peraturan pendukung, yakni penjabaran operasional dari framework otonomi daerah berdasarkan Undang- Undang Nomor 32/2004 dan Undang-Undang Nomor 33/2004 yang wujudnya adalah penyesuaian dan modifikasi semua perangkat peraturan perundangan organik berupa kebijakan Daerah seperti Perda dan Keputusan Kepala Daerah, yang dapat menciptakan sistem yang efektif dan efisien untuk mencapai tujuan. Semua kebijakan dan peraturan tersebut harus jelas menggambarkan sistem dan mekanisme prosedural yang melibatkan semua level tersebut. Prioritas berikutnya adalah menangani permasalahan yang terjadi dalam hubungan antar unit dan antar sektor, (Ginting dan Daeli, 2012).

Berdasarkan data lapangan, jumlah pegawai kecamatan di Kota Bengkulu adalah sebanyak 117 orang. Data pada sekretariat di 9 (Sembilan) Kecamatan, menunjukkan bahwa tingkatan pendidikan formal aparat Kecamatan didominasi oleh Sarjana, diikuti oleh SMA serta Sarjana Muda. Data pada tabel berikut, menggambarkan tingkatan pendidikan formal aparat Kecamatan di Kota Bengkulu, keadaan 2018.

Tabel 1.

Tingkat Pendidikan Formal Aparat Kecamatan Kota Bengkulu Keadaan 2018

No	Kecamatan	Tingkat Pendidikan				Jumlah Pegawai
		S2	S1	D3	SMA	
1	Ratu Agung	3	7	1	4	15
2	Ratu Samban	1	6	1	6	14
3	Teluk Segara	1	8	-	-	9
4	Singgaran Pati	1	6	2	9	18
5	Sungai Serut	-	10	-	4	14
6	Muara Bangkahulu	-	13	1	6	20
7	Gading Cempaka	1	6	2	-	9
8	Selebar	-	7	-	2	9
9	Kampung Melayu	-	8	1	-	9
T o t a l		**7**	**71**	**8**	**31**	**117**

Sumber : Hasil Penelitian 2018

Data pada tabel di atas memberikan gambaran bahwa tingkat pendidikan formal aparat 9 (Sembilan) Kecamatan di Pemerintahan Kota Bengkulu dapat dikatakan baik, karena 86 dari 117 Pegawai Negeri Sipil memiliki tingkat pendidikan formal sarjana. Hal ini dibenarkan pula oleh Kasubdit Diklat Kepemimpinan Agus Harryansyah, SE, pada wawancara tanggal 9 April 2018, menurutnya bahwa:

> "Jika dilihat dari tingat pendidikan formal, maka aparat kantor Camat ini boleh saya katakan baik, karena lebih banyak menamatkan pendidikan sarjana/S1 dan S2 semua kepala subbagian dan kepala seksi adalah sarjana bahkan sudah ada sarjana S2 dan nampak sangat berpengaruh terhadap kinerja aparat dalam melaksanakan tugas mereka masing-masing. Spesifikasi kesarjanaan yang dimiliki aparat juga berbeda, ada Sarjana Hukum, Sarjana Sosial .Sarjana Ilmu Pemerintahan, Sarjana Ekonomi dan beberapa lagi, sehingga nampak ada keanekaragaman dan berpengaruh pada pemahaman mereka tentang tugas yang diemban."

Walaupun upaya pembangunan kapasitas telah dimulai sejak Peraturan Walikota untuk para Camat, namun demikian, nampak bahwa upaya kearah yang diharapkan dalam rangka pengembangan pelayanan publik dan pengembangan kemampuan individu masih jauh dari yang diharapkan. Dari hasil penelitian pada Kantor di 9 (Sembilan) Kecamatan Kota Bengkulu menunjukkan rendahnya, bahkan belum dilaksanakan DIKLAT penjenjangan bagi aparatur Kecamatan, juga masih kurang dilakukannya bentuk-bentuk pembinaan dan pelatihan bagi aparatur kecamatan dan kepada subbagian dan Seksi dalam menjalankan tugas profesinya. Kondisi ini tentunya sangat berpengaruh bagi kemampuan kapasitas apartur kecamatan dalam menjalankan tugas-tugas pemerintahan maupun dalam memberikan pelayanan kepada masyarakat.

Kondisi ini tentunya akan sangat mempengaruhi kinerja aparat dalam menghasilkan kualitas pelayanan yang diharapkan oleh masyarakat. Berdasarkan hasil wawancara dengan beberapa masyarakat yang sering menerima pelayanan dari aparat pemerintah, nampak kemampuan aparat belum maksimal. Menurut Efriyandi seorang Mahasiswa Universitas Dehasen saat mengurus surat-surat di Kantor Kecamatan Teluk Segara, mengatakan bahwa:

"Secara umum saya melihat bahwa kemampuan aparat belum terlalu optimal; hal ini nampak pada tingkat pengetahuan mereka terhadap sesuatu urusan yang harus diselesaikan; kadang lamban dan sering meminta petunjuk untuk menyelesaikan tugas dimaksud; mungkin karena belum terlalu memahami hal-hal yang baru diterapkan, sehingga butuh waktu untuk menyesuaikan diri; tetapi bagi masyarakat, kecepatan pelayanan, kemampuan petugas, tanggung jawab dan kedisiplinan dalam menyelesaikan tugas adalah sangat penting."

Hal yang sama dikemukakan oleh Drs. Khairus Saleh, Tokoh masyarakat Kampung Kelawi Kecamatan Sungai Serut , menyatakan bahwa:

"Kelihatannya ada pegawai yang kurang siap untuk bekerja, sehingga jika ada pegawai yang dibutuhkan karena tugasnya tidak masuk kantor karena berhalangan, maka urusan-urusan masyarakat tidak dapat dilayani, menunggu sampai pegawai yangbersangkutan masuk kerja. Bagi masyarakat kecepatan pelayanan sangat penting, jadi seharusnya ad pegawai yang disiapkan untuk mengantisipasi jika pegawai yang bersangkutan tidak masuk kantor. Selain itu, tingkat kesopanan pegawai juga harus dijaga, kadang-kadang ketika masyarakat membawa persyaratan yang tidak lengkap untuk mengurus surat-surat tertentu diperlakukan kurang baik."

Sehubungan dengan permasalahan dalam pengembangan kapasitas (*capacity building*) pada aparatur kecamatan Kota Bengkulu yang telah dipaparkan di atas, berikut merupakan hasil analisis peneliti yang membagi pokok-pokok permasalahan tersebut menjadi enam faktor pengahambat, yaitu:

1. Masih terdapat pegawai tamatan SMA.

   Berdasarkan hasil penelitian dan dapat dilihat pada tabel 1 diketahui bahwa untuk tingkat pendidikan aparatur kecamatan Kota Bengkulu masih terdapat pegawai yang tingkat pendidikannya masih rendah, dalam hal ini setingkat SLTA ke bawah. Di sisi lain, meskipun sebagian ada pegawai yang sudah berpendidikan sarjana, namun jumlah pegawai berpendidikan pasca sarjana masih sangat minim dibandingkan dengan total jumlah pegawai.

Tabel 2.
Persentase Tingkat Pendidikan Formal Aparat Kecamatan Kota Bengkulu
Keadaan 2018

No.	Tingkat Pendidikan	Jumlah Pegawai	Persentase
1.	S2	7	5,98%
2.	S1	71	60,68%
3.	D3	8	6,83%
4.	SMA	31	26,49%
Total		**117**	**100%**

Sumber : Hasil Penelitian 2018

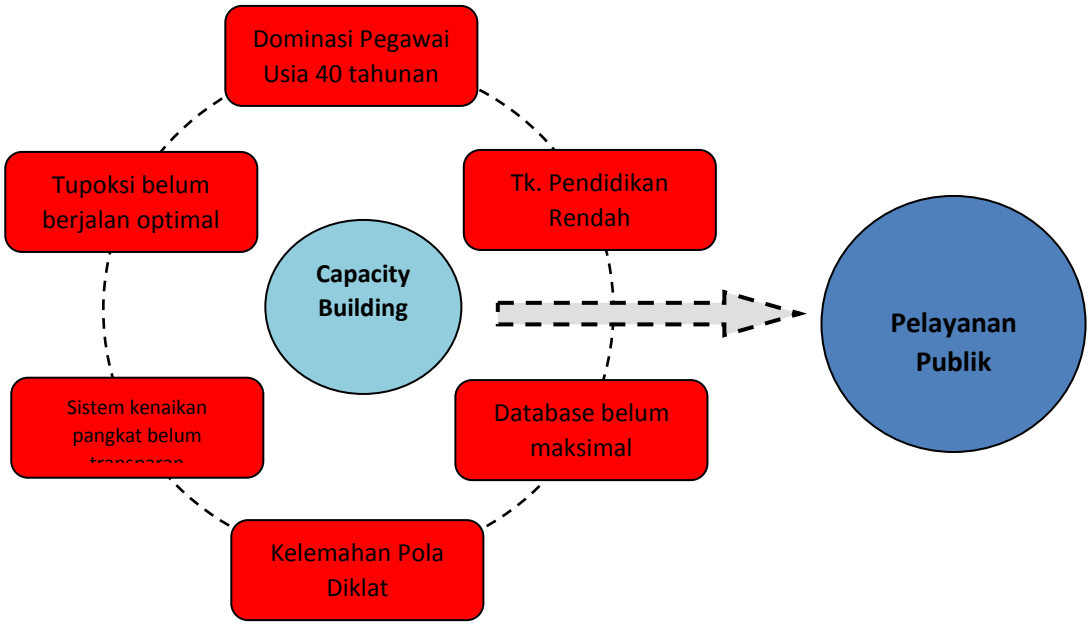
Tabel 2 di atas merupakan data persentase tingkat pendidikan formal aparatur kecamatan Kota Bengkulu tahun 2018. Berdasarkan data di atas diketahui bahwa aparatur/pegawai kecamatan Kota Bengkulu didominasi oleh pegawai dengan tingkat pendidikan setingkat S1 dengan jumlah 71 orang atau 60,68%. Sedangkan untuk pendidikan S2 hanya berjumlah 7 orang atau 5,98%. Untuk tingkat pendidikan SMA

masih cukup banyak dengan jumlah 31 orang atau 26,49% lebih besar dibandingkan pendidikan D3 yang hanya berjumlah 8 orang atau 6,83%.

2. Usia pegawai didominan oleh pegawai dengan kisaran usia 40 tahun keatas.
   Berdasarkan hasil penelitian ini jumlah pegawai usia produktif (20–40 tahun) lebih sedikit dibandingkan dengan pegawai usia mendekati non produktif (40 tahun ke atas). Hal ini pada dasarnya cukup mempengaruhi tingkat/kinerja pegawai dalam memberikan pelayanan kepada masyarakat.
3. Tingkat pendidikan pegawai yang belum mampu untuk menjalankan tupoksi yang ada secara maksimal.
   Berdasarkan tabel 2. Di atas diketahui bahwa jumlah pegawai dengan pendidikan SMA masih cukup banyak yakni berjumlah 31 orang atau 26,49%, sedangkan untuk tingkat pendidikan S2 hanya 7 orang atau 5,98%. D3 berjumlah 8 orang atau 6,83% dan S1 berjumlah 71 orang atau 60,68%. Berdasarkan data tersebut dan hasil wawancara serta observasi yang telah dilakukan diketahui berdasarkan tingkat pendidikan pegawai tersebut belum mampu mendukung pencapaian tupoksi secara maksimal, karena pembagian tugas belum dilakukan berdasarkan tingkat dan latar belakang pendidikan sehingga dapat mempengaruhi pelayanan yang diberikan.
4. Sistem kenaikan pangkat yang belum transparan dan masih bersifat administratif.
   Sistem kenaikan pangkat yang diberlakukan selama ini masih bersifat administratif dan belum dikaitkan dengan prestasi kerja yang dihasilkan pegawai. Penyebab lainnya adalah, kelemahan sistem pengukuran kinerja, sehingga pegawai yang berprestasi kurang mendapat perhatian dan penghargaan yang adil. Pegawai yang prestasi kerjanya tidak bagus masih memungkinkan untuk naik pangkat/golongan. Kemudian, ada juga ketidaksesuaian antara kompetensi dengan pekerjaan yang diemban, karena pada saat rekrutmen, kebutuhan yang diinginkan oleh Pemda tidak sesuai dengan ketersediaan yang ada di masyarakat. Hal lainnya, pengembangan jabatan fungsional masih diabaikan oleh Pemda, padahal melalui jabatan fungsional dapat dikembangkan profesionalisme SDM aparatur.
5. Database sudah ada tapi belum maksimal untuk memberikan informasi.
   Hasil penelitian menunjukan bahwa dalam pengembangan kapasitas (capacity building) aparatur kecamatan Kota Bengkulu sudah ada pengembangan *database* pegawai, namun pada pelaksanaannya *database* tersebut belum mampu sepenuhnya menghasilkan informasi yang cepat, tepat, dan akurat.
6. Adanya kelemahan pada pola diklat.
   Kemudian dari sisi diklat, beberapa kelemahan pola diklat yang dilaksanakan antara lain:
   (1) Sistem diklat yang ada baru terfokus pada diklat penjenjangan, diklat fungsional dan diklat teknis, dimana itupun belum tertangani dengan baik dan masih dalam taraf perbaikan menyeluruh,
   (2) *Training needs* belum dapat dimanfaatkan untuk menghasilkan pola diklat yang sistemik dan berbasis kompetensi,
   (3) Desain diklat, kurikulum dan jam pelatihan belum mengacu pada standar kompetensi yang dibutuhkan,
   (4) Spesialisasi instruktur dan widyaiswara masih terfokus pada aspek manajemen, dan

(5) Belum mempertimbangkan kesesuaian antara kompetensi pegawai dengan kompetensi jabatan yang akan datang. Untuk itu perlu disiapkan pola diklat yang dapat mendukung pola karir pegawai.

Berdasarkan hasil penelitian dan analisa peneliti di atas tentang analisis *gap* (masalah) dalam pelaksanaan *capacity building* aparatur pemerintahan kecamatan se-Kota Bengkulu dalam pelayanan publik digambarkan sebagai berikut:



Gambar 1. Analisa Masalah Capacity Building Aparatur Kecamatan Kota Bengkulu

Gambar 1. di atas merupakan pola/gambar pelaksanaan pengembangan kapasitas (*capacity building*) aparatur Kecamatan Kota Bengkulu. Berdasarkan gambar tersebut di atas dapat dilihat indikator-indikator masalah yang terdiri dari enam indikator yang dapat menghambat pelaksanaan *capacity building* aparatur kecamatan di Kota Bengkulu. Terhambatnya pelaksanaan *capacity building* tersebut pada akhirnya akan berdampak lemahnya pelayanan publik yang diberikan aparatur/pegawai kecamatan kepada masyarakat Kota Bengkulu.

Temuan tersebut menunjukkan bahwa meskipun manajemen pembinaan pegawai pada umumnya telah merujuk pada Undang-Undang Nomor 43/1999 beserta peraturan pelaksanaannya, namun implementasi Undang-Undang tersebut di lapangan mengindikasikan berbagai permasalahan yang kompleks sejak dari peraturan perundang-undangan hingga ke pengelolaan pegawai. Di samping itu, pelaksanaan diklat selama ini sangat monoton, terutama dari segi substansi atau materi diklat. Sebagian besar materi Diklatpim Tingkat IV dan Diklatpim Tingkat III hampir sama. Di lingkungan Pemda Kota Bengkulu, keterbatasan anggaran merupakan salah satu kendala utama dalam penyelenggaraan diklat PNS.

KESIMPULAN

Berdasarkan hasil penelitian dan pembahasan yang telah diuraikan, maka dapat ditarik kesimpulan bahwa dalam pengembangan kapasitas aparatur pemerintah kecamatan se-kota Bengkulu masih terdapat berbagai masalah diantaranya: 1) masih terdapat pegawai tamatan SMA, 2) usia pegawai didominan oleh pegawai dengan kisaran usia 40 tahun keatas, 3) tingkat

pendidikan pegawai yang belum mampu untuk menjalankan tupoksi yang ada secara maksimal, 4) sistem kenaikan pangkat yang belum transparan dan masih bersifat administratif, 5) database sudah ada tapi belum maksimal untuk memberikan informasi, 6) serta adanya kelemahan pada pola diklat. Dengan demikian masalah-masalah tersebut akan berdampak pada kurang maksimalnya pelayanan yang diberikan oleh aparaur pemerintah kecamatan kepada masyarakat.

SARAN

1. Dengan melihat berbagai persoalan masyarakat yang senantiasa muncul di Kecamatan–Kecamatan, seperti masalah ketenagakerjaan, pemukiman dan perdagangan, dan lain-lain maka sudah selayaknya dipikirkan pengisian jabatan Fungsional di Kecamatan oleh aparat yang memiliki kompetensi guna menyelesaikan persoalan dimaksud.
2. Manajemen Pelayanan publik yang saat ini dilakukan aparat Pemerintah Kecamatan, hendaknya disesuaikan dengan model Indeks Kepuasan Masyarakat berdasarkan Keputusan Menteri PAN Nomor: Kep/25/M.PAN/2/2004, Tentang Pedoman Umum Penyusunan Indeks Kepuasan Masyarakat unit Pelayanan Instansi Pemerintah. Penyesuaian ini diperlukan karena mengandung unsur-unsur kepuasan masyarakat secara umum dan diharapkan dalam pelaksanaannya dapat meningkatkan kualitas pelayanan sebagaimana yang dikehendaki masyarakat.

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LOCAL GOVERNANCE COLLABORATION MODEL FOR PRESERVING MARINE ECOSYSTEM IN THE COASTAL AREA OF NUSA LEMBONGAN ISLAND, KLUNGKUNG REGENCY, BALI

By

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Abstract

The marine ecosystem on the coast of Nusa Lembongan is one of the tourist attractions such as coral reefs, mangrove forests and others. The high number of tourist visiting the island also impacts tourism facilities. Increased tourism also has the opportunity to damage the marine ecosystem. Therefore needs a collaboration among stakeholders in maintaining the sustainability of the marine ecosystem .

The purpose of this research is to find out and analyze also to find a collaborative model of stakeholders such as government, private sector, community and traditional institutions in preserving the marine ecosystem in Nusa Lembongan. The research is using a qualitative descriptive approach with determining informants technic is purposive sampling.

Local government collaboration model in conserving marine ecosystems by strengthening the role of stakeholders at the local level such as: 1) signing memorandum of understanding for creating regional regulations as a policy of the Klungkung Regency; 2) writing in to a local wisdom (awig-awig) as a local policy of the local wisdom institutions (adat); 3) writing into the policy of the tour operator; 4) implement the Tri Hita Karana concept and creating a memorandum of understanding for all parties.

Key words: Collaboration Model, Local Governance, Marine Ecosystem and *Tri Hita Karana.*

1. Introduction

Nusa Lembongan is a small island located in the southeast of the island of Bali. This island which is 4.6 km long and 1-1.5 km wide is approximately 11 km to the southeast of Bali, or 2 km to the northwest of Nusa Penida Island. Administratively, this island includes the Nusa Penida District, Klungkung Regency, Bali Province. Pekraman Lembongan village covers two small islands, namely Lembongan Island and Ceningan Island which are mostly surrounded by sloping beaches and several steep cliffs.

The beach on the island of Lembongan, is a beach in general which is a gift or zone between the edges of the sea waters at low tides to the effective limit of the influence of waves towards the land. While the coastline is a line where land and water meet whose position changes according to the condition of the water level due to tides.

The coastal typology is the result of the interaction of dynamic processes from geological aspects (including topography, lithology, hydrology, volcanic activity, tectonic and sedimentation processes); geophysics includes weather (rain, wind, currents, waves and tides); and human activity factors include taking materials both offshore, coast and land, coastal buildings, and onshore development activities. Interaction between several factors mentioned above produces different beach characteristics between one beach and another.

The beauty of the coast of Lembongan island, makes this island a tourism spot that promises the beauty of the sea. On the island of Lembongan, in addition to being famous for its white sandy beaches, it also develops well-known marine biota such as seaweed, coral, seagrass beds, mangroves and several types of marine fish.

The beauty of the sea is used by tourism actors to develop tourism business on the island of Lembongan. Sudiarta (2015) stated that the preservation of coral reefs around the coast on the island of Lembongan strongly supports the development of marine tourism that developed on the island of Lembongan. Ginantra (2014), increasing population of bird species in the mangrove forests on Lembongan Island has a positive impact on the sustainability of several species of birds and the continuation of foreign guests visiting Lembongan Island. This is in line with the records made by the Department of Tourism and Culture of the Klungkung Regency, which made the increase in tourism visits to Klungkung Regency during 2016 amounted to 9%, and the largest occurred to Lembongan and surrounding islands. Records of tourism visits in the office of the head of Lembongan village, also showed the same thing that during 2015 and 2016 there was an increase in tourist visits by 14%, especially tourists from Russia, Australia, China, and several other European countries.

The development of seaweed on the island of Lembongan which began around the 1980s at least caused some problems to the sustainability of the function of marine biota. Many local people dig wild coral reefs to be used as seaweed cultivation areas. Likewise, there are several logging of mangrove forests used by the population for supporting seaweed cultivation. Some seagrass meadows habitats are often crushed by residents for seaweed cultivation areas.

The rapid development of tourism on the island of Lembongan, in addition to having a positive impact on the population of Lembongan, also had a negative impact on some marine biota. The development of tourism industry facilities such as boats, jukung, sea vessels, also affects the sustainability of marine biota. Supporting facilities for the tourism industry requires berths and leaning that will damage marine biota due to anchors, basic scouring of ships, and sea transport activities.

The aim to be achieved in this study is to find out the use of local wisdom in the form of institutional strengthening in Pekraman Lembongan village in saving coastal ecology that exists on the island of Lembongan. In this study, the existence of institutions in Pekraman Lembongan village that have a role in saving coastal ecology. In addition, it is necessary to know how the ecological conditions of the coastal island of Lembongan are by strengthening the traditional institutions in Pekraman Lembongan village.

This research is expected to provide actual information about the existing coastal ecological conditions on Lembongan island in the form of coral reefs, seagrass beds, mangrove forests and coastal conditions. The results achieved are expected to be useful for policy makers to provide alternative solutions to save coastal ecology in the islands. This result can also be used as a form of marine-based curriculum development by utilizing local wisdom that develops and has a positive impact on the sustainability of coastal ecology.

Coastal ecological sustainability on the coast of Lembongan Island needs to be carried out continuously. The preservation of coastal ecology on the island of Lembongan has a double benefit, besides being a tourist attraction that promises the beauty of the sea, as well as supporting local residents who mostly work as seaweed farmers. The preservation of coastal ecology on the island of Lembongan also serves to prevent abrasion that erodes the island of Lembongan. Erosion / abrasion is one of the important beach issues on the island of Lembongan. The length of the beach that experienced abrasion on the island of Lembongan in 2010 was 970 meters and only 326 meters had been handled so that there were still beaches that experienced abrasion that had not been handled along 644 meters (Balai Bali-Penida River Region, 2009, in Sudiarta, 2015).

Dredging sand dunes in coastal areas carried out by residents who inhabit the island of Lembongan can result in changes in the natural protection of the beach. This will change the energy dissipation on the beach. If this change increases the wave energy in a part of the coast, energy will occur in that section. Sand mining and other coastal materials directly reduce coastal sediments and reduce coastal elevation. Beach erosion that occurred on the island of Lembongan is also exacerbated by sand mining or beach material activities.

Mangrove forest area on the island of Lembongan is entirely a mangrove forest area of 202.0 ha. Mangrove forests in this forest area include protected forest areas. Utilization of the area of magrove forest around the coast of the island of Lembongan is increasingly pressed due to the development of tourism which requires extensive land for tourism accommodation on the beach. Although according to Sudiarta (2015), the condition of the magrove forest on Lembongan Island is classified as a good

category, but the researchers observed that there are several places where mangrove forests have undergone a function change. Beaches that surround the island of Lembongan which are very rich in marine ecology such as coral reefs, seagrass beds, seaweed, and ornamental fish need to get attention to the sustainability of its existence and sustainability of its functions.

In the face of some of the above phenomena, Pekraman village in Lembongan strengthens several traditional institutions to preserve the sustainability of several ecologies around the coast of the island of Lembongan. Strengthening these institutions functioned in the function of institutions that directly manage coastal marine ecology preservation around the coast of the island of Lembongan. This effort needs serious attention as a form of Pekraman village involvement in conserving the marine environment. Efforts made by Pekraman Lembongan village can be adopted as a form of utilizing local wisdom in saving the coastal environment and can be used to develop a marine-based curriculum that utilizes local wisdom.

This study will specifically examine the impact of institutional strengthening in Pekraman village in Lembongan to save the sustainability of coastal ecology around the coast of the island of Lembongan. In accordance with the explanation above, the focus of the problem in this study is the extent to which the role of institutions in Lembongan Island is in saving the coastal marine ecosystem of Lembongan Island towards the development of tourism. The existence of coastal seas on Lembongan Island if it is not immediately sought for a solution will cause the sustainability of the sea coast of Lembongan Island to be threatened.

Institutional strengthening is the traditional institutions in Lembongan Island such as *Pekraman* Village, *Banjar-banjar adat*, *sekaa-sekaa*, and traditional institutions that develop on Lembongan Island. While the official agencies are official villages, Nusa Penida KKP, Tourism Office, and Klungkung Regency Marine and Fisheries Service.

Based on the background of the problems described above, the formulation of the problems to be studied further can be formulated as follows: "What are the efforts of 3 pillars of governance in saving the coastal marine ecosystem of Lembongan Island towards the development of tourism on Lembongan Island?

2. Methodology

This study uses a qualitative descriptive research method. The qualitative research intended by Strauss and Corbin as a type of "research whose findings are not obtained through statistical procedures or other forms of calculation. Examples can be in the form of research about a person's life, history and behavior, as well as about the role of the organization, social movements or reciprocal relations. (Strauss and Corbin, 2009; 4).

Based on the opinion of Strauss and Corbin above, it means that this research method is appropriate because it analyzes the role and model of the institutions involved in ecosystem conservation in Nusa Lembongan. Determination of informants using purposive sampling, and data collection techniques through observation, documentation, interviews and data search on line. While the data analysis technique uses the interactive Miles Huberman Model namely, data collection, verification reduction and conclusion drawing.

3. Discussion

Lembongan can be reached from several places on the island of Bali by using sea transportation facilities such as jukung, boats and ships from the beaches of Sanur, Tanjung Benoa, and several beaches in the Kusamba area, Klungkung. In general the existence of Lembongan island is presented in the following figure.

Figure 1. Position of Lembongan Island as a Small Island in Bali

Several places on the coast of Lembongan island are well developed, some marine ecologies such as coral reefs, seagrass beds, mangroves, seaweed, and some ornamental fish. The existence of marine ecology strongly supports the survival of the population of Lembongan island, both as food and as a natural resource that is utilized by the people of Lembongan island. Some marine biota that develop around the coast of Lembongan island are presented in the following figure.

Figure 2. Coral Reefs at Crystal Bay

Figure 3. Coral Reefs at Nusa

Figure 3. One of the Mangrove Forest Areas on Lembongan Island

Figure 5. Seagrass habitat in Nusa Lembongan and Nusa Ceningan

In the picture above, it is presented that the marine ecosystems in Lembongan Island develop in certain areas and are very closely related to tourism objects. Mangrove forests in the east and southeast of Lembongan Island are used as magrove tourism objects by involving local residents.

The efforts made by the 3 governance pillars in Lembongan Island can be explained as follows. Based on the results of interviews conducted by researchers on several Klungkung District Offices including:

I Dewa Gede Wisasta (Secretary of the Klungkung Tourism Office), the researcher asked what the Klungkung Regency Government had done to preserve the marine ecosystems in Lembongan Island.

> "The Klungkung Regency Government has formed a Marine Conservation Area (KKP) specifically designed to protect and supervise the marine natural resources contained in it from damage such as bombings, poisons, illegal fishing and placed as one of the UPTs in Nusa Penida. This effort is in line with Law No. 27/2007 concerning Management of Coastal Areas and Small Islands and Law No. 45/2009 concerning Fisheries. The Klungkung Regency Government is only based on these two laws in managing the marine ecosystem in Lembongan Island. The formation of a special KKP placed in Nusa Penida is also based on these two laws. (Interview on June 9, 2018).

I Dewa Ketut Yogi Palguna, S.Sos (Nusa Penida KKP Office Staff), the researcher asked what was done by the KKP Office in maintaining or preserving the marine ecosystem in Lembongan Island:

> Nusa Penida KKP has carried out activities in accordance with the functions and tasks of protecting and supervising the marine natural resources contained within it from damage such as bombing, poisoning, illegal fishing such as conducting patrols, socializing to fishermen, socializing to nautical entrepreneurs and students as well as doing rehabilitation of corals and avoiding marine pollution, such as removing waste and plastic waste into the sea (Interview on June 10, 2018).

I Ketut Astawan (Palm Grove Villas owner), the researcher asked what tourism actors in Lembongan Island had done in participating in preserving the marine ecosystem on Lembongan Island:

> The participation of tourism actors in safeguarding marine ecosystems by not disposing of hotel sea waste, gives education to tourists by not damaging coral reefs when carrying out diving (Interview on 11 June 2018).

I Nyoman Suwirta (Owner of Sadeg Villa), researchers asked what tourism actors in Lembongan Island had done in participating in preserving the marine ecosystem on Lembongan Island:

> The role of the private sector, especially those engaged in tourism, has formulated together to participate in the conservation of marine ecosystems in Lembongan Island. This effort is often

initiated together with the Klungkung Regency Government in the form of the Nusa Penida Festival which has been conducted 4 times, namely in Sampalan, Lembongan, Banjar Nyuh, and Jungutbatu. In the Nusa Penida Festival activity, the private sector and the Klungkung Regency Government invited the relevant ministries to jointly engage in the conservation of the marine ecosystem on Lembongan Island. One of the activities in question is mangrove planting, coral reef planting, beach cleaning, and general knowledge about the sustainability of marine ecosystem functions on Lembongan Island. (Interview on June 11, 2018)

Based on the results of interviews conducted by researchers on several communities on Lembongan Island including: I Ketut Subagia (Lembongan Island Community), the researchers asked what the people of Lembongan Island were doing to participate in conserving the marine ecosystem of Lembongan Island:

> Even though the community does not fully do the marine ecosystem in Lembongan Island wisely. For example, in catching fish the community does not use tools or chemicals anymore but uses simple tools such as nets, hooks or other simple tools that are environmentally friendly. The community also follows the directions in the socialization carried out by the related agencies about the importance of safeguarding the marine ecosystem and trying to follow the awig-awig that applies in the customary organization of Lembongan Island. (Interview on June 11, 2018).

I Made Serman (Lembongan Island Community), the researchers asked what the people of Lembongan Island were doing to participate in conserving the marine ecosystem of Lembongan Island:

> The role of the community in saving the environment in the Lembongan area is nothing but by actively participating in dealing with active waste, giving an appeal to tourism actors not to dispose of waste carelessly, giving direction to the younger generation to always behave in a clean life, especially to the environment so that whatever is about environmental damage can be overcome. (Interview on June 11, 2018).

The Klungkung Regency Government has not yet formed a Regional Regulation (Perda) which specifically discusses the preservation of the function of the marine ecosystem on Lembongan Island, whereas the Regional Regulation is important as a control material in the conservation of marine ecosystems on the coast. The Klungkung Regency Government has streamlined the function of the Tourism Office, KKP Office and the Environmental Agency of Klungkung Regency in managing the marine ecosystem in Lembongan Island.

Based on the results of interviews and document recording conducted by researchers, the role of 3 pillars of governance in the preservation of marine ecosystems on Lembongan Island works well. The Klungkung Regency Government continues to periodically provide guidance and counseling on the importance of the sustainability of marine ecosystem functions on Lembongan Island. The private sector, especially tourism actors are moving to create an activity that supports the conservation of the marine ecosystem on Lembongan Island in the form of clean beach activities and Nusa Penida Festival activities.

The surrounding communities in Lembongan Island also play a very active role in preserving the function of the marine ecosystem on Lembongan Island by adhering to the policies of customary institutions that are mutually agreed upon.

Pekraman village in Lembongan develops traditional institutions similar to Pekraman village in Bali. Some traditional institutions in Lembongan village are BPD, LPD, Adat Village Administrators, Klian Banjar, Klian Dadia, Paruman Pemangku, Sekaa Santi, Sekaa Gong, Seaweed Farmer Groups, Pecalang, and there are some members of the community who are motivated to save the environment. on the island of Lembongan. Besides traditional institutions there is also an agency that regulates the lives of people in the village of Lembongan. These institutions include village officials, hamlet heads, youth organizations, and several NGOs that move in various fields in the life of the Lembongan village community.

Based on the explanation above, to preserve coastal ecology on the coast of the island of Lembongan, several customary institutions and service institutions in the village of Lembongan carry out their functions and duties to invite the people of Lembongan village to jointly preserve the

ecological sustainability of the sea on the coast of Lembongan. Strengthening this institutional function is carried out by always providing information on the importance of environmental conservation of coastal ecology. Institutional strengthening in the village of Lembongan is the establishment of a special field that deals with the sustainability of the coastal environment. Specific areas that govern the preservation of the coast are in every institution in the village of Lembongan.

In addition to institutional strengthening, the village of Lembongan also includes environmental conservation and the coastal environment in awig-awig villages that regulate the wheel of life for the people of Lembongan. There are several clauses that explicitly regulate coastal sand management, magrove forest management, coral reefs, search for fish in the sea, and specific rules regarding seaweed cultivation. The rules listed in the village awig-awig are also accompanied by strict sanctions if there are community members or outsiders who violate or damage the coastal environment in the Lembongan village area.

Institutional strengthening occurs both at the adat and official levels, between sectors related to handling resource controls such as supervision, controlling pollution of the marine environment. Institutions in Lembongan village already have regulations regarding this handling. Coastal exploration and exploitation activities, shipping and port and beach and sea tourism are also arranged in detail in each of the existing village institutions.

Official institutions in the Klungkung Regency Government are also very instrumental in preserving the marine ecosystem of Lembongan Island. These institutions are the Marine and Fisheries Service of Klungkung Regency, Tourism Office, BLH, and Nusa Penida KKP. These institutions, always provide guidance and understanding to coastal communities the importance of the use and preservation of ecological functions of marine ecosystems.

In saving the marine ecosystem in Lembongan Island, the efforts are carried out by fostering and forming institutions that specifically deal with the problem of marine ecosystems in Lembongan Island. This is in accordance with the results of research conducted by Sudiarta, 2015, in a study "Tropical Marine Ecology" explained that the biodiversity on the coast of Lembongan Island is very good and strongly supports the continuity of the development of marine biota in Lembongan Island. Also explained, this diversity needs to be maintained to support the development of tourism on Lembongan Island. Other similar studies were also carried out by Westmacott, S., K. Teleki, S. Wells and J. West, 2000, in a study entitled "Management of Coral Reefs that Are Whiten and Critically Damaged", concluded the need for an active role for all components in management coral reefs on coastal islands.

The participation of 3 pillars of governance (government, private sector, and the community on the island of Lembongan in general is already good. Tackling the damage, it is expected that residents in coastal areas to be able to maintain the assets contained in the marine environment, are aware of the interests of the sea and its ecosystem, which is as a biological source, stimulates the ability of nature to make the livelihoods of the people around the sea so as to make a welfare of its people.

But the above solution can occur if all parties involved both from the government and community members can work together. It is hoped that with good cooperation between the government and the community, a prosperous maritime country will soon be realized and such things are also expected to be able to overcome the damage to marine ecosystems throughout Indonesia today and beyond.

The researcher argues, from the results of interviews and recording of documents that have been done, that institutional strengthening in Lembongan Island, especially the role of the 3 pillars of governance has been going well. These roles are played in conjunction with the 3 pillar functions. The Klungkung Regency Government has established an official institution which specifically handles the preservation of marine ecosystems in Lembongan Island, namely the KKP which is specifically placed in Nusa Penida in the form of KUPT. Tourism actors have carried out movements that support the sustainability of marine ecosystem functions on Lembongan Island such as Nusa Penida Festival activities. The community has used awig-awig in Pekraman Lembongan village in managing the marine ecosystem on Lembongan Island.

4. Conclusion

The participation of the 3 pillars of governance (government and private parties) on Lembongan Island has played a good role in accordance with its duties and functions, while the community needs to be nurtured more awareness. Tackling the damage, it is expected that residents in the coastal areas of the sea to be able to maintain the assets contained in the marine environment, be aware of the interests of the sea and its ecosystems as a biological resource, preserve the natural ability to make the livelihoods of people around the sea so as to make a welfare of the people.

5. Recommendation

The need for an optimal role 3 pillars of governance by creating a special regional regulation established by the Klungkung Regency Government in managing the marine ecosystems on Lembongan Island. The community is advised to always be wise in utilizing marine ecosystems on Lembongan Island, because the marine ecosystem on Lembongan Island is a superior tourism object. Tourism actors are expected to play an active role in the management of marine ecosystems on the island of Lembongan, for example in periodic and continuous activities that support the preservation of marine ecosystems on Lembongan Island. The Klungkung Regency Government immediately consolidated with the relevant agencies so that the Regional Regulation would be realized soon.

The need for awareness of the people of Lembongan Island and tourism actors in managing the marine ecosystem in Lembongan Island. It is also necessary to generate local institutions that are developing in a coastal area to play an active role in managing coastal areas from the threat of danger, both from humans and the dangers of nature. The community must be continuously provided with understanding through counseling on the management of marine ecosystems.

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Analysis of Actor Networks in Forest Management as a Buffer for Water Resources in Archipelago Areas (Study on Sei Pulai Protected Forest Area, Riau Islands)

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This study aims to analyze actor networks in the management of Protection Forest as the Pulai River. Pulai River Protected Forest is one of the protected forests on the bintan island of Riau Islands Province in addition to the protected forest of the cat hill, the mountain of galangal and the mountain of the deer. The protected forest of Pulai River is a buffer or provider of water reserves and also as a water catchment area for the Pulai River reservoir. The current level of damage to the protected forest of the river Pulai is very worrying. The damage is caused by illegal logging, conversion of forest areas to residential and community plantations and also the existence of oil palm plantations that enter protected forest areas. In this study qualitative descriptive approach with explanatory level will be used, to see patterns, meaning of actor objects, function, structure, institutionalization, rules of conduct, power relations and actor strategies, placing in-depth interviews as data collection cores. The author concludes that the network of actors in management in Forest Management as a Buffer for Water Resources in the Islands Region has not been formed. This is due to the lack of understanding and agreement that the forest issue is not only a matter of forest rehabilitation. Another thing is about the certainty of ownership rights over land which then has an impact on the fulfillment of the rights regarding the basic needs of the citizens who have been fulfilled. With the issuance of regulations relating to the settlement of land in forest areas, it is at least a new hope to address the core of the problem.

Keywords: Actor Network, Forest Management, archipelago.

Introduction

This study aims to analyze the network of actors in the management of the Sungai Pulai Protection Forest. Sungai Pulai Protected Forest is one of the protected forests on the Bintan island. The protected forest of Sungai Pulai is a buffer or provider of water reserves and also as a water catchment area for the Sungai Pulai reservoir. For Tanjungpinang citizen, the Sungai Pulai reservoir is the main source of raw water supply for clean water needs which is then operated by the Regional Water Supply Company Tirta Kepri.

The forest should be a catchment area which then becomes a buffer for water sources. Under the Forestry Law number 41 of 1999, protected forests are forest areas that have a primary function as protection of life support systems to regulate water management, prevent flooding, control erosion, prevent sea water intrusion, and maintain soil fertility. Conversion of land functions such as illegal logging, the emergence of settlements and also the emergence of agricultural fields are factors that cause the forest to lose its function.

In forest management, it is suspected that there are more than one agency or institution, both central and regional government. Where these institutions have functions and roles in maintaining and restoring forest functions. At the regional level, forestry authority has shifted from the district or city government to the provincial government. Stakeholders who have the authority and interests related to the protected forest of the Pulai river include; First, in Riau Island Province, forestry authority is under the environment and forestry services. In relation

to planning and policies in the agency, in terms of technical implementation or policy elaboration, there is a Forest Management Unit. Secondly, the regional water company Tirta Kepri is the party that utilizes the water from the Pulai River reservoir to be produced into clean water. Regional water companies have an interest in maintaining water quality and water discharge in the Pulai River reservoir. In processing and producing water, the PDAM is in the protected forest area of the Pulai River. Third, the Central Government (Ministry of Forestry) through the Watershed Management Center has a role and function in terms of preserving forests as part of the watershed. Fourth, the Tanjungpinang City Government has a slice of authority in terms of territory and population administration. Fifth, the Tirta Madu Palm Oil Plantation which is part of the plantation area located in a protected forest area. Sixth, local people who live and utilize some of the protected forest areas. In addition to the parties mentioned above, there is also a watershed forum that has a concern on forest sustainability as part of the Sungai Pulai watershed.

Riau archipelago province which is an administrative area that is divided into several islands. In total, the territorial sea owned by the Riau Islands Province covers 417,012.97 Kilometers, while the land area of 10,595.41 Kilometers. So the land area of Riau Island Province is only about 4% and the rest is the ocean.

Based on data from the Statistics Agency, the level of population density in Riau Islands Province in 2015 was 186 people / km2. The highest population density is in Tanjungpinang City at 844 people / km2 and Batam City is at 757 people / km2, and the lowest is in Natuna Regency with a population density of 26 people per kilometer. It is seen that the increase in population density of Batam and Tanjungpinang cities has increased very rapidly in the period of 2011-2015.

Based on hydrology, the bintan island region in general, or Tanjungpinang in particular, does not have sufficient groundwater content. Only in certain areas and the area is very insignificant compared to the area of Bintan Island. In meeting the need for water, it is more likely to rely on surface water (dams, reservoirs etc.), so to ensure the availability of surface water, the existence of forests in this case the Sungai Pulai protected forest that functions in regulating water management (water catchment) is very important.

As explained above Tanjungpinang is city with the narrowest area on one side and with the highest population density compared to other city districts in Riau Islands Province. In addition, if viewed hydrographically, the bintan island region in general, or Tanjungpinang in particular, does not have groundl water content. Only in certain regions and the area is very insignificant compared to the size of the Bintan Island. So with these conditions, to meet the need for clean water can not rely on ground water, but rely on surface water in the form of rivers or reservoirs.

The preservation of protected forests of Sungai Pulai is obliged to be continuously pursued in view of the reservoir water sources other than rainwater also coming from the water from the protected forest. The Sungai Pulai reservoir has a production capacity of 170 liters / second. This capacity is very volatile because in particular the sei pulai reservoir is not sourced from river flow, so the water discharge is affected by the intensity of the rain that occurs. Based on the explanation above, the formulation of the problem is how the network of actors in Forest Management as a Buffer of Water Resources in the Islands Region.

Methodology

The method used in this study is qualitative. Qualitative research methods as expressed by Bogdan and Taylor in meleong (2011: 4) as a research procedure that produces descriptive data in the form of written or verbal words from people and observed behavior. The research location in this study is Tanjungpinang City, with individual research subjects, actors, institutions identified as actors in the management of the Sungai Pulai Forest.

In this study, to obtain data that is needed several things that concern the author, namely; Primary data is obtained through interviews - depth interviews - and observations which are then poured into fields notes, for secondary data obtained through records and or documents at the relevant institutions or agencies in this study, then media publications and research documents related to the research.

The selection of informants in this study was determined randomly, which was then obtained by informants with the following criteria: a) The informant was part of the network of actors in the management of the Sungai Pulai forest. b) The informant must have knowledge and understanding related to the research topic even though the person concerned is not part of the network of forest management actors. b) occupy a strategic position in the management of water resources, c) have sufficient time, and easily provide information.

In analyzing data, data collection and data analysis do not become an integral part and process simultaneously, and form an interactive cycle. This model also recommends that researchers conduct data collection activities, both during the data collection process, and when the data collection process is complete, still considering the three components of analysis, namely data reduction, data presentation and conclusion in Huberman and Miles (1992: 429)

Discussion

The locus of this research is the protected forest area of the Pulai river which administratively is located in the Tanjungpinang region, precisely in kampung Tirtomulyo Village, Pinang Kencana Village. Based on the results of the study it was found that there had been a massive conversion of land from the protected forest of the Pulai River. The conversion of the forest function that was designated as a catchment area turned into a community plantation, a residential settlement that was built permanently, a place of worship in the form of mosque and prayer rooms and public cemeteries. The population that inhabits the area (kampong Tirto mulyo) is currently 180 families. The existence of settlements in the area has actually been known and recognized by the government, this can be seen from the presence of the government in the community environment in the form of neighbourhood (*Rukun Tangga*) 02 from community group (*Rukun warga*) 02 Kelurahan (Urban Village) Pinang kencana.

Although administratively it is acknowledged but the community has not received public services in the form of paving roads and electricity as in other places. So, in the provision and construction of roads in the village it is carried out independently without assistance from the government. In connection with the electricity network, in 2015 electric poles were installed to the residential areas by PLN (state electricity company), but that year also installed poles were dismantled by PLN on the grounds that the kampung Tirto Mulyo was included in protected forest areas.

Regarding of population administration, the community cannot access in connection with population administration in the form of family cards. Based on Law No. 23 Th 2006 which regulates Population Administration referred to as Family Card is a Family Identity Card

which contains data about the composition, relationship and number of family members. Family cards (kartu keluarga) must be owned by every family. This card contains complete data about the identity of the Family Head and family members. As we all know that family cards are a basic requirement to get other citizen administration.

Based on information collected from the neighbourhood head 02 of the kampung Tirto Mulyo, starting from 2015, the villagers of Tirto Mulyo could no longer get services related to family card (kartu Keluarga) issuance. On the other hand, an Family Card (kartu Keluarga) is a basic requirement for processing a Identity Card, birth certificate, registering a school and so forth. With such conditions, the citizens take the initiative to be able to get a family card by making information, but they are domiciled in kampung Sidomulyo.

Government regulation number 6 of 2007 concerning Forest Management and Formulation of Forest Management Plans, and Forest Utilization in Article 23 paragraph 1 states that the use of protected forests can only be carried out through activities; utilization of the area, utilization of environmental services and collection of non-timber forest products. Furthermore, in article 24 paragraph 2, it is stated that the use of protected forest kasawan forest is carried out with provisions;

a. Does not reduce, change or eliminate its main function.
b. Limited land for processing.
c. Does not have a negative impact on biophysical and socio-economic.
d. Do not use mechanical equipment and heavy equipment.
e. Do not build facilities and infrastructure that change the landscape.

Determination of the Sunga Pulai Forest as a protected forest through the Decree of the appointment of the Minister of Agriculture No.71 / Kpts / UM / 1978 dated December 1, 1979 and Decree on the stipulation of the Minister of Forestry No. 424 / Kpts -II / 1987 December 28, 1987, the Sunga Pulai Protection Forest has an area of 751.80 hectares. The protected forest of Sungai Pulai is government administration located in Bintan Regency and Tanjungpinang City. The protected forest area of the Pulai River is the area of Tanjungpinang covering an area of approximately 313 hectares in the East Tanjungpinang District, while the remaining 438.80 hectares are administratively located in Bintan Regency. The decree is conceptually referred to as a public policy. The policy contains three connotations, namely government, society and the public. According to Syafarudin (2008: 78) public policy is a government policy with its authority to force people to obey it. So with the issuance of the ministerial decree, the government has the right to control all activities that can change the function of protected forests.

Not all policies run as planned by policy makers. Although the policy has been established, there is no guarantee that the policy can solve the problem because it will depend on how the policy is implemented. According to Winarno (2007: 144), implementation is widely seen as meaning the implementation of laws where various actors, organizations, procedures and techniques work together to carry out policies in an effort to achieve policy objectives. According to Nugroho (2003: 158) suggests that the implementation of policies in principle is a way for a policy to achieve its objectives. So the policy implementation stage plays an important role in a policy in achieving its objectives.

Conceptually there are several things that affect the implementation of a policy. According to Van Metter and Van Horn in Subarsono (2008: 90) stated that:

a. Policy measures and objectives.
b. Resource.
c. Characteristics of implementing agents.
d. The attitude / disposition of the implementers.
e. Communication between implementing organizations and activities.
f. Economic, social and political environment.

Aspects of communication between organizations and implementing activities and the economic, social and political environment are aspects that influence the success or failure of a policy. These aspects will be part of the discussion in this paper.

Management of forest areas is a very complex activity and involves many parties, both local government and central government. In line with the development of the paradigm in governance and the increasingly complex problems, the management will not be able to be done by one party. In addition, through the development of the concept of government to governance and democracy emphasizes that the state or government is not a single actor in organizing government but it is also important to consider and involve the community and the private sector. According to Peter and Pierre in Pratikno (2008: 19) power relations between countries, markets and society become relatively autonomous and horizontal. Then the implication is that the processes of interest (not regulation) are central to the formulation, retrieval and implementation of public policies.

The need for collaboration or networking between actors in the implementation of government or policy functions is not new. The concept of networks in public policy studies first appeared in the mid-1970s and early 1980s. Scharpf in Gedeona, H. T. (2013: 360) argues "The policy process of both policy formulation and implementation is the result of the inevitable interaction between the plurality of actors with different interests, goals and strategies in an inter-organizational network where certain public affairs or problems are intervened". as explained, it becomes a common practice and in certain conditions it is imperative to establish multi-actor networks in public policy starting from formulation to policy implementation in order to intervene or resolve a public problem.

In relation to the management of the River forest area, it is an activity that touches many aspects and certainly involves many actors in it. Based on the problems that can be traced, there are problems of land ownership that are used for settlements, plantations and public facilities caused by clash of regulations related to the determination of the area into protected forest. These conditions then have 2 main impacts; first, the occurrence of damage to the forest area so that the function of the forest is reduced as a buffer for water sources. Secondly, the people occupying the area are denied their rights to fulfill basic needs (electricity, water, roads and demographic administration).

In responding to and resolving such complex problems, cooperation between institutions is absolutely necessary. If using a policy network perspective as quoted by Suwitri, S. (2008) explains that Policy networks or policy networks are described in several categories. First, it is described as actors, Second, linkages between actors, third, boundary. Furthermore, to help at the empirical level the dimensions of network actors can use several dimensions. According to Waarden, F. V. A. N. (1992);

> "*Different dimensions of policy networks are more or less explicitly present in the literature, especially that of the sociometric approach, which has gone much further than political science in developing analytical concepts and criteria for*

measurement. Major dimensions of policy networks are: (1) actors, (2) function, (3) structure, (4) institutionalization, (5) rules of conduct, (6) power relations and (7) actor strategies.

With the existence of residents' settlements within protected forest areas, their nature is prohibited because they have a negative impact on the biophysics and will change the condition of the landscape from the forest area. So it is seen from the legal aspect that it is reasonable when the people who inhabit the protected forest area do not get public services as they should as citizens who have the right to get public services from the government.

From the results of interviews conducted with several informants, the fact was that before the area was designated as a protected forest, a part of the area, especially in the kampung Tirtomulyo, had issued a grand letter as proof of land ownership long before the Ministerial Decree was issued. On the basis of the letter it became the basis for the community to dare to open a settlement area, even though it was not based on a certificate of land ownership but at present the ownership of the land was based on a written letter and the best compensation as a derivative of the grand letter. It is this regulatory imbalance that has until today become the core of the problem.

Research conducted there are 3 aspects in the problem of managing protected forest areas of the Pulai River, namely land ownership status, population administration and forest protection and rehabilitation. In addition, there were also found several actors involved in management;

Table 3.1
Forest area management issues and actors

Aspects	Actors
Land Ownership Status	• Environmental and Forestry Service • Regional Office of the National Land Agency • City Land Office • Forest Management Unit • Districts • Kelurahan (urban village)
Population Administration	• Districts • Kelurahan (urban village) • Department of Population and Civil Registration • Regional Financial and Asset Management Agency
Forest Protection and Rehabilitation	• Watershed Management Center • Forest Management Unit

Land Ownership Status

In the case of overlapping land status, in the era of Joko Widodo's administration on paper it was easy to be resolved through the Presidential Regulation of the Republic of Indonesia Number 88 of 2017 concerning Settlement of Land Acquisition in Forest Areas. The case that occurred in the village of Tirto Mulyo could be resolved if the team went well. Viewed from

the institutional perspective, the team is not permanent, meaning that the team was formed and worked when land tenure issues occurred. The land that they have occupied and used as fields has the opportunity to get a certificate of ownership if it is supported by relevant facts and data. By using the dimensions mentioned by Waarden, it can be seen that there are actors involved. As stated in article 19 paragraph 2, there is a stated membership composition of the Inver team Control of Land in Forest Areas (tim Inver PTKH) is;

- The Head of the Provincial Office that organizes affairs in the forestry sector.
- Head of the National Land Agency Regional Office.
- Head of Provincial and Regency / City Service that organizes affairs in spatial planning.
- Head of the Provincial Agency that organizes affairs in the field of the Environment.
- Head of the Forest Area Stabilization Center.
- Head of Office in charge of social forestry affairs.
- Head of the local Forest Management Unit.
- Head of Regency / City Land Office.
- Local sub-district head or sub-district official.
- Lurah / local village head.

Actors, types of membership, institutions, rules of the game are listed in the presidential regulation through the division of chapters that contain;

- Pattern of settlement of control and utilization of land in forest areas.
- The team accelerates the settlement of land ownership in forest areas.
- Procedure for resolving land tenure in forest areas.
- Integration of changes in state forest boundaries in regional spatial plans.
- Financing.

Demographic Administration

There is a lack of clarity about the government, especially Tanjungpinang City in putting people in the kampung Tirtomulyo. In terms of government administration, kampung Tirtomulyo is legal and is recognized by the city government because it has a neighbourhood (*Rukun Tangga*) 02 from community group (*Rukun warga*) 02 Kelurahan (Urban Village) Pinang kencana. However, in terms of population administration, the community is experiencing problems, especially starting in 2015, it is no longer possible to take care of the Family cards (kartu keluarga) on the grounds that the area is included in the protected forest. Besides that, every year the community gets the Land Tax and Property Tax Returns. It is indirectly stated that their land status is recognized as ownership status because it enters into a taxable object.

Law number 12 of 1985 concerning land and building tax explains that tax objects that are not subject to the United Nations include protected forests, nature reserves, tourism forests, national parks, grazing lands controlled by villages and state land that has not been encumbered by a right. So if the Tanjungpinang city government refers to the law, the land inhabited by the

kampung Tirtomulyo is not entitled to determine as a tax object which then has an obligation to pay land and building taxes.

As far as the information obtained in the study, there is currently no initiative from the city government to solve this. If you look at the problem, the actors that need to be involved are Kelurahan (Urban village), Kecamatan (sub district), Regional Asset and Asset Management Agency. So that the people do not become victims of the government's ambiguity in positioning the people of the village of Tirtomulyo. Until the research was conducted there was no policy network in completing the issue.

Forest Protection and Rehabilitation

In the aspect of forest protection and rehabilitation there are two dominant actors, namely Watershed Management Center, hereinafter referred to as BPDAS and Forest Management Unit, hereinafter referred to as KPH. Pursuant to Article 2 of the Regulation of the Minister of Environment and Forestry of the Republic of Indonesia Number: P.10 / Menlhk / Setjen / OTL.0 / 1/2016 dated 29 January 2016 concerning Organization and Work Procedure of Watershed Management and Protected Forests, mentioning that the Management Office Watersheds and Protected Forests have the task of carrying out the formulation of plans, implementation of forest and land rehabilitation and soil and water conservation, institutional development, control of inland water damage, and evaluation of watershed management and protection forests based on the provisions of legislation. Whereas according to Government Regulation Number 6 of 2007 concerning Forest Management and Formulation of Forest Management Plans and Forest Utilization, one KPH is to protect forests and nature conservation.

The level of damage to the protected forest area of the Sungai Pulai is so critical, so that BPDAS determines it to be a critical forest. BPDAS has the task of rehabilitating forest areas that are part of the watershed. In its implementation BPDAS in 2015 has carried out forest rehabilitation through planting 200 trees. In the implementation of tree planting it involves the local community. The results of observations and interviews with several informants found that the rehabilitation of the forest did not achieve the desired results because many dry trees burned, not growing because they were not suitable for filamentous soil conditions and might be revoked due to the activities of the local community.

Based on the Law on the latest regional government, it is stated that the affairs or authority of the forestry issue shifts from the authority of the district or city to the authority of the provincial government through the Forestry Service and the environment. With regard to forest management, the provincial government through the environmental and forestry services and the Regional Technical Implementing Unit of the Forest Management Unit as technical implementers. In terms of authority, the agency has the authority to make forest management plans while the technical implementers, including supervision and prosecution are the tasks of the Regional Technical Implementation Unit of the Forest Management Unit. Based on observations and the results of interviews that have been conducted, it is found that the Regional Technical Implementation Unit of the Forest Management Unit has not been effective in implementing its authority. Ineffectiveness is caused by internal factors and external factors. Internal factors; resources owned by both human resources, budget and supporting facilities. External Factors; social conditions and legal uncertainty.

Using the dimensions mentioned by Waarden, it can be concluded that the actor network is in terms of Forest Protection and Rehabilitation. Actors involved in dealing with forest area management policies are still partial, not connected to one another in terms of subdimensions of linkages, institutions and rules of the game.

Conclusion

The results of this interim discussion the authors conclude that the network of actors in Forest Management as a Buffer for Water Resources in the Islands Region is not optimal. Each actor is still carrying out their respective functions without seeing the issue of protected forest areas as a complex issue, not only regarding the problem of forest destruction but also needs to be seen from the social community.

issue of Land Election Status with the issuance of Presidential Regulation of the Republic of Indonesia Number 88 of 2017 concerning Settlement of Land Acquisition in Forest Areas can be a guide in the formation and implementation of actor networks. However, because the regulation is relatively new so it has not been effective. Whereas from the aspect of population administration and protection and rehabilitation of forest the actor network has not been formed at all.

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LOCAL ELECTIONS, LOCAL ACTORS AND POLITICAL PATRONAGE NETWORKS (Understanding Involvement of Coal Mining Bosses in the Local Elections in South Kalimantan Province

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Abstract

This article analyses the political drama of the fall Soeharto's government in May 1998, after 32 years in power, has made a new era of this country democratic life. The fall of the Soeharto's government which gave to a new era of democratization has changed of political landscape from the authoritarian system to the transition of democracy. The democratic transition has had an impact on the almost uncontrollable political dynamics. It also provides an opportunity for central and local political actors to consolidate power and reposition themselves to capture of power institutions and democratic institutions through contestation of local elections. In the capitalization democracy, political pragmatism structured in democratic behavior has spawned the costly cost of democracy. Therefore, it has become a fact in the current reality of democracy that political actors who occupy the stage of democracy are people who have capital (money) or background as entrepreneurs. The involvement of mine bosses in the local elections in South Kalimantan as sponsors of political fund or as candidats local rulers has spawned a black market of democracy characterized by political concessions and transactions through a network of political patronage. South Kalimantan is known as a coal mining product, mining issues in the local election became political marketing to build political patronage networks among local actors. In the context of open competition in local elections, the issue of political funding becomes the most crucial in the democratic transition. The political brokers will position themselves as shadow government after local election in government and become as a controler in policy government, especially mining policy. The mine bosses have of bergaining position in the political landscape and political patronage network to place the people who occupy the position of the local head by power money and oligarchy of political party. The heads of political parties or political elites in South Kalimantan are majority as mine bosses. Thus, the existence of political parties has been taken drive by capitalist . The cartelization politiacal parties became clearer in the lead up to the elections in which party institutions had become the arena of conspiracy between party regimes and local ruling candidates or local power.

Key Words: Local Election, Local Actors, Political Patronage, Mining Bosses, South Kalimantan.

Introduction:

Indonesia is well known as one of the countries that have abundant natural resource potential spread all over the country. One province with natural resources. especially coal mining resources is the Province of South Kalimantan, until now a mainstay of regional revenue in moving the development economy, although not yet reflect and bring on the social welfare and economic community. Constitutionally, natural resources are controlled and managed by the state and destined for the welfare of all people. This is as written in the state constitution so that the state must be present to manage this rich natural resource wisely and fairly not only to be observed by a handful of people or groups close to the ruler but for the public good. The world of the mining industry is a world full of conflict, intimidation, human rights abuses, and social economic poverty to local people, especially for people living in mining sites as an inevitable reality in the world of extractive industries in the era of global economi. The world extractive industry is an economic activity that often creates problems and conflicts between local communities and mining companies that lead to suffering and sadness.

The mining industry is the logic that pursue the accumulation of profits as much as it often does not pay attention to the interests of others or local communities that are in the mining area. Meanwhile, the state is often absent or in favor of the interests of the people and more defends the interests of the company with a number of policy policies, licenses, and protection provided by the state. A number of empirical facts show that in some rich countries in natural resource it is not directly proportional to economic growth and social welfare paying to its citizens, as is the case in Indonesia where there is no social conflict and intimidation between local people and mining companies. The greedy behavior of uncontrolled mining predators has devastated the structure of the natural environment with all other impacts incurred without regard to the existence of local communities living in mining areas.

This fact occurs in some areas of South Kalimantan Province, Indonesia, where local communities have long lived for generations, from generation to generation. The presence of the mining industry has devastated their social and economic life. They are powerless against a mining regime supported by security forces such as police and soldiers who always secure mining activities. Their villages have been bare because forests and the environment have been displaced by operating mining machinery. This phenomenon occurred in several regency in South Kalimantan Province since the mining industry operated in 1980 until today. Therefore, a sense of inadequacy and oppression often occurs and leads to social conflict between local people and the company (Luthfi Fatah, 2007). Unfortunately, in some cases of social conflicts some mining areas as described by Tadjoeddin (2007) in his works, *A Future Resource Curce in Indonesia: The Political Economy of Natural Resources, Conflict and Development,* the state or local government is often more pro-corporate than defending the interests of local communities. The collective accumulation structured by the feeling of injustice often generates conflict and violence between local communities and companies

Theoretical Perspective

Studies of countries with abundant natural resources but no significant relevance to the socio-economic well-being of their citizens have been largely undertaken by some scholars see the curse of natural resources as caused by rent seeking behaviors that increase corrupt practices which in turn reduce economic growth (Bardhan, 2011), On the one hand, thereis evidence of a negative marginal impact of natural resources on economic performance, Sachs and Warner (2001). Recent empirical evidence has thus started to take into account coefficient heterogeneity in order to determine whether there are conditions under which the resource curse can be avoided. In their works (Sachs and Warner (2001) provide evidence of a negative

impact of natural resources on growth and find no support for the idea that geographic features or climate explain the resource curse (Andrew, 2007).

Elinor Ostrom (1990) is one of the experts who was named as one of the winners of the Nobel Prize in economics. Ostrom's success in winning the Nobel prize is closely related to the shared resource management issues he has carefully developed and developed. In essence, Ostrom pointed out that the collective ownership should not end with a tragedy such as that described by Hardin that when a resource is not taken over by the government or controlled by the government it can result in the destruction of that resource or the tragedy of the common, Hardin (1968). Ostrom argues that a commu nity that utilizes the resources of a multiplicity can agree to mingle it well. They can build con- servations, watch over, and sanction each other on the disbursement by fellow members. Thus, the solution to the problem of the tragedy of the commons is not necessarily a privatization (in the sense of being individual or entrepreneurial) or the application of the state tax system. Co-benefits that leverage resources together are reliable and fully accountable for managing those resources. This is commonly called commmunity-based resource management or community resource management.

The theoretical perspectives mentioned above, built a leading argument that in the era of political decentralization after the fall of the Soeharto government, the current management of natural resources all policies and regulations are dependent on the authority of the local government. If during the reign of the Soehato regime, the management of natural resources was heavily controlled by the business cronies and Suharto's family. Similarly, in the current era of decentralization and regional autonomy, natural resource management is also heavily influenced by business cronies and local ruling success teams that position themselves as patron-business and political clients as a form of political reward as a result of the electoral process district head. Meanwhile, the people as spectators alone or become victims of a business and political conspiracy between local authorities and mine entrepreneurs.

In decentralization era are introduced of natural resource management is dominantly controlled by the local regulation is more determined by local government. The decentralization and local autonomy was initially assumed to provide hope or expectation for the local to improve the welfare, justice, quality of human resources, especially for local with rich natural resources. But the fact is not so. Unfortunately, behind the issue of decentralization and local autonom, it has made the arena of local rulers, local actors and interest groups taking natural resources to build a networks of conspiracy, corruption, mining mafia through policy regulations, such as granting mining business permits to mining entrepreneurs or brokers mine (As'ad, 2015, 2017, Kholid, 2009).

Since late-1998, Indonesia has undergone a process of rapid and far-reaching decentralisation. With this process, considerable degrees of administrative and regulatory authority have been transferred from the national government in Jakarta to the country's provincial and district governments. This transfer of authority has occurred across broad segments of the nation's economy and has sharply redefined the roles and responsibilities of government agencies at each level of the nation's administrative structure. With the locus of decision-making shifting decisively away from the national government, Indonesia's ongoing decentralisation process marks a dramatic break from the highly-centralized system of governance that characterized Suharto's New Order regime during the period 1966-1998. To a significant extent, the process of decentralisation now occurring in Indonesia has been driven by the demands of provincial and district governments whose jurisdictions are rich in timber, petroleum, and other natural resources. Officials from resource-rich regions have long complained that the vast majority of the benefits from these assets have flowed away from their

regions to the national government and to private sector companies closely associated with decision-makers in Jakarta.

In many parts of Indonesia, provincial and district officials acting in the spirit of decentralization have instituted reforms that extend well beyond the authority granted to them under the national government decentralisation laws and regulations. Indeed, the formal decentralisation process has been driven, to a significant degree, not by policy decisions made at the national level but, rather, by decisions made by provincial and district level actors. This process has often been ad hoc in nature, with national policymakers frequently finding themselves in the position of having to react to fast-moving changes that have occurred in the provinces and districts. Far from being a well-planned and carefully-managed exercise in bureaucratic reorganization, the implementation of regional autonomy in Indonesia has been characterized by intense struggles among the different levels of government, each of which represents a competing set of political and economic interests. In this way, regional autonomy has stretched well beyond the formal decentralisation of administrative and regulatory authority; in practice, it also involves a significant, if largely informal and unplanned, devolution of power from the national government to its provincial and district-level counterparts (McCarthy, 2004).

The underlying logic of decentralization is that democratic (or locally accountable) local institutions can better discern and are more likely to respond to local needs and aspirations because they have better access to information due to their close proximity and are more easily held accountable to local populations. Downward accountability of local authorities-accountability to local populations-is the central mechanism in this formula. In brief, effective decentralization is defined by an inclusive local process under local authorities empowered with discretionary decisions over resources that are relevant to local people. It is an institutionalized form of community participation.

Decentralisation policy is a programs aim to increase the ability of local civil society to monitor and pressure local government. However, what happens when the analytical categories that the turn to civil society assumes and on which the prospect of successful decentralisation depends are absent? According to McCarthy in his works *Local Voice in Shifting Modes of Decentralised Resource Control in Central Kalimantan, Indonesia* (2007), how decentralisation and the subsequent recentralisation affected the exercise of public powers over nature in the local domain in Central Kalimantan.

Decentralisation in Indonesia involved a struggle over resources that reveals a particular trajectory of politico-legal change. In common with other areas subject to decentralisation reforms, elites undoubtedly benefited disproportionately in the course of these struggles. Yet, rather than seeing this as another case of elite capture that these changes can more readily be understood in terms of a swing between two well established modes of resource control that are both connected and competing. Before decentralisation, localised or decentralised modes of exchange and accommodation were well established but less salient. During the high season of regional autonomy these modes became more autonomous of the previously dominant centralised mode of resource control.

The late New Order system of governance that operated before regional autonomy has been analysed in terms of horizontal and vertically integrated networks of power and interest largely financed with extralegal revenues, including those derived from the timber sector.Under this system powerful politico-bureaucrats pursued entrepreneurial activities and extracted rents where possible, either for self enrichment, to command the loyalty of others both within and outside the pecking orders, and/or to sustain the political interests of the institutions in which they were embedded. For local people to become enfranchised as citizens rather than remaining dependent subjects, their local representatives require a domain of secure

discretionary powers and rights. This domain of secure rights must be established in law and protected through representation and recourse (McCarthy, 2007)

Some issues that emerge concerning three basic elements of decentralization—accountability , discretionary power, and security —as well as other key reforms that can help activists and policy makers bring out the positive aspects of decentralizations involving natural resources while minimizing negative effects. Legislating and implementing decentralization are the first steps. But even where secure decentralization has been implemented, support and accompanying measures from central govern- ment and others are needed to assure that natural resources are not over exploited, that equity is not compromised, and that legislation and implementation do not work against each other.

Some of these efforts include minimum environmental standards and alleviating poverty, as well as accompanying measures for civic education and conflict mediation. Central government must play a key role in advancing reforms needed to achieve effective decentralization. In practice, an end-point of decentralization reform is never reached, since reform entails an ongoing political struggle between local and central interests. Central ministries are targeting and allocating power to a variety of local institutions in the name of decentralization. better serve local needs (Robot, 1998).

After briefly describing the politics of decentralization that the policy is increasingly providing wider space and opportunities for local authorities to make policies or regulations relating to the control of natural resources. So that, the other side that natural resource management is not only seen in the context of the pursuit of economic gain only. In the case of natural resource management in South Kalimantan Province, natural resource, especially mining industry is inseparable from the growing interest of political interest, especially related to the issue of regional head election or democratic party event. Mining actors or predators play the mine issue in the context of political interests to seize local power through transactional politics among local political actors and mining predators. Mining issues entering in the political game arena where many mining industries promise economic income sources to finance political activities, especially at the time of the election of the local head election or legislative members election

As it is known in that economic development activities tend to focus on the exploitation of natural resources as happened in the Province South Kalimantan to improve people's lives without taking any real action in conserving these raw materials. This uncontrolled exploitation has eclipsed the environment and impoverishment is not realized by the stakeholders who use and have access to these natural resources. The Common Property Regime here should be all natural resources used by the public and open source where everyone is entitled to use it to ensure continuity of the need for satisfying needs. It is often open-ended, where everyone is free to use it or open access where nature is non-existent and as if it can not be exhausted. As a result of that open access, every individual who utilizes these resources tends to devote him as much as possible to the extent possible regardless of its sustainability. On the other hand, each individual is reluctant to maintain the preservation of the resource on the grounds that it is useless to maintain sustainability if others do not or otherwise, and instead exploit it for his own benefit.

The damaged environment due to the influence of accumulation and exploit uncontrolled natural resources. The development of the population that is not comparable with the availability of natural resources will make the earth is getting worse into a global environmental disaster. This is a social burden because it will ultimately be borne by all layers of society and order. A paradigm shift in the management of the economy, natural resources

and environment in which these three things are incorporated into a common system. In this environment the living environment is seen as a major asset in the economic process. The environment provides life support systems to maintain human existence. To overcome the depreciation process of environmental assets not only for the sake of conservation and environmental conservation but for the benefit of long-term economic activities to meet the human needs of both present and future generations (Ross, 2007).

As a result every individual is trying to become a free rider who utilizes natural resources A resource that benefits a group of people, but which provides diminished benefits toeveryone if each individual pursues his or her own self-interest. The value of a common pool resource can be reduced through overuse because the supply of the resource is notunlimited, and using more than can be replenished can result in scarcity. Natural resources are only beneficial to a particular group or a few people. But this resource is not always eternal because the number is only limited. If each person or group only prioritizes its own interests then what will happen is the seizure of resources and will lead to scarcity and generate reduction of benefits for each person or group. Because in this competition the resources must be divided into the respective actors.

Locating the Research Empirically: South Kalimantan Provinsi as a Setting

The South Kalimantan Province as well knowen is second biggest coal producing in Indonesia. Yet management of these rich resource is taking place in a way that does not accord with good governance practices. The local regulations produced to regulate the industry tend to reflect the political and economic interests of local political and econmic elites. When those regulations are then implemented, the beneficiaries are the investors rather than members of local communities around the mining sites or the public at large.

The rich resources of the province have yet to lead to improved living stadards or welfare for the population of the province. On the contrary, they have led to marginalization of local people from their traditional livelihoods, and massive environmental destruction. (For a comparative discussion of natural resorces extraction, (see Jefferey D. Sachs and Joseph E. Stigliz, 2007, Escaping The Resource Curse). If these resources were better managed in accordance with good governance principles, they should be able to produce improved welfare in terms of education, health and infrastructure development. Yet the evaluation made by the local environmental organisation, Walhi, is bleak: With] coal mines still the primadonna of the South Kalimantan economy, the extraction of coal in the province can be compared to the people digging their own grave.

The intrusion of political and economic interests into the management of the sector, is seen for example in the role played by bargaining between economic and political elites around the time of direct local elections (pilkada). Mine owners are regularly the major donors to candidates running for political office in the province. This phenomenon has become arguably the most striking feature of local politics in South Kalimantan in the era since the reformasi process and decentraliszation policies began in Indonesia more than a decade ago.

Meanwhile, the local community faces a situation of highly assymetrical power relations, lacking the capacity or the political access to become involved in the management of the natural resources sector. As a result, there are often episodes of community resistance to mining operations, including in the form of demonstrations, or most recently in 2012 of a blockade of access to river transportation for the mines. These forms of resistance are motivated by a sense of injustice on the part of local people, both concerning their relations with the companies and the failure of corporate responsiblity, as well concerning the division of royalties between Jakarta and the regions.

Of the 13 districts (kabupaten) and muncipalities (kota) in South Kalimantan, more than half produce coal. But infrascture and economic development, as well as social welfare are lagging, as reflected in the provinces's HDI ranking of 26 out of the 34 provinces of Indonesia. It turns out that the rich natural resources of the province have not provided a significant contribution to the local community. In fact, it can be said that the province is experiencing a resource curse whereby, resource wealth promotes the ascendance of the predatory state over the developmental state, either by actively encouraging the former through corruption related to resource rents, or by undermining the latter when revenue flows associated with resource extraction reduce the efficiency of policy and administration.

Mines Between to Increase Local Revenues and Conflict Interest

Collaboration of interests bewteen state and private actors usually focus on the issuing of *Izin Usaha Pertambangan* (mining enterprise licenses) both before and after local elections. Local politicians often issue these licenses and at the same time seek donations from mining bosses in order to fund the very high cost of their political campaigns. Almost all bupati (district heads) in coal rich districts – such as Tanah Bumbu, Banjar, Rantau, Balangan, Tanah Laut – are backed by coal mining interests.

In addition to the large-scale legal mines, there is also widespread illegal mining in the province, which is allowed to proceed by security forces, because the illegal mines also produce a steady stream of income for government officials (Walhi Kalsel 2009). This arrangement has already lasted many years and is very difficult to eradicate given the large number of key government and security officials who are involved. The widespread nature of illegal mining is accelerating environmental destruction in the province, for example, in the forms of widespread flooding that happens around the locations of mines, or in the form of changes to the soil structure as a result of the the disposal of mine waste through the river system. The term illegal mining was used during the New Order peroid to refer to mining activities, typically small-scale operations using traditional equipment, undertaken without a licence from the government. In the post-Soeharto era, two new terms related to illegal mining are officially used: *penambangan tanpa ijin or peti* (mining without a licence) and *tambang rakyat* or *rakyat penambang* (people's miners). The latter term refers to small-scale mining activity carried out by local people using traditional equipment on their own land, but without a government licence.

It is difficult to determine the exact of illegal mining in Indonesia. Illegal mining is highly organised activity, opten with close links to the criminal underworld. Each mining site is controlled by a group of *preman* extortionists or standover criminals) headed by a 'boss" or mine leader. The hire miners to work the site with number of miners varying depening on the size of the area they control. The *preman* compete with other gangs for control of the best mining sites, and must protect their own mine from theft by other gangs. The *preman* also deal with the local authorities and the police, and ensure that the miners do not tell the general public about the mining operation. (For a comparative discussion of illegal mining in West Sumatra, see Erman, 2005). In social terms, one negative effect of the mining boom has been a rise of wasteful consumption in local communities, as well as spread of social ills such as prostitution around mine sites and negative health effects such as respiratory illnesses.

The exploitation of natural resources has not been without problems. portray that natural resources management in Indonesia is loaded conflict. The extraction of natural resources generetes externalities manifested in environmental problems that eventually brings about the conflict. This conflict has long time dreadful records. From 1980s, there have been

latent conflict between local communities and business caused by land issues. Dayak Benuaq and Tonyoi, a traditional community in East Kalimantan oppose PT. Kelian Equatorial Mining digging gold in their areas. Dayak Siang, Murung and Bakumpai, a conservative community in central Kalimantan have tried to keep their traditional land rights from the illegal occupancy of PT. Indomuro Kencana (Aurora Gold) which is digging gold on their land. Meanwhile, a traditional community in Paser Regency, East Kalimantan, has been trying to retain its rights over traditonal land from PT. Kideco Jaya. The other case, Amungme, an indigenous tribe in Papua, has been confronting PT. Freeport Indonesia for several years to maintain its traditional rights (Maemunah, 2012).

The conflict arise because the Indonesian goverment cannot enforce a comprehensive system to respond the externalities. The agreement of mining corporation to excavate is signed between the company and cntral government. Meanwhile the ones that get the externalities, local government and local people are not involved in the contract . In Many cases, the corporation perceives that it has complied with central government. On the other side, local government and local people who suffer the operation of corporation consider that they may get compensation.

All of this is happening as a result of the failure of good corporate governance. The key principles of good governance including 1) accountability 2) transparency 3) participation 4) law enforcement. To take one of these principles as an example, transparency, there is very limited public knowledge about the annual earnings of the various mines. Indeed, even officials of the provincial office of the Department of Mining say that they do not know the exact production figures for the province on an annual basis, both because they believe many of the reports they receive from the districts are invalid, and because they are only able to make a rough estimate of 1.2 million tonnes per year of production for those large mines whose licenses are issued by the national agency (interview with provincial head of the Mining Agency, December 2017).

This situation not only reflects poor coordination between the different levels of government, it also makes it impossible for provincial officials to know whether royalties are being paid at rates in accordance with prevailing regulations to the various levels of government. For instance, 2.7 trillion rupiah per year is paid each year to the province from royalties raised from the mines whose licenses are issued by the central government in Jakarta, with part of that income then redistributed to the districts where the mines are located. After political lobbying by the provincial government in Jakarta, this amount was increased to 2.7 trillion rupiah in 2013 (source: interview with the head of Commission III of the provincial legislature, February 2017), in part as a result to the political controversy and protests that had been building in the province. Despite the increase, the various revenue flows involved are still entirely lacking in transparency: provincial officials know neither what the companies profits are or what share Jakarta takes.

Decentralisation has opened the political opportunity structure for local elites to use government insitutions and regulations to extract natural resources for their own benefits. In doing so, they typically argue that their goal is to increase local revenues (*Pendapatan Asli Daerah*, PAD) in order to fund regional development projects. For instance, in the district of Tanah Bumbu, more than 40 % of PAD is obtained from the mining industry. However, this increase of local revenues has not produced significantly improved infrastructure or economic conditions at the local level. The district of Tanah Bumbu provides a good example of the negative effects of the mining industry on local governance.

With 251 mine licenses issued by the bupati (district head), the district is one of the highest intensity mining districts in the province. The industry has produced not only formal revenues for the local government, but also informal revenue streams for individual officials

in the local government and the security apparatus. For each barge that leaves the district packed with coal (and there is an average monthly frequency of up to 80 barges passing down the Barito river to their rendevous points with cargo ships at sea), payments of hundreds of millions of rupiah are made by the mining companies to local officials.

These payments, which the companies budget as 'tactical funds', are then divided among local officials such as subdistrict police chiefs, subdistrict mlitary chiefs, subdistrict civil government heads, harbourmasters, marine police commanders, navy officers and the relevant police, army and civilian government officials at the district level, with it being widely undestood that payments are made to provincial and central government officials as well. The amounts paid to the individuals vary according to their seniority and function. For example, it has been estimated that the subdistrict head in Setui can receive "hot money" of approximately 40 million rupiah (approximately $4,200), more than ten times his basic wage. Other officials seek funds from the mining industry in other ways, for example by supplying fuel to the companies, by acting as brokers between them and buyers, or by supplying security services at mining sites. As a result of such practies, over the last decade many officials in the district have been able to enrich themsleves.

The Source of the Problem: Mining Licenses (IUP)

The critical point in the regulation of mining – and the core site of political transactions between political and business actors – is in the issuing of Mining Company Licenses (Izin Usaha Pertambangan, IUP). The national ministry of minerals and resources is responsible for issuing licensese for mines that cross provincial boundaries or cross several district boundaries and has issued 27 such licenses in South Kalimantan (one example is the license for PT Adaro in the districts of Tabalong and Balangan, PT Arutmin Indonesia in Kota Baru and Tanah Bumbu, owned by the famous Indonesian mining magnate and politician, Aburizal Bakrie). Over 600 licenses have been issued by the various bupati (district heads), with the largest number being issued in the district of Tanah Bumbu with over 200.

The environmental organisaton has identified systematic corruption around the issuing of IUP. For example, many IUP are issued without the prior issuance of a special license for the use of protected forest land by the regional office of the Forestry Ministry, or prior to the carrying out of an environmental impact assessment. Another chronic problem is the issuing of mining licenses in areas that are designated for other purposes in regional regulations on spatial planning, such community farming, oil palm plantations, or forestry operations. Indeed, the combined total of land allocated for mining, forestry and plantation in the province amounts to 3.1 million hectares, not far short of the total land area of South Kalimantan, 3.7 million hectares.

These licenses are typically issued in a way that is highly politicised. Recipients are very often those who have personal connections with the district head. They may be family members (for example, more than fifty of the 200 in Tanah Bumbu are held by relatives of the bupati, Zairullah Azhar). Recipients are often also members of the so-called 'success teams" that are formed to support and fund the election campaigns of district head candidates. The transaction is typically simple: in exchange for funding for the campaign, the donor is rewarded with a mining license, and from this arrangement arises ongoing enmeshment of political and business interests in the district concerned. Political office is effectively captured by the mining boss.

One famous example in South Kalimantan is the case of Zairullah Azhar himself. H Samsuddin (usually known as Haji Isam) was already a wealthy businessman (mostly with

timber interests before the election of Zairullah. After he (along with several other businessmen) sponsored Zairullah's election his mining operations expanded dramatically in the district. He later sponsored Zairullah's attempt to run as governor in the 2010 gubernatorial elections, at great cost (Zairullah lost to Rudy Ariffin, whose main sponsor was Haji Ijai, another famous local coal mining magnate based in Binuang in the district of Tapin). Zairullah's successor as district head, Madani H. Maming was himself previously a coal miner. His wealth originated with his father, who was a village head in an area rich in coal. Previous to becoming district head, he was a member of the district legislature, a strategic position from which he could influence local economic policy. He defeated the elder brother of Zairullah in the 2011 elections in the district, in what was effectively a contest between rival mining dinasties.

This predatory political economy has produced signficant environmental and other costs in the district. For example, four years ago a massive flood occurred in Tanah Bumbu, destroying a number of major bridges and causing loss of life, as a result of deforestation linked to the mining industry (this flooding was part of a wider wave of floods, with 21 floods recorded in 2009, inundating over 15.000 hectares of rice fields, and affecting 11 of the province's 13 districts; sources, WALHI, 2011). Another serious problem in the district is the unregulated nature of mining waste disposal which has caused widespred water pollution with heavy metals and causing skin ailments, among other problems. Several of the mines in the district are located very close to villages. For example, in the subdistrict of Satui mining takes place along the side of a main road; a local cemetry has even been dug up to make way for the excavations. Satui has become akin to a mining town in the midst of what was once a quiet rural district. The infrastructure is reasonably advanced in this town – e.g. education and health centres – but it is one of the very few places in South Kalimantan to experience such benefits, while most of the villages in the district concerned have experienced significant economic marginalisation.

Formulation of Local Regulation on Post-Mining Land Reclamation

There are three critical domains in governance: 1) government 2) the corporate sector and 3) civil society. In the governance of the mining sector in South Kalimantan, the relations between these three domains is imbalanced. The government is largely captured by the corporate sector and is unable to play the control function role it should be able to exercise with regards to the private sector. Civil society is marginalised in the governance process – though local NGOs, and the mass media are significant local actors – they have over the last decade been little not involved in the process of formulating and implementating management over the coal sector. However, in recent times, especially since 2012, the beginnings of a change of public mood have been visible. The widespread environmental and social damage caused by mining has been gaining increasing publicity and has led to attempts to begin to introduce regulations to deal with some of the worst aspects of the industry.

In 2012-13, the provincial executive government and DPRD (provincial legislature) were engaged in a long process of negotiation to produce a new local regulation requiring coal companies to rehabilitate land after the closure of their mines. This is widely agreed as being an urgent need in the province, with many local companies having abandoned their mines without cleaning up the sites, leaving huge holes in the ground that form into lakes, ponds and rivers. The result is ongoing environmental damage, localised flooding, malaria and other water-borne diseases, as well as other negative effects. The coal of reclamation is to rehabilitate these sites to return them to productive use for local communities, in the form of farm land.

As a result of public pressure on the issue, in 2012 a group of legislators in the DPRD's Commission III (the commission responsible for mining policy) established a special

commmittee (*panitia khusus pansus*) to draft a bill dealing with the matter. Public hearings were arranged, with local academics, experts, NGO activists and the mass media invited to present their input into the drafting process. This was a very costly process, with the DPRD members involved three times going on study visits to other mining provinces in Indonesia (for example, they visited the PT Bukit Asam operations in South Sumatra, November 2012).

Over forty mining companies were invited to present their views on the bill. They agreed to implement the regulation consistently, despite the impost this imposed on them and the potential sanctions (which could go right up to revocation of mining licenses). The critical article in the draft regulation requires miners to carry out the reclamation process and thus operate in a more sustainable manner. While during the drafting process, the interests of miners were influential, there was an attempt on the part of legislators to represent a wider public interest and to avoid negative impacts of mining on local communities.

Despite the passage of this regulation, there are still few reasons to be optimistic about the eventual outcome. The problem is that there has been a bad track record in law enforcement. For example, in the leadup to the 2010 gubernatorial election, the governor of the province, Rudy Ariffin, in cooperation with the provincial parliament issued a regional regulation on Mining and Highway Transportation (Perda No. 3 2008) that prohibited the use of public highways by mining trucks. These trucks had been causing a great nuisance to other road users. Early on, the new rule was implemented effectively, greatly reducing travel time for citizens who were using roads that were now far less congested.

However, as time passed, implementation became less effective, with mining trucks increasingly using these roads, especially at night time, faciliated by paying illegal fees to officials in the monitoring posts that were set up along the roads to enforce the new rules. The roads which had been repaired, rapidly became damaged once again by the passage of heavy mining trucks. With such experiences behind them, many people in South Kalimantan now believe that the politically connected mining companies will be able to avoid obeying the letter of the new reclamation regulation. In conditions in which illegality has become a norm of corporate behavior, it is unlikely that improved regulations will alone improve the situation

The business and political relationships in the mining industry in South Kalimantan Province are inseparable as two sides of the coin. The issue of the mining has always been political marketing as a strategy to make bergaining position or networks business and political patronage. This can not be avoided because after the Soeharto's government, the national political dynamics became more liberal, pragmatic, and the more capitalistic democratic process which of course required a high cost. Therefore, at present almost all the regional authorities in South Kalimantan Province are people who have a background of entrepreneurs, especially coal mine businessmen. They have the capital or the power of money to finance a transactional, capitalistic democracy. Similarly, almost the heads of political parties or administrators of political parties are entrepreneurs or backgrounds of coal mining businessmen. Usually the rulers run for regional ruling candidates or sponsor political funds for candidates who fight in local elections (As'ad, 2016 2017, Aspinall and As'ad, 2015, Aspinall and As'ad, 2016).

As a result, many local officials are caught for abusing power, elite capture corruption and rent-seeking practices using for seeking economic gain and political power, even if they violate the rules. The extremely loose use of power and regulations has impacted the destruction and impoverishment of the local communities as a result of the conversion of forest to mine. Land use transfer from forest to mining area becomes an economic opinion for

regional heads and entrepreneurs to make a profit regardless of the socio-economic presence of local people.

As the main leading argument of this paper that rich of natural resources, particularly in the coal mining sector have not been directly proportional to the improvement of economic and social justice for communities despite the decades-long exploitation of coal mines. The policy of decentralization has created opportunities for local actors and mine predators to utilize decentralized mine resource management by building conspiracy networks and local officials or political elites who have positions in local government and legislative members as well as with security forces such as police and soldiers.

As for the networks pattern of conspiracy between local officials and mining entrepreneurs through the expenditure of mining business permits: *First*, licensing issued without consideration of the spatial layout or the carrying capacity of the natural environment causing many conflicts between citizens with mining companies and massive clearance of protected forest areas. *Second*, usually the issuing permit is issued ahead of the election of regional head (regent and gobernur) as a strategy to strengthen the mutually beneficial network of business patronage and transactional politics. *Third*, the overlapping of permits that reach the thousands is allowed to last protracted and potentially become a bargaining event between the ruler and the entrepreneur. *Fourth*, the abuses of lawlessness in major cases of public interest that resulted in state losses arising from corruption and mafia practices in the mining sector.

In the mining business license expenditure requires a lot of funds. This is an opportunity to get funds for local officials authorized to issue mining permits. The province of South Kalimantan is well known with many mining permits issued by several local heads. Such practices have long been taking place, especially since decentralization and regional autonomy have been implemented since local governments have wide-ranging regulation policies that are barely controlled by the public because of their under cover nature. The management of natural resources that has been going on for so long is managed in mafia and sermpangan ways does not put forward the principles of accountability, transparency, and justice. Not implementing good governance coal mining practices. But the opposite is seen is the management of bad governance coal mining practices that do not give a sense of justice for the public.The practice of corruption, mining mafia, and abuse of power has led to victim of policy for local communities and environmental degradation and has become a vicious circle that is difficult to disentangle because there is no political will from stakeholders to implement transparent and accountable mining policies, but what happens is the conspiracy and greed of local (As'ad, 2016).

As a consequence of the misconduct of law enforcement and acts against breaches of rules for mining companies that are unemployed, there is often resistance from local communities to the presence of mining companies in their areas. No wonder if all this time the mining industry only enjoyed the results by mining predators. Namely entrepreneurs, political elites, business patrons of local authorities as described by a number of local communities. Local communities only feel the bad impact but do not feel socio-economic prosperity. Just look at the words of some local communities that the mining industry that has been operating since dozens of resistant, our village no change anything socio-economic and infrastructure development but it is the destruction of the environment, marginalsasi culturally and tradition gradually began to become extinct due to greed of corporatocracy.

The presence of mining companies in some regions or districts in South Kalimantan Province is really just a curse, and not a blessing. They are driven from their hometown, which since their generations settled in their village. They have to flee for new livelihoods and build new villages. They can not survive being pressured by exploitation of the mining industry.

They lost their independence and human values. Loss of economic, cultural, and social resources as a legacy from their ancestors gradually wiped out local wisdom and local knowledge that became values system to drives their lives has been destroyed by the mining machinery industry. Local communities who defend their rights to the land they own are arrested and imprisoned for being accused of being provocateurs and considered to be company activities. The government that is supposed to protect of the local communities is more defending the interests of the company. Political corporatocracism, such as greed and in difference to the environment and the existence of local communities as a serious problem in mining areas in South Kalimantan Province as well mining areas in other provinces in Indonesia. The greed of the company is gaining the greatest of these limitations of natural resources into concern for those who care about the environment and the existence of local communities.

In the decentralization a, the mode of conspiracy between local government officials and corporations can be seen from the process of issuing hundreds of mining permits. The indication can be seen from several things: *First*, the permit issued without considering the spatial layout of the territory, or the carrying capacity of the natural environment causing many conflicts between citizens with mining companies and massive clearance of protected forest areas. *Second*, the issued permits are issued ahead of the district elections, as well as the gubernatorial election, as happened in South Kalimantan. *Third*, the overlapping of permits that reach the thousands is allowed to drag on and potentially become a bargaining event for money between the rulers and businessmen. Fourth, the abuses of lawlessness in major cases of public interest resulting in state losses arising from corrupt and mafia practices in the mining sector continue.

When viewed from the economic aspect, mining industry in terms of royalty is not too significant for local government. This can be seen from the royalty sharing system. The division of mine royalty, the central government gets 20 percent, while the provincial government is 16 percent, the district government as a mine-producing region gets only 32 percent. For the regions (districts), which do not have mining mining areas, such as Banjarmasin city, Barito Kuala regency gets 32 percent. Therefore, the largest contribution is from third party donations that contribute to the local government of Tanah Bumbu Regency as the original revenue of the region. As an illustration, in 2010, revenue from third party donations reached 60 billion, in 2011, reaching 90 billion, in 2012, 120 billion, in 2013, 200 billion. In 2014, 180 billion declines as the global coal market declines. According to Mardani H Maming, Regent of Tanah Bumbu District, the third-party donation is intended to finance the local government's non-permanent employees, amounting to about 4,000 people, to pay for free schooling until the age of 12, free medical treatment for poor citizens, Teachers who number approximately 1700 people. Also intended for socio-economic empowerment of the community.

The involvement of a number of mining companies in illegal mining activities protected by unscrupulous security personnel. Illegal mining activities can not be eliminated. Precisely illegal mining has provided benefits to the parties involved in this dark activity. Therefore, the occurrence of neglect of illegal mining has spawned a number of people into the new rich of such haram practices As the decline in mining business in recent years has affected illegal miningactivities. In 1996, Gusti Hasan Aman, Governor of South Kalimantan Province at that time formed a team to control coal mining based on Governor's Decree no. 17 of 1996. The team carried out repressive actions for 3 months (March - May 1996), but after that no follow-up. In 1997, illegal mining began to expand to Hulu Sungai Tengah and Hulu Sungai Selatan.

In 1998, illegal mining has spread to Hulu Sungai Utara, Hulu Sungai Tengah, Hulu Sungai Selatan, Banjar, Tanah Laut, Tanah Bumbu and Kotabaru Regencies. Illegal mining activities have entered mining areas of PT. Adaro Indonesia, PT. Mantimin Coal Mining, PT. Arutmin Indonesia, PT. Antang Gunung Meratus, PT. Chung Hua OMD, The Governor of South Kalimantan Province at that time submitted a request to the Director General of General Mining to temporarily shut down the petition for the mining authority.

In 2008, Rudy Ariffin, Governor of South Kalimantan issued a Regional Regulation on the prohibition of the use of public roads for coal mines and iron ore and plantations. This regional regulation was effectively implemented in 2009 until now, however illegal mining still exist in secret. This is as expressed by the Head of South Kalimantan Province Mining Service, that illegal mining can be classified into 4 criteria: First, mining activities not equipped with permits. The two holders of mining business licenses that engage in mining activities outside the mining permit area. Third, holders of mining permits conduct mining activities before exploitation permits are issued. Fourth give letter to other party for outside mining area.

Local Election and Illegal Mining: As Network of Conspiracy of Mining Predators

In this section of the paper we will describe the network patterns of the mine preadators. One of the arenas of building a conspiracy network of mining predators is at the time of the regional head election. The involvement of mine predators behind democratic capitalization, acting as a political broker or supporting financier, as well as a strategy of building patronage with potential rulers area. The capitalization of democracy, the local political landscape in South Kalimantan Province, mining issues always color political marketing among the actors who fought in the democratic event (election). The involvement of mining entrepreneurs behind the capitalization of local elections becomes the arena of conspiracy and economic and political patronage. Conspiracy and economic and political patronage have established a hidden interest for a predatory monopoly of mine management.

It is a reflection of economic scarcity that seeks to accumulate local economic resources and is controlled by a handful of people because it has closeness with officials who provide protection. In this section of the paper it is also argued that the predatory group has made the mine issue as the arena of conspiracy in the local election process. After the end of Soeharto's rule at this moment the mines power has shifted from central predators to regional predators or in local elite capture in line with decentralization and regional autonomy policies. In the local political landscape in South Kalimantan Province, every political event, mining issues becomes trending topics and political marketing amidst the political pragmatism of society.

According to Taufik Arbain, a lecturer and observer of local politics from the Faculty of Social and Political Sciences of Lambung Mangkurat University Banjarmasin said that: "Behind political political event. For example the election of regents, governors, and election of legislative members, is always related to mining issues". “The election as a process of democratization has been taken hostage by the power of capital. Local actors and mine predators work together to build strength to support local ruling candidates and position themselves as the playing makers who can manage the pattern of political raids and rhythms in the province of South Kalimantan. It is not unusual that post-elections of the playing makers position themselves in government as a shadow government and at the same time become chronic business and political patronage of the master of monopolizing economic resources, especially mining business, and regional infrastructure development projects as a form of political repayment”, (interview in Banjarmasin, January 15, 2017).

According to Samsul Daulah, a non-govermental organization (NGO) activist said "that most of the elected regional authorities in the election behind him are mining entrepreneurs or local rulers of mining entrepreneurs and have financial support from mine business operators with mining business connections. This fact is designed by the local capitalist groups, even did not rule out also get support from the capitalist funds in Jakarta. Therefore, political capitalization and pragmatism has led people into political play (money politics) or vote buying played by actors in local elections to influence citizens. Do not be surprised if election gave birth to local rulers having predatory oligarchs amid democratization issues after the fall of the regime authoritarian of Soeharto's New Order". (Interview in Banjarmasin, Januari, 20, 2017).

Another clash of conspiracy models of mining predators in addition to being the regional head election arena for the construction of conspiracy networks is the process of abandoning illegal mining activities. Various factors encourage illegal mining activities, among others, increased demand for coal, inactivity of license holders, lack of public legal awareness, ease of coal mining in the field. Illegal mining actors are the owners of capital, equipment owners (heavy equipment and transport), miners, mining containers. Illegal mining operation mode, which holds a mining operation permit to send a letter to a person involved in mining that mines outside the mining permit area, holds a mining license to sell a letter or certificate of origin of goods to illegal mining actors, holders of mining business licenses Outside the mining permit area and using self-made mailings. The location of illegal mining activities is carried out among others in the mining area of PT. Arutmin Indonesia located in Kintap, Asam-Asam, Satui, and Tanah Bumbu surrounding areas. Illegal mining activities also take place in Senakin area by PT. Jorong Barutama Greston, PT. Borneo Indobara, PD. Baramarta, PT. Kadya Caraka Mulia, PT. Tanjung Alam Jaya).

Another mode of illegal mining activity is also carried out by the mode: First, the company or individual who operates on community land that is not located concession area of mining business license. Secondly, companies with licenses that are still actively engaged in mining activities outside the concession area of a mining business license owned by the company. This is because coal that is outside the concession of the mining business license has more and more profitable coal potential than the existing coal potential in the mining concession concession area owned by the company. Third, illegal mining activities carried out by a company or person in the concession area of mining business permit have not been worked on or that have been worked on by the company by the owner of the mining business license.

Illegal mining activities are organized by individuals who are involved in illegal mining activities, from coordination of land to be mined, use of coal haul roads from mine sites to shelters or ports, and to the acquisition of certificates of origin. The sequence of activities also involves security personnel, landowners, village officials, employees of corporate security, holders of mining business licenses. According to the villagers of Bina Wara Kecamatan. Kusan Hulu, Tanah Bumbu District, I was involved in illegal mining activities in 2004. My activities are backed by security forces with the mode of providing information on the planned or scheduled joint raid by the police. Then in 2005 joined to work on a mine owned by the Regent Tanah Bumbu at that time. The Regent of Tanah Bumbu Regent has several mining concessions or mining business permits, such as located in Kusan Hulu and Kecamata Kuranji sub-districts. Mining rights are named Indoku mining power, Wijana mining power, and mining authority Hatiib Bara Makmur whose status overlaps with mining concession area of PT. Borneo Indo Bara.

As explained earlier that illegal mining activities are nothing new in the mining industry, but became crowded after an indication of the involvement of high security officials

as protectors of illegal mining activities. This is a portrait of a vicious circle that is structured with the involvement of ranks of security forces, local officials, and other interest groups. Next, the other mode is to issue a mining permit without permission to borrow forest area. In the record of the South Kalimantan Provincial Environmental Forum, the mining concession has already covered approximately 1.8 million hectares or more than one third of the total area of South Kalimantan Province, 3.7 million hectares. Based on these data, it turns out many areas or mining concessions that violate the rules of legislation, such as in Kab. Tanah Bumbu which has the largest number of mining permits in South Kalimantan Province.

According to Berry Nahdiyan Furqon, former National Executive Director of the Forum for the Environment, "that regulations or policies regarding the suspension of illegal mining activities will not succeed unless accompanied by law enforcement or control of the relevant agencies. Unfortunately, precisely the law enforcement officers involved as an operator in cooperation with illegal actors mining. Do not expect this activity to be lost because it promises economically despite impacting the destruction of natural resources. I argue that both legal and illegal miners actually contribute to the destruction of natural resources. The same comment was also submitted by local residents of Kuranji District, Tanah Bumbu District, that illegal mining activities are difficult to eradicate because they are in a structured network involving various actors, especially law enforcement personnel. Yes, indeed in recent years illegal mining activities have declined as the mining business declines. But illegal mining activities are still often encountered in secret, especially at night. Illegal mining has seriously damaged the environment that is impossible to recover. Illegal mining activities as a source of economic income for the parties involved in the activities of the mafia. this is a conspiracy mode", (Interview in Banjarmasin, March 15, 2017).

The power of the state has been co-opted by the power of corporatism of the mine. The number of illegal mining activities has led to protests from residents as happened in Terang Bulan Village, Satuai Satui Sub-District, Tanah Bumbu District. Mining activities are only tens of meters away from the residents' settlements, thus disrupting and even endangering residents around the mine. The mining activity has been stopped but will operate again without any coordination with the community, especially the people in Perintis Desa Makmur Mulia Satuai District. Protests by Makmur Mulia residents against the company to stop mining activities adjacent to the settlement.

Besides being disturbed by the noise, residents are also worried that the illegal mining activity caused the landslide. Previously, residents had demanded the company, PT. Son Kencana Sakti to free their land from entering the mining area. PT. Putra Kencana Sakti as sub contractor of PT. Arutmin Indonesia who insisted on mining because it refers to the agreement ever made between citizens with the PT. Arutmin Indonesia as the holder of mining concession permit which has done land acquisition around the settlement, and given a guardrail fence is a radius of 500 meters. "We are working on the power of PT. Arutmin Indonesia through working contract with PT. Jhonlin Baratama, we will keep doing mining activities, except PT. West Jhonlin who stopped him ", explained the representative of PT. Kencana Sakti. Another comment from the Chairman of the Rukun Tetangga Perintis Desa Makmur said that local communities have the right to stop illegal mining activities because they have disturbed the residents' housing environment, such as noise, fear of landslide and dust pollution. Local

communities asked the law enforcement authorities to stop the illegal mining activities and to be fair to the local people but there was no response from the authorities.

Strategic alliances between regulators, power institutions (legislative, executive) as epicenterum of rampant rent-seeking and corruption practices in the mining business. Various modes of conspiracy in mining activities, the term "coordination funds" and quota of thugs, the term that has been familiar to the mining community. Both terms actually reflect the depravity in the mining management system (bad mining practice management) that happened so far. The term co-ordination funds, ie, a sum of money flowing to officials or to security personnel, individuals, or interest groups (mass media, NGOs, mafia mines) involved in the illicit practices of the mining business. The mode is increasingly structured to work in the system under cover. One mode that runs so far is happening in mining ports when delivering coal out of the region and abroad. This is a mafia miner that looks legal by involving various parties. It has become a land of corruption for local officials, security officers from the village level to the district, provincial, and even down to the central level.

According to Didik Gunawan, journalist, explains that: "This is a systemic mine practice of mafia. One of them is the coordination fund that flows to the officials, security officers, and other groups that have been running for so long and have never been touched by the law ". The term co-ordination fund is an extra fund issued by entrepreneurs as a security fund to facilitate a dark conspiracy, corrosion, and mafia mining. A number of these funds have been calculated and prepared by its own budget by the mining business. The amount of funds spent for once or a barge that dispatched value tens of millions of rupiah. The number flows to several officials including: Kapolsek, Danramil, Camat, Syahbandar, Police,, Military District Command, Police Resort, and local officials. The amount varies according to the level of position and function of the official concerned", (Interview in Banjarmasin, April 10. 2017)

Coal mining delivery activities outside the region and abroad through several mining ports are scattered in several locations in Tanah Bumbu. From some of these ports, the owners are local miners, local and central government officials (Jakarta) who have business networks in the region. Here are a number of coal ports scattered in several locations in Tanah Bumbu: Langgengnya practice of conspiracy structured in the mining business, due to the power of funds issued by mining entrepreneurs flowing to a number of local bureaucratic officials and security officers. Then apply the term wet areas and arid regions that describe the position stratification of the person. Stratification is important because of the large amount of funds received from mining entrepreneurs. For unscrupulous person, but the status of apparatus looking for another way that is not inferior to the recipients of the quota allotment.

Related to this, it is undeniable that there are a number of unscrupulous personnel involved in doing business by supplying various needs related to mining activities, for example, providers of oil ingredients, into coal brokers, or become bodyguard at the mine site. Delivery activities of coal out of the region and abroad through several mining ports scattered in several locations in Tanah Bumbu. From some of these ports, the owners are local miners, local and central government officials (Jakarta) who have business networks in the region. Here are a number of coal ports scattered in several locations in Tanah Bumbu: This conspiracy practice lasts of conspiracy in mining business, due to the power of funds issued by mining entrepreneurs flowing to a number of local bureaucratic officials and security officers. Then apply the term wet areas and that describe the position stratification of the person. Stratification is important because of the large amount of funds received from mining entrepreneurs. For unscrupulous person, but the status of apparatus looking for another way that is not inferior to the recipients of the quota allotment. Related to this, it is undeniable that there are a number of

unscrupulous personnel involved in doing business by supplying various needs related to mining activities, for example, providers of oil ingredients, into coal brokers, or become bodyguard at the mine site.

The world of mining industry is a business activity loaded with the complexity of the problem. The complexity of the issue appears to be closely related to the regulatory system, institutions, and behavior of actors in mining management. Regulatory and institutional engineering are legally protected instruments by interested parties to engage in corrupt or mafia mining practices. The involvement of local authorities and related institutions in the management of mining policy is difficult to avoid. In the era of democratization accompanied by decentralization policy and local autonomy, in the context of natural resource policy management, local authorities as regulator owners with their own authority have used the regulation and institutions of power as elite capture corruption.

Conclusion

The fall of Soeharto's 1998 political rule after 32 years has resulted in a democratic transition from an authoritarian-centralist governmental system to a decentralized democratic-government system. The political changes that occurred after the fall of the Soeharto government were not only in the context of governance, but also in the context of natural resource management. As it is known that during Soeharto's rule, the policy on natural resource management was controlled by the business cronies and Suharto's relatives in a centralistic manner and gave no opportunity for the regions to control or manage the natural resources in the region. As a result, due to unfair and transparent management, the natural resources in the area simply disappeared but did not positively impact and growth and development for the region, in particular creating justice and prosperity for local communities. Worse yet, the result of uncontrolled exploitation has caused a number of serious problems such as environmental disasters, the poverty of local communities due to the loss of economic resources of communities in the mining area.

Since decentralization policy have been applied to local authorities in the management of natural resources, it has become an opportunity to build a conspiracy or robbery to accumulate regional economic resources through a set of policies, regulations, or regulations. It has spawned a crony of business or economic patronage of local elites who use position or power institutions. Therefore, some local officials are trapped by corruption practice and abuse of power in issuing mining licenses for entrepreneurs.

Exploitation of mining industry took place in several regency in South Kalimantan Province, formerly beautiful villages and dense forests lost and extinct have been transformed into mining areas. Now the villages had turned into a frightening ghost despair frenzied by the heavy machinery of the mine. Many displaced villagers leave the village to seek new livelihoods or go abroad to cities seeking economic livelihoods. They have to leave their hometown for decades. As far as the eye could see only the deep holes formed rivers. Forests are barren without a tree being filled. The song of birds is no longer heard by the sound of mining machines. Pollution and environmental chaos are getting worse. The rivers have been polluted and the water has changed color. The animals are no longer a place to feed grass. Everything is gone and extinct. This world of mining industry is a world full of exploitation and greed. The neglect of illegal mining and corruption and rent-seeking practices is the accumulation of bad governance practices of coal mining management.

South Kalimantan Province as the second largest mine producer is not directly proportional to the sustainability of its masrakat. The Human Development Index ranks at 26th of 34 provinces in Indonesia. This can be seen in the province of South Kalimantan from

indicators of lagging economic, education and health infrastructure developers. This is a paradox as a coal mine producing region but it is a problem of underdevelopment and high poverty.

As a leading argument that abundant natural resources turn out to be just a myth and a nightmare for the masses. There are many factors that can be argued, that the management of natural resources is still poorly managed because of incorrect systems and regulations. The policies that are more profitable to entrepreneurs only and not benefit all parties. Local officials are already feeling good about this chaotic system and people have no chance to control and criticize. Meanwhile, social institutions such as NGOs do not play much because they are already dominated by bribery practices and have been tamed with various facilities and lure proyak by local authorities. Similarly, the mass media can not do anything as a social control because the media has been tamed by the mining predators through various ways to not expose the bad management of natural resources.

Regional officials are engrossed in developing transitional politics with mining entrepreneurs and many mining entrepreneurs are involved as fund sponsors in local elections. Therefore, it is only natural that for decades the presence of the mining industry is merely a myth and a nightmare behind decentralization and regional autonomy policies. Yes, that is the curse of natural resources or the tragedy of the commons as it is dyediced by experts over. This paper is an intellectual reflection that is concerned about the poor mining industry that has been running for this. As an academic this is all I can do and provide advocacy and enlightenment for the local community as long as I can do. Hopefully this paper can provide enlightenment for us wherever we are. Again, hopefully useful from this very simple reflection of thought.

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PARTNERSHIP BETWEEN GOVERNMENT AND PRIVATE VOCATIONAL SCHOOL IN PUBLIC SERVICES
(Study at the Village Fishermen Filling Station Sumber Jaya Sub-District of Kampung Melayu City of Bengkulu)

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Abstract: Partnerships between Government and the Private Sector in Public Services. Quality of public services will result in a positive response from the public so it needs a specific strategy in its implementation, one of which is by using Public Private Partnership (PPP). This study aims to describe and analyze the partnership that exists between the government and the private sector, describe and analyze the public response to the quality of service as well as explain the enabling and inhibiting factors in the implementation of public service in Fuel Filling Station of Fishermen (SPBN) Kampung Bahari, of Bengkulu city. The method used in this study used a qualitative approach. Quality of public services in SPBN Kampung Bahari get an appraisal "Good" of users but in terms of access and tangible gain diverse assessment due to locations that are not easily accessible by all users and the number of facilities SPBN that were in poor condition.
Keywords: public services , public private partnership, SPBN

Preliminary

Indonesia is a country that adheres to the basis of social welfare in accordance with what is stated in the Preamble to the 1945 Constitution which mandates that the purpose of the State of the Republic of Indonesia be established, among others, to promote the general welfare and educate the life of the nation. The mandate implies that the State of Indonesia is obliged to improve the lives of every citizen / community through a system of government that supports the creation of quality public services in order to fulfill the needs of the community to achieve a prosperity.

There are many factors that cause public services in Indonesia to be unable to fulfill the wishes of the community, including the lack of infrastructure for public service goods and services. In the service of public goods for example, the Central Government through the Ministry of Energy and Mineral Resources (ESDM) together with PT. Pertamina (Persero) in order to provide excellent service for the fishing community has made the program of establishing a Fishermen Filling Station (SPBN), the aim is that the fuel subsidy in the form of diesel fuel can be properly distributed to fishermen and ensure fishermen to always get fuel supply without having to fight with land vehicle users who buy diesel fuel at the General Fuel Filling Station (SPBU). However, the number of SPBN in various regions is still lacking when compared to the needs of fishermen so that public services are not carried out properly because the fishermen are still having difficulties in obtaining diesel fuel.

The fisheries and marine sector is one of Indonesia's mainstay sectors. More than 2 (two) million fishermen and 10 (ten) million Indonesian citizens depend their lives on the abundance of fish in the archipelago (www.menkokesra.go.id).

Based on the data above, the fisheries and maritime sector is a potential economic potential of the State of Indonesia and has an extraordinary economic effect for millions of Indonesian citizens so that the Government of the Republic of Indonesia needs to provide special services for citizens who depend on the sector for their lives.

As an effort to provide public services for fishermen, the Bengkulu City Government represented by Regionally Owned Enterprises (BUMD), namely Regional Enterprises "Aneka Usaha" (PDAU) also implemented the program. The steps taken by the City of Bengkulu Government are by establishing partnerships with the private sector, namely PT. Petronusa to provide services to fishermen in the city of Bengkulu.

The results of the partnership between Bengkulu City's "Various Business" (PDAU) Regional Company and PT. Petronusa is in the form of the establishment of a Fishermen's Fuel Filling Station (SPBN) located in the area of the Bahari Bahari Fish Auction Place (Kelurahan Kampung Kelaya), Sumber jaya Subdistrict, Kampung Melayu Subdistrict, Bengkulu City. The Bengkulu City Government's step in partnering with the private sector is a smart effort in the effort to implement quality public services. Because according to Uphof in (Hasbi, 2010), states that "To provide quality public services that require synergistic interaction of various actors or institutions that include the public sector (government), private (private) and civil society".

Based on the background described above, then the formulation of the problem in this study are: (1) What is the partnership that exists between the government and the private sector; (2) What is the response of the community to the quality of services provided; and (3) What are the supporting factors and obstacles to the implementation of public services at the Fishermen's Fuel Filling Station (SPBN) of Kampung Bahari, Sumber jaya Subdistrict, Kampung Melayu Subdistrict, Bengkulu City.

Literature review

1. Governance and Good Governance

   According to Sumarto (2003), governance can be interpreted as "mechanisms, practices and citizens regulating resources and solving public problems". This is in line with the definition given by the United Nations Developments Program (UNDP) in Basuki (2006) which states that Governance is "the exercise of authority in the economic, political and administrative fields to manage various state affairs at every level and is a policy instrument country to encourage the creation of social cohesion ".

   In terms of Good Governance, Basuki (2006) interpreted it as an effort to change the nature of the government (Government) which originally tended to work alone without regard to the aspirations of the community, to be an aspirational government. As with Basuki, Tjiptoherijanto (2010) defines Good Governance from the point of view of the expectations of the actors involved in decision making, stating that Good Governance is governance that seeks to meet the expectations of the parties involved in decision making.

   With the involvement of stakeholders, decision making in public services will get careful consideration and all stakeholders' wishes will be achieved. The elements of Governance stakeholders according to Sjamsuddin (2006) include; individuals, organizations, institutions and social groups whose existence is very important for the creation of effective governance. These elements can be grouped into three parts, namely:

   a) Country (State)

      The definition of state / government (State) in this case generally covers all political institutions and the public sector. The role and responsibility of the state or government include the implementation of public services, the holding of power to govern, and building an environment that is conducive to the achievement of development goals at the local, national and international and global levels.

   b) Private sector (Private sector)

      Private sector actors include companies that are active in the interaction of market systems, such as: manufacturing, trade, banking and cooperatives, including informal

sector activities. The role of the private sector is very important in the pattern of governance and development, because of its role as an opportunity to improve productivity, employment, sources of revenue, public investment, business development and economic growth.

c) Civil society

Civil society includes individuals and groups of people who interact socially, politically and economically. Civil society not only checks and balances the powers of government and the private sector but also contributes and strengthens the other two elements, such as helping to monitor the environment, depleting resources, pollution and social atrocities, contributing to economic development by helping to distribute the benefits of growth a more equitable economy in society, and offering opportunities for individuals to improve their living standards.

2. Public Services

Theoretically, Tjiptoherijanto (2010) states that public service is the management of the supply of goods / services directly or indirectly by the government to achieve social welfare in Pareto conditions. While Dwiyanto (2006) defines, public service is a series of activities carried out by the public bureaucracy to meet the needs of citizens and users. The statement is in line with Sinambela (2006) which states that public service is the fulfillment of the needs and needs of the community by state administrators.

Public services as a form of public goods provided by the government should be balanced with good service quality so that the public will put their trust in the government. In addition, according to Dwiyanto in (Hashim, 2006) quality public services are a strategic point to begin the development of Good Governance and to improve the quality of public services one way is to involve the interests of all elements of Governance.

As for measuring the quality of public services according to Zeithaml (Puspitosari, 2012) based on the following indicators:

a) Tangibles
This means that the quality of services in the form of office facilities, waiting rooms, and others.

b) Reliability
That is the ability and reliability to provide trusted services

c) Responsiveness
Namely the ability to help and provide services quickly and accurately, and responsive to consumer desires

d) Competence
That is the ability by service providers to convince and foster consumer confidence

e) Courtessy
Namely service providers must pay attention to norms and ethics that apply in order to provide a sense of comfort

f) Credibility
Public service providers must be trusted by the community in order to provide a sense of justice, satisfaction and information that can be accounted for

g) Security
A sense of security in various services to the community must be the main motto in the implementation of public services

h) Access
Public services are actually services provided to all the general public until the rules limit it, so that public services must be easily accessible

i) Communication
Communication is the simplest tool in providing quality services. So that communication in service needs to be maintained and always open

j) Understanding
Public services must understand what the community wants. If public services are built based on understanding, then the service will be on target.

3. Partnership

According to Sulistyani in (Marsiatanti, 2011), partnership in etymological perspectives is adapted from the word Kemitraan and comes from the root word partner, which means "partner, partner, partner, or component". While the partnership is translated into partnership or partnership. Thus, partnership can be interpreted as a form of alliance between two or more parties that form a cooperative relationship on the basis of agreement and a sense of mutual need in order to improve capability in a particular business or specific purpose, so as to obtain better results. In the context of partnerships between the government and the private sector or the Public Private Partnership according to Mahmudi (2007), it is interpreted as a work unit of government service providers and government business units (BUMN / BUMD) that work together with the private sector and the third sector.

While Amirullah in (Irianti, 2011) stated, Public Private Partnership is a collaboration to give part of the government's authority to the private sector to carry out part or all of the development and or operation of infrastructure. Cooperation is a concept based on trust in a work team to achieve mutually beneficial goals between partner members where each partner always tries to resolve conflicts or procedural differences so that it will benefit each party.

As for the implementation model of Public Private Partnership, Savas dalam (Irianti, 2011) states that partnerships between the government and the private sector can be carried out with several concepts including fully public (full government) to fully private (full private).

4. Conceptual Framework

In this study, researchers used an analysis of the implementation model of the Public Private Partnership from E. Savas. While to measure the quality of public services in the object of this study, the authors use the service quality indicators expressed by Zeithaml, et all.

Research Methods

The research method used in this study is a descriptive method with a qualitative approach. As expressed by Moleong (2004) who argues that a qualitative approach is research that intends to understand the phenomenon of what is experienced by the subject of the study for example, behavior, perception, motivation, action, holistically, and by way of description in the form of words and language, in a special natural context and by using it as a natural method ".

The location of this research is in the City of Bengkulu, while the research site is the Office of the Refueling Station for Fishermen (SPBN) Kampung Bahari Sumber Sumber Jaya

Village, Malay Village District, Bengkulu City, Regional Office of "Various Businesses", Bengkulu City and PT. Petronusa in Bengkulu City.

Sources of data in this study were obtained through two sources, namely primary data sources and secondary data sources obtained by several data collection techniques, namely: interviews, observation and documentation. The research instrument used in this study was the researcher himself, interview guidelines, field notes.

While the method of data analysis used in this study is Interactive Model as expressed by Miles and Huberman (1992). This analysis technique consists of several components, namely data collection, data reduction, data presentation, and conclusion drawing.

Discussion

Partnership between the government and the private sector in the public service must be carried out proportionally, each actor involved needs to unite the power to achieve the goals that are partnered, namely in the form of quality public services.

a. Partnership Interacted between Government and Private in Organizing Public Services at the Fishermen's Refueling Station (SPBN) of Kampung Bahari, Sumber Jaya Village

   In a partnership, there are at least two people or institutions (Stake-holders) involved. Whereas those involved in partnership in public services in SPBN Kampung Bahari are Regional Enterprises "Various Businesses" in Bengkulu City and PT. Petronusa.

   Both stakeholders involved have different capacities so they can complement each other. The capacity of Regional Enterprises "Various Enterprises" Bengkulu City, namely: First, Is a company owned by the local government and if needed every year will get additional capital participation from the City Government of Bengkulu, Secondly, It has experience in the business world because it was established since January 14, 1969 ,

   Third, has a varied business unit (trade, printing, workshop, agribusiness and non-bank financial services.

   Fourth, has an adequate number of employees (62 employees). While the capacity owned by PT. Petronusa are: First, Experienced in terms of employment contracts with PT. Pertamina (Persero) because it was previously a Pertamina Asphalt agent and once managed a gas station. Second, have sufficient capital. Third, business management is neater and more effective in the use of human resources (HR).

   In the partnership that exists, the two stakeholders both have tasks and roles that must be carried out. The concrete role of PT. Petronusa in establishing the SPBN Kampung Bahari, namely: First, the management of permits and administrative requirements. Second, include capital. PT. Petronusa also acts as the owner of capital in the establishment of the SPBN Kampung Bahari. So by sharing capital for the establishment of the SPBN Kampung SPBN between the Regional Enterprises "Various Enterprises" of Bengkulu City and PT. Petronusa both have an equal position in business control. Third, the person in charge of solar redemption, namely PT. Petronusa has a role to order solar from PT. Pertamina (Persero). This is because those who have power over the establishment of the SPBN from PT. Pertamina (Persero) is PT. Petronusa, so all SPBN administrative matters and data about SPBN are all in the name of PT. Petronusa, thus, who has access and authority to redeem diesel fuel to PT. Pertamina (Persero) is not the SPBN manager (Manager) but PT. Petronusa.

   While the duties and role of Regional Enterprises "Various Enterprises" in the city of Bengkulu in the partnership are: First, the responsible SPBN Kampung Bahari operational, which is responsible for the implementation of the service process to fishermen starting

Solar from Depo PT. Pertamina (Persero) came to report distribution results. Second, as the owner of a portion of business capital. So in establishing the SPBN Kampung Bahari, the business capital does not only come from one of the stakeholders but comes from the two stakeholders involved in the partnership.

As for knowing the partnership model between the government and the private sector that occurs in SPBN Kampung Bahari, it can be known by looking at the purpose of the partnership. In the case of partnerships that occur in SPBN Kampung Bahari, the purpose of the Bengkulu City Government instructs Regional Enterprises "Various Businesses" in Bengkulu City to partner with PT. Petronusa in order to provide fuel services for fishermen in the city of Bengkulu is to establish business relations between the government and the private sector, which hopes to increase local revenue (PAD) as well as hand over the affairs of public services which is actually the authority of the government to be the authority of the private sector.

The implementation model of the partnership above, if combined with the opinion of Savas in (Irianti, 201) is classified as a model of the Public Authority, namely: "The government is regarded as the owner of full authority over public services such as clean water, electricity, transportation and telecommunications services. For that, to maximize its performance, the government needs to partner with the private sector (private) so that its management prioritizes business relations rather than politics ".

b. Community Response to the Quality of Services Organized by the Fishermen's Refueling Station (SPBN) of Kampung Bahari, Sumber Jaya Village, Kampung Melayu Subdistrict, Bengkulu City.

SPBN Kampung Bahari is a business unit as well as a service unit founded on partnerships between the government and the private sector to provide quality fuel services for fishermen.

As for one of the steps used to find out the results of a partnership in the implementation of public services is to test it based on the opinions of the users of services related to the following service elements:

1. Tangibles are the quality of services in the form of office facilities, waiting rooms, and others. Physical facilities and facilities in the SPBN Kampung Bahari are complete but in a condition that is not intact. The SPBN building suffered a leak when the rain fell, the canopy roofs in the SPBN area were also damaged due to the beach winds and many iron material facilities were subjected to corrosion. However, based on interviews with users of their services, there are still facilities in the SPBN Kampung Bahari which claim to be good and comfortable. This is based on the habits of fishermen who are more concerned with the essence of service (fuel distribution) than the convenience of facilities.
2. Reliability is the ability and reliability to provide trusted services. Trusted services are a must for all sectors of public service. If the users have believed it, the satisfaction of the service users will increase. In the case of providing trust to the users of their services for the amount of fuel in the SPBN of the Bahari Village, the Industry and Trade Office routinely checks and inspects the measuring instruments used. In addition, the Department of Industry and Trade also routinely supervises the distribution of Subsidized Solar conducted by SPBN Kampung Bahari and journalists often cover Solar distribution activities at SPBN Kampung Bahari. Thus, fishermen who become SPBN service recipients strongly believe in the services provided by SPBN Kampung Bahari.

3. Responsiveness is the ability to help and provide services quickly and accurately, and responsive to consumer desires. Kampung Bahari SPBN is considered very responsive by its service users, this is because the services provided are not convoluted and fast, so that when its service users boom in the afternoon, all can be served by the SPBN Kampung SPBN officers. Efforts made by the SPBN management of Kampung Bahari to improve service responsiveness are by removing the service requirements that should be applied to its service users, such as vessel documents or proof / sign of fishermen because officials at the SPBN have memorized the fishermen who often get their services .
4. Competence namely the ability of service providers to convince and foster consumer confidence. The competence of officers in SPBN Kampung Bahari, although there are only 2 officers who have an S1 certificate from a total of 8 officers, get a "Good" rating from the users of the service. The above is because the working hours of the officials in the SPBN Kampung Bahari are very high. All officers have worked for more than 1 year and have been very proficient in providing services. Service users can also be served well even at the height of the crowd.
5. Courtessy, namely service providers must pay attention to norms and ethics that apply in order to provide a sense of comfort. The officers in SPBN Kampung Bahari are all Javanese tribes and the majority are also served by Javanese, Bugis and Medan people. Thus having the same values and ethics so that in the implementation of the service will understand each other and understand how and what should be done by the service providers and recipients, and the recipients of Kampung Bahari SPBN services also state that aspects. Courtessy in SPBN Kampung Bahari is classified as "Good"
6. Credibility, namely the public service provider must be trusted by the community to provide a sense of justice, satisfaction and information that can be accounted for. Kredibilias SPBN Kampung Bahari received a "Good" rating from its service users. The assessment is because the Kampung Bahari SPBN Manager always tries to work according to the prevailing rules, which is only selling Solar to fishermen, not to other sectors, even though during bad weather there is not even one fisherman who uses the service.
7. Security, namely the sense of security in various services to the public must be the main motto in the implementation of public services. Security in organizing public services can be done in many ways, either using methods that rely on tools or rely on officers. Generally public facilities such as banks, supermarkets and stations in maintaining the security of their services involve security personnel or security guards. However, what is done by the SPBN management of Kampung Bahari is not the case. Kampung Bahari SPBN managers use local residents to be their security guards by recruiting influential people around the Kampung Bahari SPBN area to be recruited to become employees while aiming to maintain security. The result is that service users in the SPBN Kampung Bahari consider that transactions in SPBN Kampung Bahari are "very safe".
8. Access, public services are actually services provided to all the general public until the rules limit it, so that public services must be easily accessible. The current government regulation is that fishermen are required to buy Solar in SPBN, but in Bengkulu City there is only 1 unit of SPBN, namely SPB Kampung Bahari. This SPBN is located in the city of Bengkulu even though the fishermen in the city of Bengkulu are scattered throughout the coastal areas so that in terms of Access, the fishermen who use the SPBN Kampung Bahari services give mixed responses. The response from fishermen from

Bengkulu City states, Kampung Bahari SPBN is very easy to access because the location is very strategic, but for fishermen from other Bengkulu City areas (especially the area of melted wells and zakat beach) consider that SPBN Kampung Bahari is very difficult access because of the very long distance.

9. Communication is the simplest tool in providing quality services. So that communication in service needs to be maintained and always open. Communication carried out by the service officers in the SPBN Kampung Bahari gets good value from the users of the service because the officers are very communicative and can familiarize themselves with the users of the service. However, the good communication is not matched by the use of adequate media so that it only relies on oral communication that only a few people can accept and respond to.
10. Understanding, Public services must understand what the community wants. If public services are built based on understanding, then the service will be on target. The efforts of SPB Kampung Bahari managers to understand the desires of users of their services have been very good. SPBN managers do not want their users to feel hampered to get services. When there are many service users lining up, managers try to understand it by allowing them to serve themselves because if they wait to be served by officers, the service will be slow. In addition, when the supply of diesel fuel is limited, the SPBN management also seeks to understand the desires of its service users by proportionally sharing the distributed fuel so that all service users are equally supplied with fuel for the purpose of fishing.

c. Supporting and Inhibiting Factors in Organizing Public Services at the Fishermen's Fuel Filling Station (SPBN) of Kampung Bahari, Sumber jaya Village, Kampung Melayu Subdistrict, Bengkulu City

In public services, there must be things that can support and hinder their implementation. The things that support and inhibit the implementation / implementation of public services in SPBN Kampung Bahari are as follows:

1. Supporting Factors Supporting factors for the implementation of public services in SPBN Kampung Bahari, namely; First, each stakeholder involved in the partnership has adequate capacity both in terms of capital and experience. Second, it is located in a strategic location, namely in the city area and close to the center of fishing activities, Third, the purchasing power of the people who always increases if the weather is normal and the catch is abundant. Fourth, the awareness of the fishermen of the function and purpose of the SPBN construction is to serve them so that they are enthusiastic to use SPBN Kampung Bahar services.
2. Inhibiting Factors Barriers experienced by SPB Kampung Bahari in public services are: First, Inadequate facilities due to many are damaged due to corrosion. Secondly, there are people who often rely on their vessels in the SPBN area so that ships that want to refuel BBM cannot directly reach the SPBN. Third, PT. Pertamina (Persero) related to the allocation of additional and reduced fuel quota. And Fourth, unfriendly weather conditions in December and January caused no fishermen to transact in the SPBN Kampung Bahari.

Conclusion

1. In a theoretical point of view, a partnership implementation model that exists between the Bengkulu City Government and PT. Petronusa is a Public Authority model, namely; In the case of partnerships that occur in SPBN Kampung Bahari, the purpose of the City of Bengkulu Government instructs Regional Companies "Aneka Usaha" to partner with PT.

Petronusa in order to provide fuel services for the fishing communities in the city of Bengkulu is to establish business relations between the government and the private sector, which hopes to increase local revenue (PAD) as well as hand over the affairs of public services which are actually the authority of the government to be authorized by the private sector.

2. In the case of the response of the fishermen of the Kampung Bahar SPBN service users to the quality of services provided, the quality of service in SPBN Kampung Bahari is from aspects; Reliability, Responsiveness, Competence, Courtesy, Understanding, Credibility, Communication and Security are classified as "Good". Whereas in the case of Tangibles and Access, the SPBN service users of Kampung Bahari have diverse opinions due to differences in perceptions of the problem of the condition of the SPBN facilities at Kampung Bahari and the location of the SPBN Kampung existence in the Bengkulu City area.
3. The response of the community to the quality of services organized by SPBN Kampung Bahari is influenced by several things that support the implementation of its services, which include; The capacity of the stakeholders involved, the accuracy of the location, the purchasing power of the community and the awareness of the community as well as the existence of things that hinder the implementation of public services in the SPBN Kampung Bahari which includes: Conditions of service support facilities. Pertamina (Persero) which is less flexible and unfriendly weather conditions in certain months.

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PARTNERSHIP BETWEEN GOVERNMENT AND PRIVATE VOCATIONAL SCHOOL IN PUBLIC SERVICES
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Keywords: public services , public private partnership, SPBN

Preliminary

Indonesia is a country that adheres to the basis of social welfare in accordance with what is stated in the Preamble to the 1945 Constitution which mandates that the purpose of the State of the Republic of Indonesia be established, among others, to promote the general welfare and educate the life of the nation. The mandate implies that the State of Indonesia is obliged to improve the lives of every citizen / community through a system of government that supports the creation of quality public services in order to fulfill the needs of the community to achieve a prosperity.

There are many factors that cause public services in Indonesia to be unable to fulfill the wishes of the community, including the lack of infrastructure for public service goods and services. In the service of public goods for example, the Central Government through the Ministry of Energy and Mineral Resources (ESDM) together with PT. Pertamina (Persero) in order to provide excellent service for the fishing community has made the program of establishing a Fishermen Filling Station (SPBN), the aim is that the fuel subsidy in the form of diesel fuel can be properly distributed to fishermen and ensure fishermen to always get fuel supply without having to fight with land vehicle users who buy diesel fuel at the General Fuel Filling Station (SPBU). However, the number of SPBN in various regions is still lacking when compared to the needs of fishermen so that public services are not carried out properly because the fishermen are still having difficulties in obtaining diesel fuel.

The fisheries and marine sector is one of Indonesia's mainstay sectors. More than 2 (two) million fishermen and 10 (ten) million Indonesian citizens depend their lives on the abundance of fish in the archipelago (www.menkokesra.go.id).

Based on the data above, the fisheries and maritime sector is a potential economic potential of the State of Indonesia and has an extraordinary economic effect for millions of Indonesian citizens so that the Government of the Republic of Indonesia needs to provide special services for citizens who depend on the sector for their lives.

As an effort to provide public services for fishermen, the Bengkulu City Government represented by Regionally Owned Enterprises (BUMD), namely Regional Enterprises "Aneka Usaha" (PDAU) also implemented the program. The steps taken by the City of Bengkulu Government are by establishing partnerships with the private sector, namely PT. Petronusa to provide services to fishermen in the city of Bengkulu.

The results of the partnership between Bengkulu City's "Various Business" (PDAU) Regional Company and PT. Petronusa is in the form of the establishment of a Fishermen's Fuel Filling Station (SPBN) located in the area of the Bahari Bahari Fish Auction Place (Kelurahan Kampung Kelaya), Sumber jaya Subdistrict, Kampung Melayu Subdistrict, Bengkulu City. The Bengkulu City Government's step in partnering with the private sector is a smart effort in the effort to implement quality public services. Because according to Uphof in (Hasbi, 2010), states that "To provide quality public services that require synergistic interaction of various actors or institutions that include the public sector (government), private (private) and civil society".

Based on the background described above, then the formulation of the problem in this study are: (1) What is the partnership that exists between the government and the private sector; (2) What is the response of the community to the quality of services provided; and (3) What are the supporting factors and obstacles to the implementation of public services at the Fishermen's Fuel Filling Station (SPBN) of Kampung Bahari, Sumber jaya Subdistrict, Kampung Melayu Subdistrict, Bengkulu City.

Literature review

1. Governance and Good Governance

   According to Sumarto (2003), governance can be interpreted as "mechanisms, practices and citizens regulating resources and solving public problems". This is in line with the definition given by the United Nations Developments Program (UNDP) in Basuki (2006) which states that Governance is "the exercise of authority in the economic, political and administrative fields to manage various state affairs at every level and is a policy instrument country to encourage the creation of social cohesion ".

   In terms of Good Governance, Basuki (2006) interpreted it as an effort to change the nature of the government (Government) which originally tended to work alone without regard to the aspirations of the community, to be an aspirational government. As with Basuki, Tjiptoherijanto (2010) defines Good Governance from the point of view of the expectations of the actors involved in decision making, stating that Good Governance is governance that seeks to meet the expectations of the parties involved in decision making.

   With the involvement of stakeholders, decision making in public services will get careful consideration and all stakeholders' wishes will be achieved. The elements of Governance stakeholders according to Sjamsuddin (2006) include; individuals, organizations, institutions and social groups whose existence is very important for the creation of effective governance. These elements can be grouped into three parts, namely:

   a) Country (State)

      The definition of state / government (State) in this case generally covers all political institutions and the public sector. The role and responsibility of the state or government include the implementation of public services, the holding of power to govern, and building an environment that is conducive to the achievement of development goals at the local, national and international and global levels.

   b) Private sector (Private sector)

      Private sector actors include companies that are active in the interaction of market systems, such as: manufacturing, trade, banking and cooperatives, including informal

sector activities. The role of the private sector is very important in the pattern of governance and development, because of its role as an opportunity to improve productivity, employment, sources of revenue, public investment, business development and economic growth.

c) Civil society

Civil society includes individuals and groups of people who interact socially, politically and economically. Civil society not only checks and balances the powers of government and the private sector but also contributes and strengthens the other two elements, such as helping to monitor the environment, depleting resources, pollution and social atrocities, contributing to economic development by helping to distribute the benefits of growth a more equitable economy in society, and offering opportunities for individuals to improve their living standards.

2. Public Services

Theoretically, Tjiptoherijanto (2010) states that public service is the management of the supply of goods / services directly or indirectly by the government to achieve social welfare in Pareto conditions. While Dwiyanto (2006) defines, public service is a series of activities carried out by the public bureaucracy to meet the needs of citizens and users. The statement is in line with Sinambela (2006) which states that public service is the fulfillment of the needs and needs of the community by state administrators.

Public services as a form of public goods provided by the government should be balanced with good service quality so that the public will put their trust in the government. In addition, according to Dwiyanto in (Hashim, 2006) quality public services are a strategic point to begin the development of Good Governance and to improve the quality of public services one way is to involve the interests of all elements of Governance.

As for measuring the quality of public services according to Zeithaml (Puspitosari, 2012) based on the following indicators:

a) Tangibles
This means that the quality of services in the form of office facilities, waiting rooms, and others.

b) Reliability
That is the ability and reliability to provide trusted services

c) Responsiveness
Namely the ability to help and provide services quickly and accurately, and responsive to consumer desires

d) Competence
That is the ability by service providers to convince and foster consumer confidence

e) Courtessy
Namely service providers must pay attention to norms and ethics that apply in order to provide a sense of comfort

f) Credibility
Public service providers must be trusted by the community in order to provide a sense of justice, satisfaction and information that can be accounted for

g) Security
A sense of security in various services to the community must be the main motto in the implementation of public services

h) Access
Public services are actually services provided to all the general public until the rules limit it, so that public services must be easily accessible

i) Communication
Communication is the simplest tool in providing quality services. So that communication in service needs to be maintained and always open

j) Understanding
Public services must understand what the community wants. If public services are built based on understanding, then the service will be on target.

3. Partnership

According to Sulistyani in (Marsiatanti, 2011), partnership in etymological perspectives is adapted from the word Kemitraan and comes from the root word partner, which means "partner, partner, partner, or component". While the partnership is translated into partnership or partnership. Thus, partnership can be interpreted as a form of alliance between two or more parties that form a cooperative relationship on the basis of agreement and a sense of mutual need in order to improve capability in a particular business or specific purpose, so as to obtain better results. In the context of partnerships between the government and the private sector or the Public Private Partnership according to Mahmudi (2007), it is interpreted as a work unit of government service providers and government business units (BUMN / BUMD) that work together with the private sector and the third sector.

While Amirullah in (Irianti, 2011) stated, Public Private Partnership is a collaboration to give part of the government's authority to the private sector to carry out part or all of the development and or operation of infrastructure. Cooperation is a concept based on trust in a work team to achieve mutually beneficial goals between partner members where each partner always tries to resolve conflicts or procedural differences so that it will benefit each party.

As for the implementation model of Public Private Partnership, Savas dalam (Irianti, 2011) states that partnerships between the government and the private sector can be carried out with several concepts including fully public (full government) to fully private (full private).

4. Conceptual Framework

In this study, researchers used an analysis of the implementation model of the Public Private Partnership from E. Savas. While to measure the quality of public services in the object of this study, the authors use the service quality indicators expressed by Zeithaml, et all.

Research Methods

The research method used in this study is a descriptive method with a qualitative approach. As expressed by Moleong (2004) who argues that a qualitative approach is research that intends to understand the phenomenon of what is experienced by the subject of the study for example, behavior, perception, motivation, action, holistically, and by way of description in the form of words and language, in a special natural context and by using it as a natural method ".

The location of this research is in the City of Bengkulu, while the research site is the Office of the Refueling Station for Fishermen (SPBN) Kampung Bahari Sumber Sumber Jaya

Village, Malay Village District, Bengkulu City, Regional Office of "Various Businesses", Bengkulu City and PT. Petronusa in Bengkulu City.

Sources of data in this study were obtained through two sources, namely primary data sources and secondary data sources obtained by several data collection techniques, namely: interviews, observation and documentation. The research instrument used in this study was the researcher himself, interview guidelines, field notes.

While the method of data analysis used in this study is Interactive Model as expressed by Miles and Huberman (1992). This analysis technique consists of several components, namely data collection, data reduction, data presentation, and conclusion drawing.

Discussion

Partnership between the government and the private sector in the public service must be carried out proportionally, each actor involved needs to unite the power to achieve the goals that are partnered, namely in the form of quality public services.

a. Partnership Interacted between Government and Private in Organizing Public Services at the Fishermen's Refueling Station (SPBN) of Kampung Bahari, Sumber Jaya Village

   In a partnership, there are at least two people or institutions (Stake-holders) involved. Whereas those involved in partnership in public services in SPBN Kampung Bahari are Regional Enterprises "Various Businesses" in Bengkulu City and PT. Petronusa.

   Both stakeholders involved have different capacities so they can complement each other. The capacity of Regional Enterprises "Various Enterprises" Bengkulu City, namely: First, Is a company owned by the local government and if needed every year will get additional capital participation from the City Government of Bengkulu, Secondly, It has experience in the business world because it was established since January 14, 1969 ,

   Third, has a varied business unit (trade, printing, workshop, agribusiness and non-bank financial services.

   Fourth, has an adequate number of employees (62 employees). While the capacity owned by PT. Petronusa are: First, Experienced in terms of employment contracts with PT. Pertamina (Persero) because it was previously a Pertamina Asphalt agent and once managed a gas station. Second, have sufficient capital. Third, business management is neater and more effective in the use of human resources (HR).

   In the partnership that exists, the two stakeholders both have tasks and roles that must be carried out. The concrete role of PT. Petronusa in establishing the SPBN Kampung Bahari, namely: First, the management of permits and administrative requirements. Second, include capital. PT. Petronusa also acts as the owner of capital in the establishment of the SPBN Kampung Bahari. So by sharing capital for the establishment of the SPBN Kampung SPBN between the Regional Enterprises "Various Enterprises" of Bengkulu City and PT. Petronusa both have an equal position in business control. Third, the person in charge of solar redemption, namely PT. Petronusa has a role to order solar from PT. Pertamina (Persero). This is because those who have power over the establishment of the SPBN from PT. Pertamina (Persero) is PT. Petronusa, so all SPBN administrative matters and data about SPBN are all in the name of PT. Petronusa, thus, who has access and authority to redeem diesel fuel to PT. Pertamina (Persero) is not the SPBN manager (Manager) but PT. Petronusa.

   While the duties and role of Regional Enterprises "Various Enterprises" in the city of Bengkulu in the partnership are: First, the responsible SPBN Kampung Bahari operational, which is responsible for the implementation of the service process to fishermen starting

Solar from Depo PT. Pertamina (Persero) came to report distribution results. Second, as the owner of a portion of business capital. So in establishing the SPBN Kampung Bahari, the business capital does not only come from one of the stakeholders but comes from the two stakeholders involved in the partnership.

As for knowing the partnership model between the government and the private sector that occurs in SPBN Kampung Bahari, it can be known by looking at the purpose of the partnership. In the case of partnerships that occur in SPBN Kampung Bahari, the purpose of the Bengkulu City Government instructs Regional Enterprises "Various Businesses" in Bengkulu City to partner with PT. Petronusa in order to provide fuel services for fishermen in the city of Bengkulu is to establish business relations between the government and the private sector, which hopes to increase local revenue (PAD) as well as hand over the affairs of public services which is actually the authority of the government to be the authority of the private sector.

The implementation model of the partnership above, if combined with the opinion of Savas in (Irianti, 201) is classified as a model of the Public Authority, namely: "The government is regarded as the owner of full authority over public services such as clean water, electricity, transportation and telecommunications services. For that, to maximize its performance, the government needs to partner with the private sector (private) so that its management prioritizes business relations rather than politics ".

b. Community Response to the Quality of Services Organized by the Fishermen's Refueling Station (SPBN) of Kampung Bahari, Sumber Jaya Village, Kampung Melayu Subdistrict, Bengkulu City.

SPBN Kampung Bahari is a business unit as well as a service unit founded on partnerships between the government and the private sector to provide quality fuel services for fishermen.

As for one of the steps used to find out the results of a partnership in the implementation of public services is to test it based on the opinions of the users of services related to the following service elements:

1. Tangibles are the quality of services in the form of office facilities, waiting rooms, and others. Physical facilities and facilities in the SPBN Kampung Bahari are complete but in a condition that is not intact. The SPBN building suffered a leak when the rain fell, the canopy roofs in the SPBN area were also damaged due to the beach winds and many iron material facilities were subjected to corrosion. However, based on interviews with users of their services, there are still facilities in the SPBN Kampung Bahari which claim to be good and comfortable. This is based on the habits of fishermen who are more concerned with the essence of service (fuel distribution) than the convenience of facilities.
2. Reliability is the ability and reliability to provide trusted services. Trusted services are a must for all sectors of public service. If the users have believed it, the satisfaction of the service users will increase. In the case of providing trust to the users of their services for the amount of fuel in the SPBN of the Bahari Village, the Industry and Trade Office routinely checks and inspects the measuring instruments used. In addition, the Department of Industry and Trade also routinely supervises the distribution of Subsidized Solar conducted by SPBN Kampung Bahari and journalists often cover Solar distribution activities at SPBN Kampung Bahari. Thus, fishermen who become SPBN service recipients strongly believe in the services provided by SPBN Kampung Bahari.

3. Responsiveness is the ability to help and provide services quickly and accurately, and responsive to consumer desires. Kampung Bahari SPBN is considered very responsive by its service users, this is because the services provided are not convoluted and fast, so that when its service users boom in the afternoon, all can be served by the SPBN Kampung SPBN officers. Efforts made by the SPBN management of Kampung Bahari to improve service responsiveness are by removing the service requirements that should be applied to its service users, such as vessel documents or proof / sign of fishermen because officials at the SPBN have memorized the fishermen who often get their services .
4. Competence namely the ability of service providers to convince and foster consumer confidence. The competence of officers in SPBN Kampung Bahari, although there are only 2 officers who have an S1 certificate from a total of 8 officers, get a "Good" rating from the users of the service. The above is because the working hours of the officials in the SPBN Kampung Bahari are very high. All officers have worked for more than 1 year and have been very proficient in providing services. Service users can also be served well even at the height of the crowd.
5. Courtessy, namely service providers must pay attention to norms and ethics that apply in order to provide a sense of comfort. The officers in SPBN Kampung Bahari are all Javanese tribes and the majority are also served by Javanese, Bugis and Medan people. Thus having the same values and ethics so that in the implementation of the service will understand each other and understand how and what should be done by the service providers and recipients, and the recipients of Kampung Bahari SPBN services also state that aspects. Courtessy in SPBN Kampung Bahari is classified as "Good"
6. Credibility, namely the public service provider must be trusted by the community to provide a sense of justice, satisfaction and information that can be accounted for. Kredibilias SPBN Kampung Bahari received a "Good" rating from its service users. The assessment is because the Kampung Bahari SPBN Manager always tries to work according to the prevailing rules, which is only selling Solar to fishermen, not to other sectors, even though during bad weather there is not even one fisherman who uses the service.
7. Security, namely the sense of security in various services to the public must be the main motto in the implementation of public services. Security in organizing public services can be done in many ways, either using methods that rely on tools or rely on officers. Generally public facilities such as banks, supermarkets and stations in maintaining the security of their services involve security personnel or security guards. However, what is done by the SPBN management of Kampung Bahari is not the case. Kampung Bahari SPBN managers use local residents to be their security guards by recruiting influential people around the Kampung Bahari SPBN area to be recruited to become employees while aiming to maintain security. The result is that service users in the SPBN Kampung Bahari consider that transactions in SPBN Kampung Bahari are "very safe".
8. Access, public services are actually services provided to all the general public until the rules limit it, so that public services must be easily accessible. The current government regulation is that fishermen are required to buy Solar in SPBN, but in Bengkulu City there is only 1 unit of SPBN, namely SPB Kampung Bahari. This SPBN is located in the city of Bengkulu even though the fishermen in the city of Bengkulu are scattered throughout the coastal areas so that in terms of Access, the fishermen who use the SPBN Kampung Bahari services give mixed responses. The response from fishermen from

Bengkulu City states, Kampung Bahari SPBN is very easy to access because the location is very strategic, but for fishermen from other Bengkulu City areas (especially the area of melted wells and zakat beach) consider that SPBN Kampung Bahari is very difficult access because of the very long distance.

9. Communication is the simplest tool in providing quality services. So that communication in service needs to be maintained and always open. Communication carried out by the service officers in the SPBN Kampung Bahari gets good value from the users of the service because the officers are very communicative and can familiarize themselves with the users of the service. However, the good communication is not matched by the use of adequate media so that it only relies on oral communication that only a few people can accept and respond to.
10. Understanding, Public services must understand what the community wants. If public services are built based on understanding, then the service will be on target. The efforts of SPB Kampung Bahari managers to understand the desires of users of their services have been very good. SPBN managers do not want their users to feel hampered to get services. When there are many service users lining up, managers try to understand it by allowing them to serve themselves because if they wait to be served by officers, the service will be slow. In addition, when the supply of diesel fuel is limited, the SPBN management also seeks to understand the desires of its service users by proportionally sharing the distributed fuel so that all service users are equally supplied with fuel for the purpose of fishing.

c. Supporting and Inhibiting Factors in Organizing Public Services at the Fishermen's Fuel Filling Station (SPBN) of Kampung Bahari, Sumber jaya Village, Kampung Melayu Subdistrict, Bengkulu City

In public services, there must be things that can support and hinder their implementation. The things that support and inhibit the implementation / implementation of public services in SPBN Kampung Bahari are as follows:

1. Supporting Factors Supporting factors for the implementation of public services in SPBN Kampung Bahari, namely; First, each stakeholder involved in the partnership has adequate capacity both in terms of capital and experience. Second, it is located in a strategic location, namely in the city area and close to the center of fishing activities, Third, the purchasing power of the people who always increases if the weather is normal and the catch is abundant. Fourth, the awareness of the fishermen of the function and purpose of the SPBN construction is to serve them so that they are enthusiastic to use SPBN Kampung Bahar services.
2. Inhibiting Factors Barriers experienced by SPB Kampung Bahari in public services are: First, Inadequate facilities due to many are damaged due to corrosion. Secondly, there are people who often rely on their vessels in the SPBN area so that ships that want to refuel BBM cannot directly reach the SPBN. Third, PT. Pertamina (Persero) related to the allocation of additional and reduced fuel quota. And Fourth, unfriendly weather conditions in December and January caused no fishermen to transact in the SPBN Kampung Bahari.

Conclusion

1. In a theoretical point of view, a partnership implementation model that exists between the Bengkulu City Government and PT. Petronusa is a Public Authority model, namely; In the case of partnerships that occur in SPBN Kampung Bahari, the purpose of the City of Bengkulu Government instructs Regional Companies "Aneka Usaha" to partner with PT.

Petronusa in order to provide fuel services for the fishing communities in the city of Bengkulu is to establish business relations between the government and the private sector, which hopes to increase local revenue (PAD) as well as hand over the affairs of public services which are actually the authority of the government to be authorized by the private sector.

2. In the case of the response of the fishermen of the Kampung Bahar SPBN service users to the quality of services provided, the quality of service in SPBN Kampung Bahari is from aspects; Reliability, Responsiveness, Competence, Courtesy, Understanding, Credibility, Communication and Security are classified as "Good". Whereas in the case of Tangibles and Access, the SPBN service users of Kampung Bahari have diverse opinions due to differences in perceptions of the problem of the condition of the SPBN facilities at Kampung Bahari and the location of the SPBN Kampung existence in the Bengkulu City area.
3. The response of the community to the quality of services organized by SPBN Kampung Bahari is influenced by several things that support the implementation of its services, which include; The capacity of the stakeholders involved, the accuracy of the location, the purchasing power of the community and the awareness of the community as well as the existence of things that hinder the implementation of public services in the SPBN Kampung Bahari which includes: Conditions of service support facilities. Pertamina (Persero) which is less flexible and unfriendly weather conditions in certain months.

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Healthy from the Village
(Village Communities Health Empowerment Strategy Based on Capacity Development)

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ABSTRACT

The village as the smallest government in the formal scope of the unitary state of the Republic of Indonesia is currently an interesting focus to study, especially since the Village Fund Allocation (ADD) was rolled out by the central government of 1 billion per village, making the village actively build in all aspects. One of the focus in the development of the village communities is the health sector, as this area is considered as one of the main pillars in the effort to build a nation.

Empowerment in the health sector is absolutely necessary as an alternative in adjusting the varying conditions of villages in Indonesia, in other parts the empowerment program also refers to adjustments from the world programs contained in the SDG's (Sustainable Development Goals).

This paper tries to give perspective about the urgency of health empowerment for village communities based on capacity building as one of the ideas offered in preparing technical policies for the health sector in the village.

In another section details the empowerment program for village communities which are based on the capacity development aims to facilitate the passage of the program and must be adjusted to the potential of the existing village.

Keywords : Village, Empowerment, Village Communities Health, Capacity Development

Preliminary

Concerns about community empowerment, especially for rural communities, are now undergoing a lot of change, this is also supported by the direction of the development program in Indonesia has been so dynamic. Various studies and research provide results which certainly contribute to the development of the village as the last basis to provide a new understanding of the meaning of the village that remains beautiful but modern, including independence. Or also maintain local wisdom but still be able to adjust the whole village without being eroded by globalization.

Including the community as part of development policy has become a major issue in recent years, bottom-up policies in accordance with the needs of the community make the

government align with various programs so that the results of the development process are on target. But in other parts there are still many shortcomings, the village is still seen as an area that is left behind in everything. Whether it's the infrastructure, human resources, until the issues are rife current financial abuse is occurring village by headman would lead to renewed conflict resulted in the villages. There is a new problem that precisely since the village funds were rolled out rather than to achieve the targets of village development programs, in fact in some cases the headman has misused village funds, or used village funds for personal gain.

One important issue for village development is the health sector recorded many health programs is a priority, such as the availability of clean water, improvement Polindes, reactivation of Posyandu, to be provided salaries for health workers in the villages. This actually cannot be separated from the ideal ideal that health is actually one of the basic needs for every human being.

Since the village fund was rolled out, it was noted that the results of infrastructure development to fulfill basic health needs included clean water infrastructure 42,209 units, wells 6,334 units, MCK 22,049 units, drainage 32,788 units, posyandu 20.303 units, polindes 2,568 units, sports facilities 12,794 villages. (Technical guidelines for village article writing, 2018).

From these data have a lot of improvement in the quantity of which is already built, but which could later be questioned what all then once built can run effectively all of the programs, how to villages in the hinterland, and much more real can lead to long discussions.

Number of villages in Indonesia

Determining the direction of health development when viewed from the eyes of the village for Indonesia in the category of countries comprises many islands that many would require an appropriate strategy, this can be based on a simple problem, for example on one side of the territory in Indonesia can be seen progress but in some other parts still very far behind, especially in the countryside. This situation is also reduced if the villages in the island of Java are certainly more advanced than villages outside Java.

According to data from the Central Statistics Agency (BPS) and the Ministry of Home Affairs (Kemendagri) the number of villages in Indonesia is increasing, there is a unification of hamlets as a condition of the formation of villages that are increasingly growing. Based on data compiled from BPS the number of villages in 2003 the number of villages was 4749 villages, then in 2014 there were 62517 villages (bps.go.id). Meanwhile in 2016 in accordance with the exposure of the Directorate General of Budget (DJA) Ministry of Finance, Village Fund Accountability, which refers to data from the Ministry of Home Affairs, said the number of villages previously in 2015 totaled 74,093, an increase of 661 villages, and now in the year 2016 the number of villages in Indonesia reached 74,754 villages.

The increasing number of villages from year to year can actually be seen by that it is set in the village expansion mechanism pursuant to Act 6 of 2014 on the village, the village expansion requirements include:

1. Limit of the age of the main Village at least 5 (five) years from the establishment;
2. The number of inhabitants, (must be in accordance with the amount set out in Article 8 of the Act 6 concerning Villages);
3. Work areas that have access to transportation between regions;
4. Socio-culture that can create harmony in community life in accordance with village customs;
5. Has potential that includes natural resources, human resources, and supporting economic resources;
6. Village boundaries stated in the form of Village Maps as stipulated in the Regents / Mayors regulations;
7. Facilities and infrastructure for the Village Government and public services; and

8. Availability of operational funds, fixed income and other benefits for the apparatus of the Village Government in accordance with the provisions of the legislation.

So that based on the above regulations, the number of villages will increase in number because it will simply allow the number of villages to develop (guaranteed by existing regulations). In another part of the increasing number of villages should be able to improve the welfare of the villagers it also can accelerate development, including in it certainly is the health sector for the villagers.

Concept of Village Health Empowerment Model

Understanding the direction of health policy for the village, of course, that must understand it is fundamental that the purpose of the health sector program should be addressed to the villager communities (human), because human resources are the focus of the development of a country. As a conceptual guideline using the Human Development Index (HDI) is a comparison measurement that starts from:

a. Life expectancy
b. Literacy and education
c. Standard of living

The HDI is used to classify whether a country is a developed country, developing country or underdeveloped country and also to measure the influence of economic policy on quality of life, then also in the Human Development Index (HDI) is one way to measure the level of physical and non-physical quality of the population. Physical quality is reflected in life expectancy; while non-physical quality (intellectuality) through the length of the average school population and literacy rate; and consider the economic capacity of the community as reflected in the value of purcashing power parity index (PPP).

By the Indonesian government this HDI was then sent down to each province, and then the value could be found nationally so that the final value of each of these provinces became Indonesia's HDI. For each province the HDI value may be different, although accompanied by general indicators that have been compiled. The main objective of the measurement of the HDI is to create a good quality of life so that it can improve the basic capacity of the community in sustainable development.

Then in addition, of course there are goals from the MDG's (Millennium Development Goals) which are then followed by SDG's (Sustainable Development Goals) because Indonesia as a part of the world inevitably has to comply with UN goals, and specifically for Indonesia the latest health policy the existence of the BPJS (Social Security Administering Body) in which it relates to citizens' health care.

Empowerment is interpreted simply as an alternative to development that includes the community to play an active role in development programs, in the process ideas that come from the community become guidelines for developing policies. If the government previously provided a top-down program, then in the context of empowerment, the community is given the space to adjust their situation and their environment according to their needs (bottom-up). There is a space for sharing power in this government to the public, this is then the opportunity for the community to be able to determine their own destiny according to their needs by remaining guided by the development policies or programs that are the direction of the government. The concept of village empowerment in Indonesia with all kinds of regional potential, human resources, and customs, of course requires different models of empowerment, this is the challenge for the government, as well as for the whole community. The concept of health empowerment if understood will find a final concept, namely the independence of the community in the health sector.

Community empowerment of health efforts so that Indonesian people become healthy is in accordance with the Act of the Republic of Indonesia Number 36 of 2009 concerning health, that health development must be aimed at increasing the highest awareness, willingness and ability of community life, as an investment for the development of community resources. Everybody is obliged to participate in realizing, maintaining and improving the community's health status as high as possible. The government is responsible for empowering and encouraging the active participation of the community in all forms of health efforts.

The empowerment strategy for the village focuses primarily on households, then on community groups, using village funds. as is known the village gets funds disbursed from the APBN on average Rp. 1 billion per village every year. This amount of funding will be very significant for the empowerment of village communities. Clean and Healthy Life Behavior (PHBS) and the development of Community-based Health Efforts (UKBM) will be more likely to be pursued at the household level in the village. There is a paradigm shift emphasized in village communities that the healthy paradigm is an effort to keep healthy people healthy, suppressing promotive and preventive services. These two things are mutually supportive and can work together, because this is where the scope of health is in the community. A simple example is the suggestion that hand washing before eating is a preventive measure, then raising awareness to breastfeed a baby with breast milk is an example of promotive action. Both of these if done according to the conditions of villages in Indonesia are very possible, because health programs for villagers will be easily achieved.

Current Village Conditions

In maximizing health empowerment in the village coupled with the use of village budget funds, The Ministry of Health has made a pocket book as a guide in the allocation of village funds with the aim of its activities, namely the improvement of the implementation of health empowerment and promotion to the community and the indicators of achieving these targets, among others, the percentage of villages that use 10% village funds for UKBM by 50%.

Then when viewed from the existing problems according to the Central Statistics Agency (BPS) in 2014 that all villages in Indonesia experienced pollution, there were three pollution that became reference to this data, namely water pollution, soil pollution and air pollution. From each of the three indicators, it can be seen that actually village problems in Indonesia are vulnerable to pollution.

From the data, villages in Java are very vulnerable to pollution, for example villages in West Java Province, which have been polluted by 1,131 villages, to contaminate village land in Central Java Province, 183 villages, but for the village category with air pollution. in fact there are 2,076 villages in North Sumatra Province. Besides that, it can also be seen that the number of villages that experienced the least water pollution was West Sulawesi Province as many as 22 villages, then for the least amount of village land pollution in DKI Jakarta Province as many as 2 villages, while for the villages that experienced the least air pollution were in DKI Jakarta Province is 17 villages.

This data was indeed 4 years ago, but what critics say about the current conditions (the latest data), with DKI Jakarta Province being the village with the least pollution, is it, or assuming that the behavior of the villagers in DKI Jakarta is such healthy so that the least experienced pollution, or also when compared to that of the villagers outside Jakarta is underdeveloped in health consciousness so high pollution level.

If the prism of the data above, the main challenge is that the villages too which have been considered as a comfortable, beautiful and beautifully turned out to save the vulnerability to pollution, who is then responsible turns the focus of preventive and promotive, in some cases, be curative and rehabilitative especially for villagers.

Health Capacity Development in the Village

What can then be used as a model solution to health problems in the village when all villages in Indonesia are polluted, while in other parts of poverty is also an important thing to be explained. Different villages are certainly different from the empowerment model, villages in the interior, villages on the coast, villages in the valley, and all the characters that require a plan and action that cannot be of origin. A concept given by the United Nations International Children's Emergency Funds (1999), that empowerment is defined as a process of enabling people to increase control over decisions and actions that affect public health, aims to mobilize vulnerable individuals and groups by strengthening basic life skills and increasing influence on matters that underlie social and economic conditions. Then also in another section it is stated that community empowerment is all facilities that are non-instructive facilities to improve the knowledge and ability of the community to be able to identify problems, plan, and solve them by utilizing local potential and existing facilities, both from cross-sectoral institutions and NGOs and community leaders.

There is a synergistic collaboration of all parties, that pollution in the village can be said to need serious attention. In other parts of the local government, for the sake of PAD (Regional Original Revenue), it also contributes to the role of pollution, for example, it is easy to give mining permits, average plantation permits without proper study, thus contributing to all this. There are things that influence each other on the one hand the local government needs to charge for development for the benefit of the villagers, but on the other hand nature and the environment are sacrificed, the most affected by this is certainly the village community.

Capacity building or in some concepts equated with capacity strengthening can be an alternative to gradually improve this. According to UNDP (United Nations Development Program) and CIDA (Canadian International Development Agency) in Milen (2004) provides an understanding of capacity building as a process by which individuals, groups, organizations, institutions, and communities improve their ability to:

a. Produce performance implementation of core tasks and functions, solve problems, formulate and realize the achievement of the stated goals.
b. Understanding and meeting the needs of development in a broader context in a sustainable way.

This is in line with the concept of capacity development according to Grindle (1997) which states that capacity building as an ability to perform appropriate task is effective, efficient and sustainable. This is interpreted as an ability to perform tasks that are effective, efficient and sustainable. then Strengthening capacity by Eade and William in Shaughnessy (1999), is: "... Strengthening people's capacity to Determine Reviews their own values and priorities and to organize Themselves to act on Reviews These, the which is the basic for development." It is understood that "... strengthen the capacity of people to determine their values and priorities and to organize themselves and act in activities that are the basis of development".

Furthermore, from the same source it was also stated that there were three elements as capacity strengthening, namely:

1. Human development is mainly in the fields of health, education, food, technical skills.
2. Restructuring government and private organizations to create skilled workers can function effectively socially.
3. The political leadership that understands that the institution is a unity that is fragile and easily destroyed, therefore, requires the development of a sustainable activity.

In connection with the three elements of capacity building mentioned above, it is necessary to strengthen the capability of personal characteristics as the management of the organization in terms of health, in the form of education and technical skills and financial support for organizational progress. Then organizational restructuring can be useful in personal placement according to expertise (the right man on the right place) in order to function in organizational activities such as enthusiasm and ability to cooperate will improve the quality achieved continuously.

Another opinion is also said that what is meant by capacity building is to describe a series of actions ranging from developing human capacity / capabilities directly, restructuring the organization and marketing of labor. Capacity strengthening is a change in the behavior of individuals, organizations and community systems in achieving goals that are effectively and efficiently.

Therefore according to Supeno (2002), capacity strengthening means behavior changes to:

1. Improve individual abilities in knowledge, skills and attitudes.
2. Improve institutional capacity in organization and management, finance and culture.
3. Improve the ability of the community in independence, self-sufficiency and anticipating change.

It can be done is simple especially in the rural sphere, for example:

1. Socializing knowledge and insights to citizens about the diseases that will arise due to pollution, impacts and prevention as to what and how, this can be done by coordinating with the health department.
2. Train health cadres (in groups) to identify what diseases people often suffer from pollution, while still coordinating with the health department.
3. Reporting to the authorities can go to village officials, health services, or if possible to the police if there are findings of pollution in rural areas
4. Make lots of pilot areas in the village for pollution prevention.
5. Always maintain nature and the environment around rural areas.
6. Conduct a time-adjusted evaluation according to the priority program or activity.

There is readiness and strategy so that all of this can work well, coordination to synergize between the government, village officials, and villagers. Because in the context of the discussion of capacity building that individuals must be skilled as health cadres, then form health cadre groups, then supported by the government. There is room for the villagers to determine which is best for them in accordance with the positive issues that exist in their environment, with regard to the potential which is owned by the village, and also perhaps whether there is a conflict when all the issues - the positive issues applied.

There is a high expectation that the priority of the use of village fund allocation can run well and maximally, especially for the health sector, especially in the village. Required middle way to really pay attention to the best decisions for the village, so the village could avoid misappropriation of funds. On the other hand physical development is also important, for example roads, bridges, all of which are inseparable parts of the constructing village because so far the access of the citizens is hampered due to the lack of facilities.

Conclusion

In the coming years, villages in Indonesia will always increase, and of course this will increase the burden on state expenditures, there must be appropriate priorities from each village to determine its development, accompanied by an adequate evaluation. The health sector for the villagers must be a thing that also gets attention, because villages that are considered as beautiful, comfortable, or beautiful areas are vulnerable to pollution.

There will be many models of empowerment, especially for the health sector because each village in Indonesia has a different character, so the support of the government as having more power must move all the potential that exists in the village, such as human resources, village areas, superior products and so forth for the realization an independent village. One model that can be used is by developing capacity in supporting development programs for villages.

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Building Independent Villages through Collaborative Governance by Village-Owned Enterprises
(Best Practice from Panggungharjo Village, Central Java, Indonesia)

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Abstract

This study aims to develop a collaborative governance model applied by village-owned enterprises called "BUMDes" which has become one of the keys to the success of the village government in improving the economy and welfare of rural communities becoming an independent village. The research method used is descriptive qualitative method with a case study approach that is by taking the setting and research focus on the success of BUMDes in the village of Panggungharjo, Bantul Regency, Central Java Province. Primary data collection was carried out through in-depth interviews with several key informants and supporting informants, which were determined by snowball sampling. The main informants consisted of: the village head, the head of the village deliberation body, and the village secretary who then rolled out to several supporting informants consisting of the BUMDes officials, community leaders, and the private sector who collaborated with the Panggungharjo BUMDes. In addition, secondary data needed is obtained through documentary studies. This research will produce a collaborative governance model that is expected to be used as a reference for the management of other BUMDes in Indonesia.

Keywords: village-owned enterprises, collaborative governance, community welfare.

Introduction

since the Village Fund Allocation Program was implemented in early 2015, villages in Indonesia are increasingly eager to establish Village Owned Enterprises or called BUMDes. BUMDes are managed by the village government and the village community to strengthen the local economy. BUMDes built based on the village needs and potency. BUMDES is a pillar of economic activity in the village that functions as a social institution and at the same time as a commercial institution that aims to, expand market access, create a conducive business climate, improve the economy, provide post-harvest infrastructure and provide capital assistance.

The development of BUMDes can be done by developing services, village financial institutions, and trading and service business units. Examples of BUMDes business units are banking financial services such as transfers, repayment of mortgage loans, distribution of People's Business loans, cooperatives, agriculture, shops, payment services, fertilizer distributors and subsidized seeds and other business units based from community needs.

The development of BUMDes as an innovation in the village received very enthusiastic support as evidenced by its rapid development from 2015 from 1,022 units to 39,000 units from 74,910 villages in 2018 (www.berdesa.com, 28 July 2018). However, there are still many BUMDes that have not run effectively because the managers have not really focused on running the BUMDes. On the other hand, several BUMDes have managed to reap significant benefits even up to billions of rupiah.

BUMDES Panggung Lestari is one of the successful BUMDes that is located in the village of Panggungharjo, Bantul District, Central Java. The success of BUMDes is different from other

BUMDes, where they have collaborated with various parties in various programs since 2013. Several programs initiated by BUMDes Panggung Lestari that are able to work together with the private sector and the community include waste treatment programs, nyamplung oil production and processing used cooking oil to be used as new energy. To produce oil, the BUMDes collaborates with the private sector and village cooperatives. Whereas in the processing of used cooking oil, Bumdes cooperates with the private sector as producers and the community as suppliers of used oil.

In this context the Panggungharjo village government has implemented collaborative village governance, through the establishment of village-owned enterprises which then collaborate with the private sector and also the community in an effort to improve community welfare. Collaborative governance recently has become a strategy choice to accelerate the development process both at the level of the central government and regional governments. However, this has not been widely applied at the level of village government.

As a new approach in the implementation of village governance, the implementation of collaborative governance certainly requires specific processes and approaches depending on the readiness, capabilities and characteristics of the village apparatus and the village community. This paper, therefore, aims to develop a model for implementing collaborative governance in rural development through the operationalization of village-owned enterprises by taking case studies in the village of Panggungharjo, Bantul district, Central Java Province, Indonesia.

Theoretical Review

In line with the era of democracy which followed by the increasing demand of openness in governance, stakeholder involvement is a necessity. In addition, the capacity of government resources become more limited in financial resources, human resources, technology and management capacity that encourage the emergence of new approaches in government practice. The new approach began with the emergence of a governance paradigm where government and development affairs were no longer a government monopoly, but involved various actors in the public policy process (Marc, 2011). Since then various models have developed based on governance principles.

Starting from the principles of governance, the concept of Collaborative Governance developed where the government, society, and the private sector communicate with each other and work together to achieve common goals and to benefit each other. Ansell and Gash (2008) describe collaborative governance as a governance arrangement where one or more public institutions directly involve non-government stakeholders in a collective decision-making process that is formal, consensus-oriented, deliberative which aims to create and implement public policies and manage program or public assets (Ansell and Gash, 2008: 543-571); Afful-Koomson and Kwabena, 2013: 13).

The collaborative governance model according to Ansell and Gash (2007: 550-561) consists of four main variables, namely initial conditions, institutional design, leadership and collaborative processes. The initial conditions observed consist of three broad variables: an imbalance between the resources or strengths of different stakeholders, incentives that must be collaborated by stakeholders, and a history of conflict or cooperation among stakeholders. Leadership is widely seen as an important element in bringing parties to the table and to direct

them through rough patches of collaborative processes. Institutional design refers here to basic protocols and basic rules for collaboration, which are very important for procedural legitimacy of collaborative processes. The collaborative governance process models sometimes describe collaboration as developing gradually. According to Ansell and Gash (2007) the collaboration process is not described as a linear stage but as a cycle process which includes: face to face dialogue, trust builbing, intermediate outcomes.

Emerson, Kirk, Nabatchi, Balogh (2012: 1-29) define collaborative governance broadly as a process and structure of decision making or public policy and management that involves people constructively between public institutions, levels of government, both in the public, private and civilians to carry out common goals that cannot be solved individually. In general, in the implementation of collaborative governance involves common norms and mutually beneficial interactions between governance actors so that the positive objectives of each party can be achieved.

Wildavsky (1973) as quoted by Wanna (2008), in interpreting collaboration and coordination involving several different dimensions. First, collaboration can involve collaboration to build similarities, increase consistency and align activities between actors. Second, collaboration can be a negotiation process, which involves readiness to compromise and make trade-offs. Third, collaboration can involve the role of supervision, checking, pulling together and coordinating the center. Fourth, collaboration can involve, power and coercion, the ability to impose results or impose their own preferences on others, to a certain extent, by their compliance or involvement. Fifth, collaboration can involve future commitments and intentions, prospective behavior, planning or preparation to align activities. Finally, collaboration can involve engagement, development of internal motivation and commitment to personal projects, decisions, organizational goals or strategic goals (Wanna, John in O'Flynn, Janine and John Wanna, 2008).

In addition to the various dimensions as stated by Wildavsky above, in general this governance model is characterized by equality among stakeholders, participatory nature and avoiding political and administrative pressure (consensus), despite the formal structure, it remains flexible and tends to be simple, and focuses on resolving policies and programs more effectively. This model is very relevant to encourage the effectiveness of community empowerment programs or programs to improve community welfare where the government is no longer the sole subject that determines the success of development programs but is more determined by the participation and consensus of the stakeholders. However, we need to anticipate some challenges that can become obstacles in the implementation of collaborative governance such as that collaborative arrangements are expensive in time and resources, inherently fragile, need to be continuously managed and maintained, involving trust and different reciprocity and unique obligations (Huxham 2005; Entwistle and Martin 2005; Agranoff 2006; Bardach 1998; Wanna 2008).

The implementation of the concept of collaborative governance can be assessed from the degree of collaboration, which includes the extent to which collaborative and consensus commitments are needed between actors (parties) and the extent of collaboration that has implications for political and managerial risks. In table 1.1. the degree of collaboration according to Wanna (2008) explained.

Table 1.1 The scale of collaboration

No	Degree of collaboration	What is involved—activities
1	Highest level: high normative commitment to collaboration; often highest political/managerial risks	Transformative interaction between network actors; substantive engagement and empowerment; search for high degree of stakeholder and inter-actor consensus and cooperation; coalition building by government and non-government actors
2	Medium–high level: strong normative orientation; high level of political/managerial risk	Strong engagement of stakeholders in decisions or policy process and implementation; devolving decision-making capacities to clients; more complex innovations in policy-delivery processes
3	Medium level: commitment to multiparty input and buy-in; moderate levels of political/managerial risk	Formal commitment to inter-agency consultation and collaboration; joined government strategies; formal joint involvement exercises and joint funding initiatives
4	Medium–low level: operational forms of collaboration to 'get job done'; some political/managerial risk	Forms of co-production; technical improvements in delivery chains; assistance to comply with obligations; direct consultation with clients over delivery and compliance systems; systematic use of evaluation data; public reporting on targets informed by client preferences
5	Lowest level: marginal operational adjustments, low levels of political/managerial risk	Incremental adjustments using consultative processes; client discussions and feedback mechanisms; gaining information on needs/expectations of others

Source: Wanna, John in O'Flynn, Janine and John Wanna, 2008.

Collaboration does not occur in a vacuum. Therefore, studying collaboration is also needed understanding about the context and purpose of collaboration. There are eight dimensions of context and purpose of collaboration (John Wanna, 2008), namely: 1) dimensions of power, 2) level of commitment, 3) internalization of culture, 4) dimensions of strategic, 5) dimensions of processes and results, 6) dimensions of goals, 7) visibility and awareness dimensions, and 8) problems encountered. Where in each of these dimensions there are alternative choices and motivations underlying them. Each of these choices and motivations will certainly have a different impact on the application of collaboration. Various dimensions of context and objectives along with alternative possibilities or choices for the creation of a collaboration are described in Table 1.2 below.

Tabel 1.2. Context, Purpose, Choices or Motivational Possibilities

Context & purpose	Choices or motivational possibilities	
Power dimension	Coercive and forced collaboration	Persuasive and voluntary involvement in collaboration

Context & purpose	Choices or motivational possibilities	
Commitment level	Meaningful and substantive collaboration	Meaningless and cosmetic collaboration
Cultural internalization	Philosophical commitment to collaboration—development of collaborative cultures	Collaboration as a tool, an available instrument—no real commitment to collaboration as a modus operandi
Strategic dimension	Collaboration for positive and beneficial reasons	Collaboration for negative and/or preventive strategies
Means–ends dimension	Collaboration as a means and process; stages, due process	Collaboration as an end and outcome; shared results, outcome orientation
Goal dimension	Shared objectives; mutual intentions, consensual strategies and outcomes	Competing objectives; different reasons for participating in collaboration
Visibility and awareness dimension	Overt and public forms of collaboration; awareness of collaboration is high	Covert and behind-the-scenes collaboration; unawareness of collaboration
Problem applicability	Collaboration on simple problems; simple objectives and responsibilities	Collaboration on 'wicked' problems; defying description and solutions

Source: Wanna, John in O'Flynn, Janine and John Wanna, 2008.

To understand the choices and motivations that underlie the context and purpose of collaboration, collaborative governance studies also need to know what factors are driving them. There are 3 (three) factors that can be the driving force of collaborative governance, namely: external drivers, internal drivers, willingness factors in relation to the roles and responsibilities of government (Emerson, Nabatchi, Balogh, 2012: 1-29). External drivers include greater pressure from globalization, connectivity and international travel, knowledge of other cultures, information technology (IT) and technological sophistication. Internal movers within the government include political demands for public officials to be 'responsive' to the needs of the community. Whereas willingness factors include political strategies for common goals and understanding of problems throughout society - building consensus among players and coalitions of support for certain actions.

Kirk Emerson, Nabatchi, and Balogh (2012) in his article called the government that collaborates as a collaborative governance regime (CGR) in which there are three driving components of the dynamics of collaboration, namely principled engagement, shared motivation, capacity for joint action. The three components of collaborative dynamics work in interactive and iterative way to produce collaborative actions or the steps taken in order to implement the shared purpose of the CGR.

Research methods

Based on the theoretical review above, then in this study a model or pattern of collaborative governance will be formulated in the development of Mandiri Villages especially with the existence of Village Owned Enterprises (BUMDES). This study took the location setting in the village of Panggungharjo as one of the villages that managed BUMDES by applying the collaborative concept. Therefore this research can be categorized as case study research with best practice patterns. Stake (2005) states that case study research aims to reveal the

peculiarities or uniqueness of the characteristics contained in the case under study. *Case studies aim to give the reader a sense of "being there" by providing a highly detailed, contextualized analysis of an "an instance in action". The researcher carefully delineates the "instance," defining it in general terms and teasing out its particularities (VanWynsberghe dan Khan, 2007, 4).* According to Lincoln and Guba (1985), case study research is a research that seeks to reveal a variety of valuable learning (best learning practices) obtained from an understanding of the case under study.

The purpose of this research is to develop a model of rural development through collaborative governance between BUMDES, the private sector, and the community. To limit the scope of the study, this study focused on the context and purpose of collaboration, the degree of collaboration, and the driving factors of collaboration. The approach used is a qualitative approach with the aim that more can provide in-depth explanation of how the efforts of the village government which in this case are represented by BUMDES so that they are successful in carrying out collaborative management that is mutually beneficial between the parties that collaborate. Data collection is done by in-depth interview and documentary techniques. The interviews were conducted on several key informants (key), namely the village head, BUMDES management, the private sector in this case PT. Mertani Innovation Group and PT.Danone Aqua and representatives of the community. Furthermore, data processing uses is interactive methods. The research framework can be described as follows:

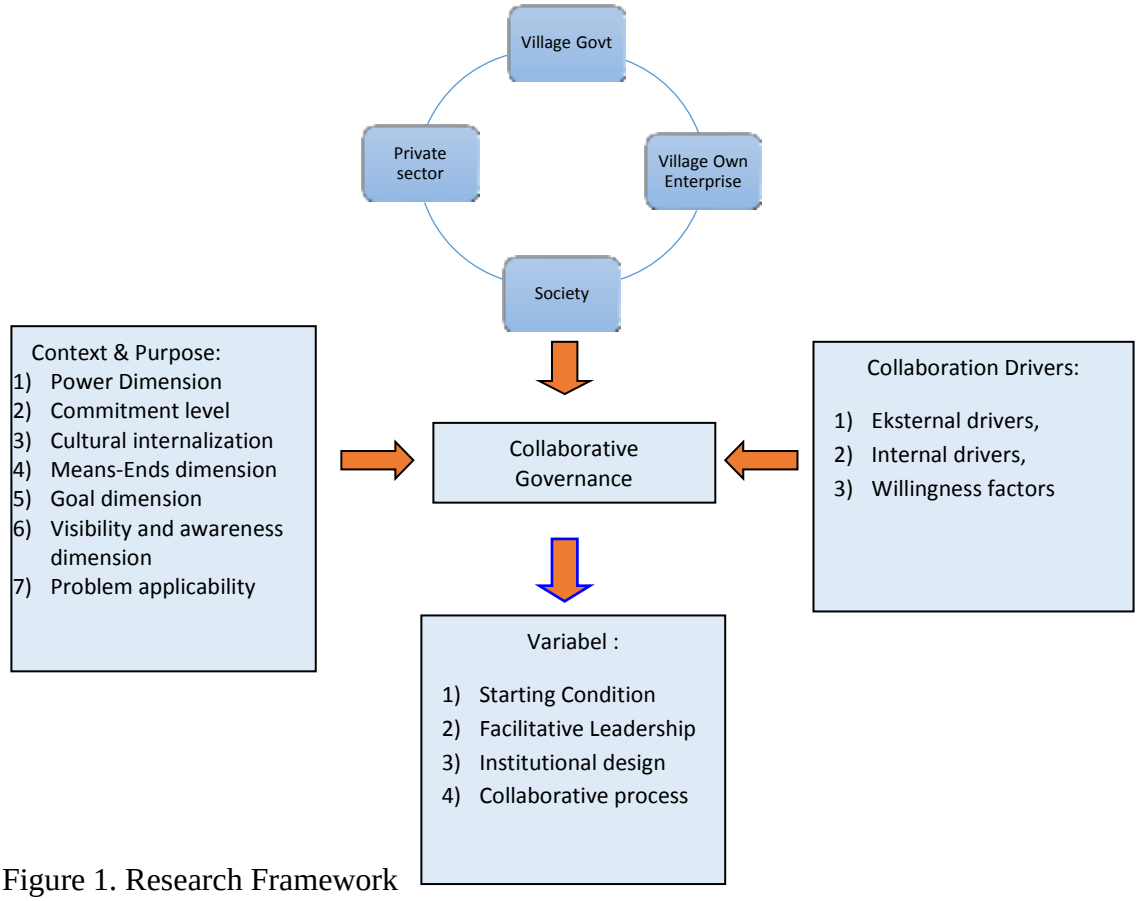

Figure 1. Research Framework

Findings

Panggungharjo is an example of another success story from good village governance. Located in Sewon Subdistrict, Bantul Regency, Panggungharjo Village administratively consists of 14

hamlets divided into 118 RTs that inhabit an area of 564.5 hectares and a population of 25,727 people. In March 2013, the Panggungharjo Village Government established BUMDes which was named BUMDes Panggung Lestari as an effort to utilize village potential and is expected to be an entity capable of leveraging the economy of the community. The establishment of BUMDes on Sustainable Stage comes from the activities of the KUPAS or the waste management business group that was endorsed through Regulation No. 7 of 2013 concerning the Establishment of Village Owned Enterprises (BUMDes).

Since the last four years the village government has had a real action by managing a Waste Management House (RPS). Waste management in Panggungharjo Village is based on two perspectives, namely the environmental health perspective as well as the business (business) perspective therefore waste management is carried out by Village Owned Enterprises (BUMDES). Waste management has a variety of potential that if managed optimally can produce economic and environmental benefits. BUMDES Stagelestari has several productive activities carried out collaboratively with several parties, namely:

Garbage processing business group abbreviated: KUPAS "

The KUPAS unit was established in early 2013 which originated from a concern about the declining level of environmental cleanliness caused by the increasing volume of waste produced by the community, thus requiring serious handling. Initially in waste management, KUPAS did not prioritize profit. But as a social service to help cleanliness in the community, in its development KUPAS becomes part of the business unit of BUMDes Panggung Lestari. Institutional reorientation becomes profit oriented activities by diversifying business. The management is carried out professionally in order to develop and be effective to increase Village Original Income.

The choice of this waste management business is in addition to optimizing any local potential that is owned by the village, as well as in order to conduct policy interventions in encouraging the establishment of a new culture of sustainable environmental management. As of the end of 2017, capitalization of managed capital reached Rp 344,363,500, - or increased by more than 9x from the initial investment capital deposited by the village in the amount of Rp 37,000,000, - (BUMDES Panggung lestari, 2018). Some of the benefits resulting from KUPAS activities are: 1) Managing household waste in the village so as to create a healthy rural living environment; 2)The absorption of more labor in the village from the development of this activity; 3) To provide innovative and productive household waste management systems for other villages in Indonesia.

In this waste management, the village government collaborates with community groups that are accommodated in the PKK or Family Welfare Development Organization. Next with PT. Danone Aqua for processing used cooking oil with a minimum capacity of 5 tons / month. The waste is managed starting from being sorted, recycled, and sold. Organic waste is converted into fertilizer, non-organic waste is converted into craft materials, while residual waste is discarded. For its success, in 2015, this village won 1st rank in the National Village Competition. Previously, in 2014, Panggungharjo Village was crowned a model village by the Corruption Eradication Commission (KPK) as a clean and corruption-free village government by making a short film titled "Merah Putih on Panggungharjo". This success is certainly due to the synergy between the Panggungharjo Village Government, the PKK organization, the support of the villagers, the Sewon District Government, the Bantul Regency Government and the Yogyakarta Special Region Government.

Refine Used Cooking Oil (R-UCO)

BUMDes Panggung Lestari with PT. Tirta Investama Klaten (Danone Aqua) collaborates to develop Refined Used Cooking Oil (R-UCO) as an alternative fuel for solar substitutes for industrial machinery at the Panggungharjo Village Hall. The goal of producing used cooking oil in Panggungharjo Village is to reduce waste that pollutes the environment. The production of used cooking oil can also be a livelihood for Panggungharjo Village residents. Parties involved in the production of R-UCO in addition to Bumdes and PT Danone Aqua, also involved the participation of community members and used cooking oil collectors as suppliers. Processing of used cooking oil with a minimum capacity of 5 tons / month.

Nyamplung oil.

The processing and production of nyamplung oil is carried out collaboratively with PT. Martani Innovation Group which acts as a consultant. While the party who produced it initially was Cooperative “Dewi Kunti” managed by PKK group who is currently preparing for the establishment of a company called "PT. Synergy Panggung Lestari". The role of the village government and BUMDes are as initiator and facilitator. For the supply of raw materials, it is currently partnering with hundreds of farmers along the southern coast of Java which are included in the districts of Purworejo, Kebumen and Cilacap, Central Java.

Mataraman Village

Village-owned enterprises (BUMDes) in Panggungharjo village continue to issue innovative ideas to revive and develop economic productive activities by utilizing village land for an area of approximately 6 hectares by taking place in Pelemsewu Hamlet, Desa Panggungharjo. Mataraman village emphasized the past civilization with the style of the Mataram kingdom by displaying 19th-century clothing, food and board aspects in the complex.

"We have built Mataraman Village, there is an educational value in it, it is an effective medium to provide learning for all of us, we are now invited to look at this common ancestor who has a culture that is identical with the Mataram kingdom. Therefore we try to show that culture through Mataraman Village, "said the Head of the Village of Panggungharjo, Wahyudi Anggoro (August, 2018).

Kampoeng Mataraman as one of the business units of BUMDes owned by Panggungharjo Village was officially opened since June 2017. The benefits of Kampoeng Mataraman reached Rp. 3 billion, this is a very good achievement in its management. Mataraman village also proves, with modern management, the businesses built by BUMDes can suck up a lot of labor and various village agricultural commodities supplied to meet the needs of restaurant consumers ranging from rice, vegetables to fruits. Mataraman village, revives many economic aspects for the village.

From the four productive businesses initiated by the village government through the Village-Owned Enterprises (BUMDes) in Panggungharjo Village, two of them were carried out through collaborative governance by involving the private sector, namely R-UCO and nyamplung oil. While the business of KUPAS and Kampung Mataraman is purely managed by elements from the village itself, they are Village Government, BUMDES, PKK and the community.

The discussion then focused on the implementation of collaborative governance models by examining several dimensions of context and Puspose of Collaborative governance as follows:

Context and Purpose of Collaborative governance

Power Dimension

Based on the results of interviews with several informants in the village of Panggungharjo, it can be concluded that the leadership of the village head is one of the determining factors for the successful implementation of collaborative governance. The leadership style adopted by Wahyudi Anggoro is a transformational style, because since the beginning of his leadership many made changes towards a better direction. Changes that have been made and successfully implemented effectively include : 1) developing village information systems based on village (web) portals, village newspapers and village archive systems that are managed based on archival standards by archivist functional positions, 2) to improve apparatus discipline and performance, since 2015 he has been system engineering by implementing merit systems and conducting Job Analysis, Workload Analysis (ABK) to reward those who perform.

The idea of collaborating with the private sector to produce nyamplung oil and processing cooking oil waste was initiated by the village head without forced use. The idea of the village head was conveyed to the village officials, managers of BUMDes and community groups and received a positive response.

Commitment level

The development of the Panggungharjo village since the existence of BUMDes has progressed very rapidly. According to the informant from the BUMDes management element stated that the high commitment of all BUMDes managers and staf was the second success factor after leadership. According to him, leadership alone without being supported by the commitment of all parties involved, the ideas made by the village head cannot necessarily be realized properly as it is today.

It can be said that the degree of commitment shown by the collaborating parties is not only a formality but truly a substantial commitment. This was indicated by the Director of BUMDes who could translate the direction of the village head and follow up on various work programs. Significant commitment as a key to the success of collaborative governance is also demonstrated by transparency and professional management in rolling out village funds for the management of BUMDes. There is no suspicion of the existence of village apparatuses seeking their own profit. Because bookkeeping can be accessed by the public through BUMDes' website.

The commitment of the community is shown by high support and participation, such as in collecting garbage and sorting organic and unorganic waste in an orderly manner. So that the results of waste collection alone are able to provide large profits where the initial capital is only 37 million rupiah, now the managed assets have reached 360 million rupiah.

Cultural internalization

The context dimension and the third purpose of collaborative governance are cultural internalization. With the collaboration between the village government, BUMDes, the private sector and the community in processing waste, there has been a process of cultural transformation. This is as stated by the Director of BUMDes that the existence of BUMDes has become an agent of cultural change. The following is the statement: "The choice of this waste management business sector, in addition to optimizing any local potential that is owned by the village, also in order to carry out policies encourages the birth of a new culture of sustainable environmental management". In addition, with the existence of BUMDes, it

has encouraged cultural change towards a more creative and productive society and has an entrepreneurial spirit.

Means-Ends dimension

Collaboration between the village government, BUMDes, the private sector and the community is a stage or a way to achieve a greater goal of improving the welfare of the Panggungharjo village community. As stated by the Director of BUMDes Panggunglestari, the following: "The collaboration carried out by BUMdes actually does not necessarily seek profit but prioritizing the benefits that can be felt directly by the community is far more important. Because we are under the village administration, we are formed by the village government because the village is a service. " To be able to play a role as a realization of social change towards prosperity, according to him, BUMDes Panggung Lestari focuses its efforts on the field of environmental management services, especially household waste management.

Garbage collection efforts in Panggungharjo Village were carried out by involving PKK as garbage collection agents from each of the Family Heads. Each family is required to pay a levy of Rp. 20,000 / month. The waste management flow starts from the collection of garbage in 1,700 customer points. Garbage is sorted into 3 categories, namely organic, inorganic and residual - organic fertilizer (organic category) - scrub (non-organic) and residues distributed to TPS. Since 2014 the results obtained from the waste retribution amounted to Rp. 32 million. From sorting and selling garbage they get Rp. 10 million. Because the community producing household waste is a maximum of 4 kg, if it is above 4 kg there will be additional, for example there is a boarding house - 1 room is usually Rp. 5,000. If there is a restaurant, a small restaurant / large restaurant. For large restaurants usually Rp. 700,000 / month The advantage of selling scraps made from inorganic waste that reaches 60-80 million rupiah / year.

BUMDes Panggung Lestari is now processing nyamplung seeds for oil and managing cooking oil waste. The processing of used cooking oil into diesel oil itself, BUMDes Panggung Lestari in collaboration with PT Tirta lnvestama (Danone AQUA) since 2014 has been able to produce around 5 tons of used cooking oil with an income range of Rp 35 million and the management of it into oil of 500 liters with an income of around 12 5 million rupiah. With a price of Rp 7,500 / liter. "There are about 9 thousand liters of used cooking oil or used cooking oil that is disposed of every month. Therefore we try to manage it ourselves, "he said. According to Pambudi, Bumdes Panggung Lestari is open to working with anyone to increase business scale.

Goal dimension

Collaboration involving the village government, BUMDes, the community and the private sector must of course be built on mutual goals that are mutually beneficial. The village government is obliged to improve the welfare of the community through the provision of better public services. The objectives of the private sector are PT Tirta lnvestama (Danone AQUA) as part of a business entity that actively carries out initiatives to reduce the carbon footprint caused by its business operations by reducing energy use and the use of renewable energy such as solar electricity and R-UCO this. Based on interviews with the Manager Representative of PT. Mertani Group in Panggungharjo Village obtained information about the benefits obtained by PT. Mertani Group includes:

- Can improve relationships or work networks
- Become a starter in applying technology to the community
- Become a place to carry out innovative ideas

While the benefits that are indirectly obtained by the community are in the form of increased welfare with the existence of new sources of income managed by the PKK organization which will then establish a company namely PT. Synergy Panggung Lestari.

Visibility and awareness dimension

Judging from the motivation of collaboration, it is clear that the aim is to realize the innovative ideas, which can not be realized independently by the village government of Panggungharjo or by the village-owned business entity. For this reason, the BUMDes felt it was necessary to collaborate with the private sector that has relevance and competence in accordance with the purpose of collaboration. PT. Tirta Investama (Aqua Danone) because the company always strives to create an environmentally friendly company. As stated by the Director of Sustainable Development, Karyanto Wibowo, that Danone Aqua has done many initiatives that have a positive impact on the environment, one of which is the use of Refined Used Cooking Oil. The aim or benefit to be obtained is to increase the volume of UCO fuel usage at Aqua Plant in Klaten Regency. This collaboration has thus been based on a clear awareness and engagement between the two parties.

Problem applicability

Collaboration that runs in R-UCO and Nyamplung Oil processing can be said to be simple collaboration. In the sense that the problem underlying the collaboration is not a complex problem and does not require complex strategies. As explained earlier, this collaboration stems from the idea of the Panggungharjo Village Chief to encourage creative economic activities that benefit the rural community and not benefit individually. For the R-UCO business, the goal is simple, to encourage productive economic activities by utilizing cooking oil waste and to prevent environmental pollution which is welcomed with the aim of the private sector to obtain environmentally friendly fuels, namely UCO fuel. As for collaboration in the oil business, which is more business oriented, both parties have goals that are mutually beneficial as a simple business relationship.

So the Collaborative governance in terms of 7 dimensions of the context and objectives above can be concluded as follows:

- Power dimension: more persuasive and voluntary where the community, BUMDes managers, and PKK organizations together and without coercion are binding on each other to collaboratively succeed BUMDES programs.
- Commitment level: quite high
- Cultural internalization: collaboration that is built at the same time as a means of cultural change in the village community to become more environmentally conscious.
- Means-ends dimension: collaboration as a way to achieve a greater goal of improving the welfare of the Panggungharjo village community.
- Goal dimension: clear, mutual intentions
- Visibility and dimension awareness: ovet and public forms of collaboration
- Problem applicability: simple problems

Collaboration Drivers

Based on the results of the study it can be concluded that the driving factor of collaboration is more internal rather than external driver. Where the village government and BUMDes feel they

have a great commitment and responsibility to improve community welfare. The efforts are concentrated on developing Village Owned Enterprises as a driver of productive economic activities. As a form of accountability for receiving village funds from the central government through the Ministry of Village Affairs, BUMDes, which was formed in 2013, continues to develop the type of business as previously described.

Variable of Collaborative Governance Regime

Based on the model from Ansell and Gash (2007) the implementation model of collaborative governance there are 4 variables that can determine the success of collaborative governance as follows:

1) Starting Condition. The initial conditions before the collaboration management can be described as follows: The village government has considerable power to form village-owned enterprises (BUMDes). Thus the role of the Village Chief is very important in the process of establishing BUMDes. But the role is actually more as a facilitator to create a process that is able to build participation space for villagers. The process starts from the socialization to the formation of the BUMDes management. Furthermore, it is the authority of the BUMDes management to propose a business conception that will be built and developed. As a professional institution, BUMDes must be able to build an independent organizational system to run the entire process as a business institution. The role of the village head is to encourage the creation of BUMDes as an institution that is able to professionally manage all business processes and ensure that the process runs well. So it does not mean that the village head may determine everything that BUMDes must do. This is because BUMDes is a business institution that has very different considerations from government institutions in making a decision. The concept of BUMDes is different from other economic empowerment programs. BUMDes requires the participation of villagers throughout the birth process of BUMDes. BUMDes also requires that it be handled by the people chosen because of its capacity and not based on personal closeness with the village authorities or because they lost in the election of village head (Pilkades). Therefore, the selection of BUMDes officials cannot be indicated. Thus the position of power between BUMDes and private companies as partners does not have a power gap, even each party has a goal that leads to mutualism symbiosis.
2) Facilitative Leadership. As explained above, the role of the village head in managing BUMDES is more as facilitator rather than a supervisor for his subordinates. In the case of the Panggungharjo village head it turned out to have an advantage where the he is full of initiative and innovation. In fact, almost all informants agreed to strike the Village Head as a true innovator. Because creative ideas run by BUMDes are almost from the Village Head. Even one of the informants said that the making of the nyamplung oil was actually a personal project of the village head, but he did not want to enjoy it himself and preferred to submit a very profitable business idea to be managed by BUMDES and could be frofitable for all villagers.
3) Institutional design. All collaborations carried out between the Panggungharjo village government and the BUMDES Panggung Lestari and also the private sector have been based on official cooperation agreements. The duties, rights and obligations of each stakeholder

have been formally regulated based on mutual agreement. Dialogue between stakeholders runs smoothly and effectively, because the objectives and benefits of each stakeholder are clear. The parties involved as stakeholders in the waste processing business are: a) Waste Management Institutions in the District and Bantul Regency, Village Waste Management Institutions, PKK Organizations as institutions that organize waste processing groups and the Community; b) R-UCO business stakeholders are Panggungharjo Village Government, BUMDES, community and collectors and PT. Danone Aqua; c) The Nyamplung oil business stakeholders are: Panggungharjo Village Government, BUMDES, PKK Organization which later established the Company namely PT. Sinergi Panggung Lestari (SPL), and PT. Mertani Group Innovation.

4) Collaborative process. Ansell and Gash (2007) describe this collaboration process to take place in a cycle, from face to face dialogue, trust building, commitment to process, shared understanding, intermediate outcomes which then need to be conducted again to evaluate the effectiveness of collaboration and determine whether collaboration will continue or not. What about the collaboration process that took place in the village of Panggungharjo? Dialogue between stakeholders has agreed to bond with one another with the objectives that are formulated transparently. With a process that is full of family, finally the village head managed to build the trust of other village officials and the BUMDES management to hold an MoU with the private parties that are relevant and competent in their business fields.

   In the process of collaboration in the Panggungharjo village, the leadership role of the village head became central but did not dominate. Central means important because most of the ideas come from the Village Head who has broad and strategic insight. The second factor which is also important is the commitment and support of all BUMDES management and the high enthusiasm to work. The third factor is the support and participation of the people who want to carry out all directions from village officials and BUMDES officials to discipline and change their behavior, especially how to treat waste. This is also a service from the PKK organization that is effectively able to build communication and socialization with the people at lower levels.

   With the same understanding between the village apparatus, the managers of BUMDES, PKK organizations and the community, the entire BUMDES program can run well and gain quite spectacular benefits so that the Panggungharjo village won the national championship title in the Village competition in 2014-2015. In 2017, it won the Property & Bank Award because it was considered to be outstanding and dedicated in carrying out development in the region through innovation (commitment to excellence and innovation). The Panggungharjo Village Government is considered successful in managing village funds optimally and is able to develop BUMDes well.

Conclusion

Collaborative governance held in Panggungharjo Village, Bantul Regency is one of the best practices that can be a source of inspiration and a model for other village development. Based on the results of this study there are at least several factors that are the key to its

success which can theoretically be grouped into context and goal factors and driving factors. Then the two big factors will have implications for the collaborative process that is run.

Judging from the context and objective factors, all findings support effective collaborative governance that occurs in the village of Panggungharjo. As seen from the driving factor, the collaboration carried out is more of an internal driver rather than external driver which is then supported by high commitment from all existing village institutional elements. Therefore, both factors contribute to the collaboration process, starting from dialogue between stakeholders, trust building, commitment to process, shared understanding, and intermediate outcomes that show overall success of the process. This is evident from the achievements of the business productivity of BUMDES which are increasing year by year.

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CREATING PUBLIC INNOVATION THROUGH PUBLIC VALUES (PUBLIC VALUE) CASE STUDY IN EDUCATION DEPARTMENT CITY OF SURABAYA

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This article will examine in depth the concept of public sector innovation, the process of creating public sector innovation and whether it is based on the public value. As a study material the author specializes in innovations created by the Surabaya City Education Office because there are seventeen innovations produced. Most innovations in the public sector are created as a reaction to a crisis when new leaders want to show that they are capable. Consequently the public sector innovation is not able to increase organizational capacity so that innovation tends to be unsustainable. Innovation will stop when the initiator is gone, so visionary leadership and innovation are needed to have compatibility with the system outside of itself and in harmony with relevant regulations and institutions. Innovation will remain sustainable without being influenced by the change of public leadership if it is sourced from public value because public innovations that are created from public values will remain strong to defend and the tendency is increased due to community support.

Keywords: Innovation, Public Sector and Public Value

INTRODUCTION

In order to improve the competitiveness of the nation, the central and regional governments are required to create public sector innovations. Public sector innovation becomes a necessity in facing the influence of global competition (Dwiyanto, 2017). Through Law Number 23 of 2014 concerning local government, many Ministry/Institution programs encourage and promote innovation such as the Ministry of Home Affairs through the IGA (Innovative Government Award) and the Ministry of PAN and RB through *One Institution One Innovation* (Widodo, 2017). The characteristics of a rigid, rigid and status quo public sector system must be able to be disbursed through the transmission of a culture of innovation (Suwarno, 2008). The public sector is still relatively foreign in providing innovation in general (private) sectors (Muhammad, 2006). Innovation in the public sector becomes a necessity and necessity in order to realize bureaucratic reform and competition at the Asean Community level and globalization.

Innovation is considered important for the survival of the organization for several reasons as follows: first reducing costs and increasing productivity, thereby increasing profits and strengthening the organization; second, maintaining competitiveness in the global economy; third, the organization's ability to adapt to environmental changes; fourth, to breathe new life, due to slowing or stagnating markets and as an alternative and facilitating entry into new markets by adding creative organizational culture (Lekhi, 2007). Some of the characteristics of the public sector innovation that must be possessed are first there is a new idea / at least there is a new part; secondly, the innovation idea must be implemented in one sector as happened in South Korea, there is no meaning of innovation without action; third is able to provide added value and benefits to the organization (Dwiyanto (2013).

Local governments in Indonesia are encouraged to be able to create public sector innovations that are able to improve services to a better society and in turn create prosperity for the people in their regions. The government bureaucracy in Indonesia basically has the

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potential to carry out various innovations in the administration of governance and development. The first thing they have to do is to know the innovation ability of the government bureaucracy, through the introduction of a number of dimensions of innovation capabilities which include: (1) vision and strategy; (2) adhering to the basic competencies; (3) strengthening the organization's information and intelligence; (4) market and customer orientation; (5) management of ideas and creativity; (6) system and organizational structure; and (7) technology management. Understanding the capabilities of these innovations will help the government bureaucracy to innovate. However, the ability of this innovation will not automatically produce innovation. The innovation of the new government bureaucracy will occur if the innovation capability is placed in three domains which are the drivers and enablers of regional government innovation capabilities: sustainable development, e-government, and new product development.

Bureaucracy in the Surabaya City Government is encouraged for every agency and agency to compete to create public innovation in order to provide easy, fast and quality public services. Based on the results of the public innovation competition organized by the Ministry of MENPAN RB starting in 2015 the Surabaya City Government received many awards and appreciation as one of the nominations including: Media center; Raport Online; Government resources management system (GRMS); *Surabaya Single Windows* (SSW); e-musrenbang. In the education sector, the Surabaya City Government has succeeded in placing a number of superior public service applications in several categories, namely "Penerimaan Peserta Didik Baru" (PPDB) online. Based on data from the Surabaya City Education Office, it has succeeded in creating 17 (seventeen) educational innovations. The innovation is expected to be able to improve the quality of education in Surabaya citizens.

The success of the Surabaya City education service in creating public innovations raises questions that underline how these innovations were created and whether they are derived from the public values of the people of Surabaya. Many innovations in the public sector occur randomly in reaction to crises or scandals, when new leaders want to show that they are able to manage public organizations (Amadam, 2014). While the issue of innovation in the public sector does not increase the capacity to engage in sustainable innovation. Furthermore, according to Widodo (2017), innovation will stop when the initiator is no longer available, so visionary leadership and innovation are needed to have compatibility with the system outside himself and in harmony with the rules and relevant agencies.

DISCUSSION

Public Sector Innovation

Innovation is a relatively new concept in the public administration literature. David Mars research results (in Asrofi, 2008) as for classical literature which contains the concept of innovation in the context of reform, among others, is the article "Innovation in Bureaucratic Institutions" written by Alfred Diamant published in the Public Administration Review (PAR) journal in 1967. In addition, is a book by Caiden entitled "Administrative Reform", published in 1969. In his book, Caiden describes innovation as part of administrative reform (administrative reform). Some of these writings mark the beginning of attention to innovation by public administration experts. However, the concept of innovation is still not popular enough in the realm of public administration and administrative reform. Popular innovations in this field have only been in the last decade.

The lack of popularity of the concept of innovation in the past can be understood because the character of reform is based more on the principles of the Weber bureaucracy. In Weber's conception, bureaucracy requires clear rules, hierarchy, specialization and a relatively

stable environment. In this context, innovation is seen as not much needed for government bureaucratic apparatus (Kelman, 2005). The obligation of the government bureaucratic apparatus is to carry out the rules that have been established (rule driven). If later innovation is carried out, only in a small intensity and carried out is limited to the level of the top leadership. Innovation, in this case as administrative reform is approached through a top down mechanism (Caiden, 1969).

In the 90's, new public management (NPM) began to shift the hegemony of Weber's conception of administrative reform. The reforms then experienced a shift towards the bureaucracy that prioritized results, participation, customer-oriented, mission-driven, and decentralized (Osborne, 1992). In this new era, innovation was greatly appreciated by supporters of the reform movement. Innovation is generally understood in the context of behavioral change. Innovation is closely related to an environment that is characterized by dynamic and developing (Suwarno, 2013).

Rogers (2003) said that innovation is an idea, practice or object that is considered new by another individual unit. Innovation involves changes in thinking, products, processes and organizations. Change is counted as innovation when they are new to the implementer, but not necessarily new to other businesses (Nelson and Rosenberg, 1993). According to Damanpour in Suwarno (2013) explains that an innovation can be in the form of new products or services, production process technology, new structure and administrative systems or new plans for members of the organization. Another opinion says that innovation is an activity that encompasses the whole process of creating and offering good services or goods that are new, better or cheaper than previously available.

According to UNDESA (2006) innovation in the study of public administration can be divided into several types or types, including:

1. Institutional innovations, namely institutional innovations that focus on the renewal of institutions that have been built or create truly new institutions (focus on the renewal of established institutions and / or the creation of new institutions);
2. Organizational innovation, which is organizational innovation related to identifying new management procedures or techniques in Public Administration;
3. Process innovation, namely process innovation which focuses on improving the quality of public service delivery (focusing on the improvement of quality of public service delivery); and
4. Conceptual innovation, namely conceptual innovation directed at the introduction of new forms of government (the introduction of new forms of governance) such as interactive policy-making, engaged governance, people 's budget reforms, horizontal networks.

The concept of innovation in the public sector apparently has not been as popular as in the business or private sector. Whereas innovation studies were developed in line with efforts to maintain and even develop the ability to compete (compete) or competitive advantage of an organization. This ability is considered important to maintain the survival of the organization. In situations of living organizations by relying solely on comparative advantage and at the same time the competition situation is less visible, the concept of innovation is not well developed. The same thing also happens to public organizations that do not worry at all about their survival problems (Muluk, 2008: 37). Most public sector organizations are less challenged because they are in a non-competitive climate and do not even feel problematic in terms of their survival. So it is natural that the concept of innovation is less developed in the public administration sector.

This type of innovation in the public sector can also be seen according to Halvorsen (2005: 5), who shares the typology of innovations in the public sector as follows:

1. A new or improved service (new service or improved service), such as home health services.
2. Process innovation, for example changes in the process of providing services or products.
3. Administrative innovation, for example the use of new policy instruments as a result of policy changes.
4. System innovation, is a new system or fundamental change of the existing system by establishing a new organization or a new form of cooperation and interaction.
5. Conceptual innovation, is a change in outlook, such as integrated water management or mobility leasing.
6. Radical change of rationality, what is meant is a shift in general view or mental matrix from employees of government agencies.

Halvorsen further explained that innovation itself can be categorized as follows:

1. Incremental innovations and radical innovations. This innovation is related to the level of authenticity (novelty) of innovation itself. Especially in the industrial sector, most innovations are incremental improvements
2. Top-down innovations and bottom-up innovations. This is to explain who is leading the behavior change process. Top-down eating means management or organization or a higher hierarchy, while bottom-up refers to workers or government employees and decision makers at the unit level (mid-level policy makers).
3. Needs led innovations and efficiency-led innovation. The initiated innovation process has solved the problem in order to improve the efficiency of services, products and procedures.

Mulgan and Albury (2003: 3), stated that successful innovation is the creation and implementation of new processes, products, services, and service methods which are the results of real development in efficiency, effectiveness or quality of results. Therefore innovation has evolved far from the initial understanding which only includes innovation in products (products & services) and processes only. Product or service innovation comes from changes in the shape and design of products or services, while process innovation comes from a continuous quality renewal movement and refers to a combination of organizational changes, procedures and policies needed to innovate.

In addition Windrum (2008: 8) also in his work entitled: Innovation in Public Sector Services: Entrepreneurship, Creativity and Management, revealed the existence of a taxonomy of innovations consisting of six types of innovation. The six public sector innovations according to Windrum are:

a. Service innovation is the introduction of a new service product or an improvement in the quality of an existing service product.
b. Service delivery innovation involves new or altered ways of delivering to clients or otherwise interacting with them, for the purpose of supplying specific public services.
c. Administrative and organizational innovation changes the organizational structures and routines by which front office staff produces services in a particular way and/or back office staff support front office services.
d. Conceptual innovation is the development of new world views that challenge assumptions that underpin existing service products, processes and organizational. It can occur at all levels and involve the introduction of new missions, new world views, objectives, strategies and rationales.
e. Policy innovations change the thought or behavioural intentions associated with a policy belief system (Sabatier, 1987, 1999). Policy innovations are associated with three types of learning (Glasbergen, 1994). First, there is learning of how policy instruments can be improved to achieve a set of goals. Second, there is conceptual learning that follows changes in shared understanding of a problem and appropriate courses of action.

Third, there is social learning based on shared understanding of the appropriate roles of policy actors.

f. Systemic innovation involves new or improved ways of interacting withother organizations and knowledge bases. As a consequence of deregulation and increasing competition, partly as the result of budgetary constraints in public administration and the increasing role of service outsourcing.

According to the results of research by Hanna De Vries et. al (2015) types of innovations can be grouped into six groups and can be seen in the **Table 1** below:

Table 1
Types of Public Innovation

No	Type	Focus	Reference	Example
1.	Innovation process	Improved quality and efficiency of internal and external processes	Walker, 2014	
2.	Administration process innovation	New creation of organizational forms, introduction of new management methods and new working techniques and methods	Meeus and Edquist, 2006	Creation of *One Stop Shop* by municipalities, where citizens can access various services in one location
3.	Technological process innovation	The creation or use of new technology is permitted in an organization to provide services to users and citizens	Edquist et al, 2001	Digital tax assessment
4.	Product or service innovation	Creation of new services or products	Damanpour and Schneider, 2009	Creation of employment benefits for disabled youth
5.	Governance Innovations	Development of new forms and processes to overcome certain social problems	Moore and Hartley, 2008	Government practices that attempt to improve self-management and self-capacity in organizing policy networks
6.	Conceptual Innovation	The introduction of new concepts, terms of reference or new paradigms that help to reframe the nature of certain problems and possible solutions	Bekkers et. al, 2011	

Source: Hanna De Vries et.al 2015

Some public innovations that were successfully created by the Departemen of Education on Surabaya City were 17 (seventeen) innovations as follows : Profile of LKP and PKBM online, PPDB online, Try Out online, Acceptance of online Principals, Visual Student Radio Surabaya, School Financial Management Information System, Private Boss application, school principal acceptance online, online promotion, online salary and mamin online, Non formal education information system, online Report Card, online Journal, Surabaya Learning, Sicakep, P2KGS and 100% UNBK.

If the education service innovation is categorized into types of innovation that refers to the opinion of Hanna De Vries et. al (2015) it will enter into several categories, it can be seen in table 2 below:

Tabel 2
Categories Innovation

No	Types	Product Innovation
1	Innovation process	Acceptance of online Principals
2	Administration process innovation	Online promotion, online salary and mamin online
3	Technological process innovation	Online Report Card, online Journal, Surabaya Learning, Sicakep, P2KGS, UNBK 100%, PPDB online, Non formal education information system
4	Product or service innovation	Profile of LKP and PKBM online, Visual Student Radio Surabaya, PPDB online, Try Out online, Private Boss application
5	Governance Innovations	School Financial Management Information System

The educational innovation has been integrated with a system that has been developed by the Surabaya City Government referring to the Government Resources Management System (GRMS). For example, the concrete integration is related to the City Government's policy to provide school operational funds (BOPDA) from the Regional Budget (APBD) so that the management must be accountable and transparent accountable based on the principles of good governance with build a school financial management information system whose supervision can be controlled by the regional representative council (DPRD) of Surabaya city and the Surabaya city government itself.

Public Value

Public value is a combined view of society about what they consider to be valuable. Public value is describing the value given by an organization to society (Moore, 2009). Public value is what gives a normative consensus about (1) rights, benefits, and prerogative rights that should (and should not) be entitled; (2) the obligation of citizens to society, the state and each other; and (3) must be based on the principles of government policy.

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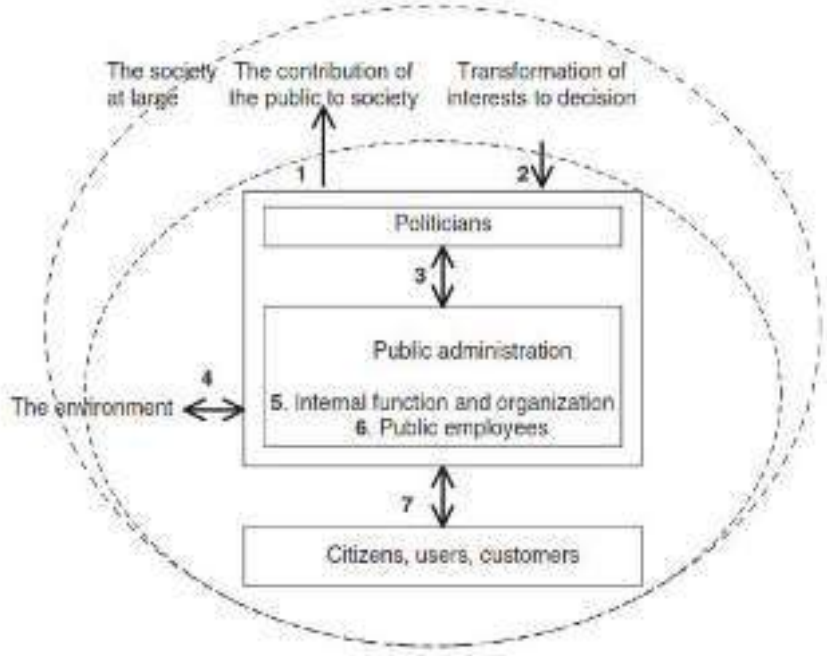
The results of the Center for Technology in Government (CTG) 2005 research on public value in the context of government investment in information technology (IT) results show that the government's ability to realize the full value of IT investment is not fully measured in financial results. There are two sources of public value, namely: a. the value resulting from the improvement of the government itself is an asset for the community and b. the value resulting from the delivery of specific benefits directly to the person or group.

Jorgensen and Barry B (2007) explained that there were seven structures of the public value universe as follows:

a. Value related to the contribution of the public sector to the public;
b. Value related to the transformation of interests from decisions
c. Value related to the relationship between public administration and politics
d. Value related between public administration and the environment
e. Value related to intra-organizational
f. Value related to the behavior of public sector employees
g. Value related to general administrative relations with citizens.

Further can be seen in **Figure 1**:

Figure 1
Structure of the Public Values Universe



Source: Beck Jørgensen & Barry Bozeman, 2007

Universal values are interrelated with each other or interrelated with each other in different ways. Three dimensions to be able to consider the value are a). proximity; b). hierarchy c). causality. Proximity values are values that are not bound, neighbor values, co-values or nodal central values. The neighbor's value is important because the first two things help identify more the value used as the starting point, the second the greater the number of neighbor's values, the richer the starting point and the greater the importance of the value. Value with a large number of related and occupying central positions in the value network is called a nodal value. Openness is an attractive nodal value because it has many and varied co-values and is ambiguous (openness really affects some values).

The following can be seen in the **Table 3** of nodal values according to Beck Jorgensen and Barry Bozeman (2010) :

Tabel 3
Nodel Value, Neighbor Value and Covalues

Nodal Dignity	Neighbor Value	Co-values
Human dignity	Citizen's self development, citizen involvement protection the rights of the individual	Justice, benevolence, voice oh the future, equity
Sustainability	Voice of future	Stability continuity, the common good, the public interest, moral standards, ethical, consciousness solidarity
Citizen involvement	The will of the people listening to public opinion, responsiveness	Dialogue, balancing interests self development
Openness	Responsiveness, listening to public opinion	Accountability, rule of low, dialogue, democracy the will of the people collective choice
Secrecy		Stability continuity, the rule of law, protection of the rights of the individual, productivity, effectiveness.
Compromise	Balancing interests	Reasonableness, fairness, dialogue, adaptability, robustness
Integrity	Honesty, dignity, fairness, ethical consciousness, moral standards, professionalism, openness, impartiality, loyalty to the regime	
Robustness	Stability adaptability, relability	Legality, social

Source: Torben Beck Jørgensen & Barry Bozeman, 2010

Educational innovation in the Education Office in the City of Surabaya will continue to develop in a sustainable manner because the innovation was created by the head and all employees of the education office in order to provide quality education services and realize the vision of the education service as an education barometer in Indonesia. In addition, the innovation received political support from members of the DPRD and Surabaya Mayor and financially from the Surabaya City Government.

In addition, there is a huge support from Surabaya citizens and the City education council by giving their participation in making the innovation successful through public dialogue through radio and with hearings that view all stakeholders. The Surabaya community is very concerned and actively participates in supporting the innovations produced by the education office after the seriousness of the Surabaya City Government in improving the quality of education in the City of Surabaya after the Regional Regulation policy that requires 12 years of study. Although there are still obstacles in its implementation, especially in human resources that operate the information system produced. One of the common examples is online report cards, where you still find teachers who have not been able to operate the system due to limited computer skills and frequent internet network problems and difficulties in storage.

Conclusion

Educational service innovations that have been created by the Surabaya City Education Office will continue to develop sustainably because these innovations are derived from ideas and ideas from within the bureaucracy and in line with the public values of Surabaya city people who are open to positive change, by still giving constructive control through mass media , radio and interactive dialogue. In addition there is support from public officials

(Mayor) who are very supportive of the innovations developed in line with the integration of the government resources management system (GRMS) program to realize good governance. In addition, the same support is given by the legislative body (DPRD) in order to ensure the education system runs in accordance with the regional regulation agreed upon with the executive.

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Implementasi kebijakan model kerjasama pendidikan kesetaraan dalam meningkatkan pembangunan sumber daya manusia

Syamsuri , Sri Mujiarti Ulfah

Abstract

Constitutional had been mandated in which every citizen had the right to get education and the state had the obligation to provide the facilities for each citizens who wished to enhance their education with the hope that there were not any children who would not go to school and dropped out. However, based on BPS data of Palangka Raya city, there were 0.36% or 936 people in Palangka Raya city dropped out. Because of that, Palangka Raya City Government through the Department of Education and Culture established a partnership with the PKBM Lutfillah Foundation to carry out an Equivalence Education program for people who dropped out. The purpose of this paper was to analyze the policy implementation for Enhancing Equivalence Education Cooperation Model in Palangka Raya city. This research method was carried out with a descriptive qualitative approach, data collection was carried out through observation, interviews and documents and also the analysis technique was with the interactive analysis model. The result of the reseach indicated that the cooperation model which was carried out for conducting socialization, implementing learning and conducting examinations. The government, the policy-maker, provided the budget and set the time for conducting the exam while the Luthfillah Foundation provided the facilities for the place of learning implementation and facilities for conducting examinations and socialization.

Key words : Implementation, The Equivalence Education, and Human Resources

Abstrak

Dalam Undang-undang telah diamanatkan bahwa setiap warga negara berhak mendapatkan pendidikan dan negara mempunyai kewajiban memberikan fasilitas kepaa warga negara yang ingin meningkatkan pendidikannya dengan harapan tidak ada anak yang tidak sekolah dan putus sekolah. Namun berdasarkan data BPS Kota Palangka Raya terdapat 0,36% atau 936 orang penduduk Kota Palangka Raya putus sekolah. Oleh karena Pemerintah Kota Palangka Raya melalui Dinas Pendidikan dan Kebudayaan menjalin kerjasama dengan PKBM Yayasan Luthfillah meaksanakan program pendidikan kesetaraan bagi masyarakat yang putus sekolah. Tujuan dari penulisan ini adalah menganalisis implementasi kebijakan model kerjasama peningkatan pendidikan kesetaraan di Kota Palangka Raya. Metode penelitian dilakukan dengan pendekatan deskriptif kualitatif, pengumpulan data dilakukan melalui observasi, wawancara dan dokumen serta teknik analisis dengan model analisis interaktif. Hasil penelitian menunjukkan bahwa model kerjasama yang dilakukan adalah melakukan sosialisasi, pelaksanaan pembelajaran dan pelaksanaan ujian. Pemerintah pembuat kebijakan, menyediakan anggaran dan menetapkan waktu pelaksanaan ujian sedangkan Yayasan Luthfillah menyediakan fasilitas tempat pelaksanaan pembelajaran dan fasilitas tempat pelaksanaan ujian dan sosialisasi.

Key words : Implementasi, Pendidikan Kesetaraan, Sumber Daya Manusia

LATAR BELAKANG

Salah satu faktor terpenting suksesnya pembangunan adalah kualitas sumber daya manusia (SDM), SDM yang berkualitas tentu akan mendorong tercapainya tujuan pembangunan, karena SDM ada subjek dan objek pembangunan. Sebagai subjek pembangunan maka pelaku dalam pembangunan adalah manusia itu sendiri, sedangkan sebagai objek pembangunan dalam artian bahwa pembangunan untuk mendorong peningkatan terhadap kualitas hidup manusia.

pendidikan merupakan sentral pembangunan manusia, pendidikan merupakan hak bagi warga negara sebagaimana yang telah diamanatkan dalam Undang-Undang Dasar 1945 pasal 31 ayat 1 menyatakan bahwa setiap warga negara berhak mendapatkan Pendidikan.

Implementasi pendidikan nasional kemudian dijabarkan dalam UU No. 20 tahun 2003 yang menyatakan bahwa penddikan nasional harus mampu menjamin pemerataan kesempatan pendidikan. dalam sistem pendidikan kita dikenal satua pendidikan yang meneyelenggarakan pendidikan pada jalur formal, nonformal dan informal.

Pendidikan formal adalah pendidikan yang diselenggarakan secara berjenjang mulai dari pendidikan dasar, pendidikan menengah dan pendidikan tinggi. Sedangkan pendidikan nonformal adalah pendidikan yang diselenggarakan diluar pendidikan formal yang dapat dilaksanakan secara terstruktur dan berjenjang. Adapun pendidikan informal adalah pendidikan yang diselenggarakan keluarga dan lingkungan.

Salah satu jalur pedidikan nonformal adalah pendidikan kesetaraan. Tujuan dari pendidikan kesetaraan ini adalah untuk memberikan kesempatan kepada warga Negara yang tidak memiliki kesempatan mengenyam pendidikan formal disekolah. Pendidikan kesetaraan biasa dikenal dengan kejar (kelompok belajar) Paket A, Paket B dan Paket C, serta program keaksaraan nasional untuk masyarakat yang buta aksara. adapun Kejar Paket A setara SD, Paket B setara SMP dan Paket C setara SMA.

Menurut data Badan Pusat Statistik (BPS) Kota Palangka Raya, ada sekitar 936 orang mengalami putus sekolah, Dinas Pendidikan Bagian Pembinaan PAUD dan Pendidikan Non Kota Palangka Raya tahun 2017 ini mencatat ada sekitar 1.045 anak yang putus sekolah (*Borneo.news tanggal 26-09-2017*). bahkan tidak sedikit yang masih dalam kondisi buta aksara. Data yang tercatat di Kelurahan Pahandut untuk tahun 2016 penduduk yang tidak tamat SD dan SLTP berjumlah 86 orang sedangkan buta huruf sebanyak 1 orang. Kondisi ini tetu saja menjadi pekerjaan rumah bagi pemerintah kota Palangka Raya apalagi dengan mengusung misi yakni sebagai kota Palangka Raya kota pariwisata dan pendidikan.

UU No. 20 Tahun 2003 Pasal 8 “masyarakat berhak berperan serta dalam perencanaan, pelaksanaan, pengawasan dan evaluasi program pendidikan”, lebih jauh keberadaan masyarakat sebagai mitra pemerintah dalam mencapai tujuan mencerdaskan kehidupan bangsa sebuah keniscayaan. Pusat Kegiatan Belajar Masyarakat (PKBM) merupakan lembaga yang hadir untuk memenuhi kewajiban tersebut. PKBM berfungsi mengembangkan pendidikan luar sekolah, dan pemahaman bahwa pendidikan luar sekolah sama pentingnya dengan pendidikan formal. Jumlah PKM dikota Palangka Raya ada 12 PKBM.

Salah satu PKBM yang telah terakreditasi oleh Dinas Pendidikan dan Kebudayaan Kota Palangka Raya adalah PKBM yayasan ini diberi nama Luthfillah, PKBM berada dikawasan Puntun Kelurahan Pahandut kota Palangka Raya.

TINJAUAN PUSTAKA

A. Kemitraan (partnership)

Cheeseman (dalam Ibrahim 2006:26) menyatakan bahwa kemitraan dikenal dengan persekutuan adalah kesukarelaan dari dua atau lebih orang untuk bersama-sama dalam kegiatan usaha dan menjadi mitra untuk memperolah keuntungan. Menurut Mohr dan Spekman (Jane 2011:193, dalam Melyanti, 2014) yang mengatakan kemitraan adalah hubungan strategik yang secara sengaja dirancang atau dibangun antara perusahaan-perusahaan untuk mencapai tujuan yang telah ditetapkan, manfaat bersama dan saling kebergantungan yang tinggi.

Adapun menurut Sulistiyani (2017:129) kemitraan adalah bentuk persekutuan antara dua pihak atau lebih yang membentuk suatu ikatan kerjasama atas dasar kesepakatan dan saling membutuhkan dalam rangka meningkatkan kapasitas dan kapabilitas di suatu bidang usaha tertentu, atau tujuan tertentu, sehingga dapat memperoleh hasil yang lebih baik lagi.

Nantinya kemitraan tentu akan melahirkan konsekuensi yakni lahirnya hak dan kewajiban diantara kedua belah pihak yang bermitra.

2.2.2 Prinsip-Prinsip Kemitraan

Dalam prinsip-prinsip kemitraan umumnya ada 3 prinsip yang harus dipahami untuk membangun suatu kemitraan oleh masing-masing anggota, yakni :

1. Prinsip Kesetaraan atau *equity*

Dalam melaksanakaan kemitraan dimana salah satu pihak yang bermitra hendaknya tidak mementingkan kepentingannya masing-masing tetapi sejajar dan sejalan dengan sudah disepakati dan mencapai tujuan yang sudah digagas.

2. Prinsip Keterbukaan

Hal ini menyangkut keadaan masing-masing yang bermitra baik dari kelemahan dan kekurangan yang harus diketahu setiap yang bermitra dan saling melengkapi untuk mencapai tujuan yang sudah disepakati.

3. Prinsip Azaz manfaat bersama

Azaz manfaat yang diterima oleh pihak-pihak terkait hendaknya disesuaikan berdasarkan kontribusi masing-masing, dan setiap kegiatan juga akan berjalan efektif dan efisien jika dilakukan secara bersama-sama.

2.2.3 Tujuan Kemitraan

Adapun tujuan dari kemitraan hendaknya juga berpatokan dari sama-sama saling menguntungkan antara masing-masing anggota, disisi lain kemitraan juga bertindak sebagai perubahan dari lembaga yang tidak bisa berjalan sendiri tanpa adanya sokongan dari pihak lain yang membantu dan hendaknya kedua pihak ini saling membantu dalam mewujudkan sebuah visi yang itu harus diwujudkan dalam sebuah tindakan yang nyata.

Terjadinya suatu kemitraan menurut Sulistiyani (2017) adalah untuk mencapai hasil yang baik dengan saling memberikan manfaat antar pihak yang bermitra. Dengan demikian kemitraan hendaknya memberikan keuntungan kepada pihak-pihak yang bermitra, dan bukan sebaliknya ada suatu pihak yang dirugikan atau merugikan. Untuk terjadinya sebuah kemitraan yang kuat dan saling menguntungkan serta memperbesar manfaat memerlukan komitmen yang seimbang antara satu dengan yang lain.

3. Model Kemitraan

Implementasi Pola kemitran yang dilakukan oleh pihak-pihak yang bermitra menurut Sulistiyani (2017:130-131), yang bisa dijadikan sebagai standar dalam melakukan kemitraan tersebut antara lain :

1. Kemitraan Semu (*pseudo partnership*)

Kemitraan semu adalah sebuah persekutuan yang terjadi antara kedua belah pihak atau lebih, namun tidak sesungguhnya melakukan kerjasama secara seimbang satu dengan lainnya, dalam kemitraan semacam ini, bahwa kedua belah pihak bisa saja melakukan kemitraan hanya dijalankan oleh satu pihak dan pihak lain hanya menerima sebagai objek dari kemitraan tersebut.

2. Kemitraan Mutualistik (*Mutualism partnership*)

Kemitraan mutualistik adalah kemitraan yang terjadi antara kedua pihak atau lebih yang sama-sama menyadari aspek pentingnya melakukan kemitraan, yaitu saling memberikan manfaat dan menerima manfaat lebih, untuk mencapai tujuan secara lebih optimal. Manfaat saling silang ini memudahkan kedua belah pihak atau lebih untuk mewujudkan visi dan misinya dan sekaligus menunjang satu dengan yang lain. Pemikiran dari kemitraan ini terinspirasi dari pola simbiosis mutualisme dalam kehidupan dunia binatang

3. Kemitraan Konjugasi (*conjugation partnership*)

Kemitraan konjungsi adalah kemitraan yang dianalogikan dari kehidupan "paramecium" dan dua paramecium melakukan konjugasi untuk mendapatkan energi dan kemudian terpisah satu sama lain, dan selanjutnya dapat melakukan pembelahan diri, bertolak dari analogi tersebut maka setiap organisasi, agen-agen, kelompok-kelompok, atau perorangan yang memiliki kelemahan didalam usaha atau mencapai tujuan organisasi dapat melakukan kemitraan dengan model ini. Dua pihak atau lebih dapat melakukan konjugasi dalam rangka meningkatkan kemampuan masing-masing.

METODE PENELITIAN

Dalam melakukan analisis terhadap model kemitraan antara PKBM Yayasan Luthfillah dengan pemerintah Kota Melalui Dinas Pendidikan dan Kebudayaan Kota Palangka Raya, penulis menggunakan pendekatan penelitian deskriptif kualitatif. Melalui sumber data primer dan sumber data sekunder yang telah ditentukan maka sumber data diperoleh melalui observasi, wawancara dan dokumen. Adapun teknik analisa data yang digunakan adalah teknik analisa data menurut Miles dan Huberman (1992), yakni melaui proses reduksi data, penyajian data dan penarik kesimpulan/Verifikasi

HASIL PENELITIAN DAN PEMBAHASAN

Pendidikan merupakan modal terbesar dalam pembangunan karena semakin tinggi tingkat pendidikan masyarakat maka semakin besar peluang bagi masyarakat untuk berkreasi, berinovasi dan berkompetisi dalam mengembangkan kehidupannya. Masyarakat tentu mempunyai keinginan untuk meningkatkan pendidikannya, terutama melalui jalur formal, tetapi karena keterbatasan ekonomi yang dimiliki maka tidak semua masyarakat dapat mengeyam pendidikan ketingkat yang lebih tinggi. Begitu juga masyarakat yang ada di Kota Palangka Raya, masih banyak masyarakat putus sekolah sehingga mereka tidak sempat menamatkan pendidikan. Melihat kondisi tersebut maka Pemerintah Kota Palangka Raya melalui Dinas Pendidikan dan Kebudayaan berupaya meningkatkan pendidikan masyarakat masyarakat melalui pendidikan kesetaraan paket A, B dan C, pendidikan keaksaraan fungsional dan Pendidikan Anak Usia Dini (PAUD). Pendidikan kesetaraan yang dilaksanakan adalah sesuai dengan tingkat pendidikan yang diikuti oleh masyarakat tersebut, pendidikan kesetaraan paket A sederajat dengan tamat pendidikan Sekolah Dasar (SD). Pendidikan kesetaraan paket

B setara dengan tamat pendidikan Sekolah Menegah Pertama (SMP) dan pendidikan kesetaraan paket C setara dengan tamat pendidikan Sekolah Menengah Atas (SMA). Dalam melaksanakan program pendidikan tersebut bekerjasama dengan BKBM Luthfillah.

Pendidikan kesetaraan diartikan sebalai salah satu jenis pendidikan nonformal terstruktur dan berjenjang yang dianggap setaran dengan jenjang pendidikan formal SD, SMP dan SMA sebagai upaya mendukung dan menyukseskan pendidikan wajib belajar hingga SMA dalam rangka memperluas akses pemerataan dan mutu pendidikan masyarakat. Selain itu juga dalam rangka meningkatkan partisipasi masyarakat dalam pendidikan. Dalam Undang Undang Nomor 20 tahun 2003 Undang Undang Nomor 20 tahun 2003 tentang Sistem Pendidikan Nasional pasal 26 ayat 1 ditegaskan bahwa pendidikan non formal termasuk pendidikan kesetaraan berfungsi sebagai penambah, pelengkap dari pendidikan formal, lulusan dari pendidikan kesetaraan ini tentunya mendapat pengakuan atau legalitas yang sama setara dengan pendidikan formal pada umunya. Sedangkan pendidikan nonforml diselenggarakan bagi warga masyarakat yang memerlukan layanan pendidikan yang berfungsi sebagai pengganti, penambah dan atau pelengkap pendidikan formal dalam rangka mendukung pendidikan sepanjang hayat.

Pendidikan kesetaraan paket A, B dan C yang dilaksanakan di Kota Palangka Raya, terutama di Kelurahan Pahandut merupakan salah satu bentuk pendidikan jalur nonformal yang terdiri dari kelompok belajar yang diselenggarakan oleh Dinas Pendidikan Kota Palangka Raya berkerjasama dengan Pusat Kegiatan Belajar Masyarakat (PKBM) Luthfillah dan masyarakat. Program ini dilaksanakan dalam rangka memberikan kesempatan bagi masyarakat yang belum tamat pendidikan berjenjang dari SD hingga SMA untuk memperoleh Ijazah yang setara dengan jenjang pendidikan tersebut. Bentuk kerja sama yang dilakukan dalam pelaksaaan ujian kesetaraan ini adalah sebagai berikut :

Dinas Pendidikan Kota Palangka Raya adalah instansi perangkat daerah yang bertanggung jawab terhadap pelaksanaan ujian kesetaraan. Berdasarkan Undang Undang Nomor 20 tahun 2003 tentang Sistem Pendidikan Nasional maka Dinas Pendidikan Kota Palangka Raya menyediakan anggaran untuk pelaksanaan program tersebut. Anggaran yang disediakan itu dipergunakan untuk menyediakan sarana pembelajaran, seperti buku-buku dan sarana penunjang lainnya, menyediakan tutorial, serta untuk percetakan Ijazah.

PKBM Luthfillah menyediakan tempat pelaksanaan tutorial dan pembelajaran lainnya, tempat pelaksanaan ujian. Menyiapkan sarana penunjang seperti meja belajar, melengkapi koleksi buku-buku, memfasilitasi dalam melakukan sosialisasi kepada masyarakat bahwa ada program pendidikan keseteraan serta melaksanakan pendaftaraan bagi masyarakat. Sedangkan masyarakat adalah sebagai sasaran program adalah bagi kelompok-kelompok masyarakat dengan kategori sebagai anak Putus Sekolah, Usia 13-18 tahun (Paket A), Usia sekolah bagi daerah layanan khusus (yang tidak memungkinkan ke sekolah formal) untuk Paket A dan Paket B, Usia 16-21 tahun (Paket B) dan Usia 18 ke atas (Paket C) serta Usia Dewasa untuk Paket A dan Paket B. Dalam hal kerja sama ini, masyarakat melakukan pendaftaran sendiri ke PKBM Luthfillah, setelah itu mengikuti proses pembelajaran keteraan dan ujian keteranaan sesuai dengan waktu dan jadwal yang telah ditetapkan oleh Dinas Pendidikan Kota Palangka Raya dan PKBM Luthfillah.

Model kerja sama yang dibangun dalam rangka memberikan akses dan penyetaraan mutu pendidikan lelalui ujian kesetaraan yang dilakukan di Kota Palangka Raya tersebut di atas merupakan sebuah kerja sama yang dilakukan secara bersinergi antara Dinas Pendidikan Kota Palangka Raya, PKBM Luthfillah dan masyarakat. Keberhasilan dari program tersebut sangat ditentukan oleh kerja sama dan saling mendukung sehingga masyarakat yang tidak mendapatkan sertifikat atau ijazah kesetaraan dapat semakin berkurang.

Faktor Penghambat

Sebagian besar matapencaharian masyarakat di Kelurahan Pahandut adalah nelayan dan pedagang, yang mana pada saat siang hari mereka melakukan aktivitas mereka sehingga menyulitkan bagi Dinas Pendidikan dan PKBM Luthfillah untuk menyesuaikan waktu dengan masyarakat, sedangkan pelaksanaan kegiatan tersebut dilaksanakan pada pagi ataupun siang hari. Sehingga pada saat pelaksanaan proses pembelajaran hanya sedikit masyarakat yang mengikuti. Hal ini bukan berarti partisipasi masyarakat rendah tetapi disebabkan karena pengaturan waktu yang sulit untuk menyesuaikan dengan keadaan masyarakat setempat.

Faktor lain adalah relatif kurangnya dana yang disediakan oleh Pemerintah Kota Palangka Raya dalam pelaksanaan program tersebut. Setiap masyarakat yang mengikuti program tersebut tidak dibebankan untuk melakukan pembayaran atau gratis, sehingga semua beban dana yang dikeluarkan untuk membiayai kegiatan tersebut adalah bersumber dari Pemerintah Kota Palangka Raya. Disisi lain walaupun dalam kegiatan yang direncanakan sudah mencantumkan jumlah pembiayaannya tetap saja dana yang diberika tidak sama dengan yang direncanakan, dengan demikian pembiayaan kerap kali menjadi tantangan terbesar dalam setiap kegiatan. Jika mengandalkan dana yang dianggarkan oleh Pemerintah Kota Palangka Raya tidak akan mencukupi untuk kegiatan-kegiatan yang lainnya dan harus menggandeng sponsor dari pihak ketiga (swasta) yang bersedia, untuk menutupi kekurangan dana tersebut.

KESIMPULAN

Model kemitraan yang dilakukan dalam pelaksanaan program pendidikan kesetaraan oleh Dinas Pendidikan Kota Palangka Raya bersama PKBM Luthfillah dan masyarakat merupakan sebuah pola kerja sama yang dilakukan secara bersama-sama. Pemerintah Kota Palangka Raya sebagai institusi formal yang berwenang melaksanakan program pendidikan kesetaraan, PKBM menyediakan fasilitas tempat dan fasilitas penunjang lainnya. Sedangkan masyarakat sebagai sasaran program terlibat dalam proses pendaftaran, pelaksanaan proses pembelajaran dan pelaksanaan ujian. Keberhasilan dari pelaksanaan program tersebut tidak hanya ditentukan oleh Dinas Pendidikan saja tetapi juga sangat ditentukan oleh semua elemen yang terlibat.

REKOMENDASI

1. Dinas Pendidikan Kota Palangka Raya bersama dengan PKBM Luthfillah dan masyarakat peserta program kesetaraan harus secara bersama-sama merumuskan waktu dan jadwal pelaksanaan pembelajaran, bisa dilaksanakan pagi, siang, sore hari atau bahkan bisa juga dilaksanakan pada malam hari.
2. Perlu ada keseriusan dari masyarakat untuk mengikuti program tersebut, paling tidak meluangkan waktunya mengikuti proses yang telah ditentukan.
3. Dibutuhkan komitmen dari Pemerintah Kota Palangka Raya untuk menyalokasikan anggaran yang lebih besar dalam pelaksanaan program tersebut sebagai bentuk keseriusan pemerintah menuntaskan wajib belajar hingga SMA sehingga pemerataan terhadap akses dan mutu pendidikan dapat dirasakan oleh semua masyarakat.
4. Komitmen lain yang perlu dilakukan oleh Pemerintah adalah memberikan bantuan beasiswa/sekolah gratis kepada masyarakat yang tidak mampu sehingga tidak ada lagi siswa yang putus sekolah karena tidak ada biaya.

5. Harus dilakukan sosialisasi secara terus-menerus kepada masyarakat terhadap pentingnya pendidikan oleh pemerintah dan semua unsur yang ada

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DEVELOPMENT OF LOCAL ECONOMIC INDEPENDENCE THROUGH OPTIMIZING OF VILLAGE FUND MANAGEMENT

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ABSTRACT

Currently villages in Indonesia are required to be able to give birth to quality economic growth and sustainable. Quality economic growth is a concept of strengthening and contribution contributed by the real economy sector in the village. Therefore, the development and empowerment of rural communities through the management of the Village Fund or Village Fund Allocation Fund must be balanced. Because to empower the potential of the village optimally and sustainably, funding for the village needs to be focused not only to build village, but more empowered to become a self-constructing village. This study aims to develop local economic independence through optimizing the management of Village Funds in Siak Subdistrict Siak District and any factors that influence the development of local economic independence. This research is a descriptive qualitative research with sampling technique used is snowball sampling. The research informant is the apparatus involved in the implementation of the Village Fund program and the community leaders who know the program. Data collection was done by interview and observation technique, after the data collected and then analyzed by using qualitative descriptive analysis. The results of research indicate that the development of village economy can be done by strengthening the performance of local economic institutions such as BUMDes through various aspects. To achieve this, an integrated movement between the community, BUMDes and the government is realized in the form of partnership. Activities that can be done is to optimize the function of central and local entrepreneurial institutions to support various efforts to inventory the potential of local economic resources. With the development of household industry activities, it will facilitate efforts to establish cooperation between local economic development institutions that exist and thus create a process of sustainable community empowerment of villages.

Keywords: community development, local economy, village fund assistance, management

INTRODUCTION

One of the development priorities of the Jokowi-JK Government for the period 2014-2019 is "to develop Indonesia from the periphery". Of course, what is built here is not just the outskirts of the city, but development really goes into rural areas. This determination has been realized in real terms with the flow of funds to the villages whose numbers are always increasing every year (Ministry of Finance, 2017). In the 2017 APBN alone, for example, transfers to regions and villages exceed the spending of existing Ministries / Institutions, some of which are in the form of Village Fund distribution programs.

The Village Fund Program basically aims to reduce the level of poverty, inequality and job creation in the village and is expected to contribute positively to national economic development simultaneously. In more detail this program is intended to provide the driving force of economic growth in the region, namely through working communities who will get a wage so that their purchasing power increases. Likewise for people who have local raw

materials will get income. Infrastructure and facilities / infrastructure built will be able to increase agricultural production and facilitate the distribution of goods.

Village Fund Distribution which is getting bigger each year since the last three years has positioned the village no longer as an object but a subject of development. Based on macroeconomic calculations, Village Fund distribution has *multiplier effect* a large. Until 2016, distribution of Village Funds could trigger a reduction in the poverty rate by 1.27 percent. Data from the Central Bureau of Statistics in October 2015 stated that the poverty rate in the village was recorded at 17.89 million people and in September 2016 decreased to 17.28 million people (Ministry of Finance, 2017).

In addition to encouraging poverty reduction, Village Funds also have implications for aspects of employment and employment. There are two employment creation schemes based on the use of Village Funds, namely through the development and empowerment of rural communities. The allocation of the Village Fund provides employment opportunities for local residents and encourages self-sufficiency through active participation, both in the aspects of planning and implementation of development. Village funds used for infrastructure development in 2015 have been able to absorb at least 1,154,035 workers and in 2016 the number increased to 2,477,800 people.

The figures above represent employment generated in the village through the use of Village Funds. This phenomenon proves that the absorption of labor contributes to reducing economic inequality through increasing income and purchasing power of rural communities (Rahmat, 2013). While through the community empowerment scheme, the Village Fund contributed to the opening of employment opportunities through community empowerment activists who in 2015 totaled 29,609 people. In 2016 the figure increased to 136,054 people.

In the midst of these statistically increasing figures, it was found that there was an imbalance in the use of this Village Fund. According to data from the Ministry of Villages, PDT, and Transmigration of the Ministry of Health PDTT (2017), the Village Fund for the last two years was used more for the implementation of village infrastructure development. The details of Village Fund utilization in 2016 were 81 percent for infrastructure development; 7.10 percent for means of meeting basic needs; 5.9 percent for community empowerment; 2.45 percent for government administration; and only 1.7 percent is used to develop rural economic potential. The rest is used for community development and environmental conservation. From this data it is clear that the orientation of the use of the Village Fund is still dominated by physical development compared to aspects of empowerment and economic development of the community.

Infrastructure development and community empowerment through the Village Fund should be balanced, if not more for the aspect of community empowerment. This is as stated in the Regulation of the Minister of Villages, PDT, and Transmigration Number 22 of 2017 concerning the Priority of Using Village Funds. The Ministerial Regulation concretely directs the Village Fund to be used for equitable development, reducing inequality and alleviating poverty. Here the role of the Ministry of Trade in PDTT is required so that the Village Fund can be optimized through four priority programs, namely the superior village products, village-owned enterprises, village embungs, and village sports facilities. The priority implementation of Village Fund use must be agreed upon in the Village Conference.

To empower the village's potential optimally and sustainably, funding assistance for villages should not need to be focused solely on building village infrastructure, but the funds are more widely used to empower rural communities so that they can become a village that can build itself (Ferriyandi, 2016). Therefore, according to him at least 15-20% of the total amount of assistance Village Fund should be proposed for village community empowerment activities. This is so that rural communities are able to access economic advances or to create productive

businesses as a way to alleviate poverty. In addition to the need for infrastructure development in the countryside, at the same time village communities must also be given direct advocacy on economic empowerment and access to economic progress that is currently growing.

Zulkarnaini & Mashur's research (2017) states that funding assistance from the government in the form of Village Fund Allocation (ADD) sourced from the APBD in Sungai Apit Sub-District, Siak District, is widely used outside priority areas. In addition, the implementation of work that should be self-managed is carried out entirely by third parties or service providers. Not to mention the problem of collection and deposit of taxes on work funded with ADD not in accordance with taxation provisions. There is even an ADD that is used to fund spending outside of what has been budgeted in the APBDes. These facts show that community empowerment as a target group in the ADD program is not in accordance with the basic concept.

Village Fund governance is still not very effective in its implementation. Asni's (2013) research in Dayun District, Siak Regency stated that in terms of regulation there was a design of a *specific grant* that was too rigid. While in terms of planning the function of the institution is not working, the quality of planners is low, and the level of community participation is low. Then in terms of implementation, complicated regulations and the still low level of implementing HR. Furthermore, in terms of monitoring and evaluation, the lack of apparatus and the absence of indicators that can measure village performance.

In this era of regional autonomy the village continues to be demanded to be able to produce quality and sustainable economic growth. Quality economic growth is the concept of reinforcement and contribution contributed by the real economy sector (Wibowo, 2016). The real economic sector that grew and developed from the bottom due to the economic support of the people in the village. Economic growth from the bottom rests on two main things, namely to provide the widest possible opportunity for local economic actors to utilize local property resources in the framework of mutual welfare and increase economic actors to reduce unused production factors.

Providing opportunities as wide as possible is not enough only through *treatment to* open access to capital, but also access to production, access to distribution and market access. Capital access is opened and developed through affordable and flexible lending, access to production is developed through encouragement and support of local industry sectors based on local resources, and market access is developed through regulations and policies that ensure optimum conditions for development and development of rural economies.

METHOD

Implementation of this research uses qualitative methods used to describe and explain. The reason for choosing this qualitative method is the desire to analyze and get to know the problem and get a justification for the situation and practices that are currently taking place and verify the results and then obtain results, in order to make plans in the future. The qualitative method is basically a research procedure that produces descriptive data in the form of written or verbal words from people and observed behavior (Moleong, 2002). Qualitative approaches are rooted in data, and theories related to these approaches are defined as rules and rules to explain propositions or sets of propositions that can be formulated descriptively or proportionally. The technique used in obtaining informants in this study is a *snowball sampling technique* which is a technique for determining information sources such as rolling snowballs to find the most appropriate source of information in responding. After the data is collected

from each research infoman, the triangulation method will be used by *check and cross check* on the results of the responses given by the research informants.

RESULT AND DISCUSSION

The main problem in reducing poverty in Indonesia today is that economic growth is not evenly distributed. This is evidenced by the high income disparity between regions. Besides being a fact that poverty is a causal relationship. For example, a high level of poverty occurs because of low per capita income, low per capita income is due to a low per capita investment, and a low level of investment per capita due to per capita domestic demand. So on, so that it forms a circle of poverty as a cause and effect relationship.

The poverty reduction program through programs in the form of direct community assistance with an empowerment approach is one form of alternative development that requires the community to be able to be independent in fulfilling their needs. Within this framework, the current empowerment-based community assistance program run by the government is through the village fund program. Village funds are principally the assistance provided by the government in the context of accelerating development in the village for poverty reduction, community empowerment, and strengthening village governance.

Based on this program, to overcome the problem of poverty a strategy must be chosen that can take sides and empower the community through economic development and improving the economy of the people. This program must be realized in strategic steps directed directly at expanding the access of the poor to development resources and creating opportunities for the lowest levels of society to participate in the development process, so that they are able to overcome the conditions of underdevelopment. In addition, efforts to reduce poverty must always be based on determining the right poverty line and on a clear understanding of the causes of the problem.

Implementation of Village Fund Management and Utilization Village

Fund programs are based on Law No. 6 of 2014 concerning Village Funds. This program marks the seriousness of the government to change the prevailing paradigm, namely the project approach is a program priority. This is done by consolidating community empowerment programs in various ministries / institutions. In addition to improving infrastructure, these funds are expected to increase the income of rural communities through innovative programs with the theme of community empowerment.

Siak Regency in the last two years has utilized the village funds simultaneously. The funds disbursed range from Rp. 750-800 million for each village in each year. Utilization of village funds during the 2015-2017 period in Siak District has been able to produce 31 units of clean water, 18 MCK units, 15 posyandu, 9 wells, 13 PAUD, 2 Polindes and 10 village bodies. This development can proceed because it is in line with the village's efforts to use village funds to reduce poverty, so that the government continues to accelerate the distribution of Village Funds so that they reach the village level as soon as possible. The mechanism for distributing Village Funds is carried out from the State Treasury to Regional Treasury from the Regional Treasury to the Village Cash. Distribution efficiency and effectiveness that has been carried out decentralized through the State Treasury Service Office (KPPN) since last year shows that 100 percent of the Village Fund can be channeled from the state treasury to the village.

The stages of village fund distribution in Siak District have been changed to 3 stages, which were originally 2 stages with loosening distribution requirements. Phase I Village Funds of 20 percent were channeled 100 percent in February from state cash accounts to regional general cash accounts. While the distribution requirements for Phase II and III are 40 percent each, the Regional Government submits a report to the KPPN in the form of: Phase II:

Realization of Village Fund distribution and Consolidation of realization of absorption and achievement of Village Fund output in the previous year no later than 7 working days before the 4th week of June . Phase III: (1) Realization of Village Fund distribution through stage II which shows the distribution of Regional Cash to Village Cash at least 75 percent; and (2) Consolidation of absorption realization and output achievement that shows an average absorption realization of at least 75 percent and a minimum output achievement of 50 percent.

The development of the rural economic base in Siak District has long been carried out through various programs. But that effort has not produced satisfactory results as desired by the community. Various programs for economic development in rural Siak District that have been implemented include Village Economic Savings and Loans (UED-SP), Community Based Savings and Loans Institutions (LSPBM), Village Credit Agencies (BKD), Urban Poverty Reduction Programs (P2KP), and the UPK-PKP-PKK Program. To all programs to strengthen the economy in this village, the results have yet to show the expected conditions.

Currently the strategy is to strengthen the village economy through strengthening BUMDes. This program is one solution to release the dependence of rural communities on village fund assistance and to explore the potential that exists. BUMDes are business institutions that are managed by the community and village government and are no longer established by government instructions, not controlled by certain groups and in carrying out their business for the benefit of the strategic interests of the people in the village. In addition, village business institutions managed by the community and village government are formed based on the needs and potential of the village.

Table 1 indicates that there are six villages in Siak Subdistrict, Siak Regency that have received village funds in 2017. Physical and financial realization until the end of 2017 had reached 85.68% for the sub-district average. Generally the financial realization is still fluidative, there are some villages that reach almost 100% but there are also some villages whose realization is only 60%.

Table. 1 Report on Physical and Financial Realization of Village Funds (APBN) Activities in Siak Districts in 2017

No.	NAME OF VILLAGE	OF BUDGET (USD)	REALIZATION OF FINANCE (Rp.)		
			REALIZATION OF (USD)	THE REST OF (USD)	REALIZATION OF FINANCE (%)
1	2	3	4	5	6
1	Langkai	773,510,228	542,780,050	230,730,178	70.17%
2	Tumang	781,735,800	764,877,380	16,858,420	97.84%
3	Merempan Hulu	773,510,228	465,034,573	308,475,655	60.12%
4	Rawang Air Putih	781,928,590	764,418,420	17,510,170	97.76%
5	Advance	785,231,165	720,301,550	64,929,615	91.73%
6	Large	807,919,274	685,936,700	121,982,574	84.90%
TOTAL		**4,703,835,285**	**4,703,835,285**	**3,943,348,673**	**760,486,612**

Source: District Siak, 2018

Although the realization and utilization of village funds is relatively good Siak Subdistrict, but in its implementation there are still many obstacles. The main problem is that almost all villages prioritize the use of village funds for the purpose of building and repairing various village infrastructure such as road semi conditions and cluvert boxes. On the other hand, budget posts for community empowerment programs, especially related to rural economic development, tend to be less noticed. This means that more funds are used for infrastructure development compared to community empowerment activities.

Table 2 below explains that in one village in Siak District (Buantan Besar Village), the budget for community empowerment was very small. Even from small ones, there are also activities that have been designed, such as the Agricultural Economic and Fisheries Business Training, not yet realized or not at all. Even though the budget for this activity is very small, which is Rp. 13.9 million of the total funds received Rp. 807 million. While the budget for road seminarization and construction of box culverts, the realization of the budget of Rp. 742 million has reached 100%.

Table. 2 Report on Physical and Financial Realization of Village Funding Activities (APBN) of Buantan Besar Siak Village in 2017

DESCRIPTION OF ACTIVITIES	BUDGET (Rp)	FINANCIAL REALIZATION (Rp.)	
		REALIZATION (Rp)	(%)
1	2	3	5
Shopping	**Rp. 807,919,274**	**Rp. 685,936,700**	**84.90%**
Field of Administration Village Government			
The Field of Village Development Implementation	**Rp. 742,620,500**	**Rp. 674,236,700**	**90.79%**
Semenisasi Jalan SK II	Rp. 178,457,500	Rp. 178,457,500	100.00%
Semicalization of Jalan Kp. Only	Rp. 178,457,500	Rp. 128,396,100	71.95%
Semenisasi Jalan SK IV	Rp. 178,457,500	Rp. 178,457,500	100.00%
Seminaryization of the Road Gg. Rumbia	Rp 62,985,400	Rp 62,985,400	100.00%
Box Culvert Jalan Gg. Salak	Rp. 72,131,300	Rp. 72,103,000	99.96%
Box Culvert Jalan Gg. Orchid	Rp. 72,131,300	Rp. 53,837,200	74.64%
Field of Community Development			
Community Empowerment Sector	**Rp. 65,298,774**	**Rp. 11,700,000**	**18%**
Training for Community Preparedness in Facing Natural Disasters	Rp. 11,994,324	-	0%
Training for Village Community Institutions Management	Rp. 11,205,000	-	0%
Agricultural and Fisheries Economic Business Training	Rp. 13,921,450	-	0%
Posyandu Cadre Training and Village Health Workers	Rp. 12,678,000	-	0%

Capacity Building for Community Groups	Rp. 15,500,000	Rp. 11,700,000	75%
TOTAL	**Rp. 807,919,274**	**Rp. 685,936,700**	**84.90%**

Source: Siak District, 2018

The above phenomenon implies that the utilization of village funds is not as expected. The development of local economic independence has not become a priority of village fund managers. As a result, the ability of the poor to improve their standard of living from village fund program activities seems far from the goal of their implementation. For this condition, it is worth questioning the inter-institutional integration in the district / city to the village level, namely between government-political institutions, business / private world economic institutions and community institutions. Because with the existence of good government institutions, government policies and programs can be directed at empowering the people's economy, so that the community has access and control over local resources and in the decision-making system.

The non-functioning of the institution and coupled with the low level of community participation, made the utilization of the Village Fund experience disorientation. Where as philosophically in fact with the existence of this Village Fund the community can be more economical. First, because the budget given from the center is very large. Naturally, every year all the alleys or village roads in the villages are already in the condition of cast concrete or paving blocks or asphalt. This means that the village has a high bargaining position. Second, village consultations as high-level institutions at the village level have a strategic position, because village planning will progress or prosper the community starts from village meetings, the good and bad results of the village from a good planning process.

Another thing is that the priority that must be done has also been stated in the central government regulation through the existing rules. This means that physical development, non-physical, BUMDs or transparency at the village level must be a holistic guide in coordinating between institutions and elements of society. Moreover, villages can cooperate with third parties according to existing regulations and may not violate the rules above. In addition there are regulations on village land that can be used as village assets and also become village assets to be utilized by the village in the framework of the welfare of its citizens.

Development of Local Economic Independence through Village Fund Utilization

Economic growth in villages is often slow compared to urban economic development. To anticipate this, two approaches are needed, namely: a) Community needs in making changes and preventing undesirable things, and b) *Political will* and the capacity of the village government with the community in implementing the development plans that have been prepared. One effort that can be done is by encouraging the movement of the village economy to develop towards the growth of community welfare. This was supported by the government with the issuance of Government Regulation No. 47 of 2015 which stated that the village had the authority to regulate its own resources and direction of development. The existence of this regulation opens village opportunities for autonomy in management, both institutional and economic resources.

Changes to the Village Fund distribution policy show the government's desire that village funds can be channeled as quickly as possible to the village. On the other hand, the Regional Government and the village are expected to be able to work immediately and

complete their work including priority activities to reduce poverty. Facing a very slow situation of national economic growth, it is necessary to implement strategies to develop the economic independence of rural communities. So far, the most dominant factor that causes the lack of success in poverty alleviation is the power of creativity and innovation of the community and village apparatus in managing and running economic "machines" in the countryside.

The development of village economic resources in the use of village funds however requires innovation from the management. From the data retrieval, it was found that the innovations owned by Village Fund managers in Siak District actually already existed. But the innovation carried out can be said to be still "half-hearted", even often hesitant to be implemented. During the process of identifying the initial problems, for example, this innovation has been seen by making actual programs, but at the implementation stage they seem "afraid" to provide ideas and ideas in solving the problems faced. Whereas the problem solving found in the framework of utilizing the Village Fund is prerogative rights program manager to complete it.

This condition is due to the high involvement of local elites, so that every innovation found must first be discussed with them. The lack of courage in the village fund program managers in carrying out their innovations is caused by high fear of errors in the solutions found. Moreover, it has become a habit that every innovation that will be taken must be discussed first with the local elite and then take its decision. Whereas the origin can be accounted for, the Village Fund can be used for whatever is needed by the village community according to the existing rules. Starting from the establishment of the Posyandu until the salary or honorarium of the manager is allowed to be used.

Every development activity carried out must be able to meet current and future needs. Utilization of Village Funds in an effort to develop economic independence carried out still does not meet the principles of sustainable development. There are at least three indicators that can be used to analyze the concept of sustainable development, namely economic indicators, indicators of social justice, and environmental indicators. Economic indicators require that the development carried out is the existence of economic growth aimed at the welfare of the entire community, which is carried out through innovative technologies that have a minimum impact on the environment. So far, the development that supports economic growth and community welfare is the development of rural road access to agricultural and plantation areas. The large amount of forest clearing for agricultural and plantation areas has a very positive impact on the people's economy, but indirectly also reduces the wide availability of forests that should be conserved.

For indicators of social justice, the utilization of Village Funds at first glance seems to have been fair enough. The thing that is used as a fair benchmark or not is the use of RPJMDes in carrying out development. The RPJMDes has been prepared in accordance with the wishes of the community in the Musrenbang. But the development carried out is still not evenly distributed. In addition to not being evenly distributed, the implementation of development also lacks attention to the socio-cultural aspects that develop in the community, such as cultivating mutual cooperation activities.

The leadership shown by the chief executors of the Village Fund program was actually quite good, despite the reality that not all of them had an education level. But it can successfully implement this program with its experience. However, many found failure of this program due to lack of knowledge from existing leaders. For example, in the matter of finding funds. Before disbursing, of course every village must follow the prevailing mechanism. For example, by preparing all the designated administrations that must be met first, such as the Village Budget (APB-Des). In addition, the files must also go through the administrative verification process. Only after that can it be raised to the Finance Section of the Village Community and

Government Empowerment Agency (BPMPD) in the district for disbursement requests for the ADD funds.

Many village governments as managers and implementers of ADD do not understand the principles of village financial management as stated in PERMENDAGRI Number 113 of 2014 concerning Village Financial Management. Article 2 paragraph 1 emphasizes that village finance is managed based on transparent, accountable and participatory principles. In fact, the village government as formal leadership never involves the community in the form of decision-making processes, planning, implementation, and evaluation of the results achieved. This indication is reinforced by the case of the summoning of more than 30 village heads and 12 sub-district heads by the District Attorney (Kajari) Siak regarding alleged *mark-up* and misappropriation of village budget funds in 2015.

Another important aspect in utilizing Village Funds that are considered is the trust that spearheads the success of a program. Regarding the public's trust in the implementation of the Village Fund program in Siak District, it is still low. This is more because the implementers rarely disseminate the program. The community mentioned that only the initial activities were carried out by the implementing party by gathering the community in the village hall or village meeting hall. This socialization model seems ineffective because sometimes not all people are present to listen to the program's presentation. As a result there are still many people who do not receive information on the implementation of the Village Fund program which is intended for the economic development of the community. The failure in the socialization process will make this program only be followed by a handful of people without touching the whole community.

One factor that is not less important in the utilization of Village Funds is a matter of accountability. The village government related to the development administration as well as the financial manager of the people who are beneficiaries or target groups are less transparent in financial matters. This certainly makes it unclear about the use of the Village Fund which is intended primarily for community empowerment. As a result, public trust has diminished, therefore they suggest the sub-district to look for trustworthy managers. The goal is that all activities and activities can be accounted for to the target group.

Accountability or accountability in community empowerment towards the use of Village Funds has not been realized in accordance with community expectations. Whereas every village in accordance with the rules concerning the accountability report of the village head requires that at the end of each budget year the Village Head is obliged to prepare a Report on the Implementation of the Village Government and the Statement of Accountability at the End of the fiscal year and inform the people which includes information on the main activities. Conditions that occur in the field there are still some village governments who do not make accountability reports about the budget spent in utilizing the Village Fund. Therefore, there is a Village Fund that has been directly dismissed by the district government with a note because there is no accountability in every realization of the program.

After all, the use of Village Funds is important for collaboration between managers and target groups. This collaboration can be seen in the direct use of development results such as the construction of school buildings, the provision of clean water, and access to village roads. One of the results of development that has been carried out from the results of collaboration is when building a kindergarten building. The building that used to be damaged due to long neglected has been repaired by residents in mutual cooperation and self-help. Until now the building is still in good condition and clean because residents often clean the place alternately.

Communication is important in achieving goals in the organization. The communication developed by the implementing party from the Village Fund program is still not going well. This means that the empowerment party has not been able to provide clear information and news about program implementation. The inability to communicate makes the program unable to be enjoyed by all village communities who are the target groups in this program. The lack of maximum communication from the Village Fund management organization makes community participation in the village activities financed also show unfavorable symptoms.

The most important communication process is conveying information or news about the community's economic development program implemented. Because with the clarity of the information conveyed to the public, it will certainly provide public knowledge of the community empowerment program provided by the local government. The reality in the field was that the information received by the community about the program was still not evenly distributed throughout the community. As a result, the implementation of activities has not been received evenly by the public.

CONCLUSION

Development of economic independence local through the use of Village Funds in Siak District, Siak Regency has not been optimal. It can be said that the funds disbursed through this program in the field of community empowerment, especially in the effort to develop the economic independence of local communities, have not been as expected. The fact is that most of the available funds are more widely used for infrastructure improvement and development compared to the activities of developing community economic independence. The dominant factor influencing the non-optimal utilization of the Village Fund is the inability of village apparatus in making local economic development programs that are in accordance with the needs of the community. This inability is due to the lack of clear instructions for anything and what is the ideal portion of village funds in the area of community empowerment and lack of innovation in planning activities to be made.

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PRIM: a model case of collaborative governance

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Abstract (English)

That which looks like a road to Directorate General of Highways is a lifeline to citizens, a framework for development for regional government, and a source of livelihood in road construction. These four different perspective of stakeholders form the basis of innovative collaboration in the acclaimed Provincial Road Improvement Program (PRIM) in NTB. Quality of regional roads and road maintenance has vastly improved through the program, and its success lies in collaboration.

This paper presents the four perspectives of the collaboration and concludes with lessons learnt. Representatives of each will be present at the IAPA conference presentation.

(1) Local government of West Lombok will report how PRIM has resulted, in more productive investment in roads, and also how civil society engagement adds value and how managerial support improves regional government capacity. Local government will also indicate how the grant mechanism, *hibah jalan*, provides a valuable incentive to improve design and construction quality.
(2) A representative of the Forum Lalu Lintas dan Angkutan Jalan, will describe the social inclusion aspects of PRIM, and how the outcomes satisfy real community needs.
(3) A representative of the local engineering profession will demonstrate how PRIM enables them to be more professional and how it helps construction companies to gain a better business reputation.
(4) The Head of Bina Marga's subdirectorate for facilitating regional roads describes how observing the excellence of PRIM has led to plans to adopt PRIM practices nation-wide.

Keywords: collaborative governance; innovative collaboration; local government; road maintenance; NTB; PRIM.

1. Introduction

NTB Province has received extensive development assistance from the Provincial Road Improvement and Maintenance Program (PRIM) since 2011. First through the Indonesia Infrastructure Initiative (IndII) and then since mid-2017 through its successor, the Indonesia Australia Partnership for Infrastructure (KIAT). This development assistance began with the investigation and design of the PRIM program in 2011, which since 2013 has produced full-time direct assistance for the NTB province, which has since been extended to district level assistance in West Lombok District since 2016. This development assistance was implemented through the implementation of various strategies simultaneously, adjusted to each stage of the annual road maintenance cycle. The experience gained at the provincial and district levels is very significant in the form of annual repetition of technical assistance that strengthens the retention of knowledge transfer to the Office of Public Works and Spatial Planning Service (DPU PR). However, most of the transfer of knowledge was carried out through project consultants funded with grants from the Australian Department of Foreign Affairs and Trade (DFAT).

DPU PR recognizes the risk of knowledge retention by the province - and hence sustainable capacity development - with dependence on outside consultants and funding. Therefore, both the provincial and district governments have tried to expand the exposure of PRIM's operational procedures to all staff, even those involved in road maintenance activities not funded by PRIM. The aim of this far-sighted decision is to help embed these practices as permanent institutional reforms which will then be initiated in the future road maintenance cycle. Thus, NTB gained a reputation as a new source of useful experience and transformational advice regarding road maintenance. The central government is aware of the positive results of PRIM in NTB. Therefore, the central government through Subdirectorate of Subnational Roads Technical Guidance (SBTJD) wants to help other provinces implement good experiences from PRIM. As the central government examines how this important element of the PRIM model can be replicated elsewhere in Indonesia, as a parallel step, SBTJD wants to maintain the

intellectual property obtained by NTB and encourage its proper use by providing as much data and proven procedures as possible for other provinces.

Usually the public sector such as DPU PR or the private sector (profit or nonprofit entities) dealt independently in providing and serve most of the needs of society. When there was a need for both sectors to be involved, a range of methods was employed, from formal contracting for services, to independent philanthropy by the private sector, to supply the service. Governance is a broader concept than government and also includes the roles played by the community sector and the private sector in managing and planning countries, regions and cities. Collaborative Governance involves the government, community and private sectors communicating with each other and working together to achieve more than any one sector could achieve on its own.

Ansell and Gash (2008) said that the ultimate goal is to develop a contingency approach of collaboration that can highlight conditions under which collaborative governance will be more or less effective as an approach to policy making and public management. Collaborative governance covers both the informal and formal relationships in problem solving and decision-making. Conventional government policy processes can be embedded in wider policy processes by facilitating collaboration between the public, private and community sectors. Collaborative Governance requires three things, namely: support; leadership; and a forum. The support identifies the policy problem to be fixed. The leadership gathers the sectors into a forum. Then, the members of the forum collaborate to develop policies, solutions and answers. Ansell and Gash (2008) also stated that:

> One form of collaborative governance is collaborative network – "This system is meant to accomplish more alignment among community needs, strategies of service agencies, priority outcomes, and resource allocation. It's also meant to accomplish building social capital; integration of human service delivery; and interconnected strategies for relationship building, learning processes, and measurement and modeling among the participants."

New collaborative approaches to governing and managing have developed in a range of fields, including: urban and regional planning; public administration and law; natural resource management; and environmental management. Collaborative governance has emerged as a response to the failures of government policy implementation and to the high cost and politicization of regulation and as an alternative to managerialism and adversarial approaches. The field of public administration has changed its focus from bureaucracy to that of collaboration in the context of the network society. Public administrators have blurred the lines between the people, the private sector and the government. Although bureaucracies still remain, public administrators have begun to recognize that more can potentially be achieved by collaboration and networking. Collaboration and partnerships are nothing new in the political realm, however the wider use of this leadership style has gained momentum in recent years.

Ansell and Gash (2008) define collaborative governance as follows:

> "A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets".

This definition involves six criteria:: (1) the forum is initiated by public agencies; (2) participants in the forum include non-state actors; (3) participants engage in decision making and are not merely ''consulted''; (4) the forum is formally organized; (5) the forum aims to make decisions by consensus; and (6) the focus of collaboration is on public policy or public management.

Emerson, Nabatchi and Balogh (2012) have also developed a definition as follows:

> "The processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished."

This framework definition is a broader analytic concept and does not limit collaborative governance to state-initiated arrangements and to engagement between government and non-government sectors.

This paper discuss the four perspectives of the collaborative governance between stakeholders under PRIM assistance in NTB Province as follows:

- DPU PR Kabupaten Lombok Barat on how PRIM has resulted, in more productive investment in roads, and also how civil society engagement adds value and how managerial support improves regional government capacity. It will also indicate how the grant mechanism, *hibah jalan*, provides a valuable incentive to improve design and construction quality of road maintenance;
- The Forum Lalu Lintas dan Angkutan Jalan (FLAJJ) is about the gender and social inclusion aspects of PRIM, and how the outcomes satisfy real community needs;
- The local engineering profession is about how PRIM enables them to be more professional and how it helps construction companies to gain a better business reputation;
- The Head of Bina Marga's subdirectorate for facilitating regional roads is how observing the excellence of PRIM has led to plans to adopt PRIM practices nation-wide.

2. Methodology

Type of research is descriptive with data collected from the secondary and primary sources. Data were collected using documentation for secondary data and primary data were collected using indepth interview with the stakeholders: (1) DPU PR Kabupaten Lombok Barat on how PRIM has resulted, in more productive investment in roads, and also how civil society engagement adds value and how managerial support improves regional government capacity. It will also indicate how the grant mechanism, *hibah jalan*, provides a valuable incentive to improve design and construction quality of road maintenance; (2) The Forum Lalu Lintas dan Angkutan Jalan (FLAJJ) is about the gender and social inclusion aspects of PRIM, and how the outcomes satisfy real community needs; (3) The local engineering profession is about how PRIM enables them to be more professional and how it helps construction companies to gain a better business reputation; (4) The Head of Bina Marga's subdirectorate of Technical Guidance for facilitating regional roads is how observing the excellence of PRIM has led to plans to adopt PRIM practices nation-wide. Data were analysed qualitatively using Content Analysis and Cross-Tabulation.

3. Discussion

Abbott (2012) has reviewed metropolitan planning in South East Queensland (SEQ), Australia where collaborative governance arrangements, between State and local governments and the regional community, have evolved over a 20-year period leading to positive outputs and outcomes.

> The positive outputs and outcomes of collaborative governance and metropolitan planning in SEQ have been extensive and broad and extend well beyond statutory regional land use planning. These include: three endorsed non-statutory regional plans; two endorsed statutory regional plans; an infrastructure program linked to the State budget; regional sectoral plans for transport, water supply, natural resource management, etc.; new legislation and institutional arrangements for metropolitan governance; and capital works such as the SEQ busway network.

The advantages of effective collaborative governance are that it enables a better and shared understanding of complex problems involving many stakeholders and allows these stakeholders to work together and agree on solutions. It can help policy makers identify and target problems and deliver action more effectively. Stakeholders that are involved in developing a solution are more inclined to accept directions given or decisions made. It can thus serve as a way to identify policy solutions that have greater traction in the community. However, the disadvantages of collaborative governance are that the process is time consuming, it may not reach agreement on solutions, and the relevant government agencies may not implement the agreed solutions. In a complex structure with many entities working together, individual roles can become unclear and confusing. Some individuals act largely in a personal capacity, while others may act on behalf of agencies or organizations. Powerful stakeholder groups may seek to manipulate the process. Structural issues also affect agendas and outcomes. Open

structures with loose leadership and membership allow multiple participants to gain access to a fast expanding agenda. Achieving goals in such a wide agenda becomes more difficult as an increasing number of players struggle to resolve differences and coordinate actions.

The stakeholders of collaborative governance in road maintenance assisted by PRIM in NTB Province are relevant local government institutions and the community representatives as follow:

- **Road owners**.
  Road owners are local government - provincial, district and village level. Stakeholder views for this group are obtained at the Governor's office and Bappeda (Regional Development Planning Agency).
- **Road users and road use managers**
  It is a vital stakeholder because each has complementary interests in better road maintenance. **Road users** consist of individuals and organizations and include public, trade and government users who all need an effective and efficient road network that is able to provide access and connectivity. Communities affected by the road network also have the same concerns regarding maintenance, because of the positive impact of improved access, availability of public transportation and opportunities to earn income. While the negative role is the increased risk of injury or damage, noise, reduced access because the road becomes a barrier and an increasing number of undesirable people, although temporary. **Road use managers** are agencies that set rules for road use, such as planning and implementing traffic management, road planning in terms of network expansion, and the necessity of road maintenance from the perspective of economic efficiency and law enforcement in the use of roads. This stakeholder group also includes organizations interested in road use management, such as Non-Governmental Organizations (NGOs) and those interested in road maintenance research such as universities.
  The views of both road use managers and road users are obtained from the Road Traffic and Transportation Forum (FLLAJ) at the Provincial and District levels. Each of these agencies is tasked with coordinating the interests of civil society with road use planning and maintenance management agencies.
- **PPK** road maintenance and staff carrying out this service.
  PPK is a professional technical division in the Provincial and District Bina Marga, and for self-management (Swakelola) in the provinces there are Balai Lombok and Balai Sumbawa. In each maintenance cycle, the division staff plans, programs, confirms the budget, manages the design and contracts with consultants and contractors for the provision of maintenance services. Since this is a catalyst agency for all technical aspects of road maintenance, input for the technical aspects of road maintenance must be obtained from the agency itself, namely Bina Marga and the DPU PR.
- **Road maintenance service providers**.
  Road maintenance service providers are design and supervision consultants, and contractors appointed by Bina Marga. Because there is no continuity from one maintenance cycle to the next then the views of representatives of industry contractors are collected as information for this study.
- **Road regulators**.
  The Directorate General (DG) of Highways (Bina Marga) is a central level regulation maker for planning all over Indonesia. Under it, **Subdirectorate** of Subnational roads Technical Guidance (SBTJD) coordinates activities for subnational roads and is therefore the most relevant national stakeholder in maintaining provincial and district roads. This agency clearly has an important role in understanding the maintenance needs of all subnational road networks. **Bappenas** is the main ministry entrusted with planning the national economy and interested in understanding the impact of improving road maintenance on the national and regional budgets. Likewise, **the Ministry of Transportation** has issued guidelines on road use management, while **the Ministry of Home Affairs** has an important role in human resource development, providing funding for staff who will participate in interprovincial training and approval of regional budgets. The view of DG and Head of SBTJD as representatives of the road regulators will be presented in a separate paper.

Figure 1
Structure of collaborative governance in road maintenance in NTB

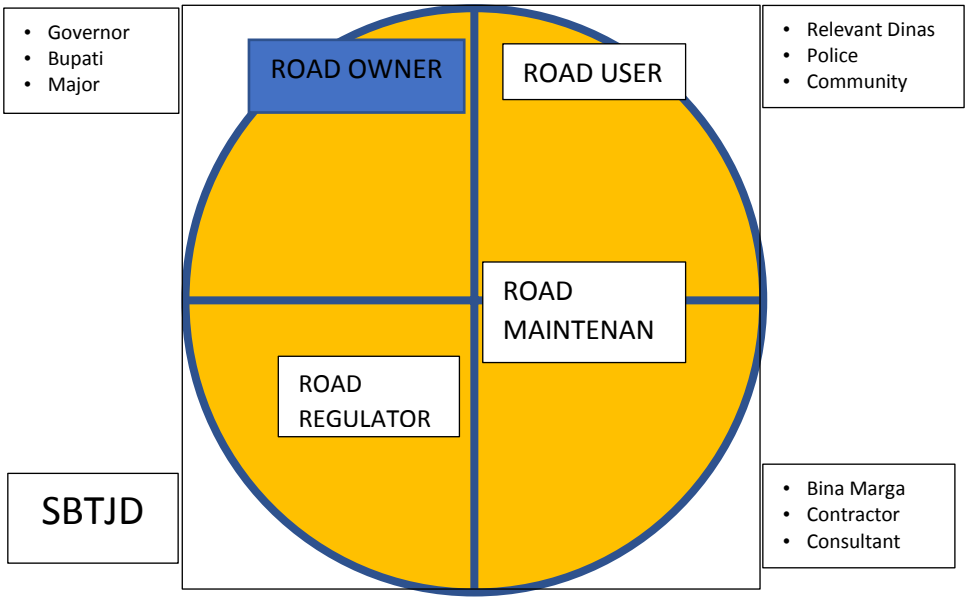
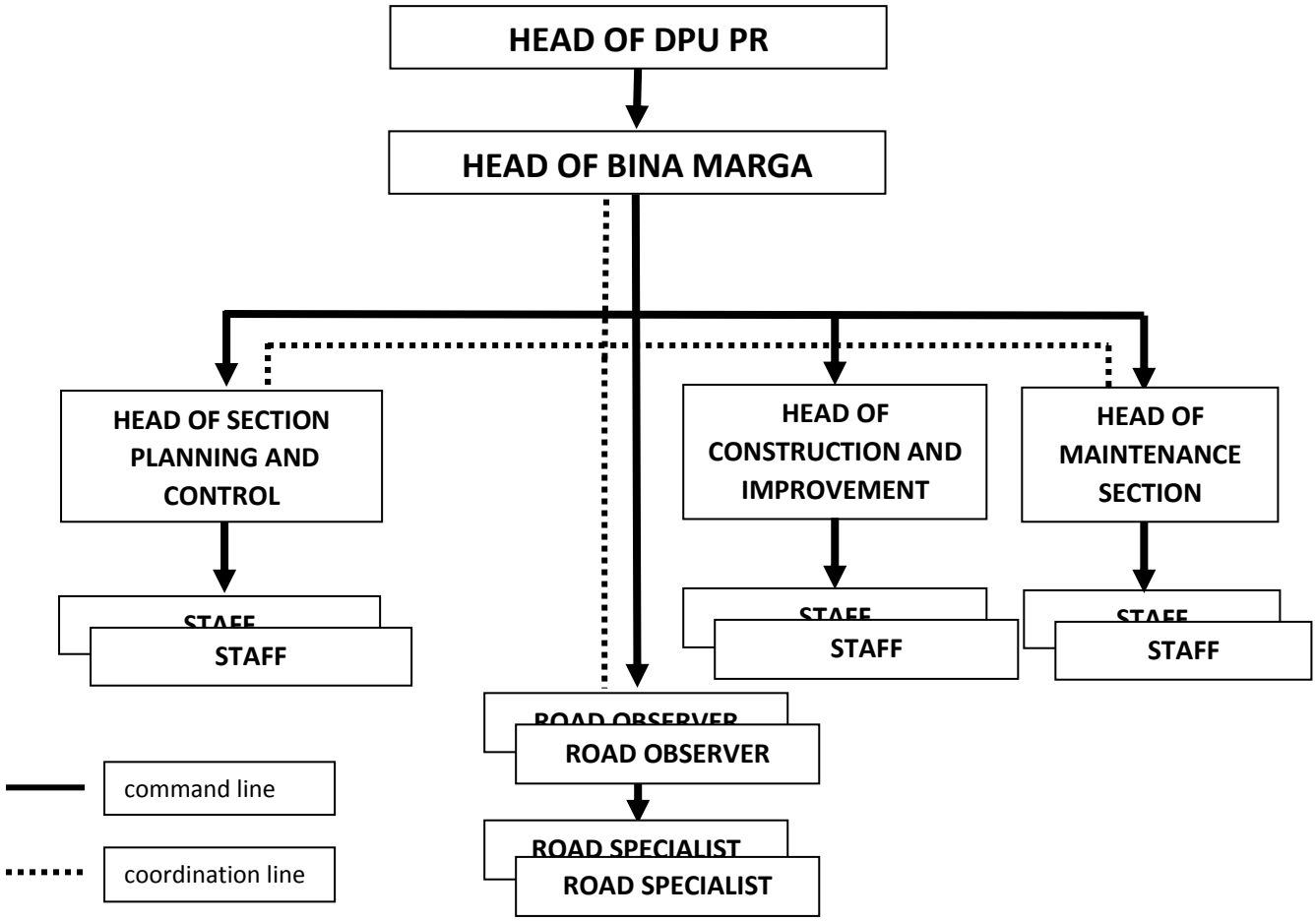


Figure 2.
The Previous Organizational Structure and Function of Bina Marga Division DPU PR Kabupaten Lombok Barat



Job description of the human resources of Bina Marga Division before PRIM assistance as follow:

a) Head of Bina Marga Division

Perform planning, development, supervision, control of road and bridge construction management, and utilization of road right of way, and mitigation of natural disaster.

b) Head of Administration and Finance Section and Finance Officer

Assist all organizational units in processing financial administration (revenues and expenditures) and non-financial technical administration. Assist in controlling budget and other assignments for expediting cash receipt and expenditures.

c) Head of Planning Section, Road Planner/Surveyor, Budget Planner, and Computer Operator

- Prepare materials for the writing, development, control, monitoring and socialization of technical standardization;
- Prepare materials for road and bridge management and control of utilization of the road's right of way;
- Prepare work plan for road construction implementation.
- Serve as budget reference for program and activity implementation of each unit.

Since the past 5 (five) years as of 2013, the Bina Marga Divisons of the DPU PR of NTB Province and Kabupaten Lombok Barat respectively have received additional human resources functions and support from the PRIM Projects. The human resources function and support include 4 (four) main functions, including: (1) Environmental Management (AMDAL and UKL-UPL); (2) Management of Gender, Social Inclusion (GESI) and Child Protection (CP); (3) Management of Technical and Non-technical Training, and (4) Stakeholder engagement through Road Traffic and Transportation Forum (FLLAJ). The job description and work processes of the 4 (four) additional functions are as follow:

d) Head of GESI and CP Section, GESI and Diffable Officer, and Child Protection Officer

- Support for FLLAJ Capacity Building
- Develop and strengthen women sub-contractors.
- Support Disability Groups Organizations.
- Women in Engineering.

Work processes:

- Revising FLLAJ membership by including more women and disabled persons as FLLAJ members;
- Design and conduct training on GESI and CP to members of the FLLAJ;
- Recruiting staff of GESI especially for FLLAJ;
- Integrating GESI and Child Protection into the "Road Management Cycle";
- Training on Introduction to Road and Bridge Construction Project Manager for IWAPI members engaged in road and bridge construction services;
- Assisting IWAPI members to prepare the bidding stages, prepare for proposals and project costs and how to bid for road and bridge construction projects;
- Support HWDI (Indonesian Disability Women Association-NTB) to develop institutional capacity of organizations and HWDI members. This is done to encourage members of HWDI able to advocate against the government, especially the policy makers to implement the mandate of Law No. 8/2016, on the fulfillment of the right to protection of disability.
- Supporting HWDI to become a stronger group through HWDI involvement into FLLAJ members so that advocacy can be easier.

e) Head of Training and FLLAJ Section, Training Needs Assessment (TNA) Officer, Training Implementation Officer, and FLLAJ Officer.

Plan training needs, training methods, curriculum and learning methods, facilities and infrastructure, and cooperation with relevant stakeholders, and perform evaluation of training.

- Perform advocacy and support relevant stakeholders in discussing traffic and road transportation issues through FLLAJ by facilitating integration of agencies running traffic and road transportation activities, and prevent disruption to traffic and road transportation that negatively affect social and economic aspects; and/or issues whose settlement requires alignment and interdependency of authority and responsibility of the agencies.

Work processes:

- Conduct a study through surveys and/or workshop for relevant stakeholders on training needs;
- Design and prepare TOR of training program packages;
- Design implementation method, curriculum contents, and learning methods in the training;
- Perform cooperation with stakeholders for the training;
- Perform evaluation on training effectiveness.
- Provide advocacy for central and regional government agencies in running traffic and road transportation operators that require integration in traffic and road transportation operations, to be initiators for discussions in the forum;
- Be proactive in proposing for discussion of issues in the traffic and road transportation operation in the forum through central or regional government agencies consistent with the agencies' job description;
- Propose for discussion of traffic and road transportation issues that require integration in traffic and road transportation.

g) Head of Environmental Section and UKL-UPL Officer

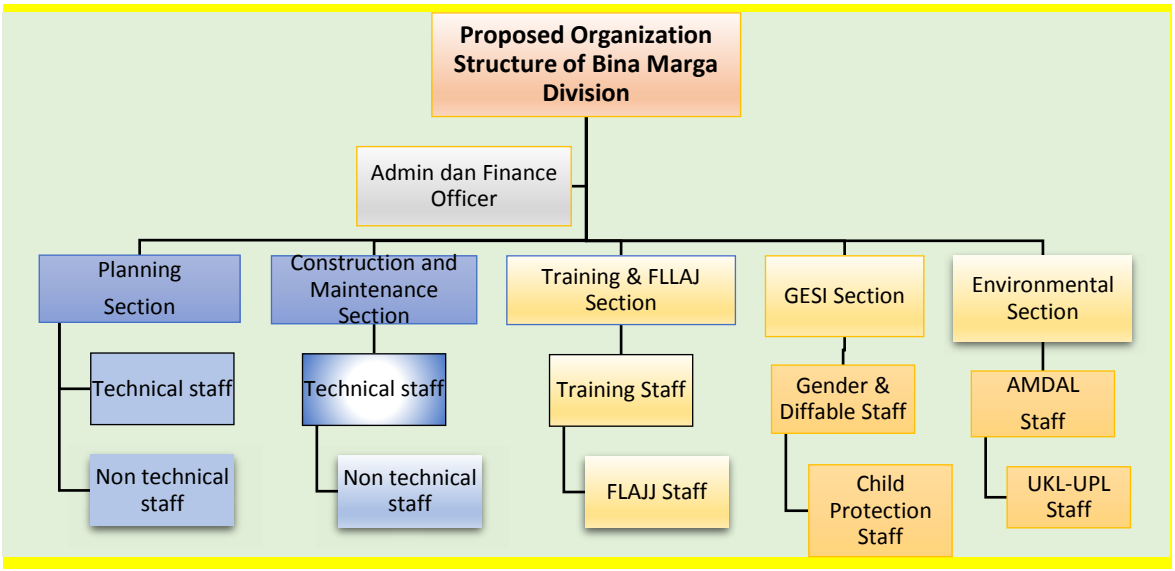
- Formulate the steps in preventing, handling and controlling the negative impacts of the road and bridge construction and other affected facilities;
- Formulate steps for improving positive impacts of the construction of the road, bridges and other affected facilities;
- Formulate environmental monitoring steps to identify the effectiveness of environmental management performed for those affected by road and construction construction.

Work processes:

- Prepare guidelines for preventing, dealing and controlling of environmental damage and pollution, which was caused by road and bridge construction and maintenance.
- Prepare guidelines for efforts to minimize the negative impacts and maximize positive impacts caused by the road and bridge construction and maintenance activities;
- Prepare guidelines for environmental management and monitoring;
- Assist in the decision-making process by the government in the environmental management and monitoring as the impacts of road and bridge construction and maintenance.
- Prepare a review to inform the government on compliance in environmental management and monitoring as the impacts of road and bridge construction and maintenance.

The four main functions have given contribution to support the effectiveness and efficiency of subnational road management in NTB Province and Kabupaten Lombok Barat. Therefore, proposed organization structure and function of Bina Marga Division can be seen in Figure 3 below.

Figure 3.
The Proposed Organizational Structure and Function of Bina Marga Division DPU PR NTB Province and Kabupaten Lombok Barat



Note:

Previous structure and function

Currently supported by PRIM

5. Conclusion and lesson learned

The advantages of effective collaborative governance are that it enables a better and shared understanding of complex problems involving many stakeholders and allows these stakeholders to work together and agree on solutions. It can help policy makers identify and target problems and deliver action more effectively. the disadvantages of collaborative governance are that the process is time consuming, it may not reach agreement on solutions, and the relevant government agencies may not implement the agreed solutions.

The organization (road user dan road use manager, and PPK) focuses on the task of road maintenance with the leading institutions of Provincial and District level. With the support of the PRIM program, this catalyst organization continues to build capabilities. Now each has the capability to provide referral expertise on certain topics. Their role is the management of road maintenance throughout the maintenance cycle from the initial planning to verification and includes the implementation of maintenance management by contractor consultants and service providers.

In the case of private sector service providers, the lack of exposure to previous associations and even the absence of good institutional memory from members' feedback limits their use as expert resources to answer operational questions regarding design, supervision and contracts. But the commitment of the consultants and contractors to ensure systemic problems in implementation are recognized and handled. There is little evidence that the management of these service providers has absorbed improved skills through PRIM at the management level but does not impose a better culture regarding quality assurance to reduce the lack of responsibility shown by each of them. There is a continuous dependence on supervision by PRIM / Bina Marga, which is increasingly decreasing after the completion of PRIM's assignment. Therefore, the most useful contribution of these service providers is to recognize and further address the two challenges above: the lack of retention of lessons learned through PRIM and the lack of responsibility to deal with their quality assurance issues.

FLLAJ fully has expert resources, access to university staff and the ability to work with communities for consultation. FLLAJ continues to expand its area of influence, for example through a coordinating role for the Construction Sector Transparency (CoST) initiative. FLLAJ continues to strive to improve road safety and plays a very important role in conducting extensive coordination between transportation and roads related to safety

signs. The risk that might arise is the full sustainability of its activities after the end of PRIM because this requires budget adjustments to replace current benefits received from PRIM incentive funding.

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EFFECTIVENESS OF PEATLAND RESTORATION IMPLEMENTATION IN RIAU PROVINCE

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Abstract

The peat phenomenon that occurs in Riau Province negatively impacts the environmental conditions resulting from the management and utilization of peat ecosystem areas that are out of control and irresponsible. For example, forest fires and land that occurred have an impact of smoke haze that hit Riau and Sumatra region. This study aims to analyze the Effectiveness of Peat Restoration in Riau Province. This research is done by using qualitative method. The peatland restoration program that has been established in several districts in Riau Province is also influenced by several factors that influence the implementation process, including the following: (1) Conceptualization of Peatland Restoration Program. Since the restoration program has been rolled out, there are still many parties who do not understand what peatland restoration is. This caused inequality in the implementation of the restoration program. So far, the community considers restoration of peatlands to the extent of government tasks, and for local governments the restoration program is only a pilot project of the central government. In fact, it is wrong, therefore the conceptualization of this restoration must be clear and submitted continuously to the government apparatus, stakeholders and the community. (2) Implementing Institutional Preparedness The readiness of the implementing agency in this case is whether the institutions involved in this peat land restoration program are ready to implement with all the preparations in the form of activity designs, socialization to be performed, supporting funding, and how to respond to society. (3) The Encouragement of Good Local and Formal Figures at Provincial, District, District and Village Levels. In implementing peatland restoration programs, encouragement or support of parties other than those of the relevant official are indispensable, both formal and informal. The conclusions of this study indicate that overall government efforts to implement peat restoration have not been too effective. Some districts have successfully restored their peatlands but in some districts peat restoration has not been an important agenda in the formulation and implementation of policies in the district

Keywords: Effectiveness, Policy Implementation, Peat Restoration

1. Introduction

Peatlands originally a marginal land, in the development of demand for various uses such as plantations, agriculture and settlement. Peatlands have distinctive characteristics, especially in terms of hydrology. Peat soil is able to store water at 13 times its volume. In practice its use in peat drying for various purposes by making the channels. The drainage practices causing the volume of water stored in the peat soil to be reduced, and become brittle which eventually shrinkage. Shrinkage which continuously makes peatlands decrease (subsidence).

Forest and also peatland a natural resource that provides great benefits for human welfare, either tangible or intangible benefits. Tangible benefits or direct benefits of forest include wood, forest products

follow-up and others. While the benefits of intangible or indirect benefits of forest among others water regulation, recreation, education, comfort environment and others (Affandi & Patana in Latifah, 2004: 2).

Peatlands are one of the marginal land types selected primarily by large plantations, as they are relatively rarer and thus the likelihood of land use conflicts is relatively small. Although peatlands have a very strategic function, but because Indonesia is a major producer and consumer of wood commodities, paper and palm oil industries, the transfer of function or reclamation with the drainage of natural peatland in Indonesia is inevitable. The transfer of peatland functions has occurred since the last few decades and is still ongoing until now.

These peat swamp forests are increasingly being logged and replaced by plantation companies with timber and especially oil palm. To produce oil palm, the water level in the swamplands must be lowered through drainage. Due to this drainage, the organic peat soil will dry out, become sensitive to fire and fire.

Indonesia has a peatland area of 20.6 million ha. 43% is in Sumatra (Wahyunto, et al. 2003). The Sumatra region which has peatland is Meranti Regency which consists of 3 (three) large islands: the island of Pedang, Tebingtinggi Island, and Rangsang Island. Meranti Islands Regency Region based on the PIPIB map, almost all of the area is peatland. Based on these facts, caution is needed in using the land so as not to cause problems. There are several factors that cause peatlands to be considered at this time to have meaning and important role is (1) Increasing demand and demand for water; (2) Increasing poverty of communities around peatland forests; (3) Increased influence of globalization; and (4) climate change (Daryono, 2009). Increased water demand, especially for agricultural and plantation needs. But problems will arise on peatlands when drainage is done by making canals. The purpose of this channel is to reduce the water saturation conditions in the root layer of plants. As a result the peatland becomes dry and no longer holds water which then results in subsidence or collapses. There is something to be understood about peatlands, that one of the characteristics of peatlands is irreversible drying or non re-wetable. When peatlands experience a degree of drought, peat cannot be wetted again (Widyati, 2011).

Globally, Indonesia's peatlands occupy the fourth position as the largest peatland in the world after Canada, Russia and the United States. Indonesia has a peat land area of 20 million ha, Canada 170 million ha, Russia 150 million ha, and the United States 40 million ha (Agus and Subiksa, 2008). Southeast Asia is the largest tropical peatland owner in the world with an area of 56% of the world's total tropical peatlands. Indonesia alone accounts for 47% of the world's tropical peatlands, making it the largest peatland country in Southeast Asia.

Peatlands have an important role in maintaining and maintaining the balance of the living environment both as a reservoir of water and carbon storage. In addition peat is the owner of endemic and distinctive biodiversity. This characteristic is influenced by the characteristics of peatland which is a unique ecosystem with acidic pH, poor in nutrients, and contains thick organic material and is always submerged in water. This specialty only supports.

2. Theoretical Background

Peat is formed from the accumulation of crop residues, both decayed and not. The accumulation is thicker because the decomposition process is hampered by conditions of lack of oxygen and / or other environmental conditions that cause pressure on the decomposers. Therefore, peatlands are commonly found in backswamp areas or drainage areas where drainage is poor. The formation of peat soil is a geogenic process, namely the formation of soil caused by the process of deposition and transportation, in contrast to the process of forming mineral soil which is generally a pedogenic process (Hardjowigeno,

1986). Several studies have estimated the formation of peat in the world between 10,000-5,000 years ago (in the Holocene period) and peat in Indonesia occurred between 6,800-4,200 years ago (Andriesse, 1994). Based on the search for peat age using radio isotope (carbon dating) techniques, the age of peat in Central Kalimantan is even older, which is formed around 6,230 years ago at a depth of 100 cm to 8,260 years at a depth of 5 m (Siefermann et al. 1987). From one location in Central Kalimantan, Page et al. (2002) shows the distribution of peat age, which illustrates that the formation of peat requires a very long time. Peat grows at a rate between 0-3 mm / year. Indonesia's peatlands are found in lowland and highlands. In general, peat swamp land in the lowlands is found in the tidal swamp area and the swamp swamp, located between two major rivers in physiography / landform swamps behind the river (backswamp), swalle swamps, closed basin, and coastal plain (coastal plain). Highland peat swamp land is commonly found in basin as contained in Rawa Pening (Central Java), Padang Sidempuan (North Sumatra), and Danau Sentarum, Kapuas Hulu (West Kalimantan). Most peat swamp land is in the lowlands and only a small portion is found in the highlands.

3. Metodology

This research type is qualitative with explorative method This research activity will use two data source, that is primary data that is data obtained directly from field, and secondary data that is data obtained through study of documents from various sources relevant in this activity. Primary data will be obtained through Focus Group Discussion (FGD) in research areas, Observation on perceptions and behaviors, and interviews using questionnaires. The secondary data of this study are research reports, journals, annual reports, evaluation reports, regulatory and legislative documents, minutes of meetings and other relevant documents.

4. Result and Discussion

In addition to its vital ecological role, the position of some of Indonesia's peatlands, especially in Riau, also has a strategic role in the context of national defense and defense. The strategic role of peatlands is mainly in the Meranti Islands (Riau) Regency which borders the sea with Singapore and Malaysia in the Malacca Strait. As the spearhead and marker of state borders, the Meranti Islands peatlands play an important and strategic role in social and economic defense.

Government and communities in Meranti Islands have successfully restored peatlands by involving communities through sago plantation programs on peatlands and have important economic impacts. The government and the people of Meranti have inspired how to protect the Meranti Islands as a peat area and at the same time as the leading island of Indonesia by prioritizing sustainable ecological and socio-economic defense as another form of defense of sovereignty in addition to defense with a militaristic and legalistic approach.

In general, the ecological defenses and carrying capacity in Indonesia's peatlands face serious and complicated challenges only due to climate change conditions such as El Nino and an increasingly erratic and irregular rainy and rainy season. This is certainly exacerbated by the cultivation of agriculture and massive industrial scale monoculture plantations, exploitative, and full of canals which consequently are vulnerable to drought.

The damage to the ecology of peatlands in Indonesia in general has been caused by two main activities: open drainage and land fires. Changes to the nature of peatlands create great ecological losses. Utilization that ignores the nature of peatlands will make peat dry. Utilization that ignores the nature of peatlands will make peat dry and very flammable.

Socio-Economic Conditions of the Peat Area

Though endowed with vast resources, socio-economic conditions in Indonesia's peatlands generally represent the "resource curse" picture often used by development and ecological anthropologists. What is meant by "resource curse" is a concept that explains why countries rich in natural resources such as Indonesia often grow to become poor precisely when they are so busy serving the interests of world market commodities from the timber era 1980-2005 to the present oil palm plantations from 2005 to now (Van Klinken, 2008; Rosser, 2007; Ross, 2003).

Chart 1. Deforestation 1990 -2012 (KLHK, 2012)

The general condition of the management of peat areas in Riau illustrates the lack of understanding, knowledge and utilization. This picture mainly occurs in terms of lack of knowledge about the peculiarities, complexity, and vulnerability of the peat ecosystem and the natural linkages between peat, biodiversity, carbon, and water. Vegetation restoration is needed in order to restore the vegetation cover of the peat ecosystem so that it resembles the structure and function of the peat ecosystem as the original. For example in Riau Province alone, from 1982 to 2007 it has been converted to 1.83 million hectares or 57% of the total area of peat. In 2009, the Indonesian government policy again converted 2 million hectares of peatland to oil palm plantations. The rate of conversion of peat increases rapidly, while for non-peat land the increase is relatively slow (WWF, 2008).

Indonesia's peat fires, especially in Riau, contribute the largest carbon emissions to the atmosphere and provide alarming social and ecological impacts (Miettinen and Liew, 2010). The alarming conditions in the peat ecosystem occur due to lack of understanding and data and the increasing need for land, resulting in Indonesia's peatlands, especially in Riau being a massive and intensive object for agricultural and plantation areas with the use and transfer of large-scale land to serve the needs of industry and markets especially in this decade. Peatland management that relies more on short-term economic values will tend to favor capital owners, and easily marginalize community rights and those whose livelihood conditions depend heavily on the healthy ecological functions of peatlands for meeting sustainable needs.

The history of peat land use for agriculture in Riau is quite long. The history of peatland utilization for agriculture in Riau is quite long. The use of peat for agriculture begins with the success of indigenous people in farming on peat land for the needs of food, fruits and other commodities. A number of best practices in the community about how to develop cultivation on peatlands in a sustainable manner have long been known. Traditional paludicular systems are intended to keep peatlands in their original

character by planting the typical vegetation of peat / endemic swamps, or vegetation that remains productive in wetland conditions. Paludicultural products can provide commodities that include food, feed, fiber and fuel, as well as industrial raw materials. However, the pattern of cultivation by applying the model of paludikultur that relies on local people (people farming) in fact increasingly lagging behind by agricultural models or large-scale plantations (corporate farming). Until the past decade peatlands have been managed more by large-scale companies that carry out timber and oil palm plantations (Dedi Nursyamsi, et.al, Springer, 2016). Socio-economic studies that address aspects of sustainability and ecological services on peatlands illustrate the situation that almost all Indonesian peatlands have been exploited in such a way for commercial plantation and cultivation activities (Kobayashi and Segah, 2016).

Peatlands have an economic function, except that peatland management needs to be done wisely and carefully because the peat ecosystem is an fragile ecosystem, so that if management is not done properly, the forests and peatlands will not be sustainable. Unwise management of peat areas has also resulted in land conflicts. Problems of land conflicts in peat areas occur mainly because of unclear forest and plantation area boundaries and lack of land tenure. In a number of studies, land conflicts in peatland areas did not occur when land management involved the community (M. Osaki et al, Springer, 2016)

Table 1. Location of Peatlands and Poverty Rate

Island location	Peat Area (Ha)	Number of Regencies		Number of Villages in Peat Area
		Poverty > Average Poverty National	Poverty <Average National	
Sumatera	5,965,220	16	25	5.011
Kalimantan	5,036,164	2	25	2.990
Papua	4,931,054	20	-	2.464
Indonesia (total)	15,932,438	38	50	10.465

Source:
1. Peat area data (Indonesian Ministry of Environment and Forestry and Ministry of Agriculture, 2016)
2. Data on the number of districts and village jumlas (processed from the Ministry of Home Affairs PMD, 2010)
3. If the peatlands are in Aceh province, North Sumatra, West Sumatra, Bengkulu and East Kalimantan calculated then the total area of Indonesia's peatlands about 21 million ha (Agus and Subiksa, 2008)

Expansive development based on exploitation of natural resources drives teturial conflict. The local people's lives are urged, lack of recognition of rights and unequal access to resources. Biases of interest in the allocation of natural resources and permits lead to the emergence of prolonged and escalating conflicts. Peat ecosystem areas are synonymous with nutrient-poor soils and are flooded every year, often forcing the surrounding communities, who are not accustomed to or not yet supported by the Government to implement appropriate cultivation, tend to maintain their lives just by hunting, fishing, and cutting down timber (illegal logging). or the current conditions, illegal logging activities are reduced due to the exhausted commercial trees around the peat area.

In addition, the reduction of illegal logging is also caused by the increasing awareness of the community, as a result of extension activities and guidance that has been done by various parties and from the impact they have felt directly, either in the form of the shrinking of forest products and natural disasters that befall those that cause the condition of society in peat areas it is relatively poor and backward.

The policy of conversion of peatland for large-scale settlement and rice field activities was once carried out by the Government of Indonesia through the Million Hectares Peatlands project ". The project was finally stopped because it proved to have enormous environmental damage. Initially the program in the era of President Soeharto was aimed at securing national food, but in its implementation is considered failed because it raises various problems both technical, social, economic, cultural and ecological environment.

In addition to the unwise conversion of peatlands, land clearing activities using fire became the main cause of the 1997 peat fires and smoke pollution in Central Kalimantan (Rieley, et.al. 2002). Then the construction of canals for irrigation has led to excessive peat drainage during the dry season. Peat swamp ecosystems are damaged and experience a decrease in water level due to drainage channels that are not taken into account and result in drought, and vice versa in the rainy season resulting in flooding.

Through Presidential Regulation No. 1 of 2016 the Central Government established a Peat Restoration Agency. This Presidential Regulation regulating the management of peatlands with peatland restoration is one of them by building a canal block (Canal Blocking). Canal blocking is a national agenda for peat restoration with the main objective of addressing land fires due to the destruction of peat ecosystems. Preventing peatland fires by keeping peat soil wet is considered a wiser move than a time-consuming handling.

The implementation of efforts to restore damaged peat ecosystems is the responsibility of the government cq. BRG. This was stated in the Presidential Regulation of the Republic of Indonesia Number 1 of 2016 concerning the Peat Restoration Agency. In carrying out efforts to restore the function of the peat ecosystem to prevent the recurrence of forest and land fires

and the impact of smoke, BRG has the task of facilitating and coordinating peat ecosystem restoration covering an area of 2 (two) million hectares. Presidential Regulation no. 1 of 2016 mandates that in carrying out its duties and functions, the Peat Restoration Agency is supported by organizational equipment consisting of: (1) the Body Secretariat; (2) Deputy for Planning and Cooperation; (3) Deputy for Construction and Maintenance Construction; (4) Deputy for Education, Socialization, Participation and Partnership; (5) Deputy for Research and Development. Based on BRG's internal and external strategic issues, BRG's strategic environment can be mapped according to existing strengths, weaknesses, opportunities and threats. From the results of the analysis, it was concluded that BRG's strategic objectives include covering protected areas and cultivation areas in hydrological unity of peat so as to be managed sustainably to support the improvement of people's welfare and the quality of human life and the environment.

The Peat Restoration Agency is tasked with achieving three restoration objectives, namely: (1) recovery of hydrology, vegetation and socio-economic carrying capacity of degraded peat ecosystems; (2) protection of peat ecosystems for life support; (3) rearrangement of sustainable management of [the exploitation of] peat ecosystems. From this task, the object managed by BRG is the Peat Hydrological Unity (KHG).

Peat ecosystem management aims to achieve multi-benefits, namely economic, social and ecological benefits. Referring to this goal, the formulation of the program which is the responsibility of BRG is the Facilitation and Coordination Program for Peat Restoration in 7 Provinces. The goal to be achieved from the implementation of the program is to accelerate the recovery of peat ecosystems in 7 provinces to provide sustainable use for economic, social and ecological interests.

Efforts to achieve program objectives, as well as the achievement of program performance indicators are carried out through five activities. Each activity describes the implementation of the duties and functions of each deputy in the scope of BRG.

Activities within the scope of BRG Program consist of: (1) Activity of the Secretary of the Agency in support of administrative, operational and financial management facilities; (2) Activities of Deputy for Planning and Cooperation; (3) Activities of Deputy for Construction, Operation and

Maintenance; (4) Activities of Deputy for Education, Socialization, Participation and Partnership; (5) Activities of Deputy for Research and Development.

Indicatively, the funding requirement for the implementation of the Coordination and Facilitation Program for Peat Ecosystem Restoration in 7 Provinces in 2016-2020 is Rp. 10,593,000,000,000 (ten trillion five hundred ninety three billion rupiahs). The amount of funding is only limited to the financing needs of achieving work targets.

The apparatus shopping needs (office services and operations) during 2016-2020 are projected to be Rp. 298,000,000,000 (two hundred ninety eight billion rupiahs). To further optimize the achievement of BRG's performance targets and targets, it still needs to be supported by involving the role of all parties including building cooperation with overseas development partners and the participation of the business sector and civil society groups.

Picture 1. BRG Stakeholder Role

However, from all the above efforts, the core of the mandate, task and function of BRG is to implement peat restoration to support the preservation of natural resources, the environment and disaster management, and governance. With the re-functioning of KHG through restoration interventions, the peat ecosystem will be able to provide habitat for its biodiversity, and able to prevent flooding in the rainy season and prevent fires.

5. Conclusion

Based on the results of the explanation of the results and discussion, the effectiveness of peat restoration must refer to: (1) the direction of national policy, through the National Development Goals The Leading Sector includes Sustainable Development through (a) Maintaining the environmental quality of the peat ecosystem to improve the environmental carrying capacity, water security and public health. (b) Developing a very lagging village which is a peat village through utilizing the potential of forest resources and forest environment in a sustainable manner to improve the economy and prosperity

of a sustainable society. (2). Direction of BRG Policies and Strategies, BRG Policy in order to carry out the duties and functions to carry out national development policy directions and national priority programs in coordinating and facilitating the restoration of peatlands in 7 (seven) provinces, namely Riau, Jambi, South Sumatra, West Kalimantan, Central Kalimantan, South Kalimantan, and Papua. (3). The institutional framework, in the need for peatland restoration implementing organizations at the site level, must be strengthened by involving regional institutions at the provincial level in charge of facilitating the planning, supervision and technical guidance on the implementation of peat restoration. The institution includes several related regional work units (SKPD), technical implementation units (UPT) and related vertical agencies, and LSM

6. Recommendation

1. The need for regulation that allows ex-cultivation areas included in protected peatland to be managed through investment schemes including ecosystem restoration concessions or managed as areas of local community wisdom and arrangements for the formulation and protection of types of biodiversity in peat ecosystems.
2. Regulations that provide incentives for concession holders who voluntarily change their concession areas from cultivation areas to protected peatlands managed by the concession holders and prioritize the integration of KHG zoning and peatland rural areas into district and / or provincial spatial plans.
3. There needs to be a reward or award in the form of fiscal transfers to regions that have successfully implemented the protection and management of peat ecosystems.
4. Clear coordination between stakeholders of peat restoration especially at district government

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LOCAL WISDOM OF DESA GADANG VILLAGE OF KAMPAR REGENCY IN AN EFFORT TO IMPROVE TOURISM POTENCY OF RIAU PROVINCE

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ABSTRACT

The village of Pulau Gadang District XII Koto Kampar, Kampar regency is a village that has an interesting historical value. Starting from the transfer of old Gadang Island Village to the current area due to the Koto Panjang PLTA Project, drowning four villages including Pulau Gadang Village. After 25 years passed the transfer was successful to give a positive impact, although initially received rejection. Improving the economy of local communities, supported by the tourism potential that recently developed in the area of this village and directly managed by the community of Pulau Gadang Village. Tourist attraction that is currently viral enough that Raja Ampat his Riau, at the beginning of the emergence of a very loved but the highest point of achievement only up there only. Tourism sector is a leading sector that is being developed and managed directly by the surrounding community, of course the positive impact of increasing the tourism potential in Riau. this paper will provide an in-depth analysis of the local wisdom of the community of Pulau Gadang Village that manages tourism directly, based on the construction of the concept of local wisdom that is capable of bringing progress to a region. Local wisdom is now an interesting issue as it returns to the foundation of a development theory that post modernism that can succeed a region is when the specialty of the area can be managed properly. Local wisdom that has influence in attitude and action, local local ideas that are wise, full of wisdom, good value, embedded and followed by members of the community.

Key Words: Local Wisdom, Local Government and Tourism

I. Introduction

Local wisdom is an integrated way in the social life of the community, specifically the village community. The intermingling between the way and outlook of the community towards something mixed with village governance makes local wisdom a policy. Wisdom is present, of course when the present propositions between local wisdom and village government are balanced, wisdom is present when there is a common perception to build between the village government and traditional leaders. Along with the development of science in the perspective of public administration, issues that raise local wisdom are considered attractive to be appointed. The debate about the presence of local wisdom for development is also diverse, because the socio-cultural dynamics that exist in Indonesia are rich.

Local wisdom that is present is able to penetrate a variety of perspectives in community life such as the environment, disaster management, land, agriculture, plantations including the current sector which is very rapidly developing namely tourism. The level of success varies even though wisdom in local wisdom is present to accompany village government.

The Village Law Perspective Number 6 of 2014 gives the village the authority to manage all the potential possessed by a village, but it cannot be denied the current problem dilemma is not all villages are able to manage their own potential. The special budget allocated for village government is not able

to be explored more deeply for some villages but in some villages collaborating with the village administration with local wisdom is considered a good way to explore the potential of a village.
Subdistrict XII Koto Kampar is a sub-district that has a village with unique historical value, one of which is Pulau Gadang Village. Pulau Gadang Village is a new village. Pulau Gadang Village is located in District XIII Koto Kampar, Kampar Regency, Riau Province. Village with an area of 12,863.5 Ha. The east is bordered by the village of Koto Mesjid and the west borders the villages of Lubuk Agung and Tanjung Alai. Whereas in the south bordering Balung Village and next to the north bordering the Kabun and Batu Langka areas. Pulau Gadang Village is a division of Koto Masjid Village, XII Subdistrict, Koto Kampar.

The former Pulau Gadang village was located in the Koto Panjang Hydroelectric Reservoir area, but with the construction of the reservoir the village was drowned and then moved to a new area. Around 4000 families were moved, and the government did and gave compensation in 1992. Currently in 2018 it has been 26 years since the people of Desa Gadang settled in a new place and have their livelihoods. Kampar Regency has customary norms and customs that are quite interesting to trace and the community is still very close to traditional norms, the lineage is taken almost the same as the Minang Kabau culture, namely from mother or matrilineal.

Still high in upholding adat, it will certainly influence the management of the rhythm of rural development, by building the potential of Gadang Island, District XII Koto Panjang, Kampar Regency. Currently tourism is a leading sector that has been glimpsed in almost all regions in Riau, and does not miss the momentem of Gadang Island. Since 2017 Pulau Gadang Village, Kampar District has been neutralized by posting pictures with the headline "Raja Ampat KW" or "Raja Ampat Riau". The strategic location in the ring road between Riau Province and West Sumatra Province makes the Raja Ampat Riau version always crowded.

This Tourism Potential has become an interesting object, the islands that were inundated by the Koto Panjang PLTA reservoir water were added with historical stories where under the water the reservoir was once a submerged village. This potential is managed directly by the local community, in a traditional way. Customary leaders, tourism conscious groups, village administrations and provinces also look to make improvements so that the existence of this potential can last long not only be a seasonal tourist attraction.

Direct management by the community, both from working on locations, arranging fees for entry until the food being sold indicates that local wisdom is implicit there, even though the village head from Pulau Gadang Village said the village government plays a dominant role in it. Talking about local wisdom will always intersect with how society behaves with an indigenous perspective. Customary land, or joint property that is not actually for sale, began to disappear because many investors from outside the city bought the land because they knew the potential of the village with a viral view of Riau's Raja Ampat.

The loss of ulayat land will trigger the erosion of local wisdom in managing the tourism potential, as if privatization dominates in the end in managing the potential of Pulau Gadang Village which should have local wisdom as at the beginning when starting and discovering the tourism potential. The phenomenon of tourism will increasingly have value if it collaborates with the culture of its people, which hopes that the challenge of tourism capitalists will not minimize the movement of local local wisdom.

II. Local Wisdom

Local wisdom can not be separated from certain values and norms is the result of adaptation and life experience of a community group in a particular location which then gives a certain form of thought patterns and actions as a way to live in harmony with their environment, with each other, and with themselves (Djajadi , 2014) Local wisdom can be tangible (textual, architectural, traditional artwork) and intangible (system of values, songs, advice), and in terms of types of local wisdom consists of

governance, value systems, procedures, and special provisions such as sensitive areas and regions / holy building (Darmawan, 2010).

According to Walker (1996), the incorporation (incorporation) of local wisdom into tourism development can provide benefits in the economic, physical, and socio-cultural fields at local locations. The explanation is

1. Economy, including the availability of employment opportunities, the creation of a variety of employment opportunities, as well as increasing the income of residents and regions;
2. Environmental physics, including maintaining historical buildings and cultural / natural heritage, creating infrastructure improvements, increasing efforts to conserve flora and fauna and their ecosystems;
3. Socio-culture, among others, is a question of efforts to safeguard local cultural values, increase citizens' pride, increase opportunities for higher education, and help citizens understand themselves (who, where, and uniqueness they have).

Local Wisdom Approach in Tourism Development based on local wisdom (Sastrayuda, 2010):

1. Participatory planning, involving all theoretical and practical elements in planning and developing the sustainability of tourist areas
2. Potential and availability characteristics of cultural products that can support the sustainability of tourism management
3. Community empowerment approach, by providing opportunities for the surrounding community to develop personal and group abilities
4. Regional approach, by looking at the linkages of the surrounding regions to see the potential and planned in a balanced manner
5. Optimization approach to potential that can be integrated, taking into account the cultural and tourism potential that can be integrated.

Selain itu, terdapat dua pendekatan dasar dalam melakukan gabungan kearifan lokal dalam pengembangan pariwisata (Walker, 1996), yaitu

1. *Buying product*, dengan memasuk-kan unsur kearifan lokal dalam produk wisata yang dapat dinikmati seperti suvenir dan kuliner.
2. *Buying experience*, dengan menggabungkan unsur kearifan lokal dalam kegiatan yang dapat memberikan pengalaman langsung kepada wisatawan.

III. Research Method

This research uses a qualitative approach, has research stages that go beyond various stages of scientific critical thinking, in which a researcher begins to think inductively that is capturing various facts or social phenomena through observations in the field, then analyzing and trying to do theorization based on what is observed . Researchers objectively conduct research on the problems of the research they want to study. Qualitative approaches are carried out through in-depth interviews (indept interviews) and FGDs to informants taken by purposive sampling of informants who are considered capable of answering and helping researchers to conduct analysis in this study.

IV. Discussion

Local wisdom in the development of tourism is certainly not separated from every stage that must be side by side in that policy. Identification of available resources will be the first step as capital owned, with historical capital from the Koto Panjang Hydroelectric Power Plant and Jalan Pulau formed from areas that are drowned into initial resources, including customs that have been present so far. Potential as the next step that must be owned and able to be mapped in a tourism development of Koto Panjang Hydroelectric Power Plant which is Raja Ampat Riau, has the potential to be strategically located so as to facilitate promotion to the current viral especially in West Sumatra and Riau.

Identification of resources and potential have indeed been known by the people of Pulau Gadang Village, but only limited to the management of making a place to combine the concept of wealth from local wisdom. A number of traditional prayer leaders from the Malay tribe (Datuak) explained that quite a number of lands were sold by the Head of the Tribe, which was not justified. The tourism capitalists who are present are not local wisdom, local wisdom is only present at the potential stage but continued by the next source. There are no plans for development or innovation in the existing potential, it can be done by utilizing local wisdom.

This potential will certainly achieve two major targets, namely the development that will reach Pulau Gadang Village, then the community economy will also spin. It is the community that has great potential to be able to directly manage this potential. At present the community has also been involved, plus the existence of a Tourism Awareness Group (Pokdarwisa), but of course this is not perfect and if the concern is that Raja Ampat Riau is only able to survive not in the long term, or just become a seasonal tourist attraction .

Basically, residents who live around the Koto Panjang Reservoir are residents and descendants of residents who come from villages that have been drowned due to the construction of the reservoir so that the existence of the reservoir has become part of the life of the local community. The construction of this reservoir was one of the results of the national economic policy in 1970. Construction of the reservoir drowned 10 villages consisting of 8 villages in Riau Province and 2 nagari (villages) in West Sumatra Province. The two villages that were drowned were Tanjuang Balik and Tanjuang Pauah, while the eight villages that were sunk were Muara Mahat Village, Tanjung Alai Village, Batu Bersurat Village, Pulau Gadang Village, Pongkai Village, MuaraTakus Village, Gunung Bungsu Village, and Koto Tuo Village. One of the drowned villages is believed to keep a history of Muara Takus Temple which is located not far from the reservoir area. Muara Takus Temple itself is one of the historical attractions in Kampar Regency. This temple is located west of the reservoir, precisely on the banks of the Kampar River. The history of the original location of the submerged village also needs to be preserved.

The community around the reservoir has a routine culture every year, namely Balimau Kasai. Balimau Kasai is a traditional effort carried out to welcome the month of Ramadan. Upara is conducted a day before entering Ramadan. This ceremony is carried out as an expression of gratitude for the coming of the fasting month and as a symbol of purification before entering the fasting month. Balimau means bathing using water mixed with orange peanuts. Kasai is a perfume used for shampooing.

In addition to traditional ceremonies, the behavior and habits of the gardening community can be a special attraction in the development of tourism activities in the Koto Panjang Reservoir. Communities around the reservoir also have musical arts such as Calempong music and gubano dhikr which are often used in traditional activities. Not only facilitates tourists with tourism objects but also with the people of Pulau Gadang Village itself, a variety of history ranging from the history of Muara Takus that falls under the lake, the history of the Koto Panjang Hydroelectric Power Plant, then how the customs of the Kampar community include food and Kmapar typical snacks that can be displayed.

The elements of the area are highly prioritized so that visitors can feel the complete atmosphere if visiting Raja Ampat Riau in Pulau Gadang Village, not just taking pictures from the top tourist spots. Cultural attractions that can be optimized for the everyday language of the Kampar language. Socio-culture is an aspect that can directly and only be presented by the surrounding community.

The approach that can be taken in developing Pulau Gadang Village tourism by combining local wisdom can be combined with several approaches, namely:

a. Participatory Plan-ning approach

The socio-cultural sustainable conditions are represented by the guideline of the value of harmony with fellow human beings in this regard are stakeholders and tourists. Then, in terms of economic sustainability, the concept of development will be directed to encourage the growth of economic activities of local communities. How customary norms apply, unique attitudes and dress can be highlighted as supporters.

b. Potential and Characteristic Approaches

This approach will be divided into two sub approaches, namely an approach that combines buying products and buying experience. buying product will be realized by selling tourist products in the form of traditional art products with basic ingredients that are environmentally friendly. buying experience is realized by procuring types of seascapes and landscape designs by utilizing the potential of local wisdom and the potential of marine tourism. In this case, it is more focused on how to provide experience to tourists to feel Raja Ampat Riau as well as local wisdom.

V. Conclusion

The local wisdom approach in the development of sustainable marine tourism in the Raja Ampat Riau tourist area is carried out in two outline approaches, namely the participatory planning approach and the potential approach and characteristics of cultural products combined with the approach of buying product and buying experience. From each of the existing approaches, local wisdom into the development of sustainable maritime tourism is realized in the form of drafting the concept of regional development and structuring based on the value system of local wisdom, selling tourism products.

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The Use Of Indigenous Institutions In Developing Potential Equity Of Coastal Community (Desa Lampanairi Kecamatan Batauga Kabupaten Buton Selatan)

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Abstrack

Abundant ecotourism potential can be developed through customary institutions capable of empowering the community and as government partners in developing ecotourism potential in the village of Lampuoranri, Bautauga District, South Buton Regency.

This study aims to describe indigenous institutions in developing the ecotourism potential of the coastal community of Lampanairi village and obtain information about the factors that influence ecotourism potential in the community in Lamporanri village, Batauga sub-district, South Buton district, such as Pilumuno We'e (Mountain Water Festival), Beach tourism, mountain tourism and many more will be explored for potential tourism objects.

This study uses qualitative descriptive analysis, the first stage is based on the mechanism in connecting the facts, data, and information that is available, in the form of words or verbal, from people and behaviors that are meant by the researcher. The second stage detects according to the object under study. The third stage interprets data generated through interviews, records, reports, documentation, etc. to be used for validity of research data.

The results showed that utilization of customary institutions in developing ecotourism potential in the coastal communities of Lampanairi village Batauga subdistrict of South Buton district has been done with the maximum although the customary institution in this village has not existed since the bloom from the village of Bola. But the villagers still uphold the local wisdom values that exist in the village, especially concerning the customary rituals of mountain water festivities at Wandoke Springs (Pilumuno We'e). The ritual of Pilumuno We'e is still done until now but unfortunately there has been no government involvement in supporting the ritual activity because the government has not yet known about this ritual and the village and society have not considered that this ritual can be made one of the interesting attractions in the village Lampanairi. It requires openness between the government and the village community so that local wisdom is maintained and become one of the tourism destinations that attract and can bring in foreign exchange if the management is done well. Awareness of Lampanairi villagers to the importance of preserving the forests by running the Pilumuno We'e cultural ritual followed by eating together, it shows that the community, village apparatus, traditional leaders, religious figures, community leaders still maintain the existing cultural values with support each other in organizing this ritual and serve as a gathering place for villagers.

Key Word: Customary Institutions, Coastal Communities and Ecotourism Potentials.

1. Introduction

1.1. Background

According to Law Number 10 of 2009 concerning Tourism, that is, tourism is organized based on the principle of benefit, family is fair and equitable, balance, independence, sustainability, participatory, sustainable, democratic, equality and unity. Tourism serves to fulfill the physical, spiritual and intellectual needs of every tourist with recreation and travel and increases state revenue to realize people's welfare.

South Buton Regency is a new autonomous region that is rich in natural resources and has a variety of ethnic, racial, cultural and regional languages. Where each tribe has different customs in social life and has been institutionalized from generation to generation. Sujatmiko (2014: 169) states that "customary institutions are institutions that contain values, views of life, ideals, knowledge, beliefs and norms that are interrelated with each other".

Customary institutions have become a special force for the government of South Buton Regency as a community that has strength in terms of community empowerment. Adimihardja in Bambang Sunaryo (2013: 215) states that "empowerment is improving dignity, self-confidence and self-esteem maintained through the order of local cultural values". Customary institutions can be encouraged to develop existing ecotourism potential in Lampanairi Village, Batauga District, South Buton Regency. The Wold Conservation Union (WCU) in Iwan Nugroho (2011: 15) defines ecotourism is travel to areas that are still pristine natural environment, by respecting their cultural and natural heritage, supporting conservation efforts, not producing negative impacts, and socio-economic benefits and respecting local participation".

The area of South Buton Regency is very strategic supported by adequate facilities and infrastructure, both transportation, road infrastructure and other facilities are considered sufficient. Its ecotourism potential is also not attractive with regions outside South Buton, it's just that the weaknesses have not been fully touched by the government to be used as tourist attractions which later will be commercially valuable for the benefit of many people, traditional institutions also need to be managed with a better system, given guidance and assistance so that the sense of self-esteem arises in terms of managing the ecotourism potential in the area.

Based on the initial observations of researchers, traditional leaders in Lampanairi village have 4 (four) people who have functions: 1). As a customary leader to build a house, 2). As a customary leader to open a garden (mountain parika). 3). As customary leader for water cleaning (Pande Pidawu). 4). As customary leader for marine products (Parika Laut). The traditional party that will be held in the near future is Pilumono We'e or Water Mountain Party which is held 2 (two) times a year at the beginning of the planting season which is every June and December precisely on the mountain in the village of Lampanairi.

The development of tourism areas in South Buton regency in cultural and tourism development through tourism area development strategies is carried out by looking at the proximity of tourism objects, as well as optimizing resources and funds for developing tourism service facilities. In the development of culture and tourism strategic issues are needed in the development of culture and tourism, namely: a). Not optimal efforts to preserve regional culture. b). The competitiveness of tourism destinations is not yet optimal. c). The lack of optimal competence and capability of tourism human resources. d). Synergy and partnership is not optimal yet. e). not yet optimal utilization of data and information.

Based on the phenomenon that is needed awareness and good cooperation by all parties how the traditional institutions in Lampanairi village are used to multiply the potential of ecotourism to be developed later.

To be able to provide a clear picture of tourism potential and development, in this study researchers are interested in taking the title The Use Of Indigenous Institutions In Developing Potential Equity Of Coastal Community (Desa Lampanairi Kecamatan Batauga Kabupaten Buton Selatan)

1.2 Problem Formulation

Based on the identification of the problem above, the formulation of the problem is:

1. What is the use of traditional institutions in developing ecotourism potential in coastal communities in Lampanairi Village, Batauga District, South Buton Regency?
2. What factors influence the increase of ecotourism potential in coastal communities in Lampanairi Village, Batauga District, South Buton Regency?

1.3. Research Purposes

The purpose of this study is:

1. To describe the use of adat institutions in developing ecotourism potential in coastal communities in Lampanairi village, Batauga sub-district, South Buton regency.
2. To describe the factors that influence the increase of ecotourism potential in coastal communities of Lampanairi Village, Batauga District, South Buton Regency.

1.4. Benefits of research

1.4.1 Theoretical Benefits

The theoretical benefits in this study are as follows:

1. This research is expected to be useful for the development of science in general and in particular with regard to the use of customary institutions in developing ecotourism potential in coastal communities in Lampanairi village, Batauga Subdistrict, South Buton Regency.
2. As reference material for anyone who wants to know the development of the tourism sector through the use of customary institutions in developing ecotourism potential in coastal communities in Lampanairi village, Batauga District, South Buton Regency.
3. As a comparison material for further researchers who want to explore the use of traditional institutions in developing ecotourism potential in coastal communities in Lampanairi village, Batauga sub-district, South Buton district.

1.4.2 Practical Benefits

1. For the Department of Culture and Tourism of South Buton Regency
   The results of this study can be used as input for the Culture and Tourism Office to better organize the development of coastal community ecotourism potential in Lampanairi village, Batauga Subdistrict, South Buton District.
2. For the Government of South Buton Regency
   The results of this study can be used as material for South Buton District government policy in improving the quality of service at the Department of Culture and Tourism of South Buton Regency.
3. This research can be a reference in every subsequent policy formulation

2. Research Methods

2.1. Research sites

The location of this study was carried out in Lampanairi Village, Batauga District, South Buton Regency with ecotourism potential that could be developed through the use of traditional institutions.

2.2. Research design

The research design used in this study is descriptive qualitative, which is to explain the facts and social phenomena that occur objectively. The aim is to explain the phenomenon of the use of adat institutions in developing ecotourism potential of coastal communities in Lampanairi village, Batauga sub-district, South Buton district.

2.3. Data Types and Sources

The type of data in this study is the data obtained are classified into primary data and secondary data. Primary data is data collected by observation and direct interviews from the main sources conducted based on guidelines that have been made and direct observation of respondents in the field.

While secondary data is data obtained through literature studies conducted by looking at and studying various materials such as books, papers, scientific papers, journals, including various regulations relating to the object of research.

2.4. Data collection technique

Data collection used in this study are:

1. Interview guide is a technique used by researchers in collecting data by conducting direct question and answer with the informant until accurate data is obtained.
2. Observation, namely data collection techniques by conducting direct observations at the research location.
3. Documentation is the technique of collecting data by tracing documents related to research on the use of adat institutions in developing ecotourism potential of coastal communities in Lampanairi village, Batauga sub-district, South Buton district, as well as other relevant documents.

2.5. Data analysis technique

Data analysis techniques are the process of arranging data sequences, organizing them into a basic pattern, category and unit description. Data analysis techniques used in this study both primary data and secondary data will be processed or analyzed qualitatively qualitative, carried out based on the reasoning ability of researchers in connecting the facts, data, and information available, in the form of written or oral words, from people and behavior observed by researchers. Then analyze according to the object under study and interpret the data obtained through interviews, notes, reports, documentation, and others to obtain the validity of the research data.

3. Results and discussion

3.1. The Role of Government, Community and Customary Leaders in Developing Coastal Ecotourism Potential.

MK Informant. As a government party (Tourism and Creative Economy service in South Buton district) 50 years old said that the government has not been involved in Pilumuno activities We'e not even aware of the ritual. He hoped that the village or the Lampanairi village community would be open to the government on this matter, so that the government could socialize it both through print and online media in this case social media so that it could become one of the cultural and natural tourism objects that would bring in foreign exchange for the local area. In addition, government involvement is very important because it can help facilitate the infrastructure to the Wandoke spring rituals where the government really hopes for information from the village regarding Pilumuno We'e ritual activities that can be used as one of the local community attractions (interview, 16 May 2018)

LS informant, aged 55 years a religious figure (*Moji*) said that the role of the government in developing the ecotourism potential of the coastal community in Lampanairi village had not been done optimally. The tradition of mountain water cleansing (*Pilumuno We'e*) has not involved the local government, this tradition is carried out, village officials, traditional leaders, religious leaders and almost all village communities. (Interview on May 16, 2018) The cleansing ritual begins with the traditional leader (*Pande Pidawu*) who opens the flow of water then the community, especially men, work together to clean up the flow of water in the Wandoke spring which consists of 3 springs simultaneously afterwards. all finished, the mothers prepare food that has been prepared from their homes and then serve the food and eat together. This joint eating ritual is preceded by men then the women and after finishing it, they take a bath in the river. The *Pilumuno We'e* tradition is an important tradition to do because maintaining this tradition means safeguarding the forest from illegal logging and of course the discharge and quality of water that is a source of clean water for coastal communities will be maintained.

Likewise, the LD informant of a 44-year-old male Head of the Lampanairi Village said that the government's role in increasing the potential of ecotourism in my village has not been touched by the government. All activities concerning *Pilumuno We'e* only involve village officials, traditional leaders, community leaders and village residents because they have not thought about involving the government.

I consider the ritual that is carried out in the Wandoke spring is just an ordinary annual activity. And have not seen the opportunity to bring tourists, especially cultural tourism and natural tourism. Admittedly, the people in my village are people who live on the coast but are very dependent on the Wandoke spring because all the water needs of the people from the village come from that place. (Interview on May 15, 2018) By performing *Pilumuno We'e* rituals, the community indirectly keeps springs from dirt that can clog running water and at the same time safeguards the forest from illegal logging. If the forest is maintained, the springs will remain and the community will meet their water needs. But what has not been done is to socialize this ritual activity so that it can become one of the local wisdoms that can bring people outside the village to come to visit and be directly involved in the traditional ritual.

LK, a 53-year-old man who works as a device in Lampanairi village said that the government's role in developing the ecotourism potential of coastal communities has not been done maximally, this is because the government does not know about the *Pilumuno We'e* ritual activities. We have not thought so far, we consider this ritual only as an ordinary annual ritual carried out by local villagers. Although there is no traditional institution in this village yet, the village community really appreciates the decisions that have been taken by traditional leaders, especially regarding traditional activities, especially in terms of *Pilumuno We'e* and *Pindoaka rituals*. Both rituals are carried out 2 times a year and for cleaning Wandoke springs (*Pilumuno We'e*) carried out in the middle of the year and for Pindoaka it is carried out every turn of the season both west to east and from east to west. The *Pilumuno We'e* ritual besides being a routine activity for the community to gather in the Wandoke spring can also be beneficial in forest conservation. (Interview, May 15, 2018). Forests that are maintained automatically will have abundant water discharge and coastal communities will not lack water. Unfortunately the Wandoke spring cleaning ritual was used as one of the cultural tourism activities and only became the consumption of the villagers. Therefore, it is highly expected that the government will participate in promoting cultural tourism so that with good promotion the Pilumuno We'e ritual will be known outside the village and even abroad. Therefore, government involvement is needed to build supporting infrastructure, promote and collaborate with rural communities to bring in both local and international tourists, although this is not easy but if planned carefully by involving the government, community and stakeholders/private parties *Pilumuno we'e* ritual This will be one of the most interesting cultural attractions.

LZ informants, aged 77 years as traditional leaders in Lampanairi village said that there was no government involvement in the *Pilumuno We'e* ritual because we thought that this ritual was only a ritual that was our duty to the villagers and had not thought to promote it outside the village. This ritual procedure is carried out by deliberation between traditional leaders, religious leaders, community leaders and village heads to determine the exact time when the ritual will be held. After the time has been determined, the socialization to carry out this ritual is done through word of mouth information. The customary leader seeks the best time to conduct the ritual by discussing with the village parents. Decisions regarding the timing of ritual implementation are determined by the customary leader and obeyed by all village communities. Wandoke spring cleaning rituals held on July 5, 2018 have not involved the local government and only done by villagers. This Wandoke spring cleaning ritual is done starting at 6:30 a.m. which starts with *Kabelai* (opening first) by taking a little water that comes out of the spring and then storing it and after cleaning, the water will be returned to the spring with the intention that the eyes Wandoke water will continue to exist and not dry. (Interview on May 15, 2018) after being completed in *Belai*, after the men collaborated, they carried out a simultaneous cleaning in 3 (three) points of the spring. After cleaning the dirt that clogs the springs, the ritual of eating together is held. The food is voluntarily made by women and village women and all food is collected at one and the men who first take food and then continue with the women. the place. This activity can also be a friendship activity between the local community members because with this ritual almost all the residents of the pesisi village gather in the Wandoke spring. After they finish eating continue with bathing and all those present are obliged to take a bath. A few years ago usually after the completion of ritual activities in the

spring, the evening continued with a joget brsama event but it was no longer done for the safety of the village. The coastal residents of Lampanairi village really appreciate the *Pilumuno We'e* ritual because the Wandoke water source is the only source of clean water in the village. Only pay Rp. 2500, - per month the water flows to the homes of coastal people very smoothly. Public awareness of the importance of preserving forests and *Pilumuno We'e* traditions is still being preserved.

3.2. Factors That Influence The Increase Of Ecotourism Potential

3.2.1. Traveler

TD informant, a 66-year-old man as a community leader said that *Pilumuno We'e* rituals were not known by residents outside the village so the villagers had not determined the characteristics of tourists who were expected by the local community, but the tourists expected by the people who are willing to participate in preserving the environment and safeguarding the area of tourism so that the forest remains sustainable springs are maintained, ritual culture is preserved and people living in coastal areas have no difficulty in clean water because the spring is maintained. (Interview on 12 May 2018). Through the *Pilumuno We'e* ritual, it is expected to bring tourists to become one of the interesting cultural and natural tourism attractions.

3.2.2. Transportation

LN informants, a 49-year-old man as the head of the Kakinauwe III hamlet said that to come to the village we could use transportation for private vehicles, both motorbikes and cars, and there were also public transportation from Baubau to Lampanairi village, South Buton district. Similarly, what was said by LB informants, a 41-year-old man as the head of Langkarusa hamlet said the same thing regarding transportation to Lampanairi village, there were no public transportation problems that were easy and very smooth. With the adequate transportation of tourists who want to follow the rituals of Pilumuno culture, we can easily come to the Wandoke spring.

3.2.3. Service facilities

LK, a 53-year-old man who works as a device in the Lampanairi village said that the facilities available in Lampanairi village already existed but were not adequate. For example there are no adequate hotels / inns, there are no restaurants, banks, post offices and hospitals as well as sampat dumps. Existing facilities are still just a small shop and Pustu, and supporting structures such as clean water, electricity and telecommunications are available.

3.2.4. Local community

Readiness and support of local communities in receiving tourists in Lampanairi village plays an important role in planning tourism development in the future. Tourism is one of the fields that contribute a lot to the country's foreign exchange aside from the petroleum and gas sector, plays a role in expanding employment, encouraging and equating regional development, improving the welfare and prosperity of the community. Therefore, tourism development needs to get priority in its national development, it needs support from the community and the local government, in planning the development of *Pilumuno We'e* cultural ritual attractions, which are the rituals of coastal village communities that continue to be carried out. This local wisdom is actually maintained and even socialized to tourists so that this culture remains and is not extinct because the community is the host of a destination. This ritual if it continues to exist, the source of the water will still be there because the forest in the Wandoke spring area will be maintained and the coastal community will continue to meet their water needs. LD, a 44-year-old man, head of the Lampanairi village, said that the local community's acceptance of the existing ecotourism potential was also not interesting with the areas outside our village, only the weaknesses had not been

fully touched by the government to be used as places tours that will be commercially valuable for the benefit of many people, (Interview on 15 May 2018)

3.2.5. Information

Information provided by the government and the local community regarding tourist destinations that will be visited so that tourists can make decisions to come visit should be available. In the Wandoke spring ritual tourism activity, information is not available, either in the form of pamphlets, brochures, or online media which can be used as guidance for tourists to come to see the Pilumuno We'e ritual. The local community has not thought to make this ritual a cultural tourism object, therefore it requires collaboration between the local government and local communities to make this ritual interesting and worth visiting.

4. Closing

4.1. Conclusion

1. Utilization of customary institutions in developing ecotourism potential in coastal communities in Lampanairi village, Batauga sub-district, South Buton regency, has been carried out optimally, even though the traditional institutions in this village have ceased to exist since they were released from the village of Bola. However, the village community still upholds the values of local wisdom in the village, especially regarding the traditional ritual of mountain water parties in the Wandoke spring (*Pilumuno We'e*). *Pilumuno We'e* rituals are still being carried out to date but unfortunately there is no government involvement in supporting the ritual activities because the government does not yet know about this ritual and the village and the community do not consider that this ritual can be used as one of the interesting attractions in the village Lampanairi. Therefore, it requires openness between the government and rural communities so that local wisdom is maintained and becomes one of the attractive tourism destinations and can bring in foreign exchange if the management is carried out properly.
2. Lampanairi village community awareness of the importance of preserving the forest by carrying out the rituals of *Pilumuno We'e* culture followed by eating together, this shows that the community, village officials, traditional leaders, religious leaders, community leaders still maintain cultural values that there is mutual support in the implementation of this ritual and is used as a gathering place for villagers.

4.2. Suggestion

1. The government should have data on traditions, rituals, natural attractions, cultural tourism, artificial tourism in the village so that the potential is easier to promote. There needs to be a touch from the government and stakeholders to make tourism places that are commercially valuable for the benefit of many people.
2. There needs to be coordination between the government, the local community and guidance and assistance in managing ecotourism potential in the area to increase tourist visits both locally and foreign tourists.

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THE ROLE OF *THE INDIGENOUS KNOWLEDGE SYSTEM* OF THE COMMUNITY DAYAK IN WATER MANAGEMENT KAHAYAN RIVER: REVIEW OF LOCAL WISDOM PERSPECTIVE

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Abstract

Watershed Management (DAS) is expected in the future to provide a framework towards achieving sustainable development. Watershed management itself is a renewable resource of plants, soil and water in order to provide maximum and sustainable benefits. Watershed management is a human effort in controlling the reciprocal relationship between natural and human resources with all its activities in the watershed. The goal of watershed management is to foster the sustainability and harmony of ecosystems and to increase the utilization of natural resources for humans in a sustainable manner (RLPS, 2002) In relation to watersheds, the Central Kalimantan region is an area whose surface is a river flow. This is evident from the availability of the lanting house as a community residence on the shore of the Kahayan river. There is also the presence of Handil or Saka within the Kahayan river area which is a sluice gate or known as tabat in managing the river, as well as the culture of catching fish which is called Mihing as a tool for Dayak people in fishing.

From the previous research, the dissertation research (Sihombing 2014: 89) states that there is a local culture produced by local Dayak people in managing the river which is an innovation for the community to fulfill their daily lives. (Sihombing, 2016; 223) This is what is called the ***Indigeneous Knowledge System,*** which is the knowledge system of the local community which is considered as an originality or originality of the knowledge of the community.

Departing from this thought, the research that has been carried out from the dissertation research derivative then the methodology used is qualitative ethnography with the aim of further exploring and studying the indigenous knowledge system in the Dayak community in managing the river, and this is what makes the concept of indigeneous knowledge system play a role in river management is seen from a review of the perspective of local wisdom that has been ingrained. This paper is also a continuation of the results of research that has also been carried out, which found that there is a correlation or relationship between innovation and knowledge systems of local communities, is a study of Public Administration in examining more broadly the implementation and understanding of social science in formulating policies that lead to fulfillment of community life needs and management.

Keywords: Role, Dayak Community, Indigenous knowledge system, Local system and River basin management.

INTRODUCTION

Communities around the peat area are actors in managing and maintaining peatlands. However, what is found in the field is the lack of knowledge received by the community in overcoming difficulties in the peat area. This knowledge is also certainly rather difficult to implement in today's modern era. But in practice the community certainly cannot walk alone without assistance from the government as an agent

that facilitates and directs the community in overcoming the difficulties surrounding the peat. Especially related to the social and economic development of the community. But the government forgets when it wants to implement the program, so the government does not make an introduction to the community, the habits of the community, principles, beliefs and knowledge possessed by the community in its understanding of the peat environment. And as stakeholders and decision makers, the government certainly has the capacity to manage peat, both technically and socially. This is clearly stated in Presidential Instruction no. 02 of 2007 dated March 16, 2007 which made four main programs namely conservation, agricultural revitalization, community empowerment and coordination of program evaluation. (Masterplan EMRP, 2008: 4)

Reviewing peatland management, the problems that arise in peatland management are the lack of mutual understanding in anticipating environmental changes that occur. Only some programs are actively implemented in carrying out field work and interact directly with the community, as a result there is no mutual understanding or values built in government or public organizations that are directly related to peat management, so how to deal with environmental changes, namely the peat swamp water environment and the potential of the community in overcoming the problem of peat is never complete. (Sihombing, 2016: 5)

The second problem that arises is the low trust of public organizations or other parties in practicing peat management itself. The absence of understanding in adhering to the belief whether the peat swamp river is an ecosystem that requires a management system that is in accordance with its characteristics and functions. Variations in characteristics and functions require variations in efforts to manage the government or public organizations entrusted with the task of managing peatlands at this time not fully practicing good and targeted river management efforts. The management media referred to by researchers take the example is the development of infrastructure as a form of management effort, because the goal of developing the river management infrastructure for peat swamp is to maintain the quality of river water so that the river environment is restored to reduce disaster risk and its consequences. The existing infrastructure development also did not occur in Central Kalimantan, especially infrastructure from upstream to downstream in accordance with the designation of water. (Sihombing, 2016: 6)

Third, related to the policies of the Regional Government in producing the policy of river water resources in peat swamps, in the implementation of government policies often ignore the interests of the community and the lack of commitment of the government and the community in preserving the environment around the river body. Public organizations that are directly related to the management of the peat swamp river area, are lacking in human knowledge and the ability to manage and utilize river water resources in Central Kalimantan. As a result the community is not familiar and the resulting policies are not well socialized in managing the Kahayan peat swamp river area. (Central Kalimantan EMRP Consulting Report, 2009)

INDEGENEOUS KNOWOLEDGE SYSTEM (IKS) APPROACH AS A METHOD OF REVIEW OF RAWA RIVER RIVER MANAGEMENT.

In the writings of Professor L. Jan Slikerveer in his presentation on March 30, 2015 stated that "Indigeneous Knowledge System (IKS) is a special system adopted by the community specifically which includes a system of knowledge, beliefs, and behaviors that develop from generation to generation in a localized way that is a distinctive community that is summarized in a culture and region known as local wisdom of the local community. . "

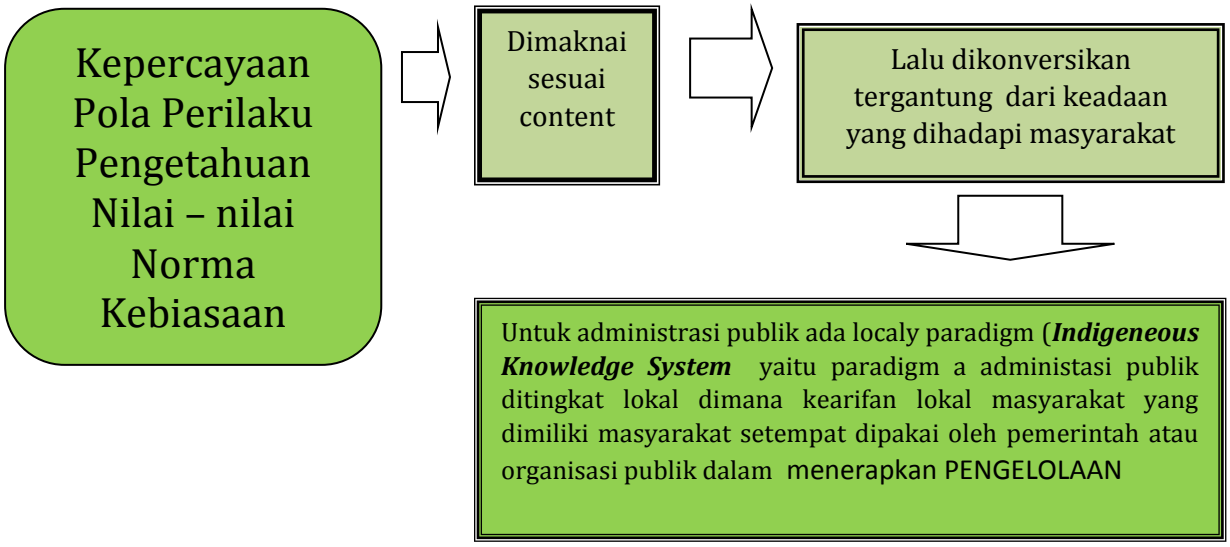
Indegeneous Knowledge System (IKS) is very important for the implementation of community development. The reason is a system that has an important role for society, especially in making decisions in the community. The journal offered by Weddel et al (2005: 30-51) with the title "Toward

an Anthropology of Public Policy" related to decision making, this paper seeks to discuss how studies of anthropology have long had a relationship with public policy. Such as institutional issues and power, ethnicity, community identity, politics of a culture, and interaction between decision makers at the government level with decision makers at the community level and interactions between global and local.

Through an understanding of indigenous knowledge systems in understanding anthropology of public policy, Weddel et al (2005) revealed in his writing:

"In the ultimate sense, society itself policy making, the understanding is that society is someone who makes the decision itself". When the community becomes the personal figure who makes the decision, then studying the indigenous knowledge system (IKS) is not just to document various cultural heritages and local wisdom typical of a society, but IKS also has the potential to empower local communities related to the environment they face to create community development which are independently sustainable with knowledge systems passed down from generation to generation.

For the development of IKS, it becomes very important because the system that is formed in the midst of society is to support decision making that is right in the community. For social culture, political politics is an important contribution because the IKS approach is a multidisciplinary science or a good aspect of technical and social with confidence in it is believed to be effective in providing solutions to a number of problems faced today. Further problems can be mapped as follows:



Gambar 1 : Pemetaan Indegeneous knowledge system

RESULTS AND DISCUSSION

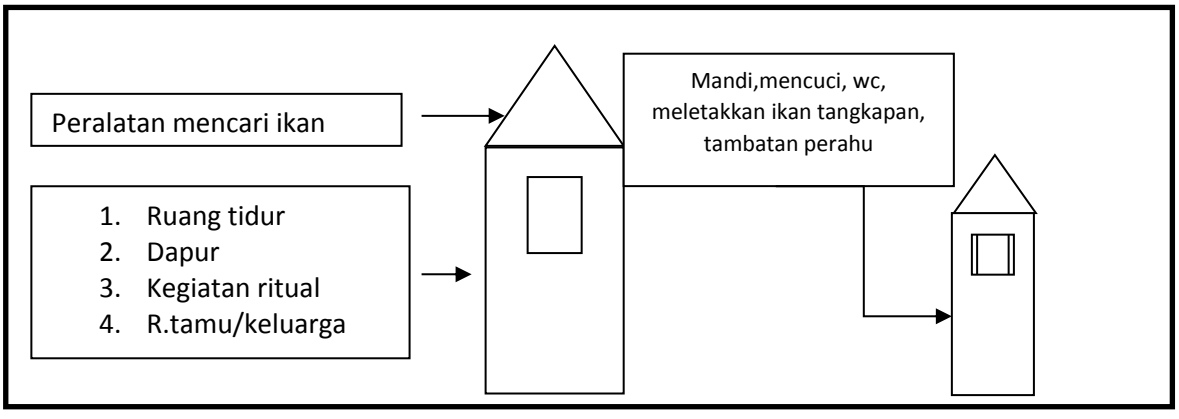
The Dayak community is a gynecogical society that is a society that has institutions that regulate life together in the context of the environment or place of residence, and people who live together in lineage. The environment of peatland is an area or environment that makes the Dayak community so high in the nature that they occupy.

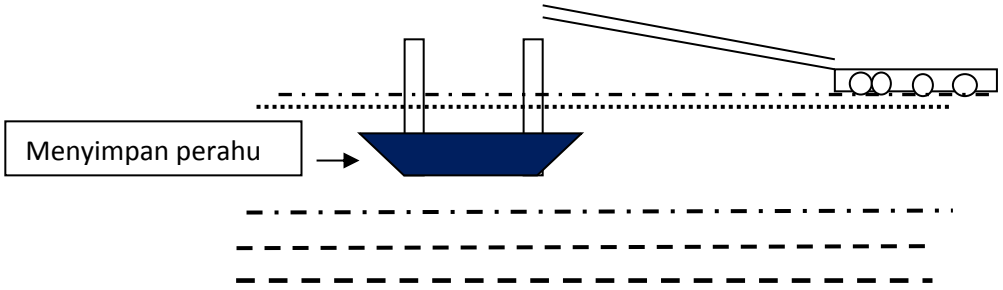
The results of the study show that there is an understanding of how inseparable the knowledge of society, namely the indegeneous knowledge system and mindset. Like the mindset of the people around the peat swamp river in living and understanding the peat as the area where they live. This is evident from the culture of the Dayak community which reflects that all symbols of the way of life, habits and beliefs are crystallized into works of art.

Therefore, the maintenance of community culture which contains a local knowledge system is very supportive of the implementation of management. Such as giving meaning to what the Dayak community has, such as the river environment, peat swamps, natural potential, local wisdom, customs, which are worth preserving.
Through IKS, the researcher formulates that there is an effort to balance the culture of the local community with the activities of daily living and its relationship with the government as an Actor in the public servant through Culture Sharing. That is how culture is understood in society, and through culture also the community is able to overcome difficulties and challenges faced in the area where the community lives.

3.1. Management of river or water areas based on understanding indigenous knowledge to local culture.

Dayak people who are river communities experience a process of change in addressing water problems. This can be seen from the changes from the past, namely the people who have confidence in the management of the river area, such as the management of the river area through the construction of lanting houses and the management of river areas or water through the construction of a water gate. This phenomenon shows that the Dayak community in the past has such a specific understanding of things related to management.
Even though the community experiences a period of time, the community does not realize that the community has used its ordinary knowledge to overcome its environment. And the problem of the river or water area that meets the area of the river has decreased, that is, the community no longer manages the river area with former cultural traces but tends to allow the passing of the local cultural meaning, such as the Lanting house which has been replaced by a wall house. The house was built on the side of a river or on the edge of a river. Likewise with the construction of the Tabat sluice gate which is no longer recommended in managing the river, especially the river area which is a tributary. As disclosed by Arsenault (2018) states that:
This challenge is exacerbated by the legal system, science, and current policies which exclude perspectives, knowledge and worldview of Indigenous, and choose to give the privilege of western science as the final authority.
The purpose of this statement is that many people now do not realize that understanding indigeneous knowledge is an understanding that can provide solutions or solve problems, and become a force. Indigeneous system knowledge is also a system that is built from public relations to the surrounding natural areas. However, many understand indigenous knowledge is not used as material in policy making, especially in the management of river areas. As a result the findings in the field lead to a decrease in water degradation, the occurrence of river pollution such as chemical mixtures with rivers when local people take or mine gold in the wild areas or usually upstream of the river.
Researchers took the example of the Kahayan river region in Central Kalimantan, from the results of the field, researchers found an attachment between understanding indigenous knowledge with water areas so as to form culture, which is called the culture of living or the culture of river communities.





Gambar 2 :
Gambar sungai yang divisualisasikan dalam sketsa yang dipercayai sungai sebagai Tempat kelangsungan Masyarakat Dayak

This resident culture is reflected in a Lanting Huma as a river community residential house is a house that is supported by many pillars that are plugged into watery or swampy land. The height of the house pole is about 3 meters with a house dimension of about 5x5 m. In front of the house there is a sanding whose pillar is plugged into a runny land. The door of the house contained a staircase that rested on a wooden land like a dock.

This resident culture is built to form a small community that is above the occupancy of the lanting house, and this culture is also a means of knowledge for the Dayak community in solving community problems or needs. The understanding of indigenous knowledge which is believed by the community is also the incarnation of the creator that is contained in the water area. The relationship between the creator and the water area or river is authorized to a traditional figure who is trusted as God's representative. Spiritually, traditional leaders in the community are representatives of God who have connections with spirits in the river and are believed to create a new life that is bringing new water life. It is with this belief that the community respects and respects the river. Through the rituals in it, the river community or Dayak people believe that the spirits in the river are God who protect them from water disasters such as floods and landslides.

Gambar 3:
Gambar yang diambil peneliti dari salah satu desa yaitu desa Pilang dalam suatu keterikatan hunia atau budaya bermukim yang dibangun masyarakat yang ada diatas sungai

3.2. A form of local culture that describes the attachment of community housing on the river.

3.2.1. Symbol Direction of River (Upstream-downstream).

The Dayak Ngaju ethnic community, which from the beginning was a river community, made upstream and downstream as signposts having a symbolic meaning that was very important for Dayaks. Settlements - Dayak settlements are almost entirely along river banks, so understanding of direction is always associated with river flows. In ancient times, the Dayak Ngaju ethnic community only used east and west directions or referred to the upstream-downstream axis. It is also meant that there is a village or village, when the Dayak community has coexisted with neighboring villages, to designate a Village A or Village B, the community mentions the upstream or downstream direction. This direction indicator is used to indicate the direction of the location of one house to another. The Dayak community is used to mention inland areas, whatever their sub-districts are upstream, and when ordinary people go to the banks of the river it is called downstream. Likewise, the community is accustomed to mentioning a distant place, which is unknown or unclear in its direction, especially a large city or a place that is unfamiliar, as upstream, and to designate a place or a more developed area or urban area called downstream.

3.2.2. The Dayak Rituals in managing the river.

Ethnic Dayak community relations with land, earth, water, rivers, beaches, lakes are very important and everything is revealed in the customary system. Besides involvement and togetherness as creatures that occupy the earth, as illustrated in the creation myth, the Dayak ethnic community also expresses its gratitude to the earth and nature (forests, rivers) so as not to lose the power of growth that results in human damage. Therefore, a treatment or provision is needed which regulates that the balance and harmony of life whether human or natural is maintained.

Efforts that regulate balance and harmony are contained in rituals or ceremonies, because the Dayak ethnic community never dares to intentionally destroy land and forests. Forests, earth, rivers and the whole natural environment are part of life itself. Before taking something from nature, Dayak people always give first. Starting with giving a dish to the owner of the earth, the Dayak community performs rituals that relate to the culture and activities of daily living of the community.

The Dayak ethnic community has a culture namely river culture, which means that people live in harmony with the river or water resources. Here the Dayak Ngaju community adjusts to the natural state of the river. Like a river that flows and people also use the river as a place to live, what is called a living culture. The purpose of the culture of living is that the Dayaks prefer to live in the river with the consideration of being able to access the source of life on the river. And the river is a suitable place to use the river to meet the daily needs of the community.

Ngaju Dayak Ethnic Communities who live in rivers, perform rituals because they relate to the religion they profess. And ritual is an activity that aims as an offering. Rituals are more DOA, where the Dayak ethnic community asks for healing, protection, prosperity, for the god of the cosmos, the god of the river or the God of the water. As stated by the upstream Kahayan river community, which states:

"The Dayaks believe that if a river is inhabited by a god, when there is a sick person in our village, usually families who experience pain do a repellent ceremony (Manyudiri)"

The dependence of the Dayak ethnic community is seen in the rituals that are carried out when people experience something bad like severe illness, death of animals or relatives, which is considered a disaster other than natural disasters such as floods, landslides and drought. As explained by the Community Leader at Kahayan Hulu which stated:

"Barega ritual will be Dayak Ngaju awi feeds sahur iyete kahandak atei oloh Dayak balaku bara Hatalla warmly protects by hong parak sungei: very important ritual for the Ngaju Dayak community, because

ritual is a feeling that describes the contents of society to ask God or God to protect community around the river.

For that from the results in the field, the researchers managed to summarize some forms of rituals held in the river community of the Ngaju Dayak ethnic group, namely:

1. Soaring Ritual is a ritual held by Dayak people by offering offerings to the river, by making a small boat in the middle of which there is a small house, and the boat is given a ballast, which after prayer, the boat is released in the middle of the river, and drowned, accompanied by dance - dances and musical instruments, namely gongs or drums.

2. Ritual Balai is the agreement with the king of crocodiles is to the human side, humans cannot take a bath in the middle. And humans after marriage cannot go down the river. And humans also cannot kill crocodiles, unless the crocodile is guilty. From the crocodile, the crocodile will not bask in the mainland of the riverbank, crocodiles will also not kill humans unless humans have birthmarks on their bodies. (Because for the Dayak community, there is a habit of the mark that is in his body which is usually near the eye, there is a dead vein near the eye, and if the person is marked like that, it will usually die in the river) Furthermore, the crocodile is also not able to enter BUWU (1 meter long rattan commonly used to catch fish and put on the edge of a river) unless the crocodile is guilty of killing humans, the crocodile deserves to enter buwu. Once agreed, Bawi is brought home by Damang. The message of the story is that women who again come back to the river should not be around the river, or newly married women are diverted to go down the river. 2.Lauk Je Dia BatisikSide of Palangka Raya, there is a village called Handak on the edge of the Kahayan River. In the past, people in Hendak Village were attacked by a mob of worms. Worms eat plants in the village. Until finally because this plant has run out, the worms eat humans. Someday there is someone who goes up to the tree that is leaning towards the river, and when the worm wants to eat someone, then something emerges from the river. Lais, baung, pentet (catfish) came out to eat the worm and after that finally the community was saved. Because of the fish that saves people, there is an agreement, the fish that is not scaly should not be eaten by the community.3. Nyai Talaong Ngambun. There are 2 beautiful women who are diligent and meet 2 men who are kaka beradik. The first man was called sangkuak, fell in love with the woman named Nyai Talaong, but Sangkuak's love was rejected by Nyai Talaong. Then Sangkuak in desperation made the vow that his body was more useful to nature and finally the god of heaven cursed Sangkuak. Nyai Talaong finally married Sangkuak's sister, Sangkuang. But Nyai Talaong finally realized that he was not in love with Sangkuang, and Nyai Talaong finally cried overnight, and his tears turned into river water.4 Tambi Uan and Bawin. One Jabiren village, there was a river called TANGININ, and was inhabited by a grandmother who named Tambi Uan with 5 houses on the riverbank. One day at midday there was a big fly approaching Tambi Uan and his two grandchildren while catching fish. Tmbi Uan with his grandson tried to catch a big fly, with rattan on his back. When it happens taking a big fly occurs an environment that changes, namely a dark atmosphere followed by lightning. Tambi Uan and his two grandchildren were cursed to stone, during the afternoon the other grandson of Tambi looked for Tambi Uan and his two grandchildren. When Tambi's grandson found three stones, finally the grandson of Tambi Uan moved away from the river where Tambi Uan was condemned. Cucu Tambi Uan finally lived in a deep forest, next to the Hulu Palabangan river. But far away in the forest, Tambi Uan's grandson experienced threats from the forest thugs. And finally the Tambi Uan grandchildren finally made a ceremonial ritual that received revelations from the sky council to promise that it should not interfere with the generation of the Tambi Uan family, and should not dispose of rice powder that is usually sifted by the community for rice needs and should not throw garbage in the river. into the Dayak region changing the way the Dayak people view the river. Understanding of knowledge and technology for indigenous people is basically influenced by the perspective of the community itself which is very closely related to the culture of the Dayak community. With all its uniqueness, the Dayak community survives in the culture of the river which makes the Dayak community as a river community, but in the 1980s the culture of the river has begun to be taken care of by world civilization, consequently the transfer of legend as knowledge that

goes orally with examples of actions from parents to generations the next began to falter - with many young people who had to leave the village for a long time due to economic reasons and for the sake of school. The importance of formal schools coupled with the role of mass media and external culture infrastructure has also become an influence on the Dayak community and finally in this context, the traditional culture of indigenous people has become very marginal in managing the river naturally and traditionally. 3.2.6. The Cultural Value of the Dayak Ngaju Community in managing the river. Dayak people basically consider the universe to be composed of the upper realm and the lower realm. The upper realm is controlled by Ranying Hatala sky and is lived as a moonlighting sea, sea babandan diamond (golden sparkling lake, sea lined bond diamond). Whereas the lower realms are nature controlled by JATA (water snakes) and lived as basuhun bulau saramai rabia (golden river flowing wealth). Like the expression of the river coastal community of Petak Bahandang Village (Hulu Sungai Kahayan) which stated that besides being trusted by the ruler of the river is a snake, in this area, the headwaters of the Kahayan river have a ruler who is believed to be a crocodile called KUDUNG TUMBANG MARUHUNG KAKI RADEN, and the river here is a gift from God is guarded by the ruler of the river to fulfill the daily needs of the Dayak community and is believed to be the protector of the community. Because the culture of the Dayak community is a culture that has harmony with the river, the culture carried out by the Dayak community has values that are: Sustainability of natural resources (Sustainability value) The Dayak community is a community that has emotional nature. Nature is believed to be the soul that safeguards the life of the Dayak people in carrying out the routine of life. This means that the Dayak community has a pattern of life that is very dependent on nature in this case is the river. And the river is a nature that needs to be maintained for the survival of the Dayak community, especially in the river. The community has a reason to live on the river coast because the river is an access that is very easy to reach by the community and becomes the center of life for the Dayak people (river community) which is called a place of residence or a place to live. material culture of the Dayak community. The material culture of the Dayak community is a product of the Dayak community known as Rumah Lanting (a house built specifically on the river). The meaning of the culture of the Lanting House was originally as a place to live the Dayak people who were born as river communities, and here created the meaning of mutual relations between the community and the river. When the community maintains the river, a healthy river can be consumed by the community. As in the picture above, that the Dayak community conforms to the river, not the river that adapts to society. This is where people function their culture as a value of sustainability from the existence of reciprocal relations between the community and the river and river with the community. As stated by one of the Customary Leaders of Palangka Raya, who stated that the life patterns of the Dayak people were very influential on the survival of the community, so this had an effect on the material culture created by living on the river like the building of the Lanting house. Dayak people who contain river sustainability values, namely settlements that grow on the edge of the water usually start from the edge of the water. Soejono in (Sanggalang, 2013: 33) humans know settlements estimated since the mesolithic period. Communities live in groups where natural conditions can fulfill life such as caves that are close to food sources or open places such as rivers, lakes and beaches (waterfront). The river is the beginning of the opening of relations with other communities where a community lives. Most settlements start from areas around water, either rivers, lakes or sea, where watery areas are chosen so that people can be assured of their clean water supply. The river is believed by the Dayak community to be a transportation infrastructure, a means of meeting other people, and exchanging knowledge. Understanding the cultural value created by the people who live along the river produces family values, religious values and mutual cooperation. Dayak people who live on the banks of the river, will gradually develop through the process of marriage, so it is not surprising if one of the riverside communities gather together from the same ancestors. As expressed by the customary figures of Central Kalimantan in their statement stating that the Ngaju Dayak community on the edge of the river is called SITEN, and a known culture is BETANG culture. This culture was built

by the riverside community for the purpose of mutual cooperation, namely a kind of FORM to protect people or families that are set up or lanting to fend off ASANG (war) attacks. The fort is carried out 3 - 4 km long. An important value also for the Dayak community is spiritual value. The river has an important role because it is the upper natural life and the lower realm in the Dayak tribal conception which is a harmonious blend and sacred cosmos, so that water (river) is very important in spiritual life for the Dayak people and makes water or river as a dominant space in establishment of settlement units. The closeness of the Dayak community to the river is manifested in to the belief of Dayaks who consider that water is the source of life. Therefore the river is manifested in various forms of traditional ceremonies or beliefs with the purpose associated with the river. Based on the Dayak customary concept, the settlement of the Dayak community on the banks of the river is always associated with the belief that the upstream river has good meaning while the downstream means bad. As a result, the direction of the Lanting building or house built on the Kahayan River is always oriented upstream or has a longitudinal position along the river.

CONCLUSION

The concept of Indigeneous knowledge system (IKS) is a concept promoted in the management of peat swamp rivers in a social cultural understanding with the approach of localy paradigm (local paradigm). The underlying reason is the closeness of life values from dependence on the resources and ecosystems that support people around peatlands. Within this framework, local communities are better positioned to monitor and respond to ecological feedback. In the sense that the Dayak community has information that is naturally increased and the mechanisms of local knowledge are active in responding to the surrounding ecological changes.

In the translation of the local knowledge system that is owned by the Dayak community, Dayaks can face all the difficulties and challenges of the peat environment and define themselves as mature individuals who are responsible for making the right decisions. Like the translation of IKS in attributes, historical buildings, equipment and tools crystallized in symbols - cultural symbols that are rich in art and values such as saka / handil and lanting houses.

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THE ROLE OF THE INDIGENOUS KNOWLEDGE SYSTEM OF THE COMMUNITY Model Intergovernmental Cooperation in Education Program Guide in the province of South Sulawesi

Suryadi Lambali

Abstract

Noting the fact that the index of the quality of primary and secondary education in the province of South Sulawesi, which was ranked 21 out of 34 provinces that exist throughout Indonesia (2009), the South Sulawesi provisional government is determined to improve the quality of education index to rank 10 (2013). To support these policies then issued Regional Regulation No. 4 of 2009 concerning free education program which was further supplemented by the Governor Regulation No. 4 of 2011 on the implementation of the free education program. The program is held by a model of cooperation between the provincial government and the government district /city in South Sulawesi. Particularly in relation to the distribution of the proportion of the budget given for each level of government. It was agreed that the provincial government issued a budget of 40% and district / municipal governments 60%. In the implementation until 2016 (approximately 8 years) has not shown a significant index of the quality of education, because it is still ranked 19. The objective of this study is to analyze why the model of cooperation among government used in its free education program has not been effective. To achieve these objectives, the research approach used is qualitative types of cases. The results showed that the model of intergovernmental cooperation that is used is politics society and politics of inter-organization and not used of legal and administrative approaches.

Key word: Intergovernmental cooperation, Politics Society and Inter-Organization, legal and administrative approaches

I. INTRODUCTION

1.1. Background

The potential to accelerate the successful development and welfare of people in an area, one of which is highly dependent superiority of human resources. Awareness to develop the potential of every moment is already very high wailayah not driven by international institutions to achieve the targets in the Millennium Development Gold (MDG) but also a common awareness in every region in Indonesia. Not least in the province of South Sulawesi. Through free education program that have been proposed since the early reign of Sulawesi Governor in 2008 until now. If examined closely, the real free education program is not only open up wider access to the child is unable to make schooling free of charge. Moreover, this program will gradually break the chain of poverty, restore the rights of children, as well humanize those who have been oppressed by the power of capital.

"Free Education" here is the commitment of the government in providing education without involving the community (parents) in terms of financing, particularly for school operations. Above understanding has a consequence that the free education policy heavily dependent on the accuracy of the calculation of the unit cost (unit cost) in the school. The unit cost provides an overview of how the actual average cost (the real average cost) required by the school to serve the students. The cost of the unit should then be compared with BOS (school operational assistance) the difference is covered by local governments

through regulation of the budget that has been set in the budgets of provinces, districts and cities. This is what we mean by the term sharing of funds between central and local governments.

The success of the development program is not always successful when the government as responsible for the success of development in the region are not able to design policies once mengimplementasikannnya effectively. Free education policy in question is in order to overcome the low quality of education in South Sulawesi as part of indicators of human development index (HDI). Before the free education policy implemented, the province of South Sulawesi its HDI is still at number 21 nationally, including education. Because the South Sulawesi provincial government in cooperation with the district / city government seeks to improve the quality of education through a Memorandum of Understanding (MOU) which was followed by the Regional Regulation (Perda) No. 4 Year 2009, contains on the Implementation of Free Education in South Sulawesi province. Bylaw No. 4 In 2009 this was followed up by the Governor Regulation (gubernatorial) No. 9 of 2010 which contains the Guidelines for Free Education South Sulawesi province. The budget for education free trial in 11 regions ranged from Rp 644 billion sourced from school operational funds (BOS) to Rp 405 billion, Rp 125 billion provincial budget, and the rest of the state budget heading. Free education program in South Sulawesi are expected to have implications for the reduction in the illiteracy rate among school age.

When referring to the Regulation No. 4 of 2009, the goal rather than free education is; 1) improving equitable learning opportunities for all children of school age; 2) improve the quality of graduates; 3) improve the relevance of competency-based education to keep pace with global developments; 4) increase of efficiency and effectiveness of the implementation of free education to meet the quality and productivity of human resources excellence. In the law chapters 2 and 3 are also presented scope of free education. The scope of these is that free education; 1) is intended for the people of South Sulawesi who send their children in primary and secondary schools in South Sulawesi; and 2) for students who come from outside South Sulawesi education but charged according to applicable regulations. While the principle used in the implementation of free education that is based on the equity, quality assurance, participation, transparency, accountability, education, and competency.

In 2001 alone, the education budget has significantly increased eight-fold from 42.3 billion (2001) to 200 billion in 2009. Free Schools Program Policies for elementary and junior high school launched by the government in 2009 has increased the BOS allocation per student per year in 2012 reached Rp. 580,000, - per primary school student and Rp. 710,000, - per junior high school students. Unfortunately, the surge in the education budget has not been able to answer still finding people who are not able to enjoy education, especially those from poor households (Kopel and Tifa Foundation, 2012).

In findings Kopel and the Tifa Foundation, revealed four (4) major problems that are often found in the implementation of the Education Fund. First, regulation is needed to strengthen the protection of citizens' rights at a time of accountability implementation. Second, budget accountability is still low, especially in the absence of strict sanctions and legal action. Third, overlapping authority, and the fourth, the low supervision of Parliament and the media. In particular, the issue of education is seen still minimal media attention. The budget allocation is also an indication of less efficient, causing free education not being reached. In many areas, for example, the increase in the education budget more absorbed by indirect spending (especially the salary component), which direct spending posture education (program spending) is relatively fixed or even declining. Therefore, the exact opposite of a surge in the budget, education urgency Indonesia in fact it is still just dwell on the problem of improving the quality and equity of access than even its governance. Standard with policy tools that have been available have not been effective, improved funding scheme areas that do not support the policy of free education, the data collection system (especially the school's data against the data students from poor households) are still not accurate, yet effective system of supervision tiered systemic, integrated so that implementation program ineffective.

Conceptually issues that arise in the process of cooperation between local governments in the free education policy led by the government of South Sulawesi Provoinsi not be separated from the ineffectiveness of cooperation between the local governments. If the South Sulawesi provincial government together with local government district / city using a model of intergovernmental cooperation (intergovernmental cooperation), it can be assumed that the issues that arise as previously described will not appear and even insurmountable. Because according Agranof (1986); and Conlan and Posner (2008), the policy of cooperation relations between the local government can be a solution to various problems disparities between regions, particularly in the empowerment of community participation in improving the efficiency and effectiveness of resource utilization in order to create development that is harmonious and balanced, appropriate position, role and its functions with due regard to the principles of democracy, diversity potential of each within an integrated management (Arganoff, 1986; Laffin, 2007; Tasmaya, 2007). To be a model of cooperation among the regional administration managed, policy is needed to coordinate activities between one or more local governments (Post, 2002). Cooperation among governments at the local level will also be the arrangement of two or more of government to achieve common goals, providing services or resolve problems together (Patterson, 2008; Domai 2009; Warsono 2009; Coon, 2011). Cooperation between government tiers below the top level with a conceptually named as a form of intergovernmental relationship (IGR). On the basis of these considerations that the study was conducted. The goal was to understand and analyze the various issues that arise in the free education program between the provincial government and the government of South Sulawesi regency / municipality that has finally found a model of cooperation between the governments.

1.2. Formulation of the problem

1. How is the importance of cooperation among local governments in gratisi education program in South Sulawesi?
2. What are the factors that influence the intergovernmental cooperation with the government of South Sulawesi Province District / City in the free education program?
3. How is the relationship model of cooperation among local governments in the free education program in South Sulawesi province.

1.3. Research purposes

Finding a model of cooperation relations between the regional government in the free education program in South Sulawesi province.

II. LITERATURE REVIEW

In Indonesia, the basic organizing the cooperation relations between the local government (intergovernmental cooperation) is a development concept of the relationship between the government (intergovernmental relations) and the management of inter- governmental (intergovernmental management) that developed in the study of decentralization (local autonomy) that focused on each activity or interaction between units -unit of governance, allocation decisions are based on what, who is involved and the consequences of those actions (Smith, 1985; Anderson's, 1960; Edner, 1976, Arganof, 1986; Conlan and Posner, 2008). The integration of the concept into three basic reference in drafting model of the relationship of cooperation between regions that have a high level of effectiveness in achieving the objectives of cooperation.

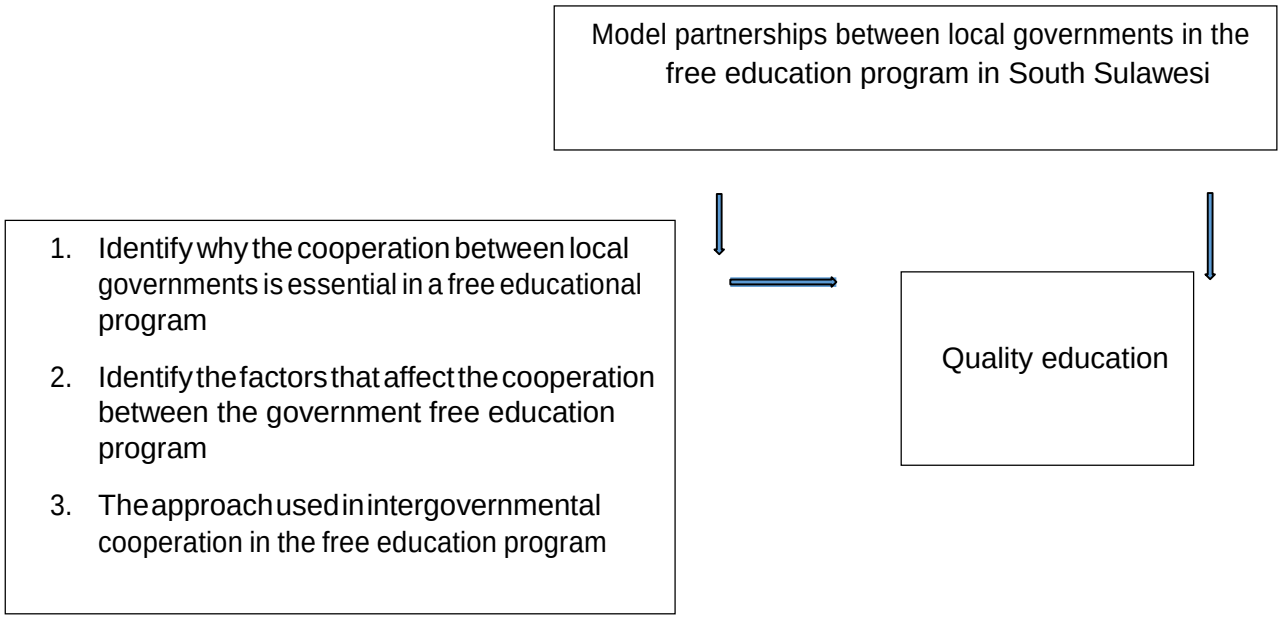
Conceptually relations of cooperation between the regions to explain how regional administration can be more effective and efficient in conducting collective action. Effective in eliminating managerial fragmentation in governance, so as to create equitable development. Accession process through cooperation undertaken since the beginning of the management process and act together (Anderson, 1960; Edner, 1976; Agranof, 1986). Thus the intergovernmental management is an integrated management controlled together in the face of complexity (Agranof, 2003). Free education in order to

be sustainable it needs the support of inter-regional cooperation relations policy. Cooperation between governments is intended to reduce regional disparities, reduce conflict, improve service, empowerment of community participation and improve the efficiency and effectiveness of resource use, to realize the construction of the harmonious and balanced, appropriate position, roles and functions with regard to democratic principles, the diversity of the potential of each within an integrated management (Tasmaya, 2007).

Theoretical reference used in building models of cooperation relations between the local governments in the free education policy in the province of South Sulawesi is a model of cooperation relations between the government, according to Henry (2004). Model partnerships between local governments in the free education policy in the province of South Sulawesi, namely: 1) joint service agreement; 2) intergovernmental transfer service, and 3) pattern of interlocalism (Henry, 2004).

Research on the relationship of cooperation between local governments in the free education policy in the province of South Sulawesi is designed in order to find a model of cooperation between governmental relations in the field of free education in the province of South Sulawesi. Model form of cooperation relations between the regional government allows the sets of students no longer have problems in getting a quality education so that the basic needs of those preparing for the future, especially in the aspect of education can they feel. Learners and their families who are less able no longer fend for themselves in taste education, but getting support from local authorities, in any form of policy, strategy and infrastructure as an integral part of the function of the service provider to the public of quality and equitable.

Based on the concepts and theories of exposure the cooperation relations between the regional administration with a focus on free education in the province of South Sulawesi, the authors describe the state of the art research, below.

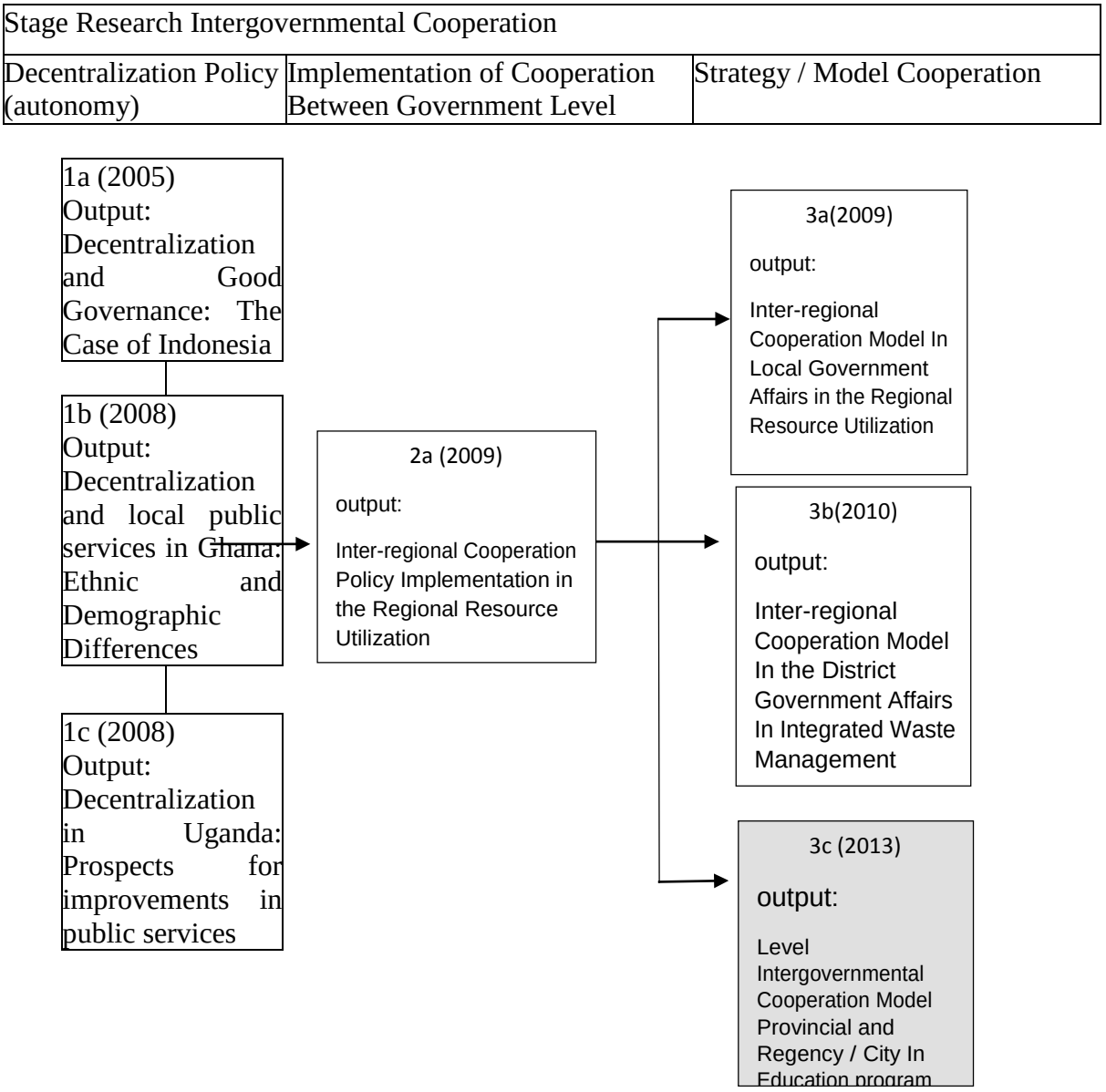


2.1. Roadmap Research

Studies on the relationship of cooperation between the government known several stages, ie the stage of determining strategy or decision-making or policy-making, public service delivery stage, the stage of

policy implementation, and evaluation phase (Hill, 2002). In this regard, other researchers have done some of those stages, namely the network in defining a strategy and stages of implementation of public service. At the phasing of other researchers have conducted research at the stage of defining a strategy, stage of public service delivery, today will conduct research on policy implementation stage. For more details can be seen in the image below.

Figur 1 Mapping of the research



Based on the picture-1 above shows this study complements a couple of models of cooperation among governments, but rather focus on cooperation between the provincial government and district / city in the lower levels of government, especially in the free education program. Previous research contribute to the research to be done, especially in finding the reasons, factors and approaches used in the inter-governmental cooperation in South Sulawesi

III. RESEARCH METHODS

3.1 Location Research

The research location is the province of South Sulawesi which is where the implementation of free education. The location of the sample study is an area which is considered to represent the province of South Sulawesi is Makassar City Pare-Pare (representing urban areas), Gowa (representing the district closer from the provincial capital), and the district of Luwu Utara (representing districts far from the provincial capital).

3.2 Design and Strategy Research

This study was a qualitative case study research strategy. Use of the design of such research is to unveil a model of cooperation between governments based on the context. In the case study, there are two types of research, which is descriptive, and eksplanatif (Yin, 2000).

3.3 Informants

Determination of informants in the study were determined purposively, that they are deemed to have information or be involved either directly or indirectly to the free education program in South Sulawesi province. Such determination was based on the assessment of the experts (or the researchers themselves) for a particular purpose or a particular situation (Neuman, 1997).
The informants in this study are: a) The Regent / officials and employees of the Department of Education; b) a team of nine free education program South Sulawesi province; c) members of the Commission in Parliament that gave birth to the education sector; d) Provincial and District Education Council.

3.4 Data Collection Techniques

In this study, data collection techniques used were observation, interview, and documents. Observations were made primarily related to the object, such as a school, and a variety of facilities and infrastructure support free education. Depth interviews were conducted at the informants mentioned above, while the technical documentation is to collect documents such as regulations, journals, and research results related to this research.

3.5 Mechanical Processing and Data Analysis

In qualitative research data analysis and processing is an activity inseparable. It can be seen on the stages of the qualitative data analysis proposed by Miles and Huberman (1992), namely: data reduction, data presentation, and conclusion / verification. This study uses a case study analysis strategy, in which the analysis carried out varies from one stage to another stage.

IV. RESULTS AND RESEARCH FINDINGS

4.1. An Overview of Research Object

Free education policy in the province of South Sulawesi is a policy issued by the local government, especially in the era of the leadership of the provincial governor of South Sulawesi Dr. Syahrul Yasin Limpo, SH., MH., As part of his political appointments when participating in the election of the Governor of South Sulawesi province in 2009. After Syahrul Yasin Limpo was elected governor of political appointments he subsequently poured into Regional Regulation (Perda) No. 4 2009. in the law does set some basic principles that show how the collective responsibility that must be carried by all levels of government in the province of South Sulawesi (province-district / city). The principle is:

a. Free education is a policy with a financing scheme elementary and secondary education are addressed jointly by the Provincial Government and the

Government of Regency / City in order freeing the cost of education of students in the region of South Sulawesi provision.

b. Regarding the allocation of funding education governance based on each school's profile educational unit. To the provincial government verification of each school's profile.

Through Regulation No. 4 of 2009, the government of South Sulawesi province following up with a Memorandum of Understanding (MOU) with the government of the level of district /city. A strong desire to realize South Sulawesi province excel in the education sector can not be separated from the development vision of South Sulawesi Province, 2008-2013 namely: South Sulawesi province into ten best in the construction of basic rights. The Vision subsequent elaboration into the development vision of the education sector, namely: South Sulawesi ten best fulfillment of basic rights in education. Ten indicators are measured through performance indicators and service of basic rights of education sector is measured through the provision of facilities to the community based on the competencies of the Provincial Government in the form of service development and regulation of the education sector.

South Sulawesi Provincial education vision subsequently poured into the educational mission, namely:

1. Improving management of educational services;
2. Improving access and equity in education;
3. Improving the quality and relevance of education;
4. Improving literacy and reading culture in society; and
5. Develop and utilize ICT.

While the goals and objectives set forth by the intention to realize its vision and mission. The objectives and targets are also meant to be the direction for every attitude and behavior of the free education providers. The education objectives with respect to:

1) affordability of educational services; 2) opportunity to obtain a quality education; 3) improvement of knowledge and knowledge development; and 4) institutional development. The goal of free education are: 1) an increase in the average length of the school (RLS) of 8.3 years; 2) an increase in the literacy rate (AMH) reached 95%; 3) a decrease in dropout rate / school center (DO) for students of Elementary School (SD) of 0.7%, Junior High School (SMP) to 1:00%, High School (SMA) and Vocational High School (SMK) to 1:00% ; 4) increasing the transition rate (AM) for primary to secondary school graduates reached 98%, SMP to SMA / SMK reached 95%; and 5) the addition of S3 qualification for educators, staff, employees and education observers to 500 people.

Free education scheme and industrial cooperation between the provincial governments and district / city governments do with the financing patterns in which 60% of the costs borne by the district / city, while 40% is paid by the provincial government.

In order that the implementation of free education done well, then Bylaw No. 4 of 2009 selanjutya poured into South Sulawesi Governor Regulation No. 4 of 2011 on the Implementation of Free Education in South Sulawesi province. The implementation scheme can be viewed via the following picture:

The organizational structure of the implementation of free education in the province of South Sulawesi, namely:

Control Team at the Provincial Level

a. protector:
   • The Governor of South Sulawesi

- Deputy Governor of South Sulawesi Province
- Chairman of the Parliament of South Sulawesi Province

b. Steering:
- South Sulawesi Provincial Secretary
- Chairman of Commission IV DPRD South Sulawesi Province
- Head of the South Sulawesi Provincial Bappeda
- Chairman of the Board of Education of South Sulawesi Province

c. Executing:
- Chairman: Head of the South Sulawesi Provincial Education Department
- Vice Chairman: MORA Kakanwil Regency / City
- Vice Chairman: Deputy Head of South Sulawesi Provincial Education
- Secretary: Head of Education Department of Primary Education Prov. Sulsel
- Deputy Secretary: Head of TU MONE Prov. South Sulawesi
- Deputy Secretary: Head Mapenda Affairs offices Prov. Sulsel
- Coordinator Regency / City. Member:

Tim controllers Regency / City

d. protector:
- Regent / Mayor
- Deputy Regent / Deputy Mayor
- Chairman of Regency / City

e. Steering:
- District Secretary / City
- Chairman of the Parliament Committee for Education
- Head of Regional Development Planning Agency / City
- Chairman of the Board of Education District / City

f. Executing:

Chairman: Head of District Education Office / City Vice Chairman: MORA Kakanwil Regency / City
Vice Chairman: Deputy Head of Education District / City
Secretary: Head of Primary Education District Education Office / City Vice discharge: Head of Education of TU / City
Vice discharge: Head Mapenda Affairs offices District / City Members: Koordinatir Subdistrict
Tim Sekteraris Free Education Program in each district / city of South Sulawesi.

4.2. Research result

The ultimate goal to be achieved and the end product of research suggests in relationship model of cooperation among local governments in the free education program in South Sulawesi province. To achieve the ultimate goal of this research, this study was planned in two phases where the first phase reasons why cooperation among local governments is essential to do or how its significance at both levels of government (Provinsi- District / City) wishes to engage in inter-governmental especially in the free education program in South Sulawesi. In addition to these objectives also in this study explored what are the factors that influence the cooperation between the provincial government of South Sulawesi regency / municipal government.

4.2.1. The significance of cooperation among local governments in the free education program in South Sulawesi province.

In expressing the importance of cooperation among local governments in the free education program in South Sulawesi Province, referring to some of the main questions is the reference to illustrate the importance of this cooperation is done. The questions are: how to form partnerships between the

provincial government and district in the field of free education; What is the legal basis of cooperation between the provincial and district / city; What's the reason the cooperation between the provincial and district / city; What is due to administrative reasons, what for political reasons, what for economic reasons? The first analysis disclosed in the context of the importance of cooperation among local governments in free education in the province of South Sulawesi is how to shape relations of cooperation between the provincial and district / city. Summing up what form cooperative relationships can be known through a series of information obtained from a variety of key informants in each district / city object being studied.

According to information from a variety of key informants and combined with existing documents can be seen that the free education policy is a policy scheme designed specifically which aims to improve the quality of education outcomes in the province of South Sulawesi, especially at the level of primary and secondary education. As it is known that during this rank quality primary and secondary education South Sulawesi province at the beginning of this policy is rolled out through political appointments at that time the candidate for governor Syahrul Yasin Limpo (1998) still be around 20-22 ratings from all provinces in Indonesia. This was confirmed by one informant Education Commission Chairman 2 Pare-Pare Parliament which states that:

"... So far as I know, since the beginning of the story that time governor candidate who now has served the governor campaigned for free education programs and free health care. Then finally after being chosen forwarded to the areas then become the program and then became a candidate campaign regents / mayors of each area included in the town of Pare-Pare. That was the beginning of the program appears "(IJ: 2015)

To realize that such schemes can be implemented, chairman was elected governor of the political promise be realized in the form of Regional Regulation No. 4 of 2009. Efforts to realize the policy it seems difficult at the time when the entire financing should come from the local budget (APBD) South Sulawesi province alone. Because the South Sulawesi provincial government invited the district / city governments to join together to make that free education. Through a Memorandum of Understanding (MOU) between the government of the province of South Sulawesi with the Regent / Mayor as much as 23 City District, then the policy could be operationalized. Form of financing was agreed to be tackled jointly between the provincial government to district / city governments. In the MOU, it was agreed that the allocation of funds to each provincial government levels, namely by 40% and the government district / city level by 60%.

Thus, the legal basis of cooperation between the provincial government and the district heads / mayors always refer to Regulation No. 4 of 2009. This was confirmed by one of the key informants namely the Head of Division (Head) Basic Education Department of Education Pare-Pare which states that:

"... .. We no legal basis for this cooperation free education, legal basis of the MOU between the Governor and the Mayor. Governor Regulation regulate the procedures for the use of funds for free education. Besides it is also bound by Provincial Laws On Pendidian Penyelenggaraa Internet (AI, 2015).

The MOU between the government of each province by Regency / City Government conducted independently by the characteristics of the region. For example MOU on location object being studied is between provincial governments and the City of Pare-Pare stated in the MOU No: 276 / VI / provincial / 2013 and No. 180.4 / IIa / HKM / 2013. As for the cooperation between the provincial government of South Sulawesi with North Luwu regency government stipulated in the MOU Number: 316 / X / provincial / 2013 and No. 410 / 137.1 / Disdik.

Free education program initiated by Governor chairman is basically not a new program in South Sulawesi. Gratisi education programs have already previously among North Luwu and Sinjai. According to the Chairman of the Commission for Education 1 North Luwu Regency stated that:

"... Special ..kalau North Luwu, free education was first announced by the government of North Luwu regency in 2004. So at the time, Lutfie in the second period of the campaign, one vision will provide free

education up to the level of secondary school (SMP), then scoop intercepted because suddenly there is a program of the provincial government is also in the form of fund sharing 40%: 60% (AAM, 2015)
AAM statement is further strengthened by the statement of the Chairman of the Board of Education of North Luwu which states that:
"... ..so Since 2005 I served as Chairman of the Board of Education, a free education program in North Luwu Regency is already there, sir Lutfie have saved it. Instead, pack Lutfie've gathered all the principal to explain this free education program '(MA, 2015)
This free educational program is an integrated program that includes policies financing, structuring, development, monitoring, and control. Free education in this case was intended to free the students from all kinds of school fees either directly or indirectly. The design in the form of subsidizing the cost of education in terms of school operations to offset the cost to be incurred by the school, and scholarships for students who beprestasi in order to reduce the cost of school learners.
The reason for convening the policy of free education can be parsed from the standpoint of the provincial government as described in the beginning that because look at the reality of the quality of education in South Sulawesi region remained at a level between 20-22 throughout Indonesia so that no specific policies to cope with the condition. When referring to the angle of view why the government district / city support the government's policy at the provincial level is quite varied misalya from the standpoint of the government of Pare-Pare in which constituted apart due consideration to lower the school dropout rate in the region, as well as social and political reasons as stated by the Chairman of the Commission of 2 Education Council Pare-Pare:
"... .. In fact the beginning of this cooperation that we see are due to social reasons. This means that we are planning to do a free education system but not unconnected from the political element in which the program is being "sold" during the campaign in the region (EN, 2015).
The same thing was stated by Chairman of Commission I of the Education Council North Luwu which states that: "The free education program is a populist program, where each Election directly in each district / city, would be said to succeed, so the nuances of political highly viscous (AAM, 2015)
, Vice Regent of Luwu Utara stated that:
"... .. So, I have no problem with the partnership as the education sector is one of the basic needs of people who are basic services that must be met by the government, so this is a shared obligation that no provincial program, his spirit was so that no student is not in school for reasons no fees or dropped out of school because of the high cost of education, so the local government supports it (IPI, 2015).
In this free education policy required all school children completing primary and secondary education in the context of the formation of character and noble character in line with the norms of decency on the basis of God Almighty. If these obligations are ignored by the parents of students, the government is obliged to write to his parents. With this policy, the objectives of the free education as described in the general description of the object of study, namely: 1) improving equitable learning opportunities for all children of school age; 2) improve the quality of and graduates; 3) improve the relevance of competency-based education to keep pace with global developments; 4) improve the efficiency and effectiveness penyelenggaraam free education to meet the quality and productivity of human resources excellence.
Referring to Regulation No. 4 of 2009 Implementation neighbor has a number of free educational programs:

1. The program is free education for students whose schools obtain full financing aid organization of education;
2. The cost of a subsidy program for poor students whose school assistance is not full or partial financing of education provision; and
3. Program scholarships for outstanding students who come from poor families.

The goal of this free education that formal education in primary and secondary education which comprises primary schools both public and private. Government Elementary School (MI), both public

mapun private, elementary school was outstanding, Junior High School (SMP) includes SMP both public and private, MTs (MTs) both public and private, Junior High School Outstanding (SMPLB), Secondary Schools (SMA) includes both public and private, vocational schools (SMK) includes both public and private, high school Superb (SMALB) and Madrasah Aliah (MA) both public and private. The decree also explained that the Private Schools and Pesantren can accept or reject the implementation of free education. For schools that refuse it are required to guarantee the quality of teaching and learning process. Regarding further quality standards set by Governor Regulation. Private schools and boarding schools are not able to meet the quality requirements outcomes, then it must be willing to be combined with a nearby private schools within a certain time. As for private schools and boarding schools who receive free education policy but still has other components that must be financed by a subsidy, it can receive from the learners with the approval of parents through the School Committee / Parents' Association. Regarding the amount of levy for every learner must get approval from the local government based on the implementation of free education Supervisory Commission.

Allocation of budget for each learner based on the number of students, study groups, educators and other education personnel. How allocation were made by the following procedure: 1) each targeted school providing education free school profile data submitted at the start of the school year according to the format in triplicate for Controlling Team Free Education District / City. Provincial Control Team, and School Records concerned; 2) Control Team Free Education District Level Data City recapitulate schools based on the profile are sent each target school pendidian organizing free, then dikrim to Provincial Control Team; 3) Control Team Free Education recapitulate the provincial level data from Control Team Free Education district / city level based on the profile created by each school, to the implementation of free education to further propose budget allocation to the Governor.

In order that the implementation of free education can take place as a mandate that has been set forth in the law No. 4 of 2009 and the Regulation of the Governor of South Sulawesi Province No. 4 of 2011 on the Implementation of Free Education in South Sulawesi province, the government formed a Commission for Supervision of Education Implementation Guide or abbreviated Komwas Ledigra. The Supervisory Commission is an institution that was deliberately set by the provincial government specifically tasked with overseeing and controlling the implementation of the free pendidian in South Sulawesi province. The supervisory commission is independent in performing its role so that the role can help the provincial government to streamline the use and utilization of subsidy funds and improving the quality of graduate education provision free (Perda No. 4 of 2009). In the effective functioning of this Monitoring Team, the Supervisory Team for free education provision can be set in each district / city with the Decree of Regent

/ Mayor (the Governor Regulation No. 6 of 2011).

In Regulation No. 4 of 2009 mentioned, in addition to molded Control Team as described in the general description of the object, also formed Free Education Implementation Supervisory Team where the goal for the management of the free education can be effective. The effectiveness of implementation is deemed to be more effective if for each beneficiary free education was also given the threat of sanctions if violations. Therefore, the Regulation No. 4 of 2009 also stated that violations of the implementation of free education subsidies threatened with imprisonment of six months or a maximum fine of Rp. 50.000.000, - Abuse of subsidies free education provision penalized under the provisions of the legislation in force. Sanctions as specified in the regulation in the form of criminal sanctions (criminal act of violation) and / or administrative sanctions. The sanctions provided in the form; 1) employment sanctions as stipulated in the regulations on employment; 2) claims for compensation as stipulated in the regulations in the field of financial management Countries / regions; and 3) delay and / or termination of the provision of education funds bentuan free (Bylaw No. 4 of 2009). The conclusion from the above description when referring to the facts related to the relations of cooperation between the provincial and district / city, especially in terms of financing of the whole policy of free education at all

levels of primary and secondary education that funds are shared (cost sharing), where basic cooperation rests on grounds still low quality of outcomes of learners before this cooperation program implemented. On the basis of the government at the provincial level teaching and district / city in South Sulawesi to jointly overcome the problems of the education quality. Through such cooperation Memorandum of Understanding outlined and implemented consistently.

As for the legal basis of cooperation between the government of the province of South Sulawesi is the Regional Regulation (Perda) No. 4 About About Education Implementation Guide In the province of South Sulawesi. In order for the implementation of Regulation No. 4 of 2009 to be effective especially on the technical side of operations, the Governor of South Sulawesi Governor Regulation ie driving out South Sulawesi Governor Regulation No. 6 Year 2011 on the Implementation of South Sulawesi Provincial Regulation No. 4 of 2009 on the Implementation of Free Education in South Sulawesi province.

While the reason for the implementation of free education policy in the province of South Sulawesi through cooperation between levels of government district / city based on the desire to improve the quality of education in the region of South Sulawesi. With the policy of free education penyelanggaraan expected no more children of school age who are not educated. Another reason is because of political considerations, especially for the appeal of local leaders both at the level of the provincial government and district / city, especially at times when the Regional Head Election (Election).

4.2.2. Faktor the factors that affect the intergovernmental cooperation with the government of South Sulawesi Province District / City in the free education program

The purpose of the analysis of the factors that influence the cooperation between the Provincial Government and the Government of Regency / City in the free education program is to elaborate on what caused the implementation of free education policy has yet to show results on target. To this end it is through key informants supported by a wide range of relevant documents, the purpose to analyze the causes can be achieved. Various information to be obtained through key informants to answer research questions through a series of questions as the following: factors that influence the effectiveness of the cooperation between the provincial government and the government kabuoaten / city; how to factor the financial capability; What kepemiminan factors and regional political interests ?; What cultural factors and the structure of local government bureaucracy ?; As set forth in the law No. 4 of 2009 that the budget allocation in free educational activities aimed at; a) improving equitable learning opportunities for all children of school age; b) improve the quality of and graduates; c) increasing the relevance of competency-based education to keep pace with global developments; d) improve the efficiency and effectiveness of the implementation of free education to meet the quality and poduktivitas superior human resources.

The facts show that what the objectives of the implementation of free education seems is still experiencing various kinds of constraints. This led to the still still beradanya level of quality of education, South Sulawesi Province, according to the version of the Human Development Index (HDI), especially in education is still in the stage 20 (2014). Browse for the cause so that the tip of the quality of education in South Sulawesi which still remain on the same level when the program was initiated in 2009. Based on information obtained from a variety of key informants can be put forward several factors considered influential by related parties directly from the program of cooperation between levels of government in the field of free education can be described as follows:

1. Ability Factor Financial and Other Resources

The implementation of free education policy in its implementation requires a substantial budget amidst a quality of education that is still not optimal. Various budget is absorbed not only directly related to the

cost of teaching and learning, but also associated with the post-budget items deemed capable of supporting the teaching and learning process. As set forth in the law No. 4 of 2009 that the budget allocation in free educational activities aimed at two main targets, namely; a) free education program for students whose schools obtain full financing aid organization of education; and b) the cost of the subsidy program for poor students whose school assistance is not full or partial financing of education provision; c) a scholarship program for outstanding students who come from poor families. Although the implementation of free education based on principles of equity, quality assurance, participation, transparency, accountability, education, and competence, but the implementation is still a lot of obstacles.

One of the factors that influence the effectiveness of the cooperation between provincial governments and district / city governments are financial factors, mainly related to the contribution of each party to cooperate. As known fund sharing agreed in the MOU that has been made that the provincial government for 40%, while the district / city by 60%. In practice it turns every region has problems respectively, primarily related to various types of financing at the school level that everything is not able to be addressed by the local government / municipal.

According to key informants the Chairman of Commission II DPRD Education Pare-Pare:

"... ..saya Assume less effective if the provinces continue to charge more to the area. I take an example, this is now a new vision of local government in Pare-Pare is there should be no charges at all, be it the School Committee from elementary through high school. Hearing of what we do with partners the Department of Education and Schools all complain. For example, for expenses for security, cleaning service should not take on the BOS and BOP and also should not be picked from the School Committee, the case also related to educational facilities (EN, 2015).

Including complaints from the Chairman of the Education Commission of North Luwu also stated that similar things: to use education funds free of Pemrov already making use of the Guidelines and Technical Guidelines 40%, but sometimes do not fit the needs of the district government (AAM, 2015).

More explicitly stated by Vice Regent of Luwu Utara that:

".... Actually, the allocation of funds from the BOS funds were allocated for free education is not effective anymore. My suggestion why not other sectors and education for students who touched which is triggered by the fund but the teacher force less untouched in terms of the vital role of the teacher (IPI, 2015).

It is inevitable that factors other than financial capability is also associated with a still uneven quality of human resources (educators) in each district / city. Although in one of the free education program there are scholarships for personnel involved but because of limited financial ability ultimately have an impact on the level of competence of equitable distribution of education and education to be able to manage the quality of teaching and learning process. Source of funding or financing, infrastructure, responsibility and commitment to make the program successful field workers free, and attitudes of field staff open to feedback and criticism from various parties in revamping its free education program is also important to be addressed.

Another thing that has been linked to the financial problems that the technical manual (Technical Guidelines) issued by the government of South Sulawesi Province was felt by the implementers of district level feel they have no creative space to anticipate the different conditions in the field. So it also affects the process of managing the fund free education in the area. In addition, some districts do not agree with the provisions of sharing of funds between the provincial and district / city, because they felt somewhat burdensome area. this was confirmed by one of the key informants Midwives Head of Basic Education In Pare-Pare City Department of Education:

".... I also have to say, free education when they want to be involved because we prepared every region is different characteristics, Pare- pare problem is not necessarily the same as the Toraja. It used to be very strict rules, and I said we could not make the rules that govern the governors specifically, critical spirit free education there, as to what the problem areas associated with education services, it actually

must be addressed. Due to regional problems related to free education is different, then they create uniform guidelines that how? Maybe we need pants but Toraja need clothes, and guidelines states have to buy pants all, so we had to buy pants, but it was not in accordance with the principle of benefits ... "(AI, 2015)

The same thing also expressed by other key informants namely Education Commission Chairman 2 Pare-Pare City Council stating that:

".... So now, cooperation with regional provinces 40:60. So 40% of the province and 60% of the district / city. That then finally made the complaints have sprung up in the area. The government should instead look at because this is the beginning of the program, the provincial government's supply budget, although not one hundred percent, sharingnya it should be over there (Government of South Sulawesi province) not vice versa as it is today. If it could be 80:20 or 70:30. Do almost 50:50, this name is halved again not equally. So finally a lot of problems that arise in the area with the pattern of this subdivision, including us the truth when discussing the program many issues, including us as well when doing the budget discussion this Parliament is also an issue of having to adjust the program budget, because the portion of the budget in the area are not equal with the province, while provincial certainly can not divide a large portion of the budget because it also inevitably constrained by the limitations of provincial budget ... "(EN, 2015).

Besides, there is the desire of the parties in the region to funding from the provincial government is delegated entirely to the district government so it is more convenient to use in accordance with the conditions of each area. It was confirmed by the Chairman of the Commission District 1 Education Council. North Luwu, that:

"... If you want a good all funds 40% of the provincial government handed over by the district government with full financial rules submitted by the district. Last year the fund is 40%, about 70% of it only for training. It is governed from the provincial government, it needs training, but in North Luwu also necessary infrastructure to support such learning labs and internet infrastructure is still lacking. During the third period of the district all educational infrastructure almost all completed a special investigation diruang classroom learning, but to libraries and laboratories is still minimal, and therefore we are more important: the infrastructure of the training and if juklat guidelines from the provincial government is not followed then there will be given a 40% the ... "(AAM, 2015)

Besides the issue of financial management, are also associated proportion of the allocation of funds for each type of funding that is deemed disproportionate by local authorities. According to them should also be given a balanced proportion to the needs of the students. This was stated by Secretary of Pare-Pare that:

".... I used to protest, free education too much to the welfare of teachers, but not what he meant. Welfare later teacher behind because there is already certified. But how the money can help the community. example buy uniforms for needy students, and then the teacher to improve the quality, such as training ... "(AMM, 2015)

The fact as has been described above indicate that the problems associated with financial factors it still needs mendapatan improvement, especially in terms of the proportion of funds sharing between provincial governments and the district between 40% provincial and 60% of districts / cities where the district / city governments perceived still very heavy because there are still many sectors in areas that still require priority for funding. As well as between species / unit financing is also important in the redesign, and that is not less important aspect of management that is not too stiff so it is seen by the area that Juknis designed by the provincial government is not too in favor of the reality on the ground which are diverse in the regional level.

2. Factor Elite Leadership and Political Interests

In addition to financial factors, other factors are factors of leadership and political interests of the region. Seriousness of the government both at the provincial and district / city be the deciding factor effective

implementation of free education policy. Many local governments feel that this policy is a policy imposed by the provincial government. As a result, the district / city should attempt to run this program. Local government district / city must continue to remain there despite heavy budgetary allocations. They should carry out because if not, then the government will be faced by the public. On the other hand at the time of a change of leadership at the district / city, free education program became mandatory sales offered during the campaign, although the candidates have not known exactly how both policy management and operational techniques. A condition that occurs gets a confirmation of one key informant stated that:

"... .. In fact initially the program is the provincial government, then lowered into the area. I assume this was not optimal because a lot of the problems posed. From the beginning when this program into a sales campaign in the area and then into the program, the vision and mission of the elected government of the province. Finally, as imposed on the area to be on the run, so the area is also allocating the budget because we are also dealing with the public if he refused. Then after that also all local governments are now selling campaign so that the campaign material used has become like this (IJ, 2015).

In addition to these factors are also associated with a leadership commitment of leaders at the district / city different. Differences between regions commitment because some local party felt that the free education program is actually the program initiated by the provincial government, it tought to be a greater proportion of funding than those at the local level. This makes a real commitment from the leadership at the district / city different.

3. Organizational Structure and Management

Another factor influencing the effectiveness of the implementation of the policy of free education in primary and secondary education in the province of South Sulawesi is the bureaucratic structure of local government. In the context of cooperation between government, the organizational structure / bureaucracy are factors that often affect the effectiveness of cooperation as it relates in addition to a coordination mechanism among organizational units, is also associated with the emergence of conflicts as a result of the intersection of relations unit public organization (unit area devices eat it), both vertically (intergovernmental) and horizontally between government and the public (state-society). Especially in the context of modern government no longer puts the government as a single actor in the making of public policy and public service delivery.

In substance, existing governance structures in order to control all the activities and the authority that accompanies each actor as well as a steering and guidelines for the management and staff who occupy every structure and existing positions in the bureaucracy. The bureaucratic structure will be effective when coupled with proper management, especially joint management controlled well together. Complexity is happening in the relationship of cooperation between the regional administration generally in line with the complexity that occurs in each program, which also has a different jurisdiction boundaries. Agranoff (2003) mentions that important each cooperative relations between the governments require integrated management controlled together in the face of complexity that occurs in intergovernmental cooperation is built.

A good policy should be accompanied by good planning. Where in good planning will always load level indicators. In the context of this policy of free education, by the local government perceived level of indicators of implementation success yet so it is difficult to measure the extent of this program is deemed successful or less successful. The absence of indicators created by default by the provincial government in the evaluation program causing trouble. It was confirmed by the Secretary Pare-Pare that:

".... Just be sure we have no indicators, from the province's look at the how to improve the quality of education. Not only the graduation rate, but should see his teacher, growing or not. And we kombine with certification ... "(AMM, 2015)

A similar statement was also delivered by the Head of Primary Education at the Department of Education Parepare that:

".... I think this is a weakness of the program performance indicators are not there, I challenge the province to showcase it. For example today, the funds in the scroll 9 billion for free education to Pare-pare, 3 billion more than the Provincial 5 billion more of us. Then we ask what means of measurement Capain use of the funds? So yesterday I said to the provinces that the challenge area for his SPM (Minimum Service Standards) of free education. For example, the number of dropouts in SPM minimum of below 1% and now if there is a free education area nda bold guarantee that once there is a free education will reach a percentage to meet those standards? If it does not directly 1%, could have for example the first year and 1.2% next year down another 1.01% and has always declined. Then what about the quality of student test scores, is there any movement up or even down. Now that the province admitted to this result, the question is then where the standard of judgment? That which does not exist ... "(AI, 2015).

Other problems found in the field in addition to the disbursement of funds is often too late also were often arbitrary regulation of the Governor. This is confirmed by the Head of Primary Education at the Department of Education Pare-Pare stating that:
"... The obstacles faced is not permanent regulation of the province. Every year there are regulations governor changed. And also late in the disbursement of free education, even now too late. It should be that if a new regulation is made, six months before it takes effect should have been up to the user or the target. And we're budgeting system no such thing as DPA (document platforms budget). in situ has to be stated in detail, if the DPA that we already explained and have been set in the budget and then there are different guidelines then we had to wait for a change again. Only obstacles that we face now, there needs to be labor-related regulations. Many of the children we get, let us be willing to give money, give money transport, give the book money, give clothes and they do not want. Since they became the backbone of his family to earn a living, such as parking attendants children, child laborers. This needs no regulation governing regulations governor who later followed up the area of labor-related ban on using children .... "(AI, 2015).

Related to the disbursement mechanism as afore disturbing for the government in the area. Moreover, when the provincial government would not meet the 40% quota share of the funds that have been agreed. This occurs when the district / city government can not meet the quota was agreed that 60%. It was submitted by one of the key informants sexy field staff evaluation and curriculum development in Luwu Utara District education office which states that:
".... The funds that we would not thawed enough. So that liquid, junior high and elementary Only 10 months it 9 months due to a limited budget. So any help from the province we do not melt as well as when we dilute the division 40: 60 is not balanced anymore. Then it would violate the MOU ... "IIM, 2015).

Examples of how to distribute the funds between the provincial and district / city stated Head of Basic Education In Pare-Pare City Department of Education:

"... The area is proposed based on existing data such as the number of students, study rooms, teachers and others, we tell from where they made the details. When, for example Pare-Pare took 1 billion it provided the provinces and 600jt 400jt reserved area, the simple concept ... "(AI, 2015)

One very important aspect related to the effectiveness of the organizational structure that is the functioning of a coordination mechanism among all the existing structures within the intergovernmental cooperation. According to the Regional Secretary of Pare-Pare there are mistakes made by the province

in the process of cooperation relations between this region namely the exclusion of agency cooperation in this cooperation process. Whereas the free education policy is a form of cooperation between levels of government. The results of interviews with him stating that:
".... You see, there was a mistake made diprovinsi cooperation between regions is not true, because it was not the way the cooperation bureau. Directly from the education department to the education department. It's an actual error. Should the agency that facilitates cooperation between regions. This mistake by the province. It formed cooperative relationships between the regions, the umbrella that we are in cooperation with the provincial bureau of cooperation. Because of all that work is an area of 24 districts / cities ... "(AMM, 2015)

Listening to the various issues that are relevant to aspects of the structure and management of the program has been analyzed before it can be concluded that the cause of the implementation of the free education program experienced many constraints in terms of technical and operational disbursement of funds, lack of petujuk technically capable memahmi conditions of actual on the ground, an indicator of the achievements that have not been structured either making it difficult evaluation, organizational structure has not involving the structure that should exist in every cooperation between levels of government, so also have an impact on the coordination mechanism.

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Dokumen-Dokumen

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CLUSTER-BASED LOCAL ECONOMIC DEVELOPMENT (The Case of Cluster Development in Umbul Ponggok, Klaten)

Nunuk Dwi Retnandari[1] David Merauje[2]

Abstract

Local economic development is one of the means regional governments frequently employ to improve community welfare. However, improper management and development patterns would lead to failure in the implementation of economic development or outside communities may enjoy the benefits of economic development instead. Umbul Ponggok is a community-based tourist destination and it has, to this day, been capable of becoming a source of livelihood for most of the residents living in the area. The community's involvement at every level of the decision making process and implementation guarantees continuity in the local economy they develop. Additionally, the transparent and accountable management in place ensures the high level of trust people have. Such superior level of trust and involvement was no overnight feat, persistence and wholeheartedness of initiators along with the support of various parties (university, banking institutions, NGO, and others) made certain that the numerous issues encountered were resolved, all challenges overcome, and every opportunity taken.

Keywords: local economic development; community participation and role of stakeholders; accountability and transparency

Introduction

Local economy[3] in Indonesia is deemed by many analysts as exceedingly strong and resilient against various occurring economic crises, the local economy was even considered to have saved Indonesian economy during its period of crisis in 1998 (LPPI and Bank Indonesia, 2014). Another display of the significant role local economy has is its capacity to create added value and absorb employment. In 2016, this sector was able to absorb as much as 97.22% of available labor with the added value capacity of 60.34% in the GDP (BPS,2017).

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[3] This is a term the writers use to refer to economy run by local communities with a classification level of Micro, Small & Medium Enterprises (MSMEs).

Such tough and resilient local economy is actually one of the efforts undertaken in order to face numerous business issues that led to the lack of progress in prevailing businesses. Bank Indonesia in a study recorded that internally speaking local economy is confronted with issues of limited investment, actors' low level of business knowledge, prevalence of unincorporated businesses, lack of proper business administration/management. Meanwhile, externally speaking local economy is faced with an unsupportive investment climate, lack of accessibility to both input market and product market, as well as continually changing market demand (LPPI and Bank Indonesia, 2014). All the issues above are intertwined and upon further examination they are ultimately caused by the impotence of the actors own spirit of entrepreneurship (Retnandari, 1999).

A response in addressing the various issues found in local economic development has been provided through the Participatory Appraisal of Competitive Advantage/PACA model (Meyer, 2003). PACA is a local economic development model that combines competitiveness concepts with the principles of rapid participatory appraisal in order to quickly identify and implement activities for stimulating local economy. The success of local economic development is founded on active participation, communication, and coordination among multiple actors. Local economic development is not to be entirely entrusted to paid professionals as the various stakeholders' motivations are the most significant key in local economic development. This is the model that serves as the bedrock of local economic development in the province of Central Java.

The PACA approach in Central Java was bundled in a cluster-based MSME development program. Numerous clusters have been developed in Central Java, in 2015 out of the 35 existing regencies/municipalities in the province there were 9,256 MSME (cluster) groups under the supervision of the Office for Cooperatives and MSME (Dinas Koperasi UKM Jawa Tengah, 2015).

One of the clusters that has, as of current, been witnessing successful development is the tourism cluster in Ponggok, Klaten. As a tourism cluster, its success is indicated by an exponential increase in the number of tourists visiting the area. Additionally, this cluster, which began operating in 2010, had succeeded in bringing in 72 thousand tourists in 2014. This amount had increased to 180 thousand visitors in 2015. Such extensive quantity of visitors had amplified the Village Original Income (*Pendapatan Asli Desa* – PADes) of Ponggok Village from a mere 30 million rupiahs per annum in 2010 into more than 4 billion rupiahs in 2015 (Laporan Kinerja Bumdes Tirta Mandiri, 2016).

Cluster Development in the Central Java region is one of the approaches implemented to address various issues impeding local economic development by using a comprehensive approach. The Ponggok cluster is one of the clusters that have been enjoying fruitful results as of current. It is indeed interesting to learn from the process of cluster model development implemented in Ponggok. This study is expected to provide lessons learned that may inspire other regions to develop their local economy. This article, thus, discusses the occurring process in developing the cluster, from its initial establishment to its management stage that had allowed it to reach continuous success till today.

Cluster in Local Economic Development

Local Economic Development (LED) is one of the instruments employed by a region to accelerate development in its area. According to Blakely and Bradshaw (2002) LED is a process in which local government and social organizations are involved to drive, stimulate, and maintain business activities capable of creating employment. With an emphasis on

involvement/participation, this process requires creative local economic development in generating involvement. An appropriate approach is necessary to achieve such local economic development, and the PACA model is one of the local economic development models that prioritizes the rapidly-driven participation of actors in order to develop local economy (Meyer, 2003).

The PACA model of local economic development is founded on 3 basic principles, namely participatory, appraisal, and competitive advantage.

1. Participatory

PACA is a participatory approach that does not merely relate at the conceptual level. The PACA model of participation rests on two main points, namely: (1) Successful local economic development should be based on the active involvement of stakeholders relevant for local economic development or stakeholders who could create local economic development obstacles. An LED process should also be organized in a transparent manner and it must be managed in such a way that encourages more actors to be involved; (2) Successful local economic development involves a constructive relationship between the public and private sector, without any notion of positional hierarchy indicating superior and subordinate. The perspectives of the public and private may often differ, yet in terms of local economic development there are numerous aspects that can be integrated, for that dialog among actors on equal footing is a must. The definition of participation in this case is, thus, togetherness or convergence, not between that of a superior and a subordinate, but among colleagues of equal stature.

2. Appraisal

The core of PACA is a methodology that allows for rapid appraisal of local economic development. And it does not only develop its economic potentials, but also political aspects that encourages local economic development. Presuppositions on what is to be done, or what is required when collaborating with relevant stakeholders will be able to generate innovations that are favorable for all parties.

3. Competitive Advantage

The main target of the PACA approach is not to elaborate issues of obstacles and decreasing efficiency, but to seek or find opportunities that improve local business environment within a short period of time. PACA relates to Michael Porter's concept on location-based competitive advantage and the analytical concept of systemic competitiveness.

PACA will greatly develop given the support of a healthy local economic development environment. Another concept in local economic development that highlights the role of multiple institutions and the process it entails is the Hexagon model of local economic development approach (Meyer,2005). This Hexagon model explains 6 key variables that should be considered when developing local economy, namely: target group; locational factors; policy focus and synergy; sustainability; governance; and process management.

Once local economy starts to grow a method is required to manage the local economy to grow in a sustainable manner. A common economic concept will endure if the actors involved in the process could continually gain benefit from the mutually aspired development. Achievements of institutions based on cooperation/collaboration around the world indicate that mutual economic cooperation can be sustained if the actors involved were to gain benefit from their mutual efforts (Bantul REDs Team, 2010). This has been emphasized by the founder of the concept of people's economy, wherein

maximum involvement of economic actors is highly encouraged so that economic growth would allow them to enjoy the results it generates (Sri Edi Swasono, 1983). Involvement in the process and gaining benefits from conducted activities form the basis of the notion of justice that is stipulated in the concept of economic democracy (Mubyarto, 1980).

One of the concepts that can be used to explain the continuous assurance of added benefit the actors may gain through local economic development is the concept of cluster development. The term cluster was actually developed by economic development experts to illustrate a collection of mutually linked companies that support each other (Porter, 2000). Such mutual support is subsequently manifested in the development of specialized knowledge and skills thereby creating infrastructure and supporting industries that enhance productivity in order to maintain the location's level of prosperity (Ketels, 2008).

When the cluster concept is used to explain local economic development then social and economic dependence are included in the cluster (Rocha, 2004). Within such interdependency, cluster members who mutually support and work together will create added values reflected in the reduction of costs for production and delivery of goods and services (Scott, 1998). It can be observed to this point that the key in cluster development of LED lies in the interaction and collaboration of various factors and stakeholders involved in developing the cluster.

Factors or variables that form the cluster and its interactions are varied among the cluster models. The Diamond model states that clusters contain four determining factors directed at industrial competitiveness and improving local economy, namely: (1) factor input conditions; (2) demand conditions; (3) related supporting industries; (4) firm strategy, structure, and rivalry (KyeongAe Choe and Brian Roberts, 2011).

Factor input conditions refer to existing variables that an industry cluster may already have such as human resource, capital, infrastructure (physical infrastructure, information, knowledge and technology, administrative infrastructure), and natural resources. Demand conditions relate to customer satisfaction and demand at the local, national, and global levels. Related supporting industries refer to availability of infrastructural support that can enhance efficiency and synergy within the cluster. Firm strategy, structure, and rivalry relate to strategic strength and the complexity of competition encountered. The model from the cluster develops 9 variables to improve cluster competitiveness (Cho, Dong-Sung and Moon, Hwy-Chang, 2003). The determinants of competitiveness comprise of eight internal elements and one external element. The eight internal elements consist of four physical elements (natural resources in possession, business environment, related supporting industries, and domestic demand covering the quantitative and qualitative aspects). The remaining four internal elements are workers, politicians and bureaucrats, entrepreneurs, along with managers and professionals. Meanwhile, external element is occurrences and opportunities that cover unexpected breakthrough, capital market fluctuation, movement of international demand, outbreak of war, and others.

Based on linkages among the factors found in a cluster, at least three typologies can be mapped out, they are network clustering, collaboration/partnership clustering, and satellite model clustering. The network clustering or the bottom-up model has its strength in the network maintained by the cluster initiators (Jhon Field (2003). The network is initially established as an informal network that subsequently develops into a structured and formal organization and ultimately becomes a large company or grows extensively and conduct various activities on behalf of the cluster network's members. This type of clustering is also known as bottom-up clustering as it starts from the bottom and it is initiated by the local companies themselves. The key of mutuality fostered in this cluster is entrepreneurship clustering that is oriented towards pure business. A cluster manager is nominated or derived from the cluster members, who are local business actors, and funding for their activities is unrestricted and may come from various

sources. Continuity in this type of clustering is more definite, while from a political aspect, particularly in gaining local government support, it is relatively low. The main goal of network clustering or the bottom-up model is to develop initiatives and generate progress towards measurable objectives while concurrently seeking opportunities to achieve other results. This model is considered significant in the success of businesses, particularly at the onset of business development, and it functions as a source of information that can identify and discover business opportunities, and it can help to open financial access for the company.

Development of the partnership clustering or the top-down model is based on the partnership between the public sector, the private sector, and the community (Porter, 2000). The main feature of this clustering model is strong political involvement since the main actor originates from outside of the cluster members. This cluster is highly centralized and the cluster manager is usually nominated by the initiator and it heavily depends on public funding. This clustering model has been extensively implemented at both local and regional levels, and there is a cluster organization or institution established to provide a variety of services to cluster members, which include collaborative marketing, lobbying, sharing resources, research and development, human resource development, and public relations. The advantage of this model is that it substantially reduces business risks and costs. This is also beneficial for small companies to achieve economy of scale as a group when competing against larger companies for business and contracts.

The satellite model clustering is a cluster type initiated by big companies intending to engage in collaboration with small companies, consequently the small companies will be dependent of the large companies that spearhead the cluster. The organizational structure of such a model tends to be hierarchical and centralized.

Study Methodology

This study was conducted using the qualitative approach by carrying out in-depth exploration in the occurring process of local economic development. Data collection was, thus, carried out mainly through in-depth interviews and observation method. Observation was conducted to directly examine the Umbul Ponggok tourist site along with its activities and the communication process that took place among the stakeholders in managing this tourism village. In-depth interviews with actors involved in the development of Umbul Ponggok tourism were also carried out. Based on the interview results a thorough outline of Umbul Ponggok was acquired, starting from its historical beginnings, management model, and the challenges and obstacles it experienced during the development process and in maintain sustainability. Secondary data in the form of reports and other documents such as the Ponggok Village Mid-Term Development Plan were collected, processed and utilized to complement the analysis.

Ponggok Tourism Village, Klaten

The main tourist attraction in Ponggok village is a spring pond named Umbul Ponggok. The Umbul Ponggok Pond is a pool measuring 50 by 25 meters with an average depth of 1.5 – 2.6 meters. The spring pond has existed since the period of Dutch colony

and is one of the unique tourist attractions available. Umbul Ponggok's main draw is its water sports activities such as swimming, diving, and snorkeling, as well as the currently trending selfie photographs that can be taken underwater. Visitors can take selfies on site along with fishes of assorted colors, and a variety of photo props such as a bicycle, a vespa scooter, camping tent, television with PlayStation, and other properties.

The Umbul Ponggok Tourism Village, Klaten is a water-based tourism village. It has also developed at least 3 water-based potentials and has benefited much from them. Ponggok village has several fresh water springs that are actively utilized for village development, namely: Umbul Ponggok spring serving as a tourist destination; Umbul Sigedang spring utilized for mineral water production packaged by PT. TIV Danone Aqua Indonesia; Umbul Besuki and Banyu Mili springs. These fresh water springs not only flow through Ponggok village, but they also serve as the main water source for villagers living in Ponggok and its surrounding areas. The springs in Ponggok village flow southward to the Karanganom District and eastward up to the Ceper District and the water is used for field irrigation, fresh water fish cultivation, and drinking water. The abundance of water leaves a substantial number of villagers to pursuit their livelihood in the water-based sector of which among them are fresh water fish cultivation. The quantity of tilapia fish production in this village reaches ± 4 tons per week, with product marketing not merely limited to around the Klaten Regency but reaching outside the regency. Another source of income for the residents there is working at PT Danone and being involved in Umbul Ponggok activities.

Ponggok village, with a land area of 77.225 ha, was formerly considered as a poor village. The location of this village is quite strategic as it is easily accessible from the Yogya
– Solo road. The distance from Ponggok village to the Yogya – Solo road is only ± 10 km of good asphalt road. This once poor village has now become an independent village as a result of the development of its water-based village potential.

Year 2002 was the start in utilizing the abundance of water resource available in the village. At the time, Sunarto, the head of the village, established a partnership with PT. Tirta Investama (TIV Danone AQUA Indonesia) and bestowed them with village treasury land that included Umbul Sigedang spring for mineral water resource. The advent of the water packaging factory had thus assisted the village in funding development activities. Ponggok village has consequently obtained a royalty fee of 0.25%, which amounted to 125 rupiahs, per liter per month from water sales. As of today, the village's net income from the sale of water has reached 100 million rupiahs per month. The presence of PT. TIV Danone Aqua Indonesia has also been a blessing for the residents of Ponggok village, particularly in terms of opening up new employment opportunities. Currently, 40% of workers at PT. TIV Danone Aqua are people from Ponggok village.

The capital accumulated from the village's partnership with the company along with the support of UGM's community service program (KKN) and People's Economy Dashboard (*Dashboard Ekonomika Kerakyatan* – DEK) of the Faculty of Economy (FE), UGM had driven the subsequent village head, Mr. Junaedhi Mulyono, to establish a village- owned enterprise (*Badan Usaha Milik Desa* – BUMDes), named "Tirta Mandiri", tasked with managing potentials and developing Ponggok village owned business units. As of current, DEK FE UGM continues to be a partner of BUMDes "Tirta Mandiri".

Ponggok village has been capable of not only providing its village with impressive village facilities and infrastructure, but also creating prosperity for its villagers through the BUMDes. The village administration and BUMDes have constructed a number of village facilities and infrastructure with incredibly significant development, among them is the village administration building fully equipped with supporting facilities and development of Umbul Ponggok water

tourism attraction which exhausted ± 4 billion rupiahs from the village budget. This process is expected to continue as stipulated in the Village Mid-Term Development Plan (*Rencana Pembangunan Jangka Menengah Desa* – RPJMDes) stating that up to the year 2020, the Ponggok Village Administration shall emphasize on programs of environmental design, household health and hygiene, and management of village potentials as a tourist destination with the slogan of "*Ponggok Pasti Bisa*" (Ponggok Surely Can).

Umbul Ponggok is essentially an existing natural resource. This spring pond has been managed as a source of water irrigation since the period of Dutch rule in Indonesia (1883). This Umbul had since remained as a source of drinking water and other water related purposes. As previously mentioned, in 2009, KKN UGM was carried out in this village and students along with the village apparatus began to develop this spring pond into a tourist destination. The abundance of water and its array of colorful fishes were the main attraction at the time. Nevertheless, this tourist site had not been able to attract much visitors.

In 2012, BUMDes Tirta Mandiri collaborated with the Diving Team of Universitas Gadjah Mada (UGM) and Yogyakarta Diving Community to use Umbul Ponggok as a fresh water snorkeling arena. These snorkeling activities were then uploaded on social media (Facebook, WhatsApp, Twitter) by several members involved in the activities. These uploads garnered extraordinary response which manifested in the throng of visitors coming to Umbul Ponggok. Ever since Umbul Ponggok has become a top tourist destination spot. Until today, tourism management there remains to be carried out under the BUMDes Tirta Mandiri.

The results Umbul Ponggok has currently achieved are increase in tourism visit and Village Original Income. Regarding visitor's quantity, in 2014 Umbul Ponggok was merely capable of attracting 72 thousand visitors, but in 2015 the number of visitors had reached 367,000. The immense number of visitors had consequently led to an annual increase in Ponggok village's PADes. In 2010, the amount of PADes collected totaled 30 million rupiahs, while in 2015, that figure had reached 540 million rupiahs.

Umbul Ponggok Tourism Cluster

Umbul Ponggok Tourism Cluster which is a part of Ponggok Tourism Village has enjoyed great success as a source of welfare to its residents. Based on elaborations in the passages above, determining factors leading to the success of this village in managing the Umbul Ponggok tourism destination have been identified. The factors are:

1. Input Factor

The input factor is variables that already exists in Ponggok village and they are owned by the village. This factor is a supporting variable in the development of the Umbul Ponggok water tourism village cluster, and there are two significant input factors identified, namely:

a. Umbul Ponggok Pond

Umbul Ponggok pond is unique since its bed is a spread of sand and stones. The clear pond water continuously flows and fish thrives freely making this pond very much like the sea.

b. Umbul Ponggok Tourist Attraction supporting facilities

A tourism area requires other infrastructural support. This area possesses all the necessary facilities (starting from parking lot, diving equipment, underwater camera and photographer, shops, stalls, and other amenities) that

are all run by local villagers, who are either BUMDes employees or youth group and individual residents.

2. Demand Factor

The demand factor relates to two substantial factors which are source of demand and consumer's response to the provided services. From a perspective of visitors' origin, this cluster is not only visited by visitors at the local level (around the Klaten area) and the regional level (around Central Java), but it is visited by national and international travelers as well. As mentioned previously that in 2015 this destination was able to attract more than 600,000 visitors or an average of nearly 2,000 visitors per day. Regarding the provided services, it has been well documented that the visitors were satisfied with the services given. The following quote from an interview with a visitor illustrates their satisfaction visiting the attraction.

"*having fun at Umbul Ponggok is really great, and when we wanted to take underwater selfies the technicians were really helpful and even the services provided by the staff were very friendly* (interview result).

3. The Role of Other Parties

As mentioned above, there are several stakeholders involved in the development of Umbul Ponggok. Aside from the community and village administration having significant roles, there are a number of institutions that are recorded to be involved with the village, namely: Dashboard *Ekonomika Kerakyatan* (DEK) of the Faculty of Economy and Business (FEB) of Universitas Gadjah Mada (UGM); BNI Bank Klaten branch office; and Yogyakarta and UGM diving community. DEK FEB began conducting their activities as early as 2009 through the university community service program (KKN) and the partnership still continues today. DEK provides assistance in general business management, BNI Bank of Klaten provides active support in terms of investment and human resource development, while the diving community actively participate in marketing and technical aspects.

4. Management Strategy of BUMDes Tirta Mandiri

Umbul Ponggok is managed by BUMDes Tirta Mandiri. The aim of this management development is to develop innovation and creativity. The management is, thus, directed towards two significant aspects, which are management administration and human resource development. BUMDes has been capable of implementing simple modern management principles in managing its businesses. Some of the management principles implemented in managing BUMDes are as stated below.

a. A sustainable and comprehensive monitoring system that is integrated with an evaluation process particularly relating to budgeting and financial standards, as well as budget implementation covering effectiveness, outcome, and added value of activities included in the budget.
b. An accounting system with simple administrative support sufficient for fulfilling accounting standards that are in line with existing regulations and a transparent and accountable reporting system.
c. BUMDes has an administrative system that is separate from the village administrative system in relation to finance and assets owned by the village and BUMDes respectively.

d. A simple management structure that adapts to their needs, yet remaining pursuant to existing regulations and running according to each of the designated function with continuous improvement in professionalism.

Human resources development is carried out by organizing trainings, comparative studies, or internship at relevant institutions.

5. Role of the Government

In relation to the development of this area, the Klaten Regency administration had a crucial involvement wherein the regency has issued a legal basis which serves as a foundation for establishing the BUMDes, namely Klaten Regency Regional Regulation No. 20/2006 on Village-Owned Enterprise (BUMDes). This regulation has thus become the basis for the Ponggok village administration to establish the BUMDes as stipulated in the Village Regulation (*Peraturan Desa* – Perdes) No. 6/2009. In terms of implementation, however, the regional administration has no specific role to play. The assistance provided by the regional government is merely limited to general assistance regarding development of MSMEs throughout the entire regency in the form of trainings for MSME actors.

Participatory-Based Accountable and Transparent Management Guarantees the Outcome

The basic concept of local economic development rest on two important aspects, namely accomplishing development goals and local community involvement in utilizing local resources. Based on the collected data and information, it can be observed that the development of Umbul Ponggok tourism area has aptly fulfilled those basic principles of local economic development. Efforts of involving community participation in the implementation of economic development had undergone quite a long journey.

In the not too distant past, Ponggok was a poor village (one of the poorest in the Polanharjo District) and was always in a prolonged economic crisis. This resulted in many of its residents being burdened by debt to loan sharks and a large number were unemployed and decided to seek job elsewhere by leaving the village.

Given such conditions some villagers had initiated to help the community and the village administration to resolve their problems by developing Umbul Ponggok's water tourism. In its initial development, many villagers were not supportive and unconvinced that their idea would help them escape poverty.

The main concern of these doubtful residents was related to the water's function as a source of clean water activities essential to the villagers and the management system that would be implemented. Based on learning experiences they witnessed in other locations (areas), improper management of resources would not lead to more prosperity for its residents but trigger conflict among related parties instead. In this case, Pindul Cave is one of the actual conflict that had occurred in a community based tourism area (MAP UGM and Pusbindiklatren, 2013).

The initiators of tourism development continued their efforts of convincing the villagers to support their initiative of water tourism development in Umbul Ponggok. Intensive meetings with residents were often held at the Neighborhood Association (RT), Community Association (RW) levels, and in mosques or even by visiting villagers from door to door. These efforts were carried out to establish the community's trust that the Umbul Ponggok tourism development would not disrupt the residents' activities and that its management could be conducted fairly. The relentless communication efforts carried

out by the pioneers had eventually bore fruit. The community had gradually begun to accept the idea of developing Umbul Ponggok tourism.

In 2009 the community service program (KKN) conducted by the Faculty of Economy students from UGM strengthened the existing ideas. As part of an education institution, KKN had provided support by strengthening community awareness and assisting in business management at the village level. These efforts had gradually produced fruitful outcome along with the village administration's willingness to take responsibility for managing the resources they plan to develop.

Through assemblies held at various levels of village governing bodies, it was ultimately agreed that management of village potentials would be implemented through the BUMDes. The aim of establishing BUMDes specifically covers 3 points: (1) empower economy of the people by facilitating the development of productive ventures villagers pursue; (2) provide open business opportunities and access to employment; (3) provide extensive and varied business ventures in line with village potentials, and according to the needs and capacity of the village community.

The establishment of Ponggok Village BUMDes Tirta Mandiri as a mutual decision did not mean all issues resolved. Some part of the community remained pessimistic towards the management of BUMDes. Negative sentiments grew leading to more residents feeling pessimistic that the BUMDes could make progress let alone bring about changes in the community's wellbeing. This was a result from the lack of BUMDes Tirta Mandiri activities for 7 months in 2012. However, at the end of 2012, the village executive, the Village Planning Board (*Badan Perencanaan Desa* – BPD), and the community held an assembly to elect new BUMDes organizers.

During the assembly the Ponggok village head stressed that the village potentials should provide benefit to the village itself. A manifestation of self-management by the village community can be observed in the various ways they pursue in managing the activities and resources they possess. The management of Umbul Ponggok is basically under the coordination of BUMDes Tirta Mandiri, despite the extraordinarily high level of community involvement.

The initial form of community involvement was obviously by employing village residents to become BUMDes employees. In managing Umbul Ponggok, BUMDes is responsible for ticketing, equipment maintenance, safety, parking, sanitation, and investment. However, not all those activities are conducted by BUMDes as some are handed over to the community under the coordination of BUMDes.

Regarding parking, this is left to residents who own parking areas, as they would provide parking and become parking attendants themselves. As for other supporting facilities, there are MSMEs that own individual businesses, such as food stalls and equipment for rent. Photography props rental, in particular, is managed directly by the Ponggok Village Youth Organization group, while snorkeling equipment rental is managed by BUMDes Tirta Mandiri. These steps were taken by the Ponggok village administration in order to accommodate unemployed youths in the village who were unable to work as BUMDes Tirta Mandiri staff.

There are three bath and toilet facilities provided in the Umbul Ponggok tourism area, and the management of these facilities is carried out alternately by the six Community Associations (RW) in Ponggok village according to a designated schedule. The proceeds obtained from managing these facilities would be received and recorded as income for the

RW's treasury and would subsequently be used to support activities carried out in the respective areas.

Another form of community participation observed in Ponggok is the BUMDes' innovation of issuing shares that villagers can purchase. Through shares ownership, residents can directly enjoy the growth of BUMDes without being actively engaged. The shares are offered with the highest value of 5 million rupiahs, a medium value of 1 million rupiahs, and small share value of 100 thousand rupiahs. Such classification of shares is meant to accommodate all the residents in accordance with their respective financial capacity. So, not only affluent residents would be able to purchase these shares, but those with low income can purchase them as well. Additionally, these shares also serve as the community's tool for controlling the performance of BUMDes Tirta Mandiri.

The community's control function is structurally afforded to the Monitoring Agency (*Badan Pengawas* BP) who are elected through assemblies at the RT/RW levels. Every RT/RW has their representative in the BP committee. In addition, an evaluation meeting is always held every semester involving the BUMDes Tirta Mandiri Advisory Board, the Monitoring Agency, and the investors (shareholders). As of current, the profit sharing mechanism employed in the management of Umbul Ponggok water tourism village cluster depends on the amount of profit BUMDes Tirta Mandiri earns, and it is shared based on the value of shares each individual owns. Additionally, the internal management system that has been implemented using the 4 principles of modern management mentioned above has resulted in a transparent and accountable business performance.

Participation and guarantee of good business management undoubtedly ensure common welfare. As previously mentioned, Umbul Ponggok has succeeded in generating a substantial source of income for the village, thereby indirectly allowing the village community to enjoy the fruits of labor from the development of Umbul Ponggok implemented by the village. The villagers are also able to directly enjoy the current presence and progress of Umbul Ponggok either through their direct involvement in various activities or through the shares they own.

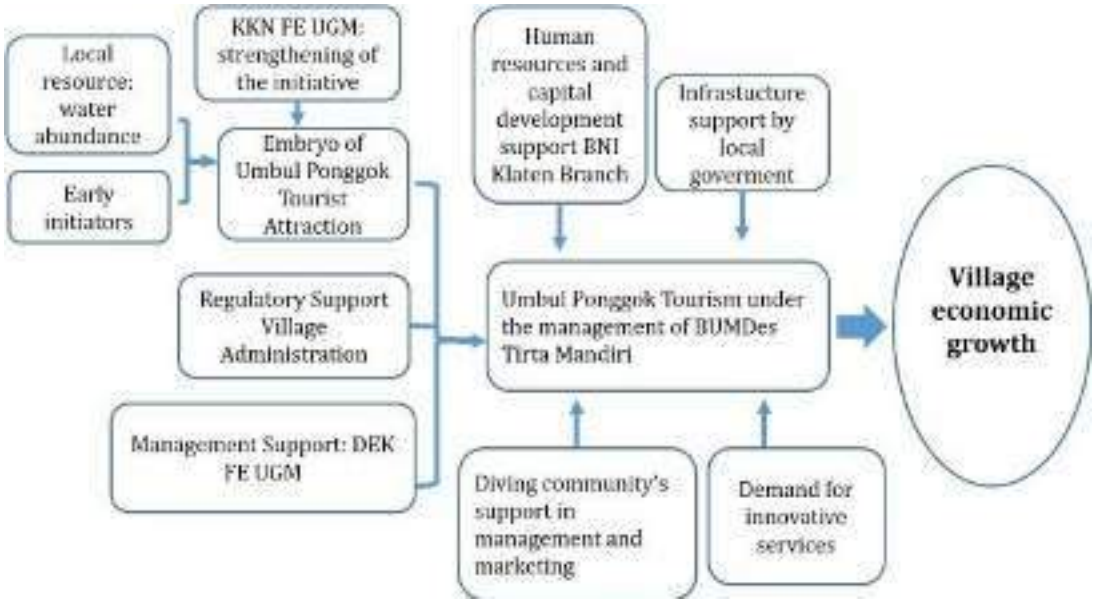
Regarding community participation, there are independent MSMEs around the Umbul Ponggok area that aim to reap profit from the throng of visiting tourists. Food sellers or souvenir vendors are those who also enjoy the development of this tourist area. The recorded observation results indicate that they used to enjoy the areas growth, it has however gradually declined. The rise in ticket price is assumed to be the reason for this decline as their earnings decreased along with the increase in the attraction's entrance fee.

Another aspect we focus on in this study is the area's support and capacity to accommodate all the activities that continue to progress and grow rapidly. The extremely high number of visitors results in more congested traffic flow thereby requiring broader open areas for parking or other purposes. The residents currently begin complaining about the safety of their children while conducting activities on the streets such as heading to school. The crowded traffic becomes a point of concern for the residents over the safety of their children.

The analysis on the development of Umbul Ponggok, Klaten has led to a clear conclusion that the involvement or participation of multi stakeholders, particularly the local community as the main actor, is essential in order to enable local economy to grow. The involvement of external parties is merely as supporting partners in resolving all issues and challenges the village confronts. In terms of economic activity, the subsequent necessary step is to be able to understand the need of consumers. An accountable and transparent management is internally the basis in strengthening the trust that has been established and

fostered by the entire community. Ultimately, regulatory and infrastructural support would strengthen the development of economic venture in this village. A diagram which summarizes the involvement of various parties in the development of Umbul Ponggok cluster is presented below.

Diagram 1
Stakeholder's Involvement in the Development of Umbul Ponggok, 2018



Source: Data analysis result

Nevertheless, the seemingly perfect local economic development is not without its problems. When an activity becomes successful in Indonesia, it is not uncommon for it to face external issues. A successful community will be awarded and gain recognition from higher level of government. Such recognition, on the one hand, provides energy motivating its members to be more full of zeal. Yet, on the other hand, an award or

recognition with all the due process and procedures it entails takes up a substantial amount of energy. When a local economic development activity has gained recognition and the information has been disseminated and becomes widely known, this will attract the interest of other regions to conduct study visits to learn from the success they have achieved. Regardless of the positive aspects these visits have, they also require a considerable amount of energy. In addition to that, there are also requests from other regions or even higher level of government bodies for village representatives to deliver a speech or share their knowledge and experiences. If such activities were not managed properly, they may ruin the hard efforts stakeholders put into the organization instead.
Another challenge to confront in light of the success in Umbul Ponggok's development is the fact that there are some residents who feel they have yet to enjoy the occurring development. As previously mentioned, there are some part of the community who still harbor such feeling.
Of no less importance is the task of managing the village's capacity and support facilities to anticipate the progressively increasing number of visitors. Such support and capacity does not only refer to the physical aspects but to the social as well. There have been numerous cases of tourism areas that were developed haphazardly and they have instead turned into social problems originating from moral change prevalent in the community.

Closing

Umbul Ponggok has succeeded in becoming a source of livelihood for the community. An accountable and transparent management system coupled with community participation that is supported by various other stakeholders has turned the region into one of the most significant tourist destinations in the area surrounding Yogyakarta.
Currently, there have not been any challenges encountered that weakened the development of Umbul Ponggok. However, indications of future problems arising are quite obvious. The sources and energy taken up for ceremonial activities, the issue of village capacity and supporting facilities, and the feeling some villagers have that they have yet to gain any benefit are among these challenges.
The organizers should, therefore, develop a more resilient environmental management. The community's incapability to enjoy the existing growth is mostly afforded to their lack of capacity. The organizers should, thus, strive to accommodate them by carrying out capacity building activities such as providing trainings that can result in more innovative and skilled human resources.
Regarding the energy spent on ceremonial events and activities, Ponggok village administration and the BUMDes Tirta Mandiri management should have a schedule of priority. Moreover, a growing business requires professional management, thereby development of human resources is again essentially required. The innovations they generate should not only relate to products and services but to institutional management in its entirety as well. The issue relating to village capacity and support facilities must be anticipated by all community members. Development that is implemented within the guided path of social capital will endure as it will be capable of controlling development from progressing negatively. Social capital is a noble aspect and character of the community. If existing social capital were to be developed as a basis for decision-making process, any progression towards negative tendencies should be preventable.

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COLLABORATIVE GOVERNANCE IN THE REDUCTION OF EARTHQUAKE AND TSUNAMI DISASTER RISKS IN BENGKULU CITY

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ABSTRACT

This study analyzes Collaborative governance in the earthquake and tsunami Disaster Risk Reduction Policy (DRR). Collaborative governance analysis in disaster risk reduction policy uses Ratner's Collaborative Governance Stages (2012) theory, which includes Identifying Obstacles and Opportunities, Debating Strategies for Influence and Planning Collaborative Actions

Disaster Risk Reduction for Earthquake and Tsunami Disasters has been carried out in the City of Bengkulu which is located on the west coast of the island of Sumatra. Various institutions have developed DRR, with their respective patterns and limited coordination. Collaborative governance foundation has been carried out and needs to be developed strategically as an alternative implementation and development of more effective policies and management.

The findings in this study that Collaboration on DRR The earthquake and tsunami in Bengkulu City were in the pilot stage, which provided the initial foundation for developing DRR policy implementation. There are obstacles in DRR implementation and management, which require strategic collaboration for the development of DRR effectively and equitably and continuously. Collaborative follow-up needs to be done with the establishment of a permanent forum that is needed flexibly, by avoiding a strict hierarchical structure or using organization horizontally, so that it can accommodate and utilize various stakeholders' potential optimally.

Keywords: Collaborative government, Disaster Risk Reduction (DRR)

I. INTRODUCTION

Disaster Risk Reduction (DRR) as the latest paradigm in disaster management has been developed in Bengkulu in the last decade by various institutions, including government agencies, the private sector, the community and Non-Governmental Organizations (NGOs). Public administrators have an important role in the implementation of DRR policies and management in the region.

Public administrators with all their bureaucratic activities have a responsibility to protect the community from disasters through appropriate policies for security, service and disaster preparedness efforts. Disaster management through the right policies becomes the affairs of the government apparatus both at the Central and Regional levels, in accordance with the context of

threats, vulnerabilities and capacities faced. (Indarti, 2017). The earthquake and tsunami DRR program in the city of Bengkulu, which was developed by various groups, was accompanied by an awareness of the vulnerability of the city of Bengkulu, which was in two sources of the earthquake, namely from the Land and Sea.

Vulnerability to earthquakes, tsunamis and Goro (small tsunamis) is increasing with the Bengkulu position which has a complex geological order because it is in the collision of 2 large tectonic plates namely the Indo-Australian plate in the South and the Eurosia plate in the north which is marked by the presence of centers earthquake tekt0nik (Indarti, et all, 2017: 1)

Vulnerability to earthquakes and tsunamis, among others, can be observed from the statement of the Head of the Bengkulu BMKG, that "almost every day there are small earthquakes. Even so, the community is advised not to worry because the presence of small earthquakes would be better to appear to anticipate earthquake energy concentrations. The existence of small earthquakes below 5 SR means that the earthquake has often released energy so that it will minimize the appearance of larger earthquakes ... "Bengkulu Ekspress, March 9, 2011: 5)

Effective collaboration is realized from various processes such as communication, cooperation, and flexibility. Collaboration is a condition where all stakeholders will automatically contribute to each other. (http://khadafidsociality.bilogospot.co.id/2011/07). This study examines the collective governance stages in DRR in the City of Bengkulu.

II. LITERATURE REVIEW

A. Collaborative governance

Collaborative govenance is essentially a management process and the formulation of public policy decisions that involve actors who constructively come from various levels, both elements of government and or public institutions, private institutions, and communities that collaborate to achieve public goals.

Ansel and Gash (2007: 543) state that Collaborative governance is a governance arrangement where one or more public institutions directly involve non-government actors in a collective policy-making process that is formal, consensus-oriented and consultative in order to create or implement policies. public, managing programs or public assets. Collaborative governance is a new strategy in governance that makes various policy makers gather in the same forum to create a joint consensus.

Collaborative governance develops in the era of the concept of governance, where the government is only one of the actors in public policy and public services. The government is

not the sole implementer of a good bureaucracy but there are other stakeholders, both private sector and community.

Collaborative governance is an instrument used to overcome a problem, which creates "shared ownership" of the problem. Various actors have different perspectives in seeing problems, so collaborative governance acts as an intermediary so that actors can formulate common understanding of a problem (Ansell, 2014: 172)

Collaborative governance has stages, where Ratner (2012: 5) states three focus phases or stages which are collaboration processes in governance, which include Identifying Obstacles and Opportunities, Debating Strategies For Influence and Planning Collaborative Actions. Ratner's stages can be seen in the following figure:

Figure 1, Collective Governance Stages (Ratner, 2012: 5)

Based on this picture, three stages of Collective Governance can be interpreted, based on the theory, namely:

1. Identifying Obstacles and Opportunities (identification of obstacles and opportunities)

The government, the private sector, the community and all stakeholders identify the problem condition map and the obstacles faced during the governance process of a program that is handled. This phase focuses on explaining the conditions of the problem between stakeholders and other stakeholders, listening to each other's problems explained by each stakeholder involved. Followed by predicting to solve possible problems, with the involvement of all stakeholders. Openness of each stakeholder occurs to listen to other parties so that they understand the problem map and opportunities for problem solving.

2. Debating Strategies For Influence.

This phase focuses on dialogue or discussion between stakeholders or stakeholders regarding efforts to deal with obstacles, as well as the steps chosen to solve problems effectively and those who are involved in solving problems.

3. Planning Collaborative Actions (Phase of collaborative action plan)

This phase is marked by the efforts of stakeholders or policy makers involved to begin planning on the implementation of each strategy that has been carried out in the previous phase. This includes, among others, the initial steps to be taken in the collaboration process between stakeholders, identifying the measurement of each process carried out and determining the steps to maintain the collaboration process to continue in the long term.

B. Disaster Risk Reduction

Disaster Risk Reduction (DRR) is an important aspect of disaster preparedness, which is carried out at the Center and developed in the Regions. Local Governments have an important role to play in mobilizing various resources both to reduce disaster risk, through capacity building of policy implementing institutions, building community resilience, strengthening or complementing various risk reduction facilities (Indarti, et all, 2017)

III. RESULTS AND DISCUSSION

A. Earthquake and Tsunami PRBBK in Bengkulu City

1. The DRR program implemented in the period, namely:

a. Disaster Preparedness School

The PRB of the Earthquake and Tsunami in the City of Bengkulu was carried out within the scope of the school, in the form of a Disaster Preparedness School. Disaster Preparedness School as a school-based DRR program was developed by several institutions, which can complement and complement each other so that the school and all its components are resilient in dealing with disasters Disaster Preparedness Schools in the City of Bengkulu are carried out by several institutions, such as the Disaster Preparedness School in 2008 in collaboration with LIPI, Alert School Disaster of BPBD Bengkulu Province in 2009. Disaster / SAB Safe School collaborates with the Ministry of Education of Republic of Indonesia ...

PMI fills the Disaster Preparedness School in collaboration with PMI Bengkulu Province with the German Red Cross (GRC) in 2009 (http: // www. Bengkulu-school-standby-disaster, 2009).

b. Disaster Risk Reduction Program in collaboration with the AID Program New Zealand, BNPB, UGM, GNS, UNIB and the Bengkulu Regional Disaster Management Agency (BPBD). This action developed various tools for DRR, which collaborated with various groups in the City of Bengkulu.

c. Community-Based Disaster Risk Reduction (PRBBK), consists of programs 1) Resilient Disaster Village (DESTANA)

DESTANA was developed by the Regional Disaster Management Agency, and the location of DESTANA which is a pioneer in the City of Bengkulu, has been carried out in Padang Serai (BPBD in Indarti et all: 2017)

2) Community Based Disaster Preparedness (KBBM)

This DRR program was developed by the Indonesian Red Cross (PMI), with a team of volunteers known to the people of Bengkulu City with the term SIBAT (Community Based Disaster Preparedness). The people of Bengkulu are more familiar with the term SIBAT PMI rather than the name of the program, KBBM, because this SIBAT moves a lot in DRR activities in the community

3) TAGANA

Disaster Preparedness Cadets (TAGANA) are disaster volunteers, coordinated by the Bengkulu Social Service. TAGANA was taken from the village residents, who carried out disaster and social humanitarian activities, and synergized with the Disaster Preparedness Village Program in their area in handling disasters, carrying out social activities and assisting humanitarian tasks.

The number of TAGANA in Bengkulu City is 184 people, spread in various villages in Bengkulu City. (Bengkulu Provincial Social Service, 2015). The distribution of TAGANA in urban villages varies in quantity

4) Active Alert Village

Basically Desa Alert is a village or kelurahan whose population has the readiness of resources, ability and willingness to prevent / overcome health problems, disasters and emergency, health independently. Initiation of Desa Siaga active in the City of

Bengkulu is carried out by the Health Service, with the spearhead Puskesmas and RT cadres, who are directed to be independent in a botoom up manner.

5) Community-Based Disaster Risk Reduction (PRBBK) by Non-Governmental Organizations (NGOs)

The PRBBK in Bengkulu City was carried out through collaboration between NGOs and donor agencies such as USAID, German Red Cross (GRC), Japan Red Cross with locations including the Lempuing, Bawah, Teluk Sepang Villages.

2. Management and Coordination

DRR that is implemented has their own pattern, according to the program carried out. Coordination is carried out by various DRR implementing agencies, especially at the beginning of implementation and the end of implementation. Coordination that has been developed more intensively is the DRR program that was implemented in collaboration with the BPBD of Bengkulu City in collaboration with the AID Program in New Zealand, BNPB, UGM, GNS, UNIB. DRR management which has involved various satkeholders is feasible to be developed as a continuous implementation of DRR.

B. COLLABORATIVE GOVERNANCE IN EARTHQUAKE AND TSUNAMI PRBBK IN BENGKULU CITY

Collaborative governance in the Reduction of Earthquake and Tsunami Risk in the city of

Bengkulu based on the stages of Ratner, can be described as follows:

1. Identifying Obstacles and Opportunities

The identification phase for DRR in Bengkulu City was initiated by the Regional Disaster Management Agency (BPBD) of the City of Bengkulu, by coordinating and dialogue, inviting the Provincial BPBD, academics, other services, companies and BUMN (PLN, Telkom and so on), PMI, NGOs, institutions donors and so on. This is targeted to be able to understand the problems in DRR, where each party has a concern to participate according to their potential and conditions. DRR issues that need attention, namely the development of DRR as a new paradigm are still limited, the participation of stakeholders is still incidental and there is no continuity, as well as for community-based DRRBBs that have only developed in limited villages, schools or institutions. Obstacles in earthquake and tsunami DRR namely the diversity of understanding of DRR implementation,

bureaucratic culture that has not fully supported DRR performance, limited funds and collaborative funding, incidental collaboration between stakeholders, limited data base for disasters, difficulty in following up resources and sustainability of DRR . The focus of the problem that needs to be the starting point is the follow-up of DRR that needs to be developed with intensive collaboration from all stakeholders

Opportunities in solutions to DRR problem solving are found in the City BPBD as the initial initiation to follow up on DRR development that has been carried out to date. The Bengkulu City DRR Forum permanently needs to be formed and developed to synergize the diverse potential of stakeholders.

2. Planning Collaborative Actions (Optional Phase)

Stakeholders or policy makers involved in the implementation of DRR do planning on the implementation of each strategy that has been discussed, such as the initial steps to be taken in the process of collaboration between stakeholders.

These plans include measures to be taken by government agencies such as the City BPBD, CSR development of DRR-based government and private business entities, namely PLN, Telkom and other institutions in Bengkulu, actions by Universities and so on. There are limitations in this phase, where there is no identification of the measurement of each process carried out and there is no time schedule for action or steps to maintain the collaboration process to continue in the long term.

3. Planning Collaborative Actions (Phase of collaborative action plan)

The Collaborative Action Plan has been agreed with the DRR implementation strategy, both from government agencies, the private sector and Non-Governmental Organizations. Planning on the implementation of each strategy has been carried out globally, such as DRR socialization by each line, even up to socialization to communities and community leaders, such as DRR socialization through the Majelis Taklim forum and community meetings.

This action plan is still in its early stages, because there has been no intensive and ongoing evaluation, such as identifying measurements of each process carried out and determining steps to maintain the collaboration process to continue in the long term.

IV. COVER

Collaboration on DRR The earthquake and tsunami in the city of Bengkulu is still in

the pilot stage and provides an initial foundation for developing DRR policy implementation

in the future. There are obstacles in the implementation and management of DRR, which

requires strategic collaboration for the development of DRR effectively and equitably.

Strategies need to be developed so that each stakeholder has the same authority in

determining the policies and actions of DRR implementation to follow DRR in the present

and future.

Permanent forum formation follow-up is needed flexibly, by avoiding a strict

hierarchical structure or using organization horizontally, so that it can accommodate and

utilize various potential stakeholders optimally.

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E-GOVERNMENT AND E-GOVERNANCE: CAN ITS IMPROVE INDONESIAN PUBLIC SERVICE DELIVERIES?

Dr. Ayuning Budiati SIP,MPPM

Preface

E-government becomes strategically importance and interesting in Indonesian public service deliveries. As many Indonesian use smart phones. However, e-government and e-governance in Indonesia are still need to be improved. Meta data as the fourth stage of e-government is far way to go. Most of Indonesian e-government is still in the first stage, namely information stage.

E-governance is the decisions are need to be made and implement well in e-government ‘s implementation. E-governance needs strategic thinking in processing and implement it.There is still lack of coordination in Indonesian e-governance.

Indonesian E-government and Its IT-Governance for Enhancing Public Service Deliveries

At present, e-government implementation in Indonesia is focused on improving public services by electronic means. The aims are to reduce costs and improve transparency, but the most important aim is to make public service accessible for all citizens (theJakartapost.com, 2003). E-government aims to make the life of the people easier, fairer, more productive, and less costly. In Indonesia's case, it aims also to eliminate malpractice by government officials.

The improvement of ICT Infrastructure, enforcement of law and regulations, provision of leadership that has good commitment to e-government implementation, development of human resources with ICT literacy, and willingness to share information among bureaucrats will enhance e-government implementation in Indonesia. Moreover, a correct IT Governance archetype in every level of government and central government–due to decentralization system and remote islands country- will also enhance e-government implementation in Indonesia. In turn, these factors will enhance e-government effectiveness in Indonesia and the government’s capacity to serve its citizens.

1.1 *The Nature of Electronic Government*

E-government is the use of ICT (Information and communication technology) by government in its administration processes and its service delivery. E-government refers to the use of iCT, such as wide area networks, the internet, and mobile computing, by government agencies to improve their services (wibisono and sulistyaningsih, 2002).

E-government is generally related to the use of the internet. Thus, e-government generally means the development of internet based solutions for government services.E-government can also be defined in relation to the policy-making process and citizen involvement. E-government is characterized by interorganisational relationships including policy coordination, policy implementation and by the delivery of services online or through other electronic means to citizens (United Nations, 2001:54).

A further definition of e-government is stated by the World Bank as cited in Wahyudi

(2001:2): "e-government is a process of using information and communications technologies to improve the efficiency, effectiveness, transparency, and accountability of government". In sum, e-government can occur in the processes of policy coordination and policy implementation that involve citizens, instead of only in service delivery.

1.2. Indonesian Public Service Delivery

Many factors contribute to the Indonesian government's capacity to serve its citizens. Some factors are the Indonesian demography, topography, and bureaucratic culture. Indonesia has about 228,437,870 inhabitants (National Statistical Bureau – www.bps.go.id - cited in Purbo, 2003) spread within its 17,508 islands in an area of 7 million sq km (Tamara, 2001, p.140). As the fourth most populous country in the world, Indonesia cannot only rely on the amount of civil servants - about 3,995,000 (pikiran-rakyat.com, 2003) - to deliver excellent public services to the citizens. Indonesia surely needs to have a reliable ICT infrastructure. The nature of its demography and topography can cause difficulties in the integration of ideas and communication within government, between government and citizens, and government and the private sector.

The massive population and topography diversity has both positive and negative impacts on the ability of the government to deliver public services fairly and accessibly to every citizen. Difficulty to access services by the citizen can be caused by heavy traffic like in Jakarta and Surabaya (capital city of East Java), or due to the remote location of citizens who need to travel far to the service place.

Every Indonesian perhaps has to face difficulty in getting access to desired public services. The services vary from making and renewing ID cards, driving licenses, business licenses, paying taxes and bills (phone, water and electricity that have different places of payment) or just finding information relating to government's policies of some public issues. In fact, it is common practice in Indonesia that people should sacrifice their time or working time or even their daily income in order to get access to public services. They spend hours in traveling between their office or home to the administration offices, and hours in waiting for getting face to face with administration officers for handing in multiple of forms. If they are lucky enough, they can complete those services within one day; however, often they have to come back the next day, or two. It is a common practice that many of those who have lost patience will bribe officers to get faster service. Hence, it is difficult to get fair service for those who follow standard procedures.

Consequently, difficult access to public means many government programs - such as census, tax, land or property registration - cannot achieve their goals. Many illegal and evasive practices by citizens hinder government objectives. In the tax sector, for example, even though government always sets tax targets low, they rarely achieve their target. Government barely achieved 80 % from its annual target (pikiran-rakyat.com, 2003). One possible factor was the difficulty of citizens to access service from Indonesian tax offices and lack of clarity of procedures.

The conservative methods of service deliveries (face to face and manual service) had proved that it cannot overcome the huge number of public demands. There was often potential for malpractice of government officials benefiting from people seeking their services. Minimizing face-to-face service is believed to be a means to reduce bribery in Indonesia. According to the World Bank report (Kompas Cyber Media, 23 September 2003), the Indonesian public service is difficult to access by all citizens. It is not a new fact that access is not only difficult, but also can be costly. According to Harahap (Head of Indonesian Businessman Association) cited in

Kompas Cyber Media (2002), private sectors have become a victim of the malpractice of Indonesian public sectors. The high cost investment climate in Indonesia due to the corruption practice causes many employees to be dismissed for their work. A recent example happened in the Nike Company. The factory was closed and they dismissed thousand employees. One of the main reasons for this incident was it was difficult for business to compete with overseas competitors since much of its costs entailed unofficial administrative charges for gaining and renewing business licenses (Kompas Cyber Media, August 2003).

By adopting e-government, transparency will be occurs and bribing process can be eliminated. A renewal or proposed identification card processes currently allows people to bribe local government officers to have faster and easier access. For example, citizens can have two IDs and driving licenses (from Jakarta and Bandung cities) easily additionally by bribing process (Purbo, 2001). By using Internet to get an ID, it will reduce chances of bribery. Citizens visit the Internet and renewal process will be more efficient and effective. For example, government of city of Solo (Central Java) has implemented e-government where its citizens can get business license electronically (Kompas Cyber Media, 2003). Hence, unofficial fees or bribing processes can be eliminated, because those government's services can proceed without face-to-face contact.
Under the old system, the registration process of citizen documentation was lacking in transparency. It was a flourishing business of brokers and middlemen that lead to corruption. Antiquated procedures such as manual copying, indexing of documents and storage in paper forms in ill-maintained backrooms has delayed service time. The same experience also occurred in Seoul, Republic of Korea, until they applied the Online Procedures Enhancement for Civil Application (OPEN) as one of their e-government programs that allows their citizens to monitor applications for permits or approvals where corruption is most likely to occur (Wescott, 2001, p.5).

Using e-government will give advantages such as efficiency, effectiveness, and transparency. As the United Nations (2001, p. 5) states, e-government can create better service delivery to citizens and business, reducing corruption by increasing transparency and social control. In other words, e-government can improve government's capacity to serve their citizens.

In Victoria, Australia, e-government implementation through "Putting People at the Center: Government Innovation working for Victorians Multimedia Victoria" program gives benefits such as e-government support to all government activities, more convenient, efficient and relevant electronic services, moreover, e-government will become a method of better government that makes the service better and more cost-effective (Victorian of Government, 2002, pp. 8-9).

E-government in Indonesia was officially introduced by Presidential Directive No. 6/2001 (ASEAN, 2003). Presidential Directive No. 3 (9^{th} June 2003) - concerning strategy e-government implementation in Indonesia – supported the previous directive. It focuses on how to integrate information and communication technology, which enhances the capacity of government to serve its citizens. The government wished for a system that could integrate ideas and communication among the huge number of citizens across many different islands, each with different culture and characteristics. About 45 % of local governments (provinces, districts and regencies) in Indonesia have already begun implementing e-government. At the least, they have set up web sites (detiknet, 2003).

3.3 The Nature of Indonesian E-government

Based on the United Nations research in 2001 about benchmarking e-government, Indonesia was categorized as having Minimal E-government Capacity. There are four categories, which are high, medium, minimal and deficient e-government capacity category. The categorization is based on a country's official online, telecommunications infrastructure, and assessment of its human development capacity. Therefore, the category identifies access to and use of relevant information and services. Those categories also reflect a country's economic, social, and democratic level of development. Hence, an industrialized country whose citizens can enjoy their abundant resources and information will be categorized higher than others.

In Indonesia, e-government implementation was started with projects conducted by Indonesia's Telecommunication Company (PT. Telkom) and local governments. It is interesting that e-government in Indonesia is pioneered by local government initiatives, such as Indonesian Telecommunication Company and Takalar (in South Sulawesi), and East Kutai regencies (East Kalimantan Province) governments in September 2000 (ASEAN, 2003). Presidential Directive No. 3 on June 9, 2003 concerned policy and national strategy of e-government development. E-government is a national program in Indonesia, but it is started from local governments. However, all government institutions should conduct their e-government based on national e-government vision and mission as stated by the Ministry of Communication and Information.

Based on the process described above, historically, e-government implementation in Indonesia is identical with one of the United Nations' four fundamental approaches to e-government program development. As the United Nations (2001, p. 50) states, "sub-nationally or vertically up where local and state governments tend to be the drivers and initiators of programs that rise up and are eventually adopted as policy by the central or federal government". This means, Indonesian e-government progress is a bottom-up process where it is launched by local governments, and at present is becoming a national program.

One reason for Indonesia to apply e-government is it is still in a changing process of government system from authoritarian and centralistic to a democratic, balanced, decentralized, transparent, and less bureaucratic government.

Based on President's Directive No.101 in 2001, Kominfo (the Ministry of Communication and Information) was formed. It has the responsibility of the development and implementation of e-government in Indonesia. Hence, the State Minister of Communication and Information is formally in charge of e-government development in Indonesia. According to President Directive No. 3 in 2003, Kominfo will become coordinator of e-government implementation in Indonesia. Kominfo has a responsibility to prepare guidelines for e-government implementation in the central or local governments, in order to provide one strategy in all levels of government. The Minister of Kominfo coordinates LIN (Lembaga Informasi National - National Information Institution) as a non-department institution to implement policies that Kominfo prepares. National Information Institution also has responsibility to manage Indonesian portals (http://www.indonesia.go.id). Moreover, there are two search engines in Indonesia, namely http://www.searchindonesia.com and http://indonesia.elga.net.id (Kristiadi, 2001). However, at the time of writing, those search engines are still in development, as is e-government on the whole and LIN is gone due to its effectiveness and efficiency.

Furthermore, Indonesian Rules No 11 years of 2014 regarding ITE (Information and Technology and Elctronic) that some missconduct regarding internet usage in Indonesia has been became main law to be enacted. For example, prisoning Mbak Prita cased that emailing Omny Hospital that according to mbak Prita missconduct its service. And case at Jogjakarta

when a student insulting Jogjakarta government about queing service at its gas station, and hacking a site case etc.

3.3.1. Portals

This figure shows Indonesian portal:

Portals are important as they can coordinate information from many sources, such as departments, agencies, and other government institutions. As Weill and Vitale (2001, p. 168) state, a portal is a gateway to the Internet or "a collection of useful links presented in an organized way from which users could get directions to other sites", thus a portal can reduce search costs, and possibly other transaction costs as well. Hence, if the citizens want to access any department or local government, then they can access through one Indonesian portal which saves time.

However, not all government's sites can be accessed through the Indonesian portal (www.indonesia.go.id). Moreover, in fact, not all department sites have links to other agencies or departments. Hence, we have to go to an individual department site if we want to access it. Lack of links between departments means only those inside government departments derive benefit from that site or in some cases, there is no benefit at all due to the lack of useful features. Setiyadi (2003, p.1) states, relatively there is still no link among Information Systems within government institutions, even within one department. He added, most Information Systems still have an orientation inside organizations, meaning that it is only effective within the organization. The lack of links among departments effects coordination. Their coordination process will improve by conducting e-government, because it allows effective interaction among departments.

Lack of coordination between government departments is a chronic issue in Indonesia. A simple example is the lack of coordination among telecommunication, electricity, and water departments. Road repairing projects for phone, electricity, and water that rationally can be coordinated together - due to those projects are conducted in the same place - are never ending due to their separate projects.

Another obvious example was in the case of flood disaster in Jakarta, there was no coordination between the Indonesian Meteorology and Geophysical Agency (IMGA) and the Jakarta's Governor (Lingkar324, 2002). As a result, Jakarta's local government was not efficient to alarm their citizen about the danger of flood. There was no significant early warning system to citizens from local government and from those responsible in disaster management. Hence, there were many losses in the Jakarta flood disaster. The loss could be minimized if there was appropriate coordination among government institutions. One possible solution that can be used to coordinate between those offices and to improve its efficiency and effectiveness is e-government implementation.

3.3.2. Indonesian Websites

Indonesia's official domain name is "**go.id**" usually used by provinces, regencies, or city even agencies in local government. Those sites are registered in Indonesia Network Information Center (IDNIC) as a domain register in Indonesia. Overall, the number of government sites in Indonesia is still limited. According to Wahyudi (2001, p.10), the number of government web sites in Indonesia is: central government (69 web sites), central government sub division (48 web sites), committee (6 web sites), and state owned enterprises (13 web sites). Provinces, regencies, or cities that have no web site yet are Central Kalimantan, Mojokerto, and Bangka Belitung (Kominfo, 2003).

There are 182 web sites (48%) of all local governments in Indonesia i.e. 384 local governments (provinces, regency and cities), however, 215 of them (37 sites) cannot be opened (Kominfo, 2003). This situation shows a lack of managing sites and a low stage of e-government implementation. Its improvement depends on human resources ability in ICT, commitment of leadership in e-government, and accountability to manage and control their web site within bureaucracy.

According to Soendjojo (Media Assistant of Minister of Kominfo) cited in detik.com (2003), overall, from 6000 government' sites with go.id domain, only 45 percent are well managed. Managing web sites in the public sector is still a problem. This needs to be improved for the sustainability, attractiveness, and achievement of the services. This includes updating sites regularly, replying to e-mails, and improving the quality of the sites' content.

Management of sites is important due to the sustainability of the sites and improving services. Government should understand that e-government not only means publishing websites. Many government institutions still have perception that e-government only means publishing websites and do not consider sustainability factors, on going management and using the sites for transaction and consultation processes. As Soendjojo cited in detik.com (2003): communication through the Internet is still not effective because there is no attention to manage the content and its interactivity, for example from 90 e-mails that Ministry of Communication and Information sent to all local government sites, only 25 local governments replied and it was so late. Overall, managing web sites of provinces or regencies in Indonesia still have to be improved.

The obstacles of website development in Indonesia, such as updating quality of content, and services factors still occur. For example, local government sites that are available and updated only 50 (Kominfo, 2003). That barrier is also caused by limited number of public servants that can access a computer. How can they improve the web site if they cannot access it? As Margetts and Dunleavy (2002, p.7) states: web development has been hindered by the fact that staffs themselves do not have Internet access and cannot see their own web sites while at work. Hence, accessibility of the Internet (ICT) in public sectors also needs to be improved.

Nevertheless, not all government web sites in Indonesia are in a bad management situation. "Some procedure must be established to address how these e-mails will be handled and how quickly" (Layne and Lee, 2001, p. 128). Human Resource Agency' site in Karawang (a city in West Java) is one example of the site that has a good management plan. The site is updated everyday. This site is effective to find and advertise jobs and has an important role in improving IT literacy for bureaucrats, especially in Karawang' Human Resource Agency (detikcom, 2003).

At present, most of Indonesia's central government agencies are still in the basic stages of providing online public services, such as providing statistical figures, press releases, rules and regulations, and transcripts of speeches. Only some local governments in Indonesia such as Kutai Timur (East Kutai) and Takalar regencies have more improved e-government, such as consultation process, processing ID cards, driving licenses, passport, birth certificate, and land and building certificates. Nevertheless, generally Indonesian e-government implementation still only provides limited information. Further stages such as transaction, consultation, and e-procurement have not been conducted in all government institutions. Moreover, managing web sites, interactive ness, and sustainability are also still a problem. E-government in Indonesia

still should be improved to accommodate interaction and transaction for government-to-government, government to business and government to citizens.

3.4. Indonesian E-government Stages

In general, the impact of e-government can be felt by only 9% of the population, it is because of limitation in ICT infrastructure (Kominfo, 2003). Moreover, there is not equal ICT infrastructure in all Indonesian areas, hence there is a need for coordination among government's institution to improve e-government implementation. E-government cannot be implemented optimally due to the limitation of infrastructure such as with electricity, telephone, and transport. For example, only 55% of Bengkulu's population can access electricity and only 70% of them can access a telephone (Kominfo, 2003). Hence, e-government improvement in rural areas relies on all their infrastructures (including ICT infrastructure).
This table shows e-government progress in Indonesian provinces, cities, and regencies.

Table 3.1
E-government Stages

East Kutai regency (Kalimantan)	Takalar regency (Sulawesi)	Other provinces, cities and regencies (Average)
• Building license (finished in 14 days) • Hotel & Restaurant license (finished in 14 days) • ID card (finished in 1 day) • Land & Building Tax • Land certificate (finished 90 days) • Marriage license • Birth certificate (finished in 1 day) • Advertisement license • Business investment license (finished 36 minutes) (Until 2001 about 1,199 transactions were completed)	• ID card (finished in 10 minutes) • Building license (finished in 1 day) • Land certificate (finished in 1 day) • Marriage certificate (finished in 1 day) • Birth certificate (finished in 1 day) • Business license 1-3 days (End of 2000 about 6,668 transaction were completed)	• Providing information through web sites, such as tourist information, local area potency (resources), population, local business, local map, structure of the local government, human resources. • Some of them provide job advertisement • Some of them provide communication process, such as for complaining and suggestions • Some of them provide information that still un updated regularly and English version not available

Source: Gatra.com, 2003; the jakartapost.com, 2001; Kutai Timur, 2003, TelkomRisti, 2003

On-line transactions in Indonesia are still very limited. However, two e-government projects (in East Kutai and Takalar regencies) had conducted it. The result is very interesting, because

it was followed by other regions in Indonesia. About 20 e-government projects will be conducted by 2004 (Kominfo, 2003). They will change their work culture from traditional methods to the new IT-base culture. Those governments cooperate with other institutions such as with private companies, such as Kogas Driyap Company or with other government institutions, such as PT. Telkom Research and Information Technology Division and PT. Indosat Tbk. For example, PT. Indosat Tbk cooperated with nine provinces in Sumatra and implemented e-government based on MoU (Memorandum of Understanding) on 12 th October 2001 (Warta Ekonomi, 2003).

3.4.1. East Kutai Regency

The first project was in the Regency of East Kutai, East Kalimantan in August 2001 through cooperation between Kutai Timur's government and PT. Telkom (Indonesian Telephone and Communication state owned enterprise). It provided information about main tourist attractions and local investment policies (www.kutaitimur.go.id). In this regency, 1.199 transactions occurred up to February 2001 (theJakartapost.com, 2001). The transactions included requesting licenses for out-door advertisements. This project interests other areas in Indonesia (such as Lampung, Sukabumi, Bekasi, Ciamis, Padang, Aceh and Riau) to start similar projects.

East Kutai's e-government is an example of the success of e-government implementation in Indonesia occurs in Kutai Timur (East Kutai) Kalimantan. Kutai Timur's e-government has the best position among other regency's e-government. The performance rating is based on bureaucratic readiness, license administration process, and Internet service system (Kutai Timur, 2003). By conducting e-government, the Kutai Timur government can provide investment licenses to a business (PT. Jamu Jago) within 36 minutes (Kutai Timur, 2003).

In East Kutai, there is SIMPTAP, a management information system within one roof (it can be accessed through www.kutaitimur.go.id). It includes geographical information system, e-commerce, information about potency in the area and an online library. Those services can give better information for investors (foreign and local), improving Kutai Timur's government capacity to serve their citizens, and eliminating corruption, collusion, and nepotism. Further services that their citizens can get through simptap are license to build, making ID cards, land, and building tax, land license and marriage license. ID card and birth certificate can be finished within one day, while building, hotel and restaurant licenses can be finished within fourteen days, moreover, land certificate can be finished within 90 days (Gatra.com, 2003). Those processes are conducted transparently with no bribing process.

3.4.2. Takalar Regency

Further example of the success of e-government implementation is in Takalar regency (40 km in the South of Makassar, Sulawesi Island) - http://www.takalar.go.id/ and http://www.takalar.net/. At the end of 2000, about 6,668 transactions were completed concerning applications for new ID cards, building licenses, land certificates, industrial licenses, advertising licenses, business licenses, company licenses, marriage, divorce, birth and death certificates (TheJakartapost.com, 2001).

Takalar regency's government becomes more efficient, effective, transparent, and accountable by conducting those electronic transactions. It is transparent because with e-government, the regent can monitor daily revenue from all transactions electronically. Hence, corruption and collusion that usually occurs in requesting licenses can be eliminated. Moreover, promotion of

this regency, including business transaction also can be conducted through e-government. For example, they promoted and conducted their horticulture, fisheries, and handcraft products (Kompas Cyber Media, 2001).

They started their e-government in May 1999 in cooperation with Divisi Riset Teknologi Informasi PT. Telekomunikasi Indonesia (Research and Information Technology division of PT. Telekomunikasi Indonesia) that spent Rp. 350 million to start it, then gained revenue in July 2001 of about Rp. 400 million (Takalar regency, 2002).

3.4.3. SIMPTAP

Both e-government's implementation (in East Kutai and Takalar regencies) is conducted through SIMPTAP (Sistem Informasi Manajemen Satu Atap or Management Information System within One Roof). By calling number 0418324444 (TelkomRisti, 2003) from home, public telephone, or wartel (warung telekomunikasi or telephone kiosk), citizens can check their ID card process by following the next instructions. An ID service usually can take one day, but with e-government, it only takes 10 minutes, moreover, licenses can be obtained within one day (usually those services take three days or one week). E-government can improve Takalar's government revenue by 154%, paper efficiency by 70% and received trust from JICA (Japanese company) to give a grant to them (TelkomRisti, 2003). Those government services show efficiency, effectiveness, transparency (due to the absentee of informal fee), and accountability of their government.

Simptap is similar to a One Stop Shop system. According to Margetts and Dunleavy (2002, p. 6), one stop shop is a government service system that have been advocated since the 1970s, where citizens can receive a variety of government services, to overcome the disadvantage where data being held in several places at once, and citizens having to deal with several departments. This results in a more efficient and effective process.

3.5. E-procurement

E-procurement (transaction, auctioning, and tendering processes through the Internet), as one aspect of e-government conducted in Indonesia in the year 2004. This effort also will improve the transparency and efficiency of government and business activity, also business and business relations. Tender on-line process can increase transparency, decrease time of processing, increase efficiency and cost effectiveness, and decrease corruption, collusion, and nepotism practices (Mastel, 2003). In order to achieve those goals e-procurement should be supported by a good system. E-procurement needs monitoring and controlling processes that need to be supported by a strong IT security system. However, at the time of writing, standard concept of e-procurement in Indonesia was not available yet. That national standard should be enhanced due to the success of online transaction, security, and readiness.

Some of Government Business Enterprises (GBEs) and departments have conducted e-procurement but only based on a President Directive about transaction in goods and services. Those GBEs and departments are PT. Telkom (Indonesia's Telecommunication Company), Garuda (Indonesia's airways) and PT. PLN (Indonesia's Electricity Company), Department of Industry and Commerce, and Department of Mine and Energy. For example, Garuda has e-procurement in their web site (www.sam.design.comv40/compro/web_det). Generally, e-procurement in Indonesia is only in bidding process and announcing the winners of tenders. Overall, e-procurement has not been conducted nationally due to the unavailability of e-procurement's national standard, and electronic transaction law.

3.6. E-government in Departments

An example of e-government implementation at department level is with the Finance Department. The citizens can access the tax system and other information about tax and finances through Finance Department's web sites (http://www.depkeu.go.id). For example, the citizens can pay revenue tax through its web site. Hopefully, the e-payment process will gain improvement of the department's revenue.

E-government also has been implemented in the Department of Education (www.depdiknas.go.id). The citizens can access information about all schools throughout the archipelago, convey messages, or protest electronically. E-government in this department can minimize bureaucracy. It had twelve bureaus before e-government implementation, but at present, it has eight bureaus (Warta Ekonomi, 2003). This situation shows efficiency.

An example of a website that has an updated English language option is the Indonesian Ministry of Health (http://www.depkes.go.id/english) (Lane, 2003). This site provides information about the health system in Indonesia, statistics from the Ministry's surveys on a variety of issues including disease, nutrition, population, the state of hospitals and family planning. However, its e-government implementation is still should be improved into further stages.

Further improvement in online communication is occurring when Indonesian State Minister of Information and Communication, Syamsul Muarif and one member of legislative from Commission IV, Ahmad Muqowwam conducted online discourse with citizens (detikcom, 2003). This situation reflects e-government's benefit i.e. transparency and lessens bureaucracy. However, this effort still should be improved by conducting it regularly in order to gain its maximum benefit.

This table shows categorizing of e-government stages in some departments:

Table 3.2
E-government Stages in Departments

Kominfo	**Dept. of Finance**	***Dept. of Education***
Information: access information such as about its role, vision and mission, responsibility and structure of organization. Interaction: chatting	Information: access information such as about types of tax. Transaction: pay tax	Information: access information such as about schools in Indonesia.

Overall, each department needs different e-government improvements due to their policy, commitment leadership, managing, and controlling process. Basically, all departments have already the information stage.

3.7. Efforts to Improve

A progress in e-government implementation is occurring in April 2004, when the government conducted Single Identification Number (SIN) application to for all Indonesian's ID, passport, driving license and tax number. This effort is to improve accessibility and controlling of government's services online. The citizens can proceed those services online due to one single

identification number for its. Currently, 29 SIN have been produced from 24 government's institution through Indonesia (Kominfo, 2004).

Further progress is occurring when Warta Ekonomi (an Indonesian economy magazine) conducted E-government Award in 2003. The appraisers are based on the web presence, interaction, transaction and transformation process, sustainability, willingness to conduct e-government, transparency, investment value of each area (whether only invest on buying computer or processing e-government), leadership, institutionalization of e-government in those areas (creating management systems in the government), managing process (including "back office process – is there a man behind the system?"), front office performance (web site performance), and budgeting factor (area with minimal local budget but implementing e-government effectively will get more points) (Warta Ekonomi, 2003).

Moreover, the award is categorized based on regency or city, province, department, government institution non-department and other government institution. According to Warta Ekonomi (2003), the winner at the regency or city level was Tarakan city (www.kotatarakan.go.id); at the province level was Yogyakarta (www.pemda-diy.go.id); at the department level was the Department of Education (www.depdiknas.go.id); the non-department government institution winner was Bank Indonesia (www.bi.go.id); in other government institutions was The Indonesian Capital Market Supervisory Agency (Bapepam) – www.bapepam.go.id. This effort had a goal to improve e-government implementation in Indonesia. Expectantly, the success and spirit of the winners will be followed by other institutions. Hence, the benefit of e-government implementation can be felt equally by all government institutions.

PT. RTM Global Nusantara – an Indonesian telecommunication company-, cooperated with South Korea and Singapore companies to develop e-government in 20 regencies in Indonesia. This included ID card, building license and birth certificate online processes (Suara Merdeka, 2003). Korea and Singapore' companies were requested, because they are considered more successful in e-government implementation.

Furthermore, Indonesian government and Bank Exim Korea (from South Korea) work together to implement an e-government project through e-Indonesia (Kominfo, 2003). This project has aimed to implement e-government in rural areas.

In an effort to improve e-government implementation, the Indonesian government has a standardization of local government websites. This effort is to avoid different formats (based on different taste) on each government site, overlapping web sites within one department or level of government, and only following changing trend that cause temporal web sites performance. There are minimum terms that should be always be provided by all local government sites, such as providing news, local map, available resources, and structure of the government (Kominfo, 2003).

3.8. Targeting E-government

Indonesian government has a target for all sub districts up to central government's institutions level to be conducting e-government by 2005 (Kompas Cyber Media, 2003). This target hopes to achieve transparency and efficiency of government services. Apparently, Indonesia's government also should prepare for change if e-government is implemented. Electronic activity needs structural, attitude and behavioral changes, and organizational procedures (that affect to the position and additional salary). Indonesia's government should improve its human

resources, ICT infrastructure, cyber space law enforcement, bureaucratic work culture, and leadership, in order to achieve that target. Those factors need time to gain maximum benefit, and by putting a target on 2005, it can create ignorance and uncertainty in public sectors.

Conclusions

Indonesia's e-government is still in the development stage, this is proved by the fact that only 9% of Indonesians can derive benefit from it. Most of the government's web sites are still in the information stage (publishing web sites). Some areas, such as in Kutai Timur (East Kutai, Kalimantan) and Takalar regency (Sulawesi) already conduct e-government in information, communication, and transaction stages. For example, in Takalar regency, they can serve their citizens in obtaining an ID card within 10 minutes. Benefits of delivering services online can eliminate some of Indonesia's biggest problems, namely collusion and corruption.

Managing of government's sites is still a problem. They still need to improve so as to improve the sustainability of the sites. Moreover, lack of coordination among government agencies and central management of ICT must be improved due to the controlling and monitoring of e-government implementation.

An e-procurement program has not been conducted nationally yet, it still needs a national standard of implementation. The government has provided standardization of local government's web sites and conducted e-government award activity in their efforts to improve e-government implementation. However to achieve better e-government implementation, those efforts should be followed by improving ICT infrastructure, cyber space law enforcement, leadership, human resources ability in ICT and bureaucratic work culture.

The role of IT Governance is significantly important to the blue print of e-government in every level of governments due to improving public service delivery. Most of local government's IT Governance in Indonesia is a federal archetype. It should consider local value when choosing the most suitable archetype.

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VILLAGE FUNDS LOCAL ACCOUNTABILITY PROBLEM : (Study of Village Government Together with the Village Consultative Body (BPD) Accountability in Village Funds Development in Masalembu District).

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Abstract
This paper aims to describe village funds local accountability problem at local level (Masalembu District). Observations and interviews are used as data collection techniques. The research found that village government together with the Village Consultative Body (BPD) accountability on village funds development was weak, becouse there is no cooperative between Village Consultative Body (BPD) with village government. In conclusion that Village Consultative Body (BPD) needs to be involved in village development evaluating and planning.

Keywords: local accountability, village funds.

A. Introduction

Village Funds (DD) are funds disbursed from the National Budget. Since 2015, the Central Government has begun to issue a budget of Rp. 20.76 trillion for Village Funds and each year increases. In 2018, the Village Fund is budgeted at Rp 120 trillion (https://www.merdeka.com, August 19, 2017, accessed July 20, 2018).

Village Funds are expected to prosper and equitable development for rural communities. From the results of the study indicate that the Village Fund can increase the participation of rural communities (Daraba, 2017: 52), poverty in the village can be reduced (Sari and Abdullah, 2017: 46-47) and the economy of rural communities can be improved (Tangkumahat, Panelewen and Mirah, 2017 : 341-342).

Village finance, including Village Funds, should ideally be managed based on the principles of good governance, which include: transparency, accountability, participatory and carried out in an orderly and budgetary manner (Permendagri No 113 of 2014 concerning Village Financial Management).

However, the results of the research found by KPK (2015) and Ade Irma (2015: 136) show that the accountability of financial management in the regions is still low. This is because the ability of human resources is low or not yet competent (Farida, 2015: 118). The process carried out in building is not in accordance with Regulation of the Minister of Home Affairs No. 37/2007 (Astri Furqani, 2010). In addition, the community lacks response and lacks supervision of the accountability of the village government (Putriyanti, Aprisiami, 2012). Therefore, the Village Government needs assistance (Ade Irma, 2015: 136).

From the explanation above, it turns out that accountability is interesting to study. Research has been done a lot, but is limited to the assessment of accountability in general. While this article is based on research results that are more focused on local accountability, as desired by the Ministry of Transmigration and Disadvantaged Villages (Marwan Jafar, 2015), namely accountability that is carried out internally within certain regions / regions, for example in this case the Village Government together - the same as the BPD (Village Consultative Body) in planning and evaluating village development in Masalembu District.

The discussion was supported by the accountability theory proposed by Rahmi Fajri, et al, (tt: 1100-1001); Mark Turner and David Hulme in Tri Ratnawati (Journal of Political Sciences, No. 18, August, 2002: 51) namely that accountability for good public services, as evidence of performance (performance) and accountability, is not necessarily accepted, or even criticized (Frank Bealey in Tri Ratnawati (2002: 51).

Mohamad et al, (2004: 50) in Rahmi Fajri, et al, (tt: 1100-1001) defines Accountability as 3 (three) types, namely: a) Financial accountability, b) Benefit accountability and c) procedural accountability. While specifically, local accountability refers to Marwan Jafar (2015) who divides accountability into four types, namely: a). Vertical Accountability, b). Horizontal Accountability, c). Local Accountability and d). Social Accountability.

Whereas what is meant by Village Funds is funds sourced from the State Budget (APBN) allocated to Villages transferred through the Regional / City Regonal Revenue and Expenditure Budget (APBD) and used to finance government administration, development implementation, community development, and community empowerment (Permendagri No. 113 of 2014, Chapter I, Article 1, paragraph 9). The aim of the Village Fund is to improve the welfare and equity of rural development through improving public services in the village, advancing the village economy, overcoming the development gap between villages and strengthening rural communities as the subject of development.

B. Methodology

B.1. Research Approach

The approach in this study is a qualitative approach. This approach is used, to explain the phenomenon of Village Government Accountability (Joint Accountability) with the Village Consultative Body (BPD) in Village Fund Development in Masalembu District which cannot necessarily be approached with a quantitative approach.

B.2. Research sites

The location of the study was conducted in four (4) villages, namely: Sukajeruk Village, Masakambing Village, Massalima Village and Karamian Village, Masalembu District, Sumenep Regency, East Java Province.

B.3. Data source

The source of data used in the study came from Primary Data and Secondary Data. Primary data comes from interviews with 23 key informants using in-depth interviews. Key informants consist of Village Heads, BPD Administrators, Communities (Community Leaders / Toma and Religious Figures / Toga), Facilitators, Village Devices (PTPKD), Village Officials (Head of Hamlet, RT / RW). While secondary data from the documents of the Act, PP, PMK, Permendesa related to Village Funds and other regulations.

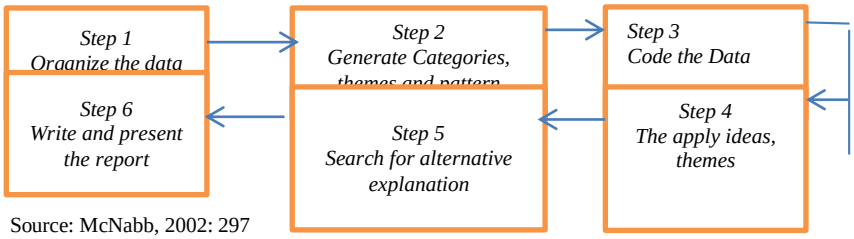
B.4. Sampling Technique (Key Informant)

The technique used is purposive sampling technique, because this technique is seen by the Research Team that the selected key informants are more representative and can provide information that can answer the research objectives. There were 23 people the number of key informants interviewed from 4 villages.

B.5. Data Processing Procedures.

Stages of data processing procedures, as stated by McNabb (2002: 297), in the picture below:

Gambar 1: ***A.Procedure for Data Analysis***



Source: McNabb, 2002: 297

C. Discussion

Description of Masalembu

Masalembu District is part of Sumenep Regency, East Java Province. Sumenep Regency is on the east end of Madura Island, has an island of 126 islands. The island is inhabited by 48 islands (38%), while the island that is not inhabited is 78 islands (62%).The position of Masalembu Island is surrounded by free sea, about 112 nautical miles from the Kalianget Port (Sumenep Daratan). On Masalembu Island there are ethnic Madurese, Bugis and Mandar people. Even not infrequently also seen people of Borneo descent here, such as the Dayak tribe (https://irenkdesign.wordpress.com /2009/07/13/sejarah-masalembu accessed on 12 August 2017).

Source: http://masalembucity.blogspot.co.id/p/pulauku.html accessed on August 12, 2017

Masalembu District has a total area of 41.79 km2 (1.95% of the area of Sumenep Regency). The number of villages in Masalembu Subdistrict is 4 villages namely Massalima, Sukajeruk, Masakambing, and Karamian.

Implementation of Village Funds

Based on documents obtained from the Ministry of Villages, Development of Disadvantaged Regions and Indonesian Transmigration (2017), the Village Fund received by the Village Government in Masalembu District was Rp. 5,961,264,719 for 4 villages in 2016 and 2017. Receipt details in the following table:

Table I. Number of Village Funds Received by Masalembu District

No	The Name of Villages	(Rp) 2016	(Rp) 2017	(Rp) Amount
1.	Massalima Village	692,501,651	884,658,100	1,577,159,751
2.	Karamian Village	631,899,240	806,211,300	1,438,110,540
3.	Masakambing Village	624,660,278	796,840,800	1,421,501,078
4.	Sukajeruk Village	669,547,850	854,945,500	1,524,493,350
	Total	**2,618,609,019**	**3,342,655,700**	**5,961,264,719**

Source: Secondary Data from Kemendesa PDTT RI, 2017

From the Village Fund received by the Massalima Village Government, several development activities have been carried out such as paving and building of sea dikes, but are of low quality, so that they do not last long (Interview results, 12 August 2017). In addition, the construction of street lighting, solar power, is only a few points (Interview results, August 15, 2017). The flow of electricity that was built was not free, the public had to pay Rp.400,000 to Rp.700,000 (interview results, 12 August 2017) and the price of electricity was considered expensive (interview results, 11 August 2017).

In essence, the community has not felt satisfied with the development results of the Village Fund, because there is no equal distribution, low quality of development and burdensome people.

This was supported by the results of an interview with one of the BPD Management (Secretary) who said that the results of the development carried out by the Massalima Village Government had not satisfied the community, because it did not involve the community, including the Management of the BPD (Village Consultative Body), as stated below:

> Construction of roads, paving may exist but we don't know, if any, maybe other BPD members know, I don't know (Results of an interview with Al-Qomah, August 15, 2017).

Likewise in Karamian Village, not all dusun feel the results of the development of the Village Fund. For the 2016 Village Fund, there is construction of lighting (lights), culverts to the sea and road construction, but at present, the road is destroyed and the bulletin board as a form of socialization to the new community is installed, when the Research Team Members come to Karamian Village.For the community, the construction of roads in Karamian Village is not the result of the construction of the Village Fund, as stated below:

> in 2015/2016, there were activities but not necessarily all roads were built by the Village Fund, because there were some that were built by funds from PNPM (Results of an interview with a community member on 19 August 2017 in Karamian Village).

The construction of lighting (lights) said above is actually seen by the community (Interview results, 19 August 2017) that the construction of lighting (lights) is not from the Village, but assistance from individuals who own diesel.

Based on observations (August 19, 2017), not all dusun were built, because in Alas Jaya village there was still no light.

Development activities began to appear in 2017, including: 1). Road construction in front of the Dusun Sudimampir Mosque and Alas Jaya Village, 2). Construction of the road in Alas Jaya hamlet is around 360 KM, at a cost of 240 million, 3). Construction of Sea and Sewer (culvert), but there is no notice board.

Based on observations, development activities in 2017, due to the case of the arrest of the Pamekasan District Head who was exposed to Village Fund corruption, so that the Village Government that received the Village Fund felt worried and moved to carry out development.

Masakambing Village, based on the interview results (September 12, 2017), the implementation of development in 2017, consisting of paving roads, in Dusun Ketapang and Tanjung Selamat. Each hamlet is 346 meters long x 2 meters wide. When building this road, the community is involved. Total costs incurred amounted to Rp. 240,294,000 per dusun.

Interview with Uyung Warsito, Head of Masakambing Village (September 12, 2017), there are physic developments, namely: drainage channel / culvert culvert in Tanjung Selamat Hamlet, 73.50 meters long and a total cost of Rp. 49 550,000. However, there is an imbalance in the Village Fund which is said to be the amount received in 2017, namely the difference of Rp. 303,069,977.

In Sukajeruk Village, development cannot be done simultaneously, as Nurhalimah said (the results of the interview on August 11, 2017, that "there are some who can do paving), some have not." This is understandable, considering the amount of funds disbursed is not all at once and the amount is limited.The amount of Village funds disbursed to the Sukajeruk Village Government (Source: Ministry of Manpower and Transmigration Republic of Indonesia, 2017), totaling IDR 669,547,850 for 2016. Whereas for 2017 IDR 854,945,500. amounting to Rp. 1,524,493,350.

In addition to the fact that there are some people who have not yet received a share of the development, some have indeed disagreed that the land is free for roads, as Nurhalimah revealed (Results of interview on 11 August 2017) that "some disagree with the construction of paving roads, because their land does not want to be released ".

It turns out that people's needs are not only a matter of road, but also lighting (lights). The lighting actually already exists, but the price that people have to pay is expensive. People have been invited to discuss development issues, but what they complain about is the problem of lights. In addition, there were construction of culverts, drains but did not survive, the sea dike existed, not until one year was destroyed (Results of an interview with Nurhalimah, August 11, 2017).

The lack of socialization, so that the people of Ambulung Hamlet in Sukajeruk Village themselves do not believe, if there is development in Sukajeruk funded by the Village Fund,

because in the village, the community only sees the construction of roads in the city financed by BINA MARGA (Interview results on 18 September 2017, in Sukajeruk Village).

Local Accountability of Village Funds in Masalembu District.

Local Accountability, namely accountability that is carried out internally within a particular region / region, for example in this case the Village Government together with the BPD in carrying out planning and evaluation in the village development.

As explained above, the results of the research show that the existence of the BPD is considered to be one-sided, so that not all BPD Administrators are involved in the discussion on Village Funds in the Musdes. All meeting initiatives came from the village head, so the BPD did not have the power to start talks about village funds with the village head. The village head only cooperates with BPD members or administrators who support the leadership of the village head. While BPD members or administrators who are not in line with the village head, are not involved.

Thus, it is difficult to obtain good cooperation between the village head and the BPD as a whole to plan and evaluate the Village Fund Program. Whereas in the Minister of Home Affairs Regulation No. 110 of 2016 concerning the Village Consultative Body (BPD) [29] it is said that BPD members are representatives of the village population and are elected democratically through a direct election process or representative deliberation. Thus, BPD can be considered the people's representatives (village parliament), so that the aspirations of the village community can be represented and delivered by BPD, both in the planning and evaluation of the Village Fund Program. Therefore, in representatives, cooperating with the BPD can be interpreted as representing the aspirations of the village people.

According to Alexander Abe (2002) in Daraba (2017: 57) [30], there are two forms of participatory planning, namely planning that is made directly with the community and planning that is prepared through a representative mechanism. From the interview results it can be concluded that participatory planning through a representative mechanism has not been implemented optimally by the village head in discussing the Village Fund Program in Masalembu Sub-district, because all BPD members as legitimate representative institutions are not invited to cooperate.

D. Conclusion

1) Development results from Village Funds are few in number, especially 2016-2017. Whereas in 2015 no information was obtained.
2) The quality of development is less qualified and discriminatory.
3) The BPD as a partner of the Village Head, is not invited to cooperate in supervising (except in the Karamian Village), so the BPD becomes dysfunctional. Cooperation is limited to the preparation stage.

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