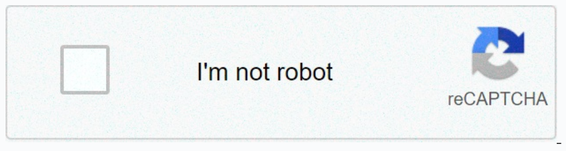

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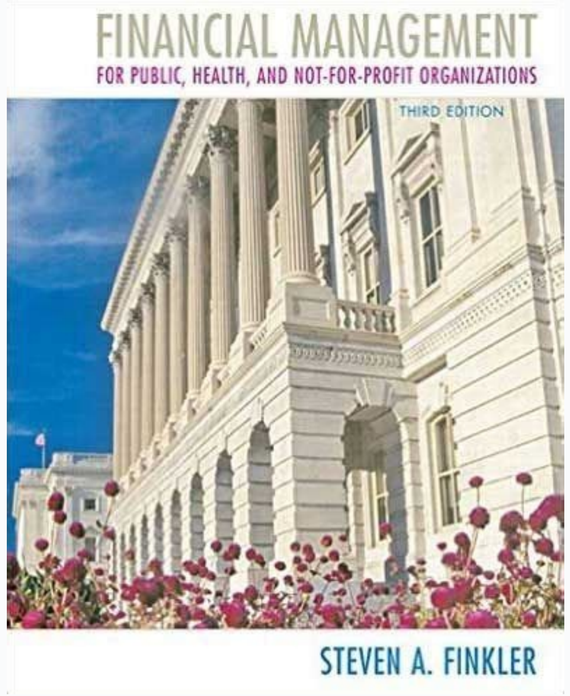
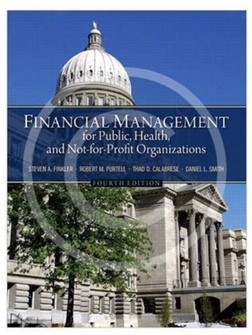
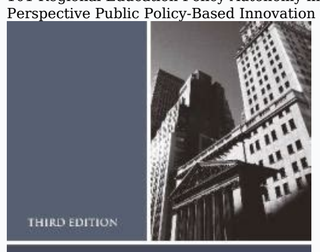
Public Policy - Digital Library UWP Proceeding PUBLIC POLICY Editor: Dr. Mardiyono, MPA Published by: UB Press and Faculty of Administrative Science University of Brawijaya Public Policy e-ISBN : 978-602-203-450-6 , 2013 Published by : Universitas Brawijaya Press (UB Press) Veteran St., Malang 65145 Indonesia Phone: 0341-551611 Ext. 376 Fax: 0341-565420 e-Mail: , PREFACE The edition of Public Policy is the fourth part of a series of international seminar proceedings as a result of ASPA Indonesia International Seminar and IAPA Annual Conference which has been held on June 2012. This book sought to address a problem faced sooner or later by all scholars and practitioners of public administration related to the public policy. Public policy is one interesting study in political science. Nevertheless, the concept of public policy is more emphasis on studies of the public administration.

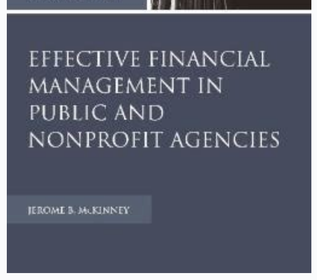


It means that public policy is only considered as a policy-making process undertaken by the state by consider some aspects. In general, public policy can be defined as a policy or a decision made by the authorities (in this case is the government) that may involve other stakeholders are concerned about the public.



The order of the policy-making process (policy cycle) started from agenda setting, policy formulation, decision making, policy implementation, and policy evaluation. The gains in this model is that policy-making process much easier to understand because of the complex truth can be broken down into several stages. In addition, the policymaking process is not only done by the government (although legally), but also other actors outside the government.
Though the process looks ideal, in practices, the results of this process can be canceled or not exactly the same with has been agreed or determined. From this, the model takes clearer about the clarity of the actors involved and the institutions that participate in the policy-making process, as well as other factors that can influence the policy-making process. This book have numerous articles addressed public policy theory and practices in public administration for a good public services to ensure citizen prosperity Many deserve thanks for making this fourth edition of Public Policy possible. We appreciate the hard work, faith in the project, and patience in seeing it through to fruition of our editor of this book. We also have a long list of debts to many others whose contributions through this first edition should not go unmentioned. Chairman of Committee Dr. M. R. Khairul Muluk, M.Si Public Policy iii List of Contents Preface.....iii List of Contents .....ivv The Analysis of Treasury Single Account Implementation in Indonesia Agung Richardus Kunarjo ..... 1 Implementation of the Establishment Policy of Pasuruan Embroidery Center to Increase the Society's Economic Growth Akhmad Amirudin ..... 12 The Failure of Policy Implementation in Indonesia and the Breakthrough Andy Al Fatih ..... 21 The Strategic Role of Regional Research Council within Public Policy Formulation Process Anugerah Yuka Asmara..... 35 Policy of Inclusive Education in Indonesia: A Review on its Implementation in Yogyakarta and Surakarta City Asal Wahyuni Erlin Mulyadi ..... 50 Substantive Autonomy in Multicultural State: Review from Conflict Reconciliation in Aceh Province of Indonesia Darmawan Muhammad Ali..... 60 The Village Independency: Decentralization Policy in Indonesia Perspective Didik G. Suharto ..... 73 The Role of Government Policy to Increase Competitiveness of the Indonesian Farmer Cooperatives (Key Success of Sekar Tanjung Dairy Milk Industry Co-operative Center in the East Java Province) Dwi Sulistyo ..... 85 The Study of Policy Formulation Process in Developing a New International Airport Based on Sustainable and Clean Development's Perspective Fanny Dwipoyanthi..... 94 Organizational Restructuring Policy Implementation of Local Government Hadi Tugur ..... 101 Regional Education Policy Autonomy in Indonesia: Problems and Prospects Hanif Nurcholis ..... 126 Intensive Use of Geographic Information System for Public Policy Hartuti Purnaweni ..... 134 CSR Implementation in Perspective Public Policy-Based Innovation Electricity in the Renewable Energy Sector Heru.





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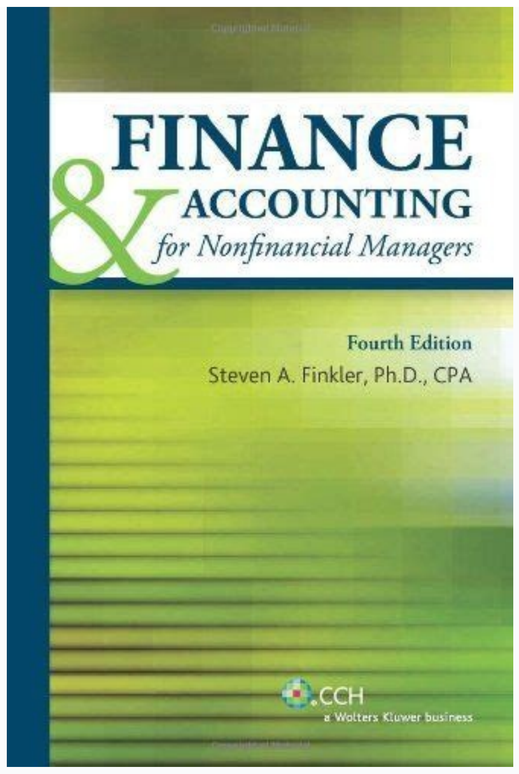
Implementation of Government Cash Management procedures carried out in stages by implement Treasury Single Account in 2008.
Public Policy 1 Implementation of treasury cash management is by using the method of the Treasury Single Account (TSA.) The goal of TSA implementation in order to give more advantage for the Government because there is no longer the deposition of unused cash balances in commercial banks but all balances are consolidated on account of the State Treasury managed by Bank Indonesia. Ministry of Finance have a role to conduct the management of state finances in a professional, transparent and responsible in order to achieve the prosperity of the people. One way to achieve these goals is the implementation of treasury cash management and expenditure financial planning. It's very important that government require to act more pro-active efforts to protect these resources from mismanage using the application of cash management. The possibility of utilization of public money by the parties who are not interested can be suppressed. With good cash management, are also expected services to the community should be improved. The financial professionals bring fresh air by applying business principles in managing state finances. The practice to apply business principles by professionals is the important part of managing planned based on the value of money. Countries during this period sometime forget that money has a value associated with time. Normally, the longer the money is saved it will depreciate or decline of purchasing power. Thus, money management requires careful planning is needed even its own management. In the management of state finances, there have not considered the existence of money idle (idle cash) and the deadline for the money can be controlled by the state, known as the cash float. Prior Research According toSailendra Pattanayak and Israel Fainboim, in IMF Working Paper with title Treasury Single Account: Concept, Design, and Implementation Issues mention about the implementation of Treasury Single Account in some country can be seen in below table : Table 1. Prior Research No 1 2 Location France 2 United Kingdom 3 Australia 4 United States Public Policy Description 1. Coverage by National and regional/local governments and quasigovernmental bodies. Social security funds is managed by the Treasury, but held in state owned savings 2. Fully centralized architecture with regional sub accounts of the TSA 3. No involvement of commercial banks 1.



Coverage by National Government 2. Fully Centralized Architecture 3. There’s significant involvement of commercial banks 1. Coverage by National Government 2. Mixed architecture (with elements of both centralized and decentralized models of TSA) 3. The central bank is the manager of TSA but departmental payments are executed through the commercial banking systems 1.

Coverage by Federal Government 2. Decentralized architecture with Federal Reserve Bank as the main No 5 Location Sweden 3. 1.
2.
3. 6 New Zealand 1. 2. 3. 1. 2. 3. 7 Brazil 8 Peru 1. 2. 3. 9 Colombia 1. 2. 3. 10 Russian Federation 11 Kyrgyz Republic 12 Georgia 1. 2. 3.
1. 2. 3. 1. 2. 3. Description government banks for agencies who are given responsibilities for accounting control and use of funds Some involvement with central bank being the manager of TSA Coverage by Central/National Government Decentralized architecture. Central government agencies sign agreements with banks and pay for service bank use by them Commercial banks provide transaction bank services. Central government agencieshave transaction accounts at one or more commercial banks National coverage Fully centralized architecture Commercial banks provide retail/transaction banking services Coverage by national government Fully centralized architecture Some involvement, in particular commercial banks play a central role in collecting and paying on behalf of the government Coverage by national government A mix both centralized and decentralized architectures Full involvement with TSA being managed by the main public commercial bank (a spealized bank) Coverage by national government but not include the public establishment Fully centralized architecture The central bank is the manager of TSA but the revenue collection and payment disbursements are done through a number of commercial banks Coverage by national government Fully centralized architecture with regional treasury offices No involvement of commercial banks Coverage by national and sub national government A mix of both centralized and decentralized architectures Some involvements with cash dissbursement accounts opened with agent commercial banks Coverage by national government and social security funds Fully centralized architecture, with a network of regional treasury offices Some involvements particularly for revenue collection with the central bank managing the TSA 4. 1.
Coverage by national government and social security funds 2. A mix of both centralized and decentralized architectures 3. Some involvements with commercial banks providing revenue collection and payment services 13 Moldova 14 Tajikistan 1. Coverage by national governrnent 2. Fully centralized architecture with regional treasury offices 3. Revenue collection and payment disbursments are mainly conducted through a state owned commercial bank 15 India 1. Coverage by federal and state governments 2. A mix of centralized and decentralized architecture with sub Public Policy 3 No Location 3. 16 Cambodia 17 Some African Countries 1. 2. 1. 2. 3. 4. Description accounts for line ministries maintain in central bank Revenue collection and payment disbursments are mainly conducted through commercial banks (both state-owned private) TSA at national level being established Decentralized structured The coverage in principle is for the whole of national government. In practice special accounts have been opened outside TSA. Donor funded operation also remain outside theTSA. Centralized in principle. However special payment procedures in vogue in several countries have diluted the treasury control payments. In the case countries affiliated to a regional central bank (such as BCEAO and BEAC) the authorities tend to rely on local commercial banks to provide specific solutions Adapted from French Model. According to the Fountain, Jane E (2007: 22), the meaning bureaucratic reform is institutional, organizational and procedural modifications and improvements in government bureaucracies to increase responsiveness to citizens and business and to implore efficiency and effectiveness. In addition, Fountain emphasized that using information and communication technology (ICT) is important in order to improve public service efficiently and effectively. Moreover, Barabashev and Straussman (2007:8) emphasized that one of the three obstacles to public service reform in Russia is lack of transparency in administrative system.
Theoritical Theory Cash Management Theory In business management principles, there are some things that can taken for the management of state finances. Principles of cash management in the business world is: 1. 2. 3. 4.
5. Speed up or speed up the withdrawal of cash receipts Implement careful planning of expenditures large Pay timely expenditure Make use of the money held but not used (idlecash) to get the results Reducethe build up of stocks In simple terms it can be said that the money (cash) in trying to retained as long as possible in the company to be employed produce gain or income. Waster field, Ross (McGraw-Hill, 2006) stated that in controlling cash pengeluaaran there are two mechanisms, namely: 1. Slowing Down Payments. This mechanism requires that the corporation may slow close or exact paymentat maturity bills. This mechanism could lead to an expensive fee because the company losspayment discount. Besides, this way deemedless ethical due to delay payments to partners. 2. Controlling disbursement (Zero-balance accounts and controlled disbursement account). Control spending by using Zero-balance accounts done by creating a master account (main account) that wilserving the sub-accounts are operationalfor the 4 Public Policy payment of operating the company. While the balance on the sub-account maintained by the balance are minimal. Control of the mechanism of disbursement accounts controlled done by sending money to a bank account to cover expenditures based on anticipated results. Money sent by predicted results expenditure previously created.
Opinions related to cash management by, Herma R. de Zoysa (Premchand, 1990) states that : It is necessary to minimize the interval between the time when cash is received and the time it is available for carrying out expenditure programs. Collected revenues need to be processed promptly and made available for use. It is appropriate to minimize the period of time when cash is received by when the money is used to expenditure. Revenue income should be process correctly and carefully and made in such a way as to help directly used. Theories and practices of good cash management for the corporation or in financial management of public funds or government indicates that money management should be truly optimal. In simple terms can be divided into three mechanisms are: 1.
Accelerate the withdrawal and cash receipts (cash inflows) 2. Controlling spending so much time in the organization's cash (cash outflows) 3. Invest the money that has not been used (idle cash) According to James CT Mao and Carl E Sarndal, cash management is concerned with the amount of liquid resources to hold, the division of liquid resources between cassh and marketable securities and the maturity structure of marketaable securities portfolio.So to maximise capacity of cash management government decide to implement The Treasury Single Account in Indonesia. Treasury Single Account Treasury Single Account is a unified structure of government bank accounts that gives a consolidated view of government cash resources. Based on the principle of unity of cash and the unity of treasury, a TSA is a bank account or a set of linked accounts through which the governmen transacts all its receipts and payments. The principle of unity follows from the fungibility of all cash irrespective of its end use. While it is necessary to distinguish individual cash transactions for control and reporting purposes, this purpose is achieved through the accounting system and not by holding/depositing cash in transaction specific bank accounts. This enables the treasury to delink management of cash from control at a transaction level. A full-fledged TSA shares three essential features: First, the government banking arrangement should be unified, to enable ministry of finance (Mof) (or treasury) oversight of government cash flows in and out of these bank accounts. A unified structure of government bank accounts allows complete fungibility of all cash resources, including on a real-time basis if electronic banking is in place. The TSA structure can contain ledger sub-accounts in a single banking institution (not necessarily a central bank), and can accommodate external zerobalance accounts (ZBAs) in a number of commercial banks. Second, no other government agency operates bank accounts outside the oversight of the treasury. Options for accessing and operating the TSA are mainly dependent upon Public Policy 5 institutional structures and payment settlement systems (see the section on Transaction Processing under a TSA System). Third, the consolidation of government cash resources should be comprehensive and encompass all government cash resources, both budgetary and extra-budgetary. This means that all public monies irrespective of whether the corresponding cash flows are subject to budgetary control or not (e.g., in the case of reserve funds, earmarked funds and other off-budget/extrabudgetary funds) should be brought under the control of the TSA. The cash balance in the TSA main account is maintained at a level sufficient to meet the daily operational requirements of the government (sometimes together with an optional contingency, or buffer/reserve to meet unexpected fiscal volatility).
The primary objective of a TSA is to ensure effective aggregate control over government cash balances. The consolidation of cash resources through a TSA arrangement facilitates government cash management by minimizing borrowing costs.1 In the absence of a TSA, idle balances are maintained in several bank accounts. Effective aggregate control of cash is also a key element in monetary and budget management. There are other objectives for setting up a TSA. They include: minimizing transaction costs during budget execution, notably by controlling the delay in the remittance of government revenues (both tax and nontax) by collecting banks, and making rapid payments of government expenses; facilitating reconciliation between banking and accounting data; efficient control and monitoring of funds allocated to various government agencies; and facilitating better coordination with the monetary policy implementation. After a brief overview of good cash management practices, more focuses on the interaction between cash and debt management, which takes the discussion into the interaction of cash management with monetary policy and financial market development. After discussing policy issues, institutional questions are considered: how should cash and debt managers coordinate; and how should their functions be coordinated with those of the central bank.2 The need of Governmental Intervention When externatlities impose costs or benefits on a few people of the government usually does not intervene. There are many situations, however in which the benefits or costs are so diffused that cannot be captured without governmental intervention. To the extent that people’s welfare is dependent on the maintenance of certain minimum health, housing, educational or income standards of governmental intervention is needed in the market to increase of these goods produce. By mobilizing resources collectively through its power of taxation, the government ensure that any given individual’s contribution will be matched by the contribution of other individuals. Therefore people are willing to subsidize certain activities collectively when they would be unwilling to do sso individually.Musgrave has referred to such activities as “merit wants”3 This term suggests that society views certain kinds of activitiess as being sufficiently meritorious or desirable that all personss should have at least a certain minimum quantity of the activities. Therefore the government should provide or subsidize 1 2 6 Ian Lienert, FAD Technical Manual of Modernizing Cash Management Yibin Mu. 2006. Government Cash Management: Good Practice & Capacity Building Framework. World Bank: Financial Sector Discussion Series. 3 R.A. Musgrave, The Theory of Public Finance (New York:McGraw-Hill,1959), pp.13-14 Public Policy the activity. As Musgrove now recognizes, these merit goods essentially reflect a type of consumption externality4 Basically if certain kinds of activities simultaneously enter into sufficient number of inddividuals utility functions, efficient allocation requires government intervention. The Importance of Public Financial Management The flow and management of funds is the lifeblood in the system of public administration.It like other part of public administration, the system of public financial management rests on design and reforms adopted over many years. Administrators need to understand how that system has been designed, what it is intended to do, what is capable of doing.
Public financial management is a dynamic, living, breathing system with which interact every day. Such a system must be managed and regulated throughout its length and its customers must be billed according to some politically acceptable framework. At the Boston Tea Party in 1773, America’s pioneers began to lay down the design of their country’s system public financial management. At the heart of the design of the American system of public financial management are the folowing six principles (Shafritz and Russel,2005) : 1. Democratic consent 2. Equity 3. Transparency 4. Probity 5. Prudence 6. Accountability : Taxation and spending should no be donee without the explicit consent of the governed. : Governments should be equitable (treat people in similar circcumstances similarly) in raising and spending taxes. : What governments do in raising and spending funds should be open to public knowledge and scrutiny. : There must be scrupulous honesty in dealing with public funds, of which legislators and administrators are the stewards, not the owners.
: These stewards should not take undue risks with public funds :Those who del in public funds can and should be regularly called to account for their stewardship through legislative review and audit processes. The Implementation Treasury Single Account in Indonesia In the begining, all of this money stored by governmentinthe Bank Indonesia and Commercial Bank. For the purposes of daily operations and oil and gas revenues are using State General Treasury Account (Rekening BUN(Bendaharawan Umum Negara)) number 502.000000.
But because disperse in many account in many Commercial banks so it is quite difficult to monitor. While money stored in the Commercial Bank, among others, KPPN (Kantor Pelayanan Perbendaharaan Negara = State Treasury Service Office) is established to provide funding forgovernment institution to spending money in locations throughout Indonesia as a place to pay state expenditures.
So far, the problem in the management of state finances is money spread in many account where the process of money collected consist of money idle (idle cash) as well as the time interval (gap) to state revenue into the treasury account. The other problem is 4 Musgrave, “Social Good,” in Margolis and Guitton, Public Economics pp.124-44 Public Policy 7 difficult for the Minister of Finance in controlling the presence of state money because had difficulty in managing it.
In a healthy business practice, money that has been mastered before reuse can be employed by, or cultured (get interests) for get better results. On the other hand, in role of controlled the money that allows the Minister Finance to perform in an optimal debt management so that it can reduce borrowing costs (cost of capital) as it reduces the financial burden the state. The results of examination of the Central Government Financial Statements (Laporan Keuangan Pemerrintah Pusat=LKPP) for 2006 budget year by the State Agency Auditor (Badan Pemeriksa Keuangan=BPK) indicates that there are thousands of accounts in condition of "wild" in the sense accounts that hold money either government spending or revenue who are in ministry or agency but not reported so it is not included in government financial reports. Financial Inspection Agency on their audit results of the central government's financial report in 2006 budget year found 2141 current account owned by the government are not reported. Value of the accounts were reached Rp 2.56 trillion.
In addition there are 260 government account of the general field with a value of Rp 144 billion (source : Tempo Interactive, 2007). BPK chairman Anwar Nasution further stressed that the government should prioritize the control of “wild” account that no man's land. He said that thousands of accounts are not included in state finances because the government has not implemented the system single treasury or treasury single account (source : Tempo Interaktif, 2007).
President Susilo Bambang Yudhoyono has ordered the enforcement of accounts owned by the Department and state officials are not recorded in Budget Revenue and Expenditure. Minister of Finance as Treasurer State has done well in the Ministry of policing Finance or the Ministry/other institutions. Action has been made Minister of Finance is issuing a policy to curb accounts owned by the state ministries, institutions, offices, and work unit. Policy through, First PMK Number 57/PMK.05/2007 on Management Ministry of State Property Account, Institutions, Offices, and Work Unit. second, the PMK Number 58/PMK.05/2007 on Government Account Control on Ministry of State and the Agency. Third, PMK Number 67/PMK.05/2007 about Imposition of Sanctions in the Framework of the Account Management and Control Government in the Ministry of State, Institution, Work, and Work Unit (source : Kompas, 2007). Tangiblestep by Minister of Finance has managed to curb the illegal accounts and incorporate into the State General Treasurer accounts so it can be sources for the state budget. Below table shows the results ofthe ministry's account policing agencies reported on central government financial statement in 2006 budget year. Table 2.
Result of control to the Ministry’s account No Description Total of Account Total of Money (Rp) 1 BPK finding 1,303 8,537,735,905,807.00 2 Finance Ministry Policing 2,169 9,122,690,550,990.00 Team Grand Total 3,472 17,660,426,456,797.00 3 Closed and stored to State 20 5,055,462,940,252.18 Account The success rate 0.58 % 28.63% Source : Adaptation from the 2006 Central Government Financial Statements 8 Public Policy The success rate reached only 28.63% of the total value of the rupiah, accounts that have not entered into the state budget, but the progress is quite encouraging because it was moving towards a better cash management. Many problems outside of the bank account used to cover Exchange the country there are still significant problems associated with Exchange Management country. So far in realizing the melting Estimates Expenses and National Income (state budget) through the mechanism of loading on the General Treasurer's account (BUN) is then transferred to the Bank Operations (General Banks) in accordance with the Service of fice setting National Treasury (KPPN) through out Indonesia.
Accommodated through the Bank's Government Operations while for Acceptance The government accommodated in the perception bank. With this mechanism raised the question of the existence of state money settle to the Bank and the Bank's Operational Perception. On the expenditure side, when money is transferred out of the account until the BUN Account in Commercial Bank set by KPPN, the money can be used to payment of state expenditures in the working area KPPN is concerned, but if not spent it will settle out in the Commercial Bank, known with bank operations. Application of a single account or a Treasury Single Account (TSA) that proclaimed in the year 2007 is a new and very important in control of state finances. This paper has the objective to improve reader's understanding of the implementation of Treasury Single Account(TSA), which is a state of financial management model adopted internationally by various countries. The applicationis essentially a single account form of cash management control with this paper the author tries shows the control node that direct government cash management to good governance and clean government. Implementation of treasury cash management is by using the method of the Treasury Single Account (TSA.) The goal of TSA implementation in order to give more advantage for the Government because there is no longer the deposition of unused cash balances in commercial banks but all balances are consolidated on account of the General Treasurer of State/State Treasury managed by Bank Indonesia. Also through the implementation of the TSA, government investments expected to be optimized, other issues concerning the administration of cash management expected to be addressed more effectively. Conclusion Many developing and low-income countries have divided government banking arrangements that limit effective cash management and control over cash balances. It common to find multiple bank accounts in commercial banks belonging to different ministries/agencies, with idle cash sitting there. The government of Indonesia already recognize this problem and realized to repair the system of cash management by adopted and implement Treasury Single Account. The objective of a TSA is to control over government cash balances and to optimize the government cash management, avoids borrowing and paying additional interest charges to finance the expenditures Effective control of cash is also a key element Public Policy 9 in monetary and budget management. Treasury Single Account has at least two central attributes: unified arrangement, and comprehensive, encompassing all government cash, both budgetary and extra-budgetary. The Treasury Single Account model to be implemented in each country depends on the stage of development of the quality of its public institutions and financial management systems,technological and communications developmentand the banking system. In developed country, the decision on budget authority should be delegated to ministries and spending units is independent of the TSA structure.
In many developed countries, spending agencies have considerable autonomy in implementing the budget especiaally for countries with characteristic with highly decentralized budget and accounting systems,. With the all-end-of-the-day, TSA accomodate the transparency of the government’s banking arrangements are electronically went into the TSA. Cash management can be confusing related with issues of the distribution and responsibilities for accounting control and administration of the commitment system. A TSA can work with centralized, decentralized or deconcentrated accounting control systems and transaction processing. Many factor influences the feasibility of the implementation such as technological development in the banking sector and the government especially the communications network. The implementation of a TSA is a key element to making public financial management system more effective and efficient and also can become essential tool for minimizing government lending costs. 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Cash Mangement, India Public Policy 11 Implementation of the Establishment Policy of Pasuruan Embroidery Center to Increase the Society’s Economic Growth Akhmad Amirudin Students of Master Linkage Program in Public Administrative Science, Brawijaya University Abstract: The Asian free trade, known as Asean Free Trade Area (AFTA) and North Asian Free Trade Area (NAFTA) in 2003 requires an increase of business sector ability on various scales and measures the readiness and strength in the business sector, including the embroidery center in Pasuruan. The government of Pasuruan concerns about the economic growth of the society. t is realized by the establishment of embroidery center in one of subdistricts in Pasuruan which is known as Bangkodir (Bangil Kota Bordir). Bangkodir is built to introduce the embroidery products and to establish the embroidery image for Bangil Pasuruan. The results of this study showed that the implementation of embroidery center in Pasuruan is not entirely implemented well. It can be seen from the establishment of embroidery center in Pogar village which is still a vacant lot, but the implementation of the establishment policy of Pasuruan Embroidery Center influences the development of product diversification, employment opportunities, the raising of embroidery craftsmen’s income. Therefore, the policy finally can increase not only the economic of the society but also Pasuruan regency. The establishment policy of Pasuruan Embroidery Center provides facilities such as: giving Bangkodir icon (Bangil Kota Bordir) for Bangil, ease Licensing, Training and the capitalization, and engaging various embroidery exhibitions at the national and international levels. Because of the Pasuruan Embroidery Center has not been built so the contribution comes from those three main activities. The conclusion of this research is that the establishment policy of embroidery center in Pasuruan is a way which has been achieved by the district government to improve the regional economic. Embroidery is a handicraft that has long been owned by the society of Pasuruan. The government wants to develop the already existing embryo into an economic power that can give a significant contribution in the regional income. Keywords: Public Policy, Implementation, Embroidery Center. Introduction Successfullness creates macro economic stabilization (exchange rate and inflation), percapita income Indonesia if measured in currency USD, level 1,8 times at the end of 2008 compared to final 2004 and exceed USD 2.000 per capita at the end of 2008. Macro Economic stabilization that expand so good basically will not get out of role micro and small business. Existence micro and small business is of vital importance means in economics of a country, not rarely micro and small business becomes engine of growth 12 Public Policy for a country. Some important reasons that give micro indication and small business important position in national economics shall be as follows : 1. When economic growth reach 4.8% in 2000 where big effort has not yet awakened, much experts predict because contribution micro and small business. 2. Result Survey in 1998 when early crisis to 225.000 micro and small business diseluruh Indonesia indicate that only 4% that desist its business, 64% not experience of change the revenue, 31% percent downhill its revenue, and even one percent exactly expands. 3. ADB Assistant in 2001 also conduct survey to 500 micro and small business in Medan and Semarang and the result in 78% micro and small business is not hit impact from existence of monetary crisis (Arijanto, 2004). Micro and small business have an effect on in creating employment, poverty alliviation, even improve that national earnings then support to growth micro and small business connotes overcome poorness and create employment. In consequence, sustainability of micro and small business must continues defended because have which are positive role for national and also local economics. Significant role of micro and small business in economic challenge is uncompatible with growth that experienced by micro and small business because micro and small business because given on to various of problems. According to Badan Pusat Statistik in Sulaeman (2004:115) micro and small business in Indonesia in general have problems as follows : 1. 2. 3. 4. 5. 6. 7.
8. Less of financial support.
Difficulty in marketing. Tight effort Competition. Raw material Difficulty. Less technical production and membership. Managerial Skill less. Less financial management knowledge. Effort Climate that less kondusif. Government of Pasuruan Regency haves big concerns to nationality economic growth, that is a partisipative economy system that give access as big as-level of in fair and flatten for all walks of life in course of production, distribution and consumption, improve capacities and society utilization with concerned about natural resources function and environment as the supporter in realizing prosperity that with justice for all peoples Indonesia on an ongoing basis (Zain in Machfudz, 2005:1). However, Pasuruan is one of the 10 Regency or Municipality in East Java by highest unemployment level. Unemployment in East Java is disseminated in various of cities and regencies, 10 cities or regencies by high unemployment level is: Surabaya City with amount 167.977 souls, Sidoarjo Regency with amount 110.158 souls, Malang Regency with amount 82.012 souls, Kediri Regency with amount 58.141 souls, Jember Regency with amount 55.510 souls, Pasuruan Regency with amount 53.921 persons, Banyuwangi Regency with amount 48.392 persons, Malang City with amount 45.353 persons, Gresik Regency with amount 44.405 persons, and Lamongan Regency with amount 41.475 persons (BPS East Java, 2008) Public Policy 13 Pasuruan Government Regency starts Bangkodir policy in 2005 that bent on to maximize potency Bangil sub district as an embroidery city, central of embroidery sector in Pasuruan Regency that disseminated in some regions sub district such as Bangil, Beji, Pandaan, Gondangwetan, Lumbang, and Kejayan that focused in Bangil sub district. Embroidery craftsman is multifarious production cloth of man moslem, its woman and supply. In other hand, the multifarious goods that produced like hijab, cowl, mukena, kopyah haji, bed covers, table cloth, tissue place, purse, woman shoe, glass cover, hood of food (tudung saji), etc. Production Result reaches 829.800 units/year. Marketing Scale covers Bangil, Sidoarjo, Solo, Jakarta till exporting to the Netherlands, Singapore, Malaysia and Brunei. Existing business unit Amount reaches 1.318 business units with job creation of 1.890 people (Government Pasuruan Regency, 2010). The development of policy of border center is policy of area development strategy, according to Radhi (2008:194) strategy of area development that specified must be instructed as the activator of region economics (prime mover), that have criterion as the fast grower area compared to other area, until all elements that exist in area referred must harmony to reach desired growth and all government policies must reach at bottom layer society. Development Policy sentra bordir shouldn't only covers entrepreneur however must reach at most lowermost society namely society that become pengerajin and worker in sentra bordir. In consequence,, will be very attractive to conduct research about Implementation of the Establishment Policy of Pasuruan Embroidery Center to Increase the Society’s Economic Growth. Discussion Metter and Horn in Wahab (2008:65) defines the implementation of the policy as "Those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions". Definition gives the meaning that the implementation of the policy are all actions taken by governments, individuals or governments or private groups that lead to the goals outlined in the set. Mazmanian and Sabatier in Wahab (2008:65) explains more about the concept of policy implementation as follows : Understanding what happens after the actual program is declared valid or formulated is the focus of attention of policy implementation, namely the events or events arising after the adoption of state policy guidelines, which include both efforts to administrate or to bring an / a real impact on society or events. Based on this opinion, it is known that the implementation of the policy is not just limited to the actions or behavior of an alternative agency or unit of bureaucracy that is responsible for implementing the program and lead to compliance of the target group, but more than that also goes with the political power of social networks affect the behavior of economic all parties involved and in the end there is the impact expected or unexpected. Based on a variety of opinion can be concluded that the implementation of the policy is achieving the goals set by the government or the private sector so that it has achieved results and need to be understood that the policy implementation process can be 14 Public Policy influenced by external factors such as political power, the compliance of the target group, the economic conditions and social. Several factors determine the successful implementation of public policies according to Soenarko (2005:187) is determined by three main activities, namely: 1. Interpretation Interpretation in the implementation of the policy is trying to understand what is meant by policy makers and find out exactly what and how the final destination (goal) is to be realized. 2. Organization Organization here is intended as a formation agencies or units along with the methods necessary to conduct a series of activities to achieve the policy objectives. 3. Application Application The last step is the implementation of all policies by performing the activities for the realization of policy objectives. Separately those activities necessary to achieve attention to the conditions and circumstances of a society that is the policy in time, so it can happen modification or change of policy forms a predetermined time according to predictions. Policy Implementation Model of Merile S. Grindle that top-down are said by Merilee S. Grindle (1980). This Approach is also recognized with Implementation of a Political and Administrative Process. According to Grindle there is two variables that influence implementation of public policy. Implementation of Successfulness a public policy can measure and process end result attainment (outcomes), that is reached target that wish reached for. This condition is said by Grindle, where measurement of policy implementation successfulness is referred can be seen from two matters, that is: 1. Seen from its process, by question whether policy execution matching with the one which determined (design) by refer at its policy action. 2. Do/does policy target is reached. This Dimension is measured by see two factors, that is: a) Impact or its effect at society in individual and group. b) Rate of change that happened and acceptance of target group and change that happened.
Successfulness of an implementation of public policy, according to Grindle very determined by level implementabilty policy it self, that consisted of Content of Policy and Context of Policy. 1. Content of Policy according to Grindle is: a) Interest Affected (importance influences) Interest affected relates to several of importance that influences a policy implementation. This Indicator that a policy in its execution sure entangle much importance is referred [as] that bring have an effect on to its implementation this matter wants to known furthermore. Public Policy 15 b) Type of Benefits (benefit type) At this point content of policy copes to show or explain that in a policy is must be existed some benefit types that show positive impact that produced by policy that will be executed. c) Extent of Change Envision (change degree that wish reached by) Every policy has goals that will and wish reached by. Content of policy that wish explained at poin this is the that how big change that will or wished reached by pass by a policy implementation must have clear scale. d) Site of Decision Making (decision making position) Decision making in a policy plays important role in execution [of] a policy, then at this part must explained where decision making position and a policy that will be implemented. e) Program Implementer (program executor) In running a policy or program are must supported with existence of competence policy executor and capability to successfulness of a policy. And this should have share properly at this part. f) Resources Committed (resources that used [by]) Execution of policy also must support by supportive resources in order to its execution walks properly.
2. Context of Policy according to Grindle is: a) Power, Interest, and Strategy of Actor Involved (power, importance, and strategy and actor involved) In a policy must reckoned also potency, importance, and strategy that used by involved actors to make easier the way execution [of] a policy implementation. If this condition is not reckoned ripe very big program possibility that implementation will fail. b) Institution and Regime Characteristic. Environment where policy is referred [as] executed also have an effect on to success, then at this part wish explained characteristic and an institute that will also influence a policy. c) Compliance and Responsiveness (compliance level and existence of response from executor) Something else that felt important in course of execution of policy is compliance and response from executors. Then that will be explained at point this is the compliance and response from executor in a policy. After activity of policy execution that influenced by content and environment or context are applied, then will be able to known whether executors policy in making a policy in accordance with what expected, also can be known at what/wheter a policy is influenced by an environment, until the happening of rate of change that happened. Whereas approach bottom up, approach of policy implementation are formulated are not by institute. Approach bottom up and decisions that specified in level citizen or society that feel by it self problem and problems that they experience of. Thus principally 16 Public Policy approach bottom up is model of policy implementation where policy formulation resides in citizen level. until rnereka can more comprehend and can analyze policies what fits in with resources that is available at district, system existing socio-culture in order to policy is referred not unproductive and can support policy successfulness it self. Bangkodir policy is policy made by government to develop Bordir center in Pasuruan Regency. The policy can be identified as Top Down Model Policy where policy is designed by government itself. Model Implements from the policy of Bordir Centre is Model of Merile S. Grindle (Implementation of Political and Administrative Process) because this model that can depict substance from the policy of bordir centre in Pasuruan Regency. According to Arsyad (2004:375) that the development of Micro, Small and Medium Enterprises can increase employment opportunities and increase the added value by exploiting the domestic market and overseas markets. Development of Micro, Small and Medium Enterprises will also enhance the ability of the local economy due to Micro, Small and Medium Enterprises have a direct impact di atas income levels. Therefore, the Micro, Small and Medium Enterprises should be developed to its full potential. The development strategy of Micro, Small and Medium Enterprises are ace follows: 1. Flexibility, which means that Micro, Small and Medium Enterprises has the capacity and production quantities are small, causing the small capacity of Micro Small and Medium-easy to do in anticipation of market changes. 2. Innovation, Small and Medium Enterprises have the opportunity yagn more likely to invade bigger than businesses are more likely to growth and develop existing products.
Micro, Small and Medium Enterprises can make innovations in technology, products and markets. 3. Proximity to the customer, the owner of Micro, Small and Medium Enterprises are very familiar with the nature and character so that customers can make improvements in terms of service and product quality (Suseno, 2005:240-241).
Meanwhile, according to Syaifudin (1995:66-69) strategy development, Micro, Small and Medium Enterprises, namely: 1. The financial capacity building strategy. Financial ability becomes important part in the Micro, Small and Medium Enterprises so that government can make the development of Micro, Small and Medium Enterprises by providing loans and grants. 2. Market Development Strategy The free market provides vast opportunities for Small and Medium Enterprises to develop the market, and the government can pursue policies to assist in the licensing sector and also the promotion and transportation. 3. Human resource development strategy Human resource that is owned by Micro, Small and Medium Enterprises so low that require improvement and development of human resources. This can be done by organizing training and training to enhance the capabilities of human resources, Micro, Small and Medium Enterprises. Public Policy 17 4.
Strategy and licensing arrangements. Strategy and licensing arrangements made by means of monitoring the development of Micro, Small and Medium Enterprises and provides an easy way for business development permits. Economic development area would not be separated from economic activity in the area, the region's economic activity is essentially not much different from the national economic activity but the point of difference is the wide scope and coverage of the economic activity. Understand the definition of the region's economic development should be outlined that make up the word regional economic development. Therefore, before the elaboration of the economic development of the area outlined in advance the understanding of the region itself. Terminology is very flexible for the translated region, could have a narrow meaning that only about a neighbor or a broader meaning relating to international relations. According to Nugroho in the region according to Ministry of internal Affairs (2007:8) that the region is a geographic area that has certain traits and is the location and interaction media. The use of the word is also commonly replaced with the word or regional area but they do not affect the substance of economic development lie within. Nugroho in the region according to Ministry of internal Affairs (2007:9) that there are three types of territories: 1. Functional areas. Functional region is a region consisting of various components that interact and complement each other. Each component has its own role contributes to regional development. 2. Homogeneous region. Homogeneous region is a region is grouped by similarities in certain aspects.
The resemblance is intended include natural resources, social, and economic. 3. Administrative area.
Administrative area is a region that has always been associated with the government in the management of government organization. Furthermore, economic development is defined as the process of creating wealth through the mobilization of capital, human resources, physical resources and natural resources to produce goods and services demanded market (Ministry of Home Affairs, 2007:9). Various definitions facilitate the definition of the region's economic development. Increase in the regional economy is a key indicator in the pursuit of improving the welfare of society. The increased stability of the region's economy will drive the regional economy. The instability of the region's economy will lead to high economic costs that will ultimately give effect to the high unemployment and purchasing power of people. It is becoming the biggest challenge Pasuruan Government, and it is to create the ability to increase economic growth, followed by the distribution of income in the community.
Development policy centers Pasuruan embroidery is one way that achieved by the district to improve local economic Pasuruan. Craft is the craft of embroidery has long been held by the public Pasuruan, saw the potential of the then government wanted to develop an existing embryo into an economic power that can make a significant 18 Public Policy contribution in the regional economy. Based on this study the researchers conclusions are as follows: Public policy is a government action in dealing with problems faced by society and government itself then public policy will have more power if the shelter is supported by regulations that have the force of public policy for implementing the policy

because of compliance in implementing public policy is an important factor in achieving public policy objectives and the Development Policy Center Embroidered Pasuruan not have special rules that shelter. Implementation of development policies Pasuruan embroidery centers launched on September 11, 2005. Embroidery center of development policies followed by some of the following activities: Creating the image to introduce Bangil embroidery. Embroidery Set up centers in the District Bangil a strategic location, through relevant regional work units to facilitate the various exhibition stand rental and development of resources owned by the central embroidery, the District government to facilitate the ease of licensing centers of embroidery. Implementation of development policies embroidery centers submitted to regional work units to facilitate the implementation of policy and development center for embroidery Local Government to communicate to the Government District level and the communication is also made to the Association of craftsmen Embroidery (Aspendir) because the communication is becoming a determining factor in policy implementation. Center for development policy achievements Pasuruan embroidery can be said is appropriate, the main purpose of embroidery in the center of development policy is Pasuruan economic improvement, and if it refers to the Gross Regional Domestic Product (GDP) since 2005 Gross Regional Domestic Product increased and the development of industrial sector increased so Pasuruan district development direction will be directed to the industrial sector. The whole performance Development Policy Pasuruan Embroidery has a positive effect on the development of centers of embroidery. The effects include: (1) Diversification: Embroidered that originated from hand made has developed into a computer using machine embroidery and embroidery quality Bangil into crafts with middle and upper and consumer media also commonly used as decorative embroidery clothes or shoes has developed into embroidery . (2) The absorption of labor: The development of centers of embroidery that has reached Malaysia and also the various regions in Indonesia made embroidery Bangil productivity centers should be improved, the need for labor is a must and if Bangil worker in the District is insufficient it will be imported labor from the region around District Bangil like Beji District. (3) Increased income entrepreneurs and craftsmen embroidery: embroidery entrepreneurs and craftsmen felt the increase, since the implementation of development policies embroidery centers and extensive marketing earnings increased significantly and have an impact on increasing the wages of workers in the centers of embroidery. Payroll system is based on the amount of embroidery which was completed in early 2000 1 times salary in 7000 dollars over the motive is and has since 2005 increased to 15,000 rupiah. (4) Increasing the economic area: Improvement in the center of this embroidered effect on the reduction of poverty and unemployment by the addition of labor or employment expansion (opening a business center adjacent to the supply of embroidery such as embroidery materials).

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20 Public Policy The Failure of Policy Implementation in Indonesia and the Breakthrough* Andy Al Fatih Lecturer at the Department of Public Administration, Faculty of Social and Political Sciences and the Study Program of Magister Administrasi Publik (MAP) Post Graduate Program of Sriwijaya University, Palembang City, Indonesia. Abstract: Universally, it has been common that policy implementation is considered as the most difficult part of policy process. In developed countries, this kind of problem has been well managed to reduce by creating good working condition, effective control system, reasonable remuneration, trainings, and other humanity approaches. Hence, these efforts raise the commitment for successful policy implementation. Nevertheless, this difficulty is felt worse in Indonesia and has not been solvable for several reasons. Basically, the paper is about the philosophy, the practice, and the quality resources of policy implementation in Indonesia.

The writing is based on research, observation on happenings which occur in daily life, and documentary studies. In terms of the philosophy, in implementing a policy, the implementers tend to determine to firstly get personal gain, instead of the implementation success. This ethos happens again and again from time to time that it has become common. This kind of view encourages the implementers to steal the available reasouces for the implementation and have low working spirit and performance. If things can be slow down, why it should be let run smoothly. In this situation, the naughty implementers has chances to get some personal benefits. The failure of policy implementation also occurs due to its bad practice. The vision of policy implementers is different from the policy makers. The difference happens because both sides have uneffective communication. The policy makers do not explain the implementers the basic purpose of the policy making. It makes the implementers do not understand well the point of the policy. They, therefore, implement the policy in their own perception which, actually, contradicts to the objective. Unsuccessful policy implementation can also occur if the implementers disagree with the policy. Therefore, they carry out the policy as they like, rather than following standard operating procedures. Another cririca l factor to policy implementation in Indonesia is the resources quality. It is related, not only, to human resources but also facilities needed. Weakenesses, like, lack of staff, incompetency, short of financial support, rush, and so on. The causes of policy implementation failure in Indonesia will be described, explained, and discussed in more detail in the full paper. Keywords: policy Implementation, failure of policy Public Policy 21 Introduction As far as public resources are concerned, public policy has become the infrastructure to make use of the resources. Without the policy, the utilization of public resources is considered unlawful. In his book entitling Implementasi Kebijakan dan Pemberdayaan Masyarakat, Al Fatih (2010:2) claims public policy is purposed to protect public interest, solve public problem, give empowerment , as well as to bring social prosperity into reality. It is, therefore, the main stake holder of a policy, primarily, is public, the people. There are some major phases that must be passed through for a policy to be in practice.

They are, according to Levine, Peters, and Thompson (1990:85) agenda setting, policy formulation, legitimation, resource attachment, implementation, evaluation, and response. Among those phases, the one which is more crucial is the phase of implementation. Edwards III (1980:1) suggests “ a brilliant policy poorly implemented may fail to achieve the goals of its designers” Udoji, in Wahab (1997:59), even, states that “ the execution of policies is as important. If not more important than policy making. Policies will reamin dreams or blue prints file jackets, unless they are implemented. ”Last but not least, Louis W. Koenig, in Edwards III (1980), describes the importance of policy implementation by saying “the great achilles heel of policy process is implementation”. Despite policy implementation is extremely essential, yet it is often somewhat disparaged. Regarding this, it is compulsory to pay much attention on it. Unluckily, paying much attention to policy implementation is precisely a huge challenge. Determinants to Policy Implementation The success of policy implementation, as stated in the work of Ripley and Franklin (1986:232-3), should be measured by the degree of compliance, smoothly functioning routines and the absence of problems, as well as the desired performance and impacts. In his based-evidence research on public houses RSS type 21, Al Fatih (1993) found that the owners of the houses, mainly, were the purchasers who were not the target groups and, moreover, had already had a house. It resulted in the failure to reduce the number of no house poor people. The ineffectiveness of the policy implementation is caused by misperception on the policy goal between the policy maker and the policy implementor who marketed the houses. According to George C. Edwards III (1980), there are four critical factors to policy implementation. Namely: communication, resources, disposition, and bureaucratic structure. Communication encompasses transmission, clarity, and consistency.

Resources consist of human resource, information, authority, and facilities. Disposition is related to the character of the policy implementor. Therefore, there needs strong motivation for the success. While, bureaucratic structure refers to standard operating procedures and fragmentation. Smith (2011), argues that policy implementation has four dimensions. They are: idealized policy, the target group, the implementing organization, and environmental factors. Idealized policy talks about the form, the nature, the commitment, and the impression to the policy. The target group includes the response towards the previous as well as the present policy.

The implementing organization discusses about the understanding, the firmness, and consistency on the policy. Environmental factors are regarding social, cultural, political, economic, and life style factors. A research on Partnership Program Implementation, by Al Fatih (2009), shows 22 Public Policy that commitment of the implementors to the agreed policy can be another influencing factor to successful implementation. William Pierce, in Caiden (1991:116) has listed some comprehensive types of bureaucratic failure besides malperformance which have become the root of policy implementation failure. See table 1. Table 1.Comprehensive Types of Bureaucratic Failure besides Malperformance No Types of Bureaucratic The Forms Failure 1.

Corruption Theft of materials, misuse of time on the job, bribery, misuse of office, conflicts of interest 2. Misallocation of re- sources 3. Technical Inefficiency Waste, diseconomies, poor management, inappropriate investment, lack of innovation 4. Ineffectiveness Useless activities, quiet ineffectuality, bad advice, gregious errors 5. Subservience to Client 6. Lack of Coordination 7. Conflicting Objectives 8. Spoils System 9. Displacement of Mandated Objectives 10. Favoritism 11. Foot-dragging 12.

Arbitrariness 13. Inflexibility - The Failure of Policy Implementation in Indonesia Some proofs have demonstrated that, so far, in Indonesia, most policies have failed in, effectively, achieving its goals . Some faults, such as malperformance, bureaucratic failure, and ignorance, have been commonly found in implementing policies. The implementors have always got some reasons to avoid accountability. The scapegoats of the wrong doings ranges from inefficiency, mismanagement, power abuse to corruption. In Indonesia, those kinds of malperformance and bureaucratic failure have been common to occur.

They happen in almost all levels of government; Regency. Municipality, Province, as well as National, and cover all state bodies; Executive, Legislative, and Yudicative as well. These policy implementation failures result in various mistakes, stagnancies, indolences, and losses for all stake holders. Table 2 below contains some examples of policy implementation failure forms. Table 2. Some Examples of Policy Implementation Failure Forms in Indonesia No 1. 2. Policy Implementation Failure Forms Displacement of Mandated Objectives Bribery Some Proofs Non active Governor of East Kalimantan is judged to 1.5 years in prison because of abuse One of the Yudicial Commission member is convicted of bribery land acquisition projects Public Policy 23 No 3. 24 Policy Implementation Failure Forms Technical Inefficiency Some Proofs The implemention of Government Regulation 37/06 about Communication Incentive for Local Legislative Members, triggering the dillema because of Local Governments incapablility. Finally, the Regulation revised The ex-head of BULOG was prisoned for cattle import cases. The state finace was lossed about 11 billion rupiahs. The increasing of toll tarif without any coordinations. Furtermore, the toll users made the class action. The ex-Religion Minister was prisoned because of General Allocation Fund (Dana Alokasi Umum) The ex-Marine and Fishery Minister, RD, prisoned for seven years because he was proved to corrupt the non budgetary fund in Marine and Fishery Department. He appealed but it was refused by High Court in November 7,2007. The Supreme Court refused the appealed in May 8,2007. The Supreme Court granted reconsideration of the Minister (Tempo, Desember 6, 2009, p.22) Bureaucratic Politization. The bureaucracy and bureaucrat was used to fullfill the political interest. The head often forced the officers for the political interest The Supreme Court redused the ex- Governor of Indonesia Bank, BA, for 5,5 years plus fine 200 million rupiahs. He was involved in corruption. 4. Displacement of Mandated Objectives 5. Gregious errors 6. Displacement of Mandated Objectives (9) 7. Power abuse 8. Unfair policy 9. Corruption (1) 10. Conflicts of interest(by one of General Attorneys) The Indonesia Bank Liquidity Support(Bantuan Likuiditas Bank Indonesia (BLBI))for Indonesian National Comercial Bank. The owner escaped the law because the prosecutor earned money for 66 hundred dollars, total amount US$ 660 thousand (approximately 6,6 billion). (Tempo, January 17, 2010, p. 86) 11. Misuse of office (Penyalahgunaan fasilitas Negara) 12. Theft The “new office”for Ayin in third floor of prison building.

There is a double spring bed,sofa anf two tables, flat TV, etc. (Tempo, Januari17, 2010, p.84). The Mayor of Manado, JRR, was prisoned by the Corroption Court. He had used the local budget to earn himself (Tempo, Agustus 23, 2009, p. 14).

Public Policy No 13. 14. Policy Implementation Failure Forms Mark up Some Proofs The ex-Governor of Nangroe Aceh Darussalam, AP, prisoner for halicopter supplying corruption in Aceh about 12,5 billion rupiahs. In April 2005, the Corruption Court. (Tempo, November 29, 2009, p.20). Anti Corruption Comission punished the central legislative members, ST and YEF were prisoned for four years and also arrested HI, FAL and Ach for case of changing forest land into Air Telang Beach FAL, dan Ach part of Tanjung Api-Api Sumsel. They were assumed to give the trveler’s check(Tempo, February 28, 2010, p. 20). 15. Oppression “Selingkuh Radiogram (Department of Interior) number pengusaha-Penguasa” . 027/1496/OTDA/2002.Content: Head of local Harian Kompas, 13 Februari government in Indonesia to provide the fire 2010, hal.4. brigade equipments. This policy disadvantaged the state. The enterpreneur, prisoned for fifteen years, fine for 500 million rupiahs, and other fine for 82,6 billion. The other people such as: Ex-mayor of Makassar, BAM, ex-Governor of Riau, SDj, ex-Mayor of Medan, Ab Ana his vice, RL,ex-Governor of West Java, DS,had been prisoned to.(Harian Kompass, February 13, 2010, p.4) Sources: Sumeks (Sumatera Ekspres), 23/3/07, Kompas, 10/10/07, Kompas, 17/1/07 dan Sumeks, 7/2/07, Sumeks, 23/3/07, Kompas, 4/9/07, Sumeks, 23/3/07. Failure to carry out legislative intent The above failures are rooted from diverse causes, such as unrealistic policy, ambiguous goals, unappropriate punishment, incompetence, incompatible job, interorganization conflict, mismanagement, over loading work, and inefficient spending.

F.H. Hayward, in Caiden (1991:118), claims public maladministration – which is a kind of policy implementation failure – will certainly happens if – in its relation to doing jobs – public servants like to do things as follows : perversity, treason, self-seeking, cultivation of complexity and jargon, fear of definiteness, hatred of supervision, self praise, secrecy, uncreativeness, abuse of power, and malignity. Most policy implementors, in Indonesia, like to do those kinds of things above. It is usually for the sake of their own gain. Table 3 below shows public financial loss due to policy implementation failure. Table 3. Public Financial Loss due to Policy Implementation Failure in Fire Truck Supply Case No 1. 2. 3. 4. Regions (Provinces or Districts) Riau Makassar Medan Kalimantan Timur Public Spending 13,6 Billions 8,8 Billions 10, Billions 42 Billions Personal Gain Root From Public Spending Mark Up. 4 Billions 3 Billions 2,4 Billions 14 Billions Public Policy 25 No Regions Personal Gain Root From Public Spending (Provinces or Districts) Public Spending Mark Up. 5. Jawa Barat 67,6 Billions 23 Billions 6. Bengkulu 4,5 Billions 2,3 Billions 7. Lampung Tengah 894 Millions 485 Millions 8. Bali 2,6 Billions 1,4 Billions 9. Jawa Tengah 2 Billions 813 Millions 10.
Kota Jambi 2,1 Billions 1,2 Billions 11. Kab.Batang Hari 1 Billions 651 Millions. 12. Kab.Tanjung Jabung Timur 1 Billions 651 Millions 13. Sumatera Utara 34 Billions 13 Billions 14. Kab.Tanggamus 894 Millions 473 Millions 15. Kab. Tebo 1,7 Billions 945 Millions 16. Otorita Batam 8 Billions 2 Billions 17. Kota Kendari 664 Millions 248 Millions 18. Sulawesi Utara 3,2 Billions 1,7 Billions 19. Kab.Minahasa 3,3 Billions 1,3 Billions 20. Kab. Bolaang Mongondow 784 Millions 368 Millions 21. Kab. Talaud 2,6 Billions 1,3 Billions 22.
Maluku Utara 12 Billions 5,7 Billions th Source: Kompas Daily News, February 13 , Page.4, 2010. The above data show only some examples of public financial loss which is called forth policy implementation failure. As the result of unsuccessful policy implementation, Indonesia has been called the most corrupt country in Asia. In Kompas Daily News, March 11, 2002, it was stated – based on a survey by Political and Economic Risk Consultancy (PERC), that Indonesia was scored 9,92. This was the highest score indicating the most corrupt country. India was in the second position with the score 9,17. The third was Vietnam, 8,25. Next, a survey by Indonesia International Transparancy reported that Indonesian high rank officials and politicians were still considered some of the most corrupt functionaries. From 180 surveyed countries, Indonesia was at the 111th posisiton with score 2,8. The measurement index begins with 0 scale which means the most corrupt to 10 scale which means the cleanest (Tempo Magazine, November 29th, page .20, 2009). In South-east Asia, the rank is as follows. Table 4.
Rank of The Most Corrupt Countries in South-East Asia No Country 1. Singapore 2.
Brunei Darussassalam 3. Malaysia 4. Thailand 5. Indonesia Source: Tempo Magazine, November 29th, page .20, 2009 Score 9,2 5,5 4,5 3,3 2,8 Table 5.Rank of The Most Corrupt Public Agencies in Indonesia No 1. 2. 26 Public Organization (Year 2006) Parlement Judicature Public Policy Score No 4,2 4,2 1. 2. Public Organization (Year 2005) Political Party Parlement Score 4,2 4,0 No 3. 4. 5. 6. 7. Public Organization (Year 2006) Police Political Party Licence/Registration Offices Bussiness Taxation Office Score No 4,2 4,1 3,6 3. 4. 5. 3,6 3,4 6. 7. Public Organization (Year 2005) Police Customs Office Judicature Score 4,0 4,0 3,8 Taxation Office 3,8 Licence/Registration 3,5 Offices 8. Military 3,3 8. Public Works 3,0 9. Dept. Of Education 3,3 9. Bussiness 3,0 10. Dept. Of Health 3,0 10. Dept.
Of Education 3,0 11. Public Works 2,9 11. Military 2,9 12. NGOs 2,9 12. Dept. Of Health 2,7 13.
Media 2,8 13. Media 2,4 14. Dept. Of Religion 2,3 14. NGOs 2,4 15. Dept. Of Religion 2,1 th Source: Indonesia International Transparancy in Sumatera Ekspres, 10 December, 2007. In the world level, Indonesia, even, has a quite “outstanding position” in the matter of corruption. According to International Transparancy Institute, this country is at the 36th position of the most corrupt countries in the world. The parameter used is Corruption Perception Index (CPI) score (Sumatera Ekspres, 27th September 2007). Bad policy implementation, in Indonesia, seems active in nature. Where some public servants in some public institutes purposely create situation for bribery. This practice occurs again and again that it has become an endlessly habit.

Some data on public institutes/offices which purposely often create situation for bribery are presented as follows. Table 6.Rank of Bribery Initiating Public Institutes on National Level No 1. 2. 3. 4. 5. 6. Public Institutes/Offices Judicature Customs Office Imigration Office Land Affairs Office Police Taxation Office Bribery Initiator (Percentage) 100 95 90 87 78 76 Client Initiator (Percentage) 0 5 10 13 22 24 Source: Indonesia International Transparancy, in Sumatera Ekspres, 28th February 2007.

Bribery is not only initiated by some public servants in some public offices on national level, but also on provincial level. It can be found out through a research also by Indonesia International Transparancy. Check table 7 as following. Public Policy 27 Table 7.Rank of Bribery Initiating Public Institutes on Provincial Level No Public Institutes/Offices 1. 2. 3. Man Power Service Licence/Registration offices Public Works Service Bribery Initiator (Percentage) 84 82 82 Client Initiator (Percentage) 16 18 18 Source: Indonesia International Transparancy, in Sumatera Ekspres, 28th February 2007. Explanation Bribery Initiator > means Public servants offer some help to Businessmen (clients) who deal with them/their offices for money (They want some money as bribery in return). Client Initiator > means businessmen (clients) who deal with some public servants/their offices offer some money for bribery to public servants for help Respondent > 1.760 businessmen in 32 cities. Local businessmen 89%, foreign businessmen 11% Research Period > Oktober – Desember 2006. Researcher > Indonesia International Transparancy The failure of policy implementation in Indonesia, in most cases, roots, basically, from poor quality character, power abuse, and incompetence of the policy implementors. The implementors deliberately fail the policy implementation, especially, for money and power, and for both. The Breakthrough for Policy Implementation Success To succeed policy implementation in Indonesia, there are some convincing breakthrough, as policies, to had better do intentiously.They are, amongst others, related to governmental attitude, recruitment system, mission affirmation, prosperity approach, the people’s representativeness, controlling system, and law in action. For the operationalization of the breakthrough, see table 8. Table 8.The Breakthrough Operationalization for Policy Implementation Success in Indonesia No The Problems 1. Governmental attitude towards working failure 28 Public Policy The Indicator Ambigious to failure -Permissive to Faults Blind tolerance The Breakthrough More distinct to working failure High(er) working ethos Obsessive to work success -Condemn for failure Anticipative government. The Attainment High motivation Better standard Credibility Less loss Better performace -Success No The Problems 2. Bad recruitment system The Indicator Subjective selection Unprofessional Incompetence Money talks 3. No care to working mission -Embracing rules -Bureaucratic Behavior -Uninnovative -No vision 4. Controlling system 5. Misbehavior of some members of House of Represent ative. The Breakthrough -Extremely Fair and competitive selection Involve independent professional consultant firm. Professional psychology test (ESQ) trainings -Mission driven paradigm -Chance to innovation &creativity -Authority delegation -Decentralization -Make things simple but appropriate. -Watching rather -Supervision must be than supervising with measurable -Too much findings. compromise -Clear written reports -Finding no error with evidence -No clear -The disobedient must correction to be well Processed mistakes -Significant reward and -Unworkable punishment system -Involve independent -Bribery professional consultant firm. -Inspecting the controller -Restructuring and rearrangement -Personal and -Consultation with organizational the people for values values priority -The priority to the -Power abuse interest of the -Personal and People organizational -Take them toCourt priority gains. for not listen -Ignorance to the -Suspend them as the People needs. Representative of the People -Never take for granted the decisions of MP The Attainment Competence Link and match Reasonable IQ,EQ, SQ Quality employees Effectivenes s Efficiency -Innovative and creative employees -Self confidence -sustainability -Efficiency -Effectiveness -Workable system -The real results -Valuable feed back -The best solution -Functioning employees -Work for purpose -Efficiency -Effectiveness -Valuable lesson -Cure for bad habit -Priority to the People’s values, not personal. -Protection to the interest of the People. -Empowerment to the people -Prosperity for the People Public Policy 29 No The Problems 6. The prosperity of Employees 7. Law in action The Indicator -Not very happy with remunerations -Fail in providing the family’s adequate needs -Just try to make ends meet -Abusing power or “begging” to service users for extra money -Break rules -Slow action -No Egaliterianism -Power abuse -Money talks The Breakthrough -Prestigous pay -Compulsory to bring Prosperity into reality -Measurable wealthy parameter -Employees and Familywealth assurance -Obligatory to be blamed with sanctions -Compansation, firing, and jail - Death sentence - Must be ashamed through mass media (the doers, family members, relatives, and cronies) The Attainment -Family prosperity -Prestige and happy Life -Less power abuse -No more begging -Professionality -Working focus -Working effectiveness - Shock therapy - Equality before law -Less power abuse -Workable law Assurance First of all, governments are obligated to alter their attitude towards working failure. They must be further more distinct to working failure. The failure is compelled to be considered as a shame, a loss, and a fatal mistake that must be avoided. If it happens, the doers must be accountable for and seriously condemned. Governments must have some more reasonable and more measurable tolerance to faults. They are not very easily permissive to under standardized results. High working ethos must be in the blood and brain of the workers. They have to be more obsessive to working success. They are compulsary, as suggested by Osborne and Gaebler (1993) in Reinventing Government, to be anticipative Governments to the policy implementation failure. Governrments are to manage to encourage and make employees aware of the importance of working success, when the employees start to implement policies. With this anticipative mentality, God willing, the effectiveness of policy implementation is able to be accomplished.

Secondly is the matter of recruitment system. In staffing bureaucracies, governments must approach it seriously, objectively and professionally.

Make independent professional human development firm involved in the process. The selection must be based on competence for link and match. If link meets match in working, performance certainly tends to be much higher. Sedarmayanti (2008:129) suggests “competence-based selectionholds on hypothesis that the more appropriate competence to job description one has, the better performence and the more satisfied he will be”. To bring this situation into reality, there needs a psychology test encompassing: achievement test, aptitude test, intelligence test, interest test, and personality test(Sedarmayanti 2008:114). Those tests tend to only fulfill the need for rational competence, especially, in the form of quantitatve materialistic gain.

While human, as a perfect creature, needs also, 30 Public Policy even more, qualitative immaterialistic gain. It is, therefore, governments need to make another training available for the employees, like Emotional and Spiritual Quotient (ESQ) training for a balance. According to Agustian (2005:10) Emotional quotient (EQ) is the ability to sense your feelings and your sorroundings. The key to your emotional intelligence is your level of honesty towards your conscience or inner voice. Emotional quotient is completed with Spiritual Quotient (SQ). Spiritual intelligence is the ability to lend a spiritual meaning to one’s way of thinking and behaving, as a way of performing God’s characteristics and our service to God (Ary Ginanjar Agustian (2005:15). While, Danah Zohar dan Ian Marshall, in Ary Ginanjar Agustian (2005:15), states the spiritual quotient (SQ) as the intelligence to define essence or values, the intelligence to put our actions and lives into a wider and richer meanings. It is the intelligence to judge whether one’s actions or way of life is more meaningful than another’s is.

SQ in the foundation required to make IQ and EQ function effectively. SQ is our highest intelligence. Because SQ is the highest level of human intelligence, that if people own and apply it in their daily lives, it very promising for policy implementation success.. For this excuse, there needs a transformational leadership. According to Koehler and Pankowski (1997:1-21), a transformational leader is always very much interesting in empowering others and his employees for a success. If employees are better selected and better equipped with some appropriate knowledge, know-hows, science, technology, faith and piety, success certainly will be in the graps. So, well recruitment-based bureaucracy staffing is the best strategy. This policy is completed with public servants building (bina pegawai) through some meaningful trainings. If they still do not show quality, terminate (binasakan/pecat) them. Besides holistic competence, next, employees must also be good at knowing and undersatanding their working mission. Mission is more important than rules. Working should, of course, be with rules, but working with rules means nothing, if the goals are not achieved. Do not make the impeding directions as a fait accompli. Osborne and Gaebler (1993:110) suggest entrepreneurial governments get rid of the old rule books and dissolve the line items. The governments, even, define their fundamental missions, then develop budget systems and rules that free their employees to pursue those missions.

In addition, These authors also claim embracing rules and red tape can prevent bad things from happening.

But, those same rules prevent good things from happening, too. Do not create red tapeto control the 5 percent who is dishonest, but frustrate the other 95 percent who is honest. Working mission directs employees to success. The fourth innovation is well workable controlling system. Once officials have been good at working and directed by working missions. For sure, they know how and are higly motivated to attain the policy objectives. This tract ought to be completed by a serviceable controlling system.

Controlling is started from the very beginning of the policy implementation process. The system means the work runs on the tract as they should be, refers to measurable indicators, causes no errors, and – not more, not less results in planned out-put. Any under standardized deviation must be denied and has to soon be corrected. Any controlling authority must function and indicate the real proofs. The controllers must also frequently be inspected by the authoritative. Restructure some units and rearrange anything which hampers mission attainment. Public Policy 31 The fifth innovative action is related to the people’s representativeness. So far, the fact indicates that the behavior of some members of House of Representative in all levels (DPR and DPRD) essentially has not – in the most of things – accomodated the aspiration of the people. They tend to voice their own interests rather than the peoples’. They make decisions based on their own perception, not the rationale of the people. They abuse their power for their own benefits. The people are positioned as only the object or reason to lobby and struggle for their own gains. This situation must be changed. Ask the members of DPR and DPRD to behave. They are obligated to air the will of the people whom they represent, not the benefits of their own. Never take the decisions of members of parlement for granted. On the other side, the people must be more active and ask the members of DPR and DPRD to consult them first before making some policies. Never forget to check, even recheck, the policies.

If the members do not listen, take them to court. Furthermore, the people try hard to straight away suspend the members representing them. Do not wait untill the end of their tenure. Manage to make this way legal. This innovation will be very valuable lesson for the members that the they will be cured of that bad habit and succeed policy implementation. Another breakthrough is “wealth” assurance . Most the time, the employees have become “naughty”, bribery initiators, and unsucceeded policy implementation because they are not very happy with their remunerations. The employees fail in providing the family’s adequate needs. With their take-home pays, they just try to make ends meet. This situation happens for years both in low and middle levels class employees. The only way, for employees, to make their daily needs looks okay is by abusing their power or “begging” to service users for extra money. These kind of deeds, of course, are neither prestigous nor professional. Hence, it is compulsory that governments bring prosperity for employees and their families into reality. Pay workers with prestigous salary.

The parameter of prosperity should be proportionally measured and suitable with working classification levels. Nevertheless, the point is that their basic needs well fullfilled. This policy is not a chimera. It is a common-sense and for the sake of humanity and the success of policy implementation as well. Having approached the officers by means of wealth, the last policy is law in action. Every unseriousness, unprofessionality, and divergence causing policy implementation failure is obligatory to be blamed with sanctions. The sanctions must be in consecutive levels conforming to the blunders. They can be in forms of admonition, removal, compansation, firing, jail, and even, death sentence. For the big-fish corruptors and manipulators, besides those punishments, they - including their family members, relatives, and cronies enjoying some benefits – must be ashamed by publicating them through as many mass media as possible. The condemns are purposed for a shock therapy. Conclusion In most cases, the failure of policy implementation in Indonesia derives, primarily, from the character, power abuse, and incompetence of the policy implementors. The implementors deliberately unsucceed the policy implementation, especially, for money and power, or for both. The out of ordinary solutions to avoid the failure are some 32 Public Policy engineering in governmental attitude, recruitment system, mission affirmation, prosperity approach, the people’s representativeness, controlling system, and law in action. References Books Al Fatih, Andy, Implementasi Kebijakan dan Pemberdayaan Masyarakat, Unpad Pess, Bandung, 2010. Agustian, Ary Ginanjar: Emotional and Spiritual Quotient: The Islamic Guide to ESQ: Applying The ESQ way 165: Arga Publishing: Jakarta: 2005.
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Tempo, 29 November, hal.20, 2009. Tempo, 23 Agustus, 2009, hal. 14. Tempo, 17 Januari, 2010,hal.84. Tempo, 30 Agustus, hal.22, 2009. Tempo, 6 Desember, hal.22, 2009. 34 Public Policy The Strategic Role of Regional Research Council within Public Policy Formulation Process Anugerah Yuka Asmara PAPPIPTEK LIPI Email: Abstract: Recently, several public policies in Indonesa are not based on evidence. Majority of governments have not involved yet science and technology institutions in policy making. At regional level, regional government has had science and technology institutions. One of them is regional research council which is called DRD. This research aims to describe the role of regional research council (DRD) in formulating the regional public policy. DRD has a strategic role as an adviser to regional government, particularly at each stage of public policy formulation process in order to the policy direction to be based on research results or evidence. Keywords : regional research council, public policy formulation Introduction Science and technology (S&T) is very important for development in each of nations in the worldwide, including Indonesia. One of nation development principals is science and technology-based development (Ministry of Indonesian Science and Technology, 2011). Science and technology development is a integral part of national development. This development must be intended to improve economic development and increase sustainable people prosperity (Gunadi, 2010). Indonesian science and technology capability is lower than other south-east Asia countries. In 2006, Indonesian government had allocated the research and development (R&D) budgeting in number of US $ 218 million (below 0,1 % of Indonesia’s GDP). Whereas, Malaysia had spent the R&D expense approximately 0,5 % of Malaysia’s GDP (4,29 fold from Indonesia’ GDP), Philipina was lower than Malaysia, i.e. three-quarter of Philipina’s GDP, Singapore was more than 2 % of Singapore’s GDP, and Thailand was 2,36 fold from Indonesia’s GDP. The Indonesia’s R&D expense budgeting was higher than Vietnam one. Vietnam’s R&D expense was a half of Indonesia’s R&D expense in the same year (Nurzal, 2010). The low utility of science and techonology affects many of public policies formulation pattern in Indonesia. In the fact, public policy formulation is not based on research results. In the other word, many of public policies are not evidence-based policy making. Several officials and stakeholders have not utilized yet the research results Public Policy 35 optimally in making their decisions. They prefer using their intuition and experience rather than research results within policy making process. Conversely, majority of public policies disserve people as target groups of policy (Jamil, 2011 ; Rohmani, 2011 ; Sudharto, 2012). For instance, education policy is one of not evidence-based public policies in Indonesia recently. Stakeholders has not undertaken a profound research yet in making an education policy, specially on an educational-operational aid program (which is called BOS/Bantuan Operasional Sekolah) (Kasim, 2011). Indonesian Government does not seem seriously in conducting program of BOS, it merely becames a trial policy. For instance, in 2005-2010, the distribution of BOS was conducted by national education ministry to all of the schools directly. In 2011, the distribution of BOS was conducted by an exchequer of Finance Ministry to the treasury of regencies/muncipalities throughout in Indonesia (which is called APBD/Anggaran Pendapatan dan Belanja Daerah). Notwithstanding, in 2012 the program of BOS meets a barrier in distributing fund itself. Government will plan to change the distribution pathway through each of counties, but up to now, government’s plan is still obscure. It brings about Indonesian education development growing slowly (Rohmani, 2011). The nature of the relationship between research and policy making has become well established topic of inquiry for social scientist. Interest in the policy-research nexus has been renewed in many countries (Mekong Economics, 2006). Indonesia needs a long-term policy, not a short-term policy. A public policy must be formulated by policy makers for resolving the long-term issues (Effendi, 2011).

Research must be considered by many governments in formulating their public policies (Sudharto, 2012). Public policy making must be based by science and technology results in order to avoid policy implementation in vain (Syahrasaddin, 2011). A populist public policies are based on research and development of science and technology (Foenay, 2011). An effective public policies are resulted by evidence-based policy making. The Officials and stakeholders must utilize the research results in making their policies for fulfilling policy goals exactly (Waluyo, 2011). All of the Indonesian governments (including regional governments) needs a policy research, not a scientific research (Effendi, 2011). These governments must have the science and technology data to aid them in formulating their public policies (Erisman, 2012). These data will be acquired easily, if those governments optimize the role of regional science and technology institutions. The regional economic development acceleration will not be achieved without involving the role of scientists and also their research results in regional development studies (Syahrasaddin, 2011). The Indonesian regional governments have had several regional science and technology institutions. They are the regional research and development institutions which is called unit penelitian dan pengembangan da

researchers), the emissary of target groups and society, and the others 46 Public Policy supporting actors. DRD plays a strong role as regional S&T expert to give a contour in evidence-based policy making. 5.3Formulating Second Final Draft The result of focus groups discussion to be supporting element in a final policy draft. DRD and the others policy formulator team review this draft before it is submitted to regional legislative assembly (DPRD). This stage aims to ensure the existence of evidence-based policy draft. The DRD's involvement is prerequisite in order to achieve goal at this stage. 6. Legislation The latest stage is legislation. This stage convert from a policy draft to a final policy. In this stage, DRD has no role on policy legislation. This process will be conducted by a local leader and regional legislative assembly (DPRD) concurrently. Both of them have prerogative (right) to legitimaze this policy draft. After it, policy is translated into regional law and complied by all of local people, particularly by target groups in their region. Conclusion and Recomendation Conclusion 1. DRD is a regional non-structural organisation. The DRD's legality is on Republic of Indonesia Statute 18/2002 article 20 subsection (4). 2. DRD has a strategic role in formulating regional science and technology policy pathway. DRD is also as a brain trust and sounding board. Beside it, DRD is an advisory council to aid a local leader in addressing local issues recently. 3. The DRD's involvement at each of public policy formulation stages is very important to create the evidence-based policy making. Recomendation 1. Central and regional government should pay attention more to national research council (DRN) and regional research council (DRD). 2. Regional government should enact and implement the regional law (peraturan daerah) in concern with reinforcing DRD's duty and function. 3. Regional government (notably : a local leader) has to have strong-politicalwill and promote DRD as an equal counterpart as the others regional institution.
In doing so, several pathways that follow : a. Creating an effective coordination among DRD and the others policy formulator team. b. In policy formulation process, a local leader should take a evidence-consideration which emanate from DRD's advisement. c. Deservedly, DPRD should ask a consideration and advisement from DRD about the substance of policy draft before it is legitimazed by authoritative institutions. Public Policy 47 References Pusat Penelitian Perkembangan Ilmu Pengetahuan dan Teknologi - Lembaga Ilmu Pengetahuan Indonesia. 2009. Indikator Iptek Indonesia. Jakarta : LIPI Press. Taufik, Tatang A. 2006. Sistem Inovasi : Pendekatan dan Penabdiran.
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In 2009 it was reported that approximately 2.2 million school-aged children (7-15 years old) has not obtained formal education and about 28.4 million citizens in the age of 7-25 years are not able to attain education. It means that more than 10% of Indonesian population has not yet covered by the national constitution. In addition, the ministry of education reported that in 2011 about 85.645 out of 356.192 students with special needswas in special schools (SLB), primary special schools (SDLB), and integrated schools. It means that up to 2011, the policy of education in Indonesia only covered 24% of ABK (Anak Berkebutuhan Khusus -students with special needs-). This paper reviews the implementation of policy of inclusive education in Yogyakarta and Surakarta city. The description of this reviews include the government role and society participation as well as some constraining factors of the implementation. Keywords: public policy, inclusive education, education for all Introduction Nowadays, the movement towards inclusive education is indisputably a world wide phenomenon, and it has resulted in the development of public policy initiatives in the field of education. The policy of education that is recently being discussed intensively all over the world is the so-called inclusive education. Issues on social justice as well as concerns on the aspects of equity and equality in life are among the reasons of the discussion. In the area of education, like other fields in life, students should receive all the opportunities to study together and receive the educational benefits that appropriate to 50 Public Policy their unique educational needs, no matter how diverse they are. In more simple words, Mulyadi (2010) stated that inclusive education is about building communities that respect, value, celebrate, and respond to diversity. The constitution of Indonesia, UUD 1945, assures that any individual has right to education. It is clearly stated in the article 31 that each citizen has the right to obtain a proper education and the government has the obligation to provide facilities and infrastructures supporting the implementation of education process. This is also in line with the international agreement of the UNESCO Worlds Education Forum which declared Education for All (EFA). However, the nation's development as well as awareness to social reality indicating the result of education is still in doubt, by no means to not proud of the valuable achievements so far. Achieving the right of every citizen in education is still a dream, idiomatically said as "the fire is quite far from the torch", despite it is mandated in the constitution. In 2009 it was reported that approximately 2.2 million school-aged children (7-15 years old) has not obtained formal education.
It was estimated about 28.4 million citizens in the age of 7-25 years are not able to attain education. It means that more than 10% of Indonesian population has not yet covered by the Constitution.
In addition, the Ministry of National Education reported that in 2011, there are 85.645 out of 356.192 ABKwas in special schools (SLB), primary special schools (SDLB), and integrated schools (Kemendiknas, 2010). It means that up to 2011, the policy of education in Indonesia only covered 24% of ABK. Along with the international movements of education for all, the Indonesia government's commitment to it led to the development of a policy on inclusive education entitled Permendiknas Number 70 Year 2009. Several initiatives have been embarked upon to facilitate the effective implementation of the inclusive education system. The city of Yogyakarta and Surakarta are among the cities in the 33 provinces implementing the policy of inclusive education.
This paper reviews the implementation of policy of inclusive education in both cities.
The description of this reviews include the government role and society participation as well as some constraining factors of the implementation. Policy of Education in Indonesia Religious value, tolerant, and respect for individual differences as the characteristic of Pancasila -the national emblem of Indonesia consisting of five pillars with the national motto of Unity in Diversity (Bhineka Tunggal Ika)- have been the evidence of inclusive values in Indonesia for decades. However, related to the policy of inclusive education, Indonesia formally declared the "Indonesia towards inclusive education" in 2004. Correspondingly, the Department of Education announced the list of inclusive schools in some provinces. Up to 2007, the number of inclusive schools reached 796 for 33 provinces (17 preschool, 648 elementary schools, 75 junior high schools, and 56 senior high schools -see table 1). The increasing numbers of inclusive schools shows the achievement of government initiative in implementing inclusive education in Indonesia. Public Policy 51 Table 1. Number of Schools Implementing Inclusive Education in 2007 No Provinces TK SD 1.
Nangroe Aceh Darusalam 2. Sumatera Utara 13 3. Sumatera Barat 28 4.
Riau 5. Kepulauan Riau 6. Jambi 1 7. Bengkulu 8. Sumatera Selatan 2 13 9. Bangka Belitung 2 10. Lampung 7 11. DKI Jakarta 3 37 12. Banten 59 13. Jawa Barat 114 14. Jawa Tengah 1 116 15. DI Yogjakarta 51 16. Jawa Timur 9 53 17. Kalimantan Barat 4 18. Kalimantan Tengah 1 19. Kalimantan Selatan 14 20.
Kalimantan Timur 2 21. Bali 4 22. Nusa Tenggara Barat 38 23. Nusa Tenggara Timur 12 24. Sulawesi Utara 7 25. Gorontalo 3 26. Sulawesi Tengah 4 27. Sulawesi Tenggara 5 28. Sulawesi Selatan 1 38 30. Maluku 31. Maluku Utara 4 32. Papua Barat 33. Papua 4 Total Number 17 648 Data adapted from Direktorat Pembinaan SLB,2007 Level SMP 1 3 3 6 4 1 16 3 6 11 4 9 4 1 8 3 2 1 1 75 Number SMA 1 1 2 10 2 14 5 5 7 4 1 1 4 56 14 32 3 8 4 16 2 9 66 64 134 133 60 78 4 1 22 4 4 47 19 9 3 4 5 3 40 4 4 796 Indonesia so far experinces three approach/system in implementing its educational policy: segregation, integration, and inclusion.
The movements of educational policy in Indonesia is as shown in Figure 1. 52 Public Policy Figure 1: The Movements of Policy of Education in Indonesia The movements of policy of education in Indonesia + < 1986 S I E N I G T N R E C E G L G R U A A S T T I I O I + 1988 - 2000 O N N + > 2000 O N Inclusive education emerged as a form of dissatisfaction against the use of segregation and integration systems within the education system for children with special needs. The perspectives on inclusive education vary, nonetheless, the bottom line is the same, that inclusion is not just for students with disabilities, but rather for all the students, educators, parents, and community members. It also means that in the policy of education, the inclusion perspective determines the reach of social justice. The perspective of inclusion will not only increase the quality of a public policy (including policy on education), but also diminish inequality and injustice. This is in line with those stated in the Salamanca Statement that inclusive education means that : "schools should accommodate all children regardless of their physical, intellectual, social, emotional, linguistic or other conditions. This should include disabled and gifted children, street and working children, children from remote or nomadic populations, children from linguistic, ethnic or cultural minorities and children from other disadvantaged or marginalized areas or groups". The segregation approach, the oldest facilitation system for children with special needs, places them within a special school, separated from other children in the same age group. Segregation model does not guarantee the chance for children with special needs to be able to develop their potentials optimally. The segregation model is philosophically irrational, as it aims to prepare children with special needs to integrate with the general society by segregating them from that exact society. Learning from the segregation system, the integration model, also known as mainstreaming, emerged as a new approach to education facilitation. Integration is a term commonly used to describe the process of putting together children with special needs in to a regular class. Integration usually focuses on a group of children with special needs, and without considering that any child can be integrated. Public Policy 53 In the concept of special school or segregation, the special education component is a part from the general education system, whereas in integrated approach it is a part of the general education. Inclusive education goes one step further, that is an integral part of the general education system (see Figure 2). Figure 2. Segregation, Integration, and Inclusion in the general system SEGREGATION A PART OF THE GENERAL SYSTEM INTEGRATION A PART OF THE GENERAL SYSTEM INCLUSION INTEGRAL PART OF THE GENERAL SYSTEM Inclusive education is a most recent paradigm of education standpoint addressing the demands of an ever-increasing global interdependence, particularly addressing the goals of achieving the education for all. Mitchell, De lange, and Thuy (2008) said that inclusive education represents a new agenda for educational reform spanning a wide range of various dimensions. The movement towards inclusive education in Indonesia is also in line with the government regulation no. 20/ 2003 about National Education System which explains that the implementation of education for learners with disabilities or having extraordinary intelligences to be held in an inclusive or a special school, as well as the government regulation no.
19/2005 on National Education Standards. The policy of inclusive education and its implementation in Indonesia include six phases: trial, socialization, institution strenghtening, regulation, and construction and development (Kemendiknas, 2010). The trial phase was implemented in 1992-2002 targetting seven primary schools in Karangmojo Gunungkidul Yogyakarta.
Based on the findings, it was recommended to develop inclusive education in Indonesia. The phase of socialization was done, for instance, through the Act No. 20/2003 about the National Education System. In 2003 the Ministry of Education also issued a decree to Department of Education through out the provinces and regencies to appoint at least one school in each level as an inclusive schools. In some provinces and regencies the Permendiknas No. 70/2009 is followed by Act of provinces /regencies government (Law of governor/mayor) regarding inclusive education in the province/regency. For the phase of institution strenghtening, in 2004, it was established pilot inclusive schools supported with some trainings and funding subsidy from the 54 Public Policy government.
Some universities and interested organization also conducted some assesments and trainings related to inclusive education. The phase of regulation indicated by the Permendiknas no. 70/2009 in order to gain a well-regulated implementation. At the phase of construction and development, the focus was expanding the access and improving the quality. Central Kalimantan and North Maluku was the area of the such pilot program. The Implementation of Inclusive Education in Indonesia Subarsono (2008) argued that one of the variables to consider in a public policy is "capable of promoting equity and justice in society". This means that public policy should be accessible to all people and be fair in order to reach a democratic society. Nonetheless, implementing a public policy is a complex things, is not just as easy as "turning a palm". Makinde (2005) revealed that : it has been observed that policy implementation is one of the major problems confronting developing nations .... Implementation gap can arise from the policy itself when such a policy emanates from government rather than from the target groups This paper reviews the implementation of inclusive education policy in both city of Yogyakarta and Surakarta. The findings in Yogyakarta was based on a research conducted in 2009 while in Surakarta was based on an inisiation research conducted in 2011. A further research in Surakarta is planned to be performed in 2012. 1. Overview of the Implementation in Yogyakarta and Surakarta City Yogyakarta city is one of the center for the implementation of the inclusive education in Yogyakarta province. Based on the report from Department of Education of Yogyakarta in 2009, there were nine schools which was classified as school of inclusive education: 1). TK Aisiyah Nitikan, 2). SDN Giwangan, 3). SDN Tamansari, 4). SDN Bangunrejo, 5). SPM Taman Dewasa Ibu Pawiyatan, 6). SMA Muhammadiyah 4, 7). SMA Pembangunan, 8).
SMK Muhammadiyah 2, and 9). SMK Muhammadiyah 3. The finding of the research showed that in the aspect of school qualification, the implementation of inclusive education in Yogyakarta city has not yet scoped the readiness for inclusive schools. The model of the service vary, include full service, individualized service, modified service, and others. In the aspect of school management, almost all of the schools perform the academic management although not covered all the related academic activities. In the aspect of management of curriculum, almost all of the schools have the mechanism of control and evaluation.
Only some was found not having the coordinator of development team for inclusive curriculum. Majority of the schools have the strategic plan of facilities development, however only some have the program of the facilities development in related to students with special need. The operational fund for inclusive education was obtained from the goverment both central and district, private, NGOs, society, and other resources. The management of the fund was under responsible of the schools and with the control by the Department of Education. The mechanism of budget plan mostly accomplished by Public Policy 55 all of the schools' components. Support from the society for the implementation of inclusive education fairly sufficient. Most of the principals stated that inclusive education is the proper solution for education service especially for students with special need. In contrast, most of teachers exclaim that inclusive education is not a good policy. Some of the response given regarding the statement is that students with special need are better to study at home and or at the special schools (SLB). In Surakarta city, based on our initial research in 2011, it was found that there were eight inclusion schools with none of them was for senior high school. The mentioned schools were 1). SDN Pajang 1, 2). SDN Petoran, 3). SD Bromantakan 56, 4). SDN Manahan, 5). SD Khusus Bina Putera, 6). SMAN 8 Surakarta, 7). SMKN 8 Surakarta, and 8). SD Al-Firdaus Surakarta.
The determination oftheschoolsis still based on theinitiationofthe related department, and there is no provisionregarding its stipulation. The implementation of inclusive education in the schools was performed using the school-based management system with inclusive perspective.
The source of the fund include from the government, parents, and other resources. In two schools in which we gathered some further data, SD Al-Firdaus and SMKN 8, it was found that the implementation of inclusive education in both schools were with high appreciation. Even SD Al-Firdaus was appointed nationally as a pilot school for inclusive education. 2. Government Support and Society Participation Aside from the various percentage number of support, the study conducted in Yogyakarta City in 2009 revealed that the government and society supported the implementation of inclusive education. The society awareness to inclusive education, both directly and indirectly, such as through a public sharing in mass media and scientific meeting. One of the government support of inclusive education in Yogyakarta is through the district regulation namely Peraturan Wali Kota Yogyakarta number 47 year 2008 about the implementation of inclusive education in Yogyakarta City.
This regulation is also based on the previous district regulation on the system of educational policy implementation in Distrct (Perda Kota Yogyakarta number 5 year 2008). In article 15 subsection (3) it is clearly stated that: Students with special needs has the right to receive appropriate services based on their specific needs and in order to be optimal, it is important to having a rule regulating the implementation of inclusive education Peraturan Wali Kota Yogyakarta number 47 year 2008 also refers to Peraturan Wali Kota Yogyakarta number 17 year 2007 about the medium plan of district development in 2007-2011. Based on this regulation, the implementation principles of inclusive education are religiousity, humanism, unity in diversity, and equality. The goals in implementing the inclusive education in Yogyakarta city include: 1. Fulfillment ofthe right toa decent education and provide the widest possible access for al lchildren, including ABK 56 Public Policy 2. Realization of equitable implementation of learning system sareviable and qualified in accordanc ewith the conditions, potential and needs of individual students 3. The realization of the social society formation as an integral part of the family, community, and nation In the mayor regulation is also attached the data of the inclusive schools in the city of Yogyakarta. This data is slightly different from that obtained in the initial design of this study. This due to the mayor regulation, at the time of the study performed, was not yet issued even though it is mentioned in the document that it was signed on 18 September 2008.
However, these nine schools are expected to represent the implementation of inclusive education in the city of Yogyakarta because they are pioneers in implementing the policy of inclusive education. In addition, all the nine schools also include in the new list of the inclusive schools. The new list of the inclusion schools, which include 14 schools, is as shown in table 2 below.
Tabel 2. Inclusive Schools in Yogyakarta City No 1. 2. 3. 4. 5. 6. 7. 8. 9. 10. 11. 12. 13. 14. Nama Sekolah BIAS Special School SD Giwangan SDIT BIAS SD Muhammadiyah Miliran SD Tamansari 1 SD TM Ibu Pawiyatan SD Bangunrejo II SMK Muhammadiyah 2 Gondokusuman SMK Muhammadiyah 3 Yogyakarta SMP TD Ibu Pawiyatan SMU Muhammadiyah 4 SMU Pembangunan TK ABA SD Tumbuh In Surakarta city, several public issues associated to inclusive education found were the real action related to sustainable policies in accordance with the provisions of Permendiknas 70/2009. Preparation and readiness of supporting resources (human resources, funds, and infrastructure) need to be the priority in the government's agenda.
Similarly, regarding the implementation of operational procedures, a clear and implementable regulation was needed as a primary reference.
Nevertheless, in the aspect of efficiencyis found that there was an increase in the quality of education. Opinion in related to support from government and society was also found quite positive. The schools choosen to implement inclusive education was determined by the decree of the department of education of Surakarta. The decree was provided into each level from primary to high school. For example, the decree number 423/2224/SD-AUD/2010 for primary school and the decree number 897.2/1852.A/SMP/2010 for senior high school. Public Policy 57 Discussion and Concluding Remarks Indeed, achieving education for all is not as easy as "turning the palm of the hand". There are some factors influence the attemps to reach the sublime goals.
For instance, the huge constrains of involving all people without differentiate their conditions. Loreman (2001) and Grenot-Scheyer et al (2001) stated that even children with the most severe of disabilities, can work if the schools have a culture of shared values and are genuinely committed to improving their practice. However, such as happen in Yogyakarta, and possible also to occur in other cities, the inclusive schools rejected students because she/he is with cerebral palsy. It is a difficult situation, because the available inclusive schools mostly are for those with "general disabilities" or physical defect such as low vision, deaf, or blind people. Other concern of implementing inclusive of education is in term of supporting facilities and infrastructure. Inclusive schools needs more teachers, or at least provide teacher with specialisation on students with special needs (Guru Pembimbing Khusus – GPK). One of the keys of success in implementing the inclusive education is the availability of human resources who have academic capabilities and profesionalism in the special education (Kemendiknas, 2010). The more number of inclusive schools has to be provided, as the number of ABK also increasing, the more the needs of GPK. The coordinator of the manajemen of primary school Ministry of Education of Yogyakarta stated that number of GPK in Yogyakarta is 51, while the number of inclusive school is 21 with 174 students with special needs. One of the alternatives to solve this problem is by empower and train the regular teachers and give them an incentive of IDR 100.000150.000 to deal with such class (radarjogja.com, 2012). Not to mention the never-end discussion on the appropriate buildings and related supporting facilities of the schools. While the government is put this consideration into account, some comments related to this is almost the same, that it needs a huge investment. With those such concerns to be further discussed for the best solution, respect and conviction on inclusive education will be a benefit for all of us and our nations. Inclusive education is one of the ways to achieve education for all, no one left behind. The spirit of inclusive education is to address equality access in education, that everyone including those with special needs has the right to grow as a dignified individual and receive good education without discriminative treatment. As stated by Mulyadi (2010) that diversity and individual differences should not be thought as gaps and threat, conversely, they are worth more when intertwined with each other as source of richness and therefore not to be treated differently and exclusively. References Direktorat Pembinaan Sekolah Luar Biasa (Dirjen PLB) Dikjen Mandikdasmen Departemen pendidikan Nasional. (2007). Prosedur Operasi Standar Pendidikan Inklusif. Jakarta Kemendiknas. (2010). 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Yogyakarta: Pustaka Pelajar Public Policy 59 Substantive Autonomy in Multicultural State: Review from Conflict Reconciliation in Aceh Province of Indonesia Darmawan Muhammad Ali Student of Doctoral Program of Administrative Science, University of Brawijaya, Faculty of Administrative Science, Indonesia Email: Abstract: Arab spring phenomena have enlisted the newest evidence on how any form of centralized governments are no longer preferable. Thus, decentralized governments have come to surface to offer a new solution for most of countries experienced various kinds of governmental conflicts. In a multicultural country, such as Indonesia, local value is one of the strength for decentralized government. Conflict reconciliation in Aceh Province of Indonesia may be seen as an anomaly case for not following standard conflict reconciliation done in many countries initiated by establishing Truth and Reconciliation Commission and or Human Right and Justice Court. The conflict in Aceh Province of Indonesia is successfully reconciled by using its local wisdom as the pacification to their local voices. Local autonomy offered by the Government of Indonesia to Acehnese people is then elastically change into substantive autonomy by putting its local wisdom as Acehnese's local voice together with national wisdom in local government practice. Local wisdom as the core value dimension can be a new dimension of local government concept which has been proved suitable to reconcile conflict in a multicultural state. Points for Practitioners, The article will be of interest to practitioners concerned about decentralization and autonomy policy in a multicultural state, especially about the use of local value within local government practices. It demonstrates that even in a multicultural state experiencing highly diverse administrative system such as Indonesia there is and has for centuries a large variety of local governmental tradition that continue to re-grow under decentralization policy and elastically change into substantive autonomy by the time local community has learned their own strengths. Keywords: substantive autonomy, decentralization, local government. Introduction Arab spring phenomena have enlisted the newest evidence on how any form of centralized governments are no longer preferable. Centralized and or authoritarian governments embraced by most countries in Arabian Peninsula have been coming to its ends. Tunisia, Yemen, Egypt, Libya, Syria are few of those countries struggling for their governmental reforms. In administration, there almost always occur mutual contradictory pairs (Simon, 1946: 136). In case of this Herbert Simon's 'proverb', when the principle of centralized government began to fade and no longer satisfying, its mutual contradictory pair, which is decentralization, will blossom and become something promising for the administration reformist. This theory proved to be true for the case of Indonesia. The fall of Soeharto New Order of centralized government regime in 1998 was the starting point for Indonesian reformist to turn upon decentralized government. Decentralization, by its 60 Public Policy concept, will come to some kind of 'agreement' on establishing new autonomous regions, local authorities and local governments (Hoessein, 2009: 89). This has been also experienced by Indonesia. The change of model, pattern and form of government in Indonesia from centralized to decentralized government is the cause of the blooming and blossoming of the spirit of the implementation of government based on regionalism and localism throughout the country, including in Aceh Province.5 This also, indirectly, underlied the peace process to the three-decade vertical conflict in Aceh. Another catalyst that led to a peace agreement in Aceh Province is the greatest natural disaster ever happened over decades, the 8.9 MMI of earthquake and tsunami on 26th December 2004 (Pérez, 2009: 46). The three-decade vertical conflict in Aceh, including governmental and bureacrative conflict, was ended successfully by using reconciliation mechanism. Instead of having some satisfying explaination on the conflict resolution, it remains some conceptual gaps. Conceptually, the theory of 'exit' and 'voice' from Hirschman (1970) described the kinds of response on an organizational decline including organization of local government. When experiencing the decline in an organization then the response chosen is whether to exit the organization or stay within organization by having the voice heard. This was not what happened in Aceh.
The theory of 'exit' and 'voice' has not been able to explain the anomaly of the resolution of the conflict in Aceh. When a peace agreement was signed through the Memoradum of Understanding (MoU) Helsinki, Acehnese people represented by GAM spoke out their voices (local voice) to GoI which can be seen in most of Articles of Act No. 11 of year 2006 on The Government of Aceh as the initial condition to improve the new GAM-GoI relations on ending the conflict. Some of local voices such as the establishment of a Truth and Reconciliation Commission (TRC) and the Human Rights Court have not come to realize. Both local exit (local choice) and local voice from Acehnese people in respond to the decline of local government in Aceh were not as what Hirscman (1970) theorized. However, conflicts can still be terminated and the stability of the implementation of local government began to take shape. Another conceptual gap is related to the concept of local government proposed by Muttalib and Ali Khan (1982) which is said to be built on the basis of six important dimensions, namely: social, economic, geographic, legal, political and administrative dimensions.
In the social and geographic dimensions, Muttalib and Ali Khan (1982: 2-4, 6-8) mentioned the importance of the individual role who inhabit in a region that has its own local government but not explicitly told about the importance of the value brought by each individual both as individuals and as groups of individuals that form a society. These Individual values cannot be put aside for their importance is not less than the other six local government dimensions. It seems to be out of arena of attention of Muttalib and Ali Khan (1982) to use individual core value as one of dimension of the local government concept. 5 Nomenclature of provincial government for Aceh based on Act No. 11 of year 2006 is Aceh Province replacing the name of Nanggroe Aceh Darussalam (NAD) Province in Act No. 18 of year 2001. This nomenclatural change has yet not been socialized properly since the name of NAD Province instead of Aceh Province is still used in many occasions. Public Policy 61 In general, the principle of decentralization is also not free from political and economic motives. Descriptions on decentralization proposed by many theorists have led to somekind of 'agreement' of decentralization types, which are devolution, deconcentration, delegation, privatization and deregulation. Of the five forms of decentralization, devolution and deregulation are granted on the political and legal reasons; deconcentration and delegation are implemented due to administrative reasons; and privatization is definitely chosen for economic reasons. It is apparent that the reason for using decentralization principles has not been caused by the human essence that occupies space and time where the government is practiced.
In addition, Hirschman's theory is yet not sufficient enough to explain what happened in Aceh. So, it must be 'something else' that made it possible in Aceh case beside local exit and local voice in response to the decline of Aceh local government as an organization. The conflict can be still elegantly reconciled though. Is the local wisdom of Acehnese people as of that 'something else' that can be a new complementary concept to the Hirschman's theory of local voice and local exit? So, how should we explain the presence of local wisdom in local government practices in Aceh case?
Types of Decentralization in Indonesia Up until now, the debates on thenotionof decentralizationhave yet notgiven any clear definition ofthe term itself. Smith(1985: 18-45) chose thephrase'decentralization intheory' ratherthan using thephrase'decentralization theory', because in his argument, decentralizationcan beviewed fromvarioustheories. Onething for sure in decentralizationconcept is that the existences ofthelevels of government, central government andlocal governments. As example, CheemaandRondinelli(1983: 18)said that: Decentralization is the transfer of planning, decision-making, or administrative authority from central government to its field organizations, local administrative units, semi autonomous and parastatal organizations, local government, or non-government organizations In the case of Indonesia, decentralization has experienced many types and patterns of implementation initiated by the declaration of independence by the founding fathers. Later, it was followed by the creation of some laws on decentralization.6 Decentralization in Indonesia has been spanned accordingly. The following action of the latest law on decentralization is the rapid growth of regional expansion. Up until December 20087 it had been officially approved 215 new autonomous regions consisting of 7 new provinces, 173 new regencies and 35 new cities. In total, up until 2009, Indonesia has 33 provinces, 398 regencies and 93 cities (BPS, 2010). Table 1. shows that the goal of decentralization in Indonesia is changing upon the era of government. This change is likely to follow what had been argued by Painter and Peters (2010: 10) who mentioned that the administrative tradition of a country can be changed due to copying, coercive, and or normative way. Referring to Smith (1985), 6 7 62 Catalog on Law of Republic of Indonesia 1945-2010 published by Ministry of Interior of Republic of Indonesia on September 2010. Downloaded from: on Oct, 12th 2010. Source: Accessed on June 30th 2010. Public Policy Hoessein (2009), Muluk (2009) and Indonesia (1999; 2004), the range of decentralization implementation in Indonesia can be classified into devolution (political decentralization), deconcentration (administrative decentralization), and delegation (functional decentralization) or also called 'the duty of assistance' (medebewind). Table 1. The Goal(s) of Decentralization in Indonesia in Every Era of Government No Era of Government 1. Dutch Colonialism 2. Dutch Colonialism 3. Old Order 4. 5. 6.
Old Order (Demokrasi Terpimpin) New Order Reform Order 7.
Indonesia Bersatu Era of Decentralization Act on Decentralization 1903 Bestuurhervormingswet 1922 Act No. 1 of 1945; Act No. 22 of 1948; Act No. 1 of 1957 Act No. 18 of 1965 Act No. 5 of 1974 Act No. 22 of 1999 Act No. 32 of 2004 Goal(s) of Decentralization Efficiency Efficiency and participation Democratization of government Government stability and efficiency Efficiency and Effectiveness Democracy, popular participation, equity and justice, and consideration of local potential and diversity Likewise Act No. 22 of 1999 with addition on the principle of broadest autonomy as the concern to constitution amendment However,as a multicultural country with many kinds of decentralized local governance, Indonesia should also be more prepared and aware of the ineffectiveness of the decentralization implementation. Ink (1993: 276-277) in the De Guzman and Reforma (1993) says that the failure of decentralization can be caused by several problems that commonly occur: (1) undermining decentralization (e.g. local elite's informal behavior to always ask for guidance from central government), (2) capacity building (e.g. lack of local bureaucracy resources and competency), and (3) clear delegation. Elasticity of Autonomy in Multicultural State Fleras (2009: 210) said that the central challenge for the 21st century is gradually taking shape; namely, to improve the society-building prospect of living together with difference under an inclusive governance. In other words, it can be said that the state should no longer treat a person or certain people or society differently because of their differences. The diversity of ethnic, racial, religious, cultural, economic and political ideology has been seen as an added value that in turn can strengthen the government. There is no single country in this world which has homogeneity within. Heterogeneity (or so called diversity) can occur within a country by the meaning of wide range of geographic Public Policy 63 landscape, demography, history, and culture etc. Therefore, the diversity, culture in particular, has provided a better understanding toward multiculturalism. Vasta (1996: 48) said that multiculturalism as a form of public policy has central attention on the management of cultural diversity. Multiculturalism is a part of a strategy to establish socio-cultural relations. Fleras (2009) concluded this as a form of living together differently without those differences getting in the way of living together equitably. Thus, Indonesia can be said as one of the most advantaging country by means of its multiculturalism. Indonesia is the largest archipelagic country which has no less than 13,000 large and small islands.
Manan (2010: 128) said that Indonesia is inhabited by at least 300 ethnic groups with no less than 200 different types of spoken language. Multiculturalism in Indonesia is not only limited to ethnic and language. Indonesia, with population of about 236.7 million people (BPS, 2010), is still enriched with religious diversity and wide range of geographic landscape (e.g. coastal, swamp, plains, hills, forests, mountains, seas, rivers etc). This complexity reflects the truly social richness of Indonesian multiculturalism. According to Vickers (2005: 2) and Manan (2010: 128), diversity and 'the depth' of Indonesian culture is a product of the spirit and nature of openness that exists in every Indonesian individual to the new ideas and practices which can be seen from the number of foreign cultural influences in Indonesian culture such as the influences from China, India, Western and Islamic civilizations in Indonesian daily life. It is also likely to come to the explaination of why the diversity of Indonesian culture varies greatly from one region to another. So as a multicultural state, cultural diversity should be valued more and may be the strength for Indonesia to maintain the development sustainably. Multicultural richness in Indonesia has been adapted elegantly into the implementation of local government by Act No. 22 of year 1999 and refined by Act No. 32 of year 2004. By this mean, the existence of diversity throughout the country have been recognized, legalized and permitted by law in the implementation of local government based on its locality. Concepts and values contained in the terminology of the term 'local government' can be traced to its root from Latin and Roman languages (Norton, 1994: 3). Latin terms such as koinotes (community) and comitates (county) or Roman terms such as demos (people/district), municipium (municipality) and civitas (city) can be still easily found in use in the structure of government in many countries today. The term 'local government' in general, according to Norton (1994: 23), is not meant as an organization governed by representatives elected through electoral mechanisms but is meant as a community that is able to govern themselves and inhabit in a particular area. This terminology seems also to be translated very well by the legislation on governing local government in Indonesia. Locality and regionalism that have gained recognition in the implementation of local government in Indonesia is something that has come to a common understanding. Anomalies of Conflict Reconciliation in Aceh Province of Indonesia Conflict reconciliation in Aceh Province of Indonesia can be achieved elegantly with very minimum negative impacts. In one hand, conflict can be reconciled but in another hand, there are still many required conditions following the reconciliation process that are not yet established until now. Thus, conceptually, conflict reconciliation in Aceh Province of 64 Public Policy Indonesia can be said as an anomaly for not working as usual standard of conflict reconciliation.
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The estuary of such problems the village faces is in the problem of regulation about the village governance system. This study aims to analyze the implementation of decentralization in village governance; and the village independency in decentralization policy. Based on the result of study, the following result can be obtained: (1) the (political/bureaucratic) authority transfer during the enactment of Act Number 22/1999 reveals the highest/largest weight compared with the Act Number 32/2004 and Act Number 5/1974, both in regulative and implementative levels; (2) the construction of decentralization built in governing local government equals to that built in governing the village government; (3) the objective of village decentralization has not been achieved because (autonomy) decentralization in Indonesia ceases up to the regency/city government; (4) the existence of village is weak because it has no strong position and adequate resource; (5) from administrative/economic independency perspective, there is predisposition of improved society independency on the one hand, and stagnancy or regression of village government independency on the other hand; (6) from the political independency perspective, the change occurring is closely related to and highly affected by the design of prevailing legislation, and (7) the aspects potentially affect the village independency can be divided into internal and external factors. Keywords:decentralization, independency, village, Indonesia Introduction A variety of problem portraits in rural areas has indicated that the village government system that had been prevailed since a long time ago has not been proven as a wellestablished system. Such the problem complexities become the evidence of considerable problems around the implementation of decentralization, particularly the village government organization. Conceptually, this study is based on a number of real and theoretical problems. Some factual or empirical and theoretical problems that can be formulated and underlined are: firstly, the fact that the implementation of decentralization in village level has not been apparent clearly, particularly relative to position and authority of village and the expected effect of decentralization. The decentralization policy the Indonesian nation holds must theoretically be able to become a solution to the problems the village government faces. In decentralized system, the lower level of government (local and Public Policy 73 village) has been given authorities for governing their own domestic affairs.
Similarly, the inter-governmental relationship, manifested in the relationship between village and supra-village, logically can realize the harmonious relationship between ordinate and subordinate so that the village independency is achieved. In fact, the change of decentralization policy that in turn affects the village government system has not been able to realize an effective and efficient government. Theoretically, there are several complexities in the village government system currently. One authority of village government under the article 206 of Act Number 32/2004 is “those becoming the regency/municipal’s authorities that are transferred for its governance to the village”. This provision means that the act gives the Regency/municipal mandate to undertake authority “decentralization” to the village. It is not logical that a regency/municipal as a unit of autonomic government can bear on an autonomic government as well. In another problem, the Act Number 32/2004 also asserts “the assistance task of government, province, and/or regency/municipal government” as one of village authority forms.
Theoretically, it is not appropriate, because the assistance task is not village authority/affairs. Authority is the right inherent and given fully to the village, and decision making as well as accountability lie in the village.
Meanwhile, the assistance task is the form of delegation from the government to village. Act Number 32/2004 puts village in a subsystem of regency/municipal. As a result, village that in reality is the closest to people is in a powerless position. The fact is in contradiction with theoretical argument putting village (village government) as the most strategic legal unit in public service because it is the closest one to society. Subsidiary principle emphasizes that the decision making, the use of authority, accountability and problem solving should be done at local level. The village government is the one closest to the grassroot society. Thus, the village government actually has strategy role and position in public service and community empowerment. Secondly, the fact that structural and functional change has not contributed yet to the village independency. The attempt of realizing the village independency, in fact, has not been achieved yet up to now. Even, the Interior department admits that the design of village government included in the Act Number 32/2004 has not been complete as the vision and policy to build village independency, democracy and welfare. Village dependency on the supra-village in the term of finance and development is very high. The village government loses its capability of organizing development in its own village. When majority income is obtained from the upper level of government, the village’s discretion in managing it independently is limited, given the provision of fund use deriving from the upper level of government has been outlined by the fund provider. The village’s high dependency is not only in the term of finance but also in other administrative problem, but the village community also experienced dependency relative to its welfare. This paper analyzes the two realities of those problems. This study belongs to a descriptive qualitative research.
The types of data needed were primary and secondary data. The data collection was done using interview, observation, and documentation. 74 Public Policy Technique of analyzing data used was content analysis and phenomenological analysis.
The scope of research was divided into three dimensions: time, place, and analysis focus. From time limitation aspect, the research focuses on 2005 to 2010 period or since the enactment of Act Number 32/2004 and PP Number 72/2005. Meanwhile setting limitation in this research is limited to Boyolali Regency of Central Java, particularly in three villages (Krasak, Bendan, and Catur). Meanwhile the focus of analysis in this research is limited to two problems: decentralization implementation in village government organization, as well as the effect of institutional structural and functional change on the village independency in the process of government organization and development. Literature Review Defining decentralization singly is difficult to do. It is impossible to standardize the usage of the word ‘decentralization’ by seeking to give it meanings that would be acceptable universally (Meenakshisundaram, 1999:55). Even, Montgomery stated decentralization more as an art. “Decentralization is more an art than a science” (1983:231). Cheema and Rondinelli (1983:18) defined decentralization as ”the transfer of planning, decisionmaking, or administrative authority from the central government to its field organizations, local administrative units, semi-autonomous and parastatal organizations, local governments, or non-governmental organizations”. Decentralization involves the delegation of power to lower level in a territorial hierarchy,whether the hierarchy is one of governments within a state or offices within a large-scale organization (Smith, 1985:1). According to Maddick, decentralization is “the legal conferring of powers to discharge specified or residual functions upon formally constituted local authorities” (Hoessein, 2000:10). Furthermore, it is explained that the definition of decentralization actually contains two interrelated elements: autonomic area establishment and legally power transfer to deal with certain governmental sectors, both detailed and formulated generally. Decentralization can be categorized into two definitions: definition from administrative perspective and that from political perspective (Gayatri, 2007). It is line with Smith’s view that sees decentralization as the transfer of authority. Decentralization involves authority transfer.
The transferred authority can be classified broadly into both political and bureaucratic. The political authority is surrendered when the power is delegated or allocated between the national and local governments. Such the delegation creates political institution with the right to make policy for areas. The bureaucratic power derives from delegation of responsibility from central office of an organization to the field.
The discretion the organizational representative can undertake in the field depends on what delegated in the organizational hierarchy (1985:8-9). The implementation of decentralization policy in a country will bring about local government in the concerned country (Supriyono, 2010:13). In addition to be decentralization instrument, the local government plays other roles. Firstly, the local government can effectively distribute local stress, states and unites local interest. Secondly, the local government can give as service more efficiently than the central government. Thirdly, the local government can plan with larger quantity of local knowledge. Fourthly, the local government can ensure the better accountability from the Public Policy 75 public officials to the citizen. Finally, the local government can be an effective communication channel between the central and people (Meenakshisundaram, 1999:6061). Several countries are different in concept and values underlying their understanding on the role of local government and the inter-governmental relationship. Three important aspects that can be differentiated are: meaning and values implanted in the term of public utility; ideal values; and relevant principles and doctrine (Norton, 1997:22-23). The relationship between central government and local government shifts between two value poles, namely nation building and national stability on the one end, and autonomy value on another end. The Indonesian government’s formal juridical response to this dilemma is varied over times, depending on the constitutional configuration and political contribution in certain period of time (Tjokrowinoto, 1995). Push-pull force between the democratic political configuration and the authoritarian one had been occurring along the history of Republic of Indonesia country so that the relationship between the central and local also suggested the experimental process because it always changes along with the change of its political configuration (Mahfud, 1999:194). The history of local/village government order had changed along with the dynamics of national political condition and situation.
(Widjaya, 2008:7). When historical reflection is conducted, it will be found a homogenous pattern placing the village as the systematical and sustainable base of exploitation for the sake of state interest. In colonial era, although not all, most villages in Java had had position just like “constitutional area” (Tjondronegoro, 1999:11).
Despite autonomy, their economic life order was adjusted with the colonizer’s interest. Village became the means of penetrating and exploiting human and natural resource for the sake of colonial state’s interest through the government rule increasingly burdening the people in the form of money and effort (Marbun (1988), Ali (2008), Ditjen PMD (2007)). Furthermore, during Japanese colonial government in 19421945, the colonizer took over the village government system inherited by the Dutch colonial (Marbun, 1988:26). The people in village were mobilized for the war utility. Meanwhile, before colonialism, historically, village area is an autonomic area (Kartohadikoesoemo, 1984:182). The village authority and obligation to undertake its autonomic right were considerable. Except several limitations determined in the regulation of central government and the local area above, therefore village has a full autonomic right. Its power not only contained the government in narrow definition (bestuur), but also the government in broader definition (regering). It is because the village is also sovereign over justice, legislation, police, and defense. Integration of village into state area, leads to the loss of village autonomy. The existence of village as an independent area ends as the supra-village arises.
According to Eko and Rozaki (2005:53), village autonomy contains discretion, immunity, and capacity principles. Integration between local discretion and capacity will bring about village independency, namely the independency of managing the government, making decision, and managing its own local resource consistent with the local people preference. Independency is a strength or precondition enabling the process of improving the quality 76 Public Policy of village government organization, village development, local initiative and potential development, public service and life quality of village people in sustainable way. The concept of independency contains several meaning (FPPD dan DRSPUSAID, 2007). Firstly, government organization and village development are based on the local people’s initiative and preference. Secondly, consistent with the subsidiary principle, the local people affairs at local scale should be completely decided in the village border. Thirdly, because the state recognizes the existence of village selfgoverning, and the state also employs village for organizing the government, the state is obliged to give fund support to village. According to “growth machine” theory, when “local administrative and political structure” can be reformed and reconstructed well, each potential human resource strength (human-actor) can be raised through the commonality and social-conflict degree reduction neutralized through a strong networking concept, village independency (village autonomy/locality) will be realized (Dharmawan, 2006:6). The village autonomy or village independency is highly determined by the structural and agency quality of its government order characterized by “the social independent change agent”. An alternative development that can improve the village independency is required. The characteristic of new approach to rural paradigm includes many factors: firstly, it is a strategic development strategy encompassing a broad area affecting directly and indirectly the performance. Secondly, the largest focus is on endogenous (local) assets and knowledge, as well as a little consideration to exogenous investment and transfer. Thirdly, it is a collective government approach to the similar affairs including local, regional, national government, and other stakeholder and subdominant role of central government (OECD, 2006:15). Tabel 1.Rural New Paradigm Old Approach New Approach Objectives Equalisation, farm Competitiveness of rural areas, income, farm valorisation of local assets, exploitation competitiveness of unused resources Key target Agriculture Various sectors of rural economies (ex. sector Rural tourism, manufacturing, ICT industry, etc.) Main tools Subsidies Investments Key actors National governments, All levels of government (supra national, farmers national, regional and local), various local stakeholders (public, private, NGOs) Sumber: OECD (2006:17) Result and Discussion 1) The Implementation of Decentralization in Village Government Organization The village government system enters “modernization” and “statehood” (cooptation by the government) during colonial era when the village became a part of governance by the state through IGO and IGOB. Since then, the village became the ongoing object of supra-village government interest. Through the Act Number 5 of 1979, village for the first time is regulated by the law in a long time. In line Public Policy 77 with the central government emphasizing on the development paradigm and restricting the area/village freedom, the Act Number 5/1979 is aimed at the achievement of central government interest. The Act has authoritarianism and centralistic spirits. The village government variability is considered as a constraint to the implementation of intensive building and control in order to achieve the objective of development. Such background can be seen in the explanation of Act Number 5 of 1979, that the legislation not governing the village government uniformly is considered as less supporting for its people to grow toward a dynamic progress. Act Number 22 of 1999 released along with the reformation movement had impacted the local (village) government system. Act Number 22/1999 has broad autonomy spirit, variability, democracy, participation, and is independent in nature. Democratization appeared from the establishment of Village Representative Body (BPD) the members of which were selected directly by the people and separated from the executive, the loss of village uniformity spirit, the presence of people freedom of determining its authority and interest. The revision to Act Number 22/1999 by the Act Number 32 of 2004 had changed some rules about village. Act Number 32/2004 is frequently called far away from the spirit of Act Number 22/1999, otherwise approaching the Act Number 5/1979. On the one hand, democratization aspect of village is reduced and the control of central government is increasingly strong; on the other hand, the aspect of public service is more emphasized. Theoretically, the emphasis of decentralization between the Act Number 32 of 2004, Act Number 22 of 1999, and Act Number 5 of 1974 is different.
The decentralization weight (local autonomy) according to Act Number 22/1999 is higher than that according Act Number 32/2004. Meanwhile, the Act Number 5 of 1974 has the lowest decentralization (local autonomy) weight compared with two alternates of it.
It can be seen from the limited conception on decentralization and authority of each act. In Smith perspective, the (political/bureaucratic) authority transfer during the enactment of Act Number 22/1999 reveals the highest/largest trend compared with the Act Number 32/2004 and Act Number 5/1974, in both regulation and implementation level. The difference of decentralization emphasis among the three legislation periods is the result of interest affinity reflecting the direction of ruling regime. There is a correlation between the direction of government policy and political condition and the trend of decentralization change. The construction built in regulating the local area is the same as the on built in regulating the village government. The regulation about village is not regulated implicitly in 1945 Constitution. The position of village since the enactment of Act Number 1 of 1945 to the last legislation (Act Number 32 of 2004), dos not have strong position. The foundation supporting the position of village is not firm/clear. The regulation ever existing contributed to the unclear village position design. The village position vagueness affects other aspects. The position of village will really determine the village authority, the relationship of village to supra-village, village 78 Public Policy government arrangement, and village financial sources.
Meanwhile, the authority problem is the essential aspect of decentralization. The authority problem frequently becomes the tug-of-war object between the village and the upper level government. The unclear provision of authority as well as its very minimum implementation, leads to unclear village independency future. This fact proves the inappropriateness in designing the affair distribution (decentralization) between the local government and village government. In this case, subsidiary principle could be taken into consideration theoretically. Subsidiary principle as the one that every problem should be resolved at the smallest/lowest level, unless there is a reason urging this to be resolved at broader level. The subsidiary principle emphasizes on the recognition on all origin authorities the village has, before the government can take over the affair that according to it cannot be undertaken by the village. In addition, there are several criteria in the attempt of realizing proportionality in dividing the government affairs: externality, accountability, and efficiency. Those aspects are not implemented consistently so far because of such causes as unwillingness of supravillage to share authority meaning should share resource (funding, instrument, and personnel). The placement of village as the regency government subsystem can be said as the government’s less partiality to village. The central government and local government have not had strong commitment and high consistency in paying attention to village. In contrast, with its authority the regency government gives the village less opportunity of being independent (autonomic). The attention of government and local government to the village government organization and development is still inadequate. The local government does not seriously give recognition and protection over the village societal aspects. Analyzing the village decentralization can be seen from what the role the supravillage government plays in the organizing the village government. This study had mapped the role of supra-village government. The role of supra-village government can be categorized in six aspects: the provisions of BPD establishment, of village regulation, of village apparatus appointment, of village finance, as well as of custom empowerment, preservation and development. The role of supra-village government in organizing the village government does not ideally remove the village “sovereign”. The village should be given larger discretion/freedom to regulate its government and development with adequate resource support from the supra-village government. “Stopping” decentralization only up to regency/city level and making the village position meaningless are inappropriate. The implication of autonomy reaching only the regency/city is village interest marginalization. The marginalization practices can be seen, among others, in the provision of Village Fund Allocation distribution (ADD). The village marginalization process incurs difficulty to village for obtaining access to the government and development resource, thereby losing its autonomy.
The village becomes lack of resource and not more than object of regency/village government. Public Policy 79 2) Analysis of Village Independency In this study, the village independency is limited to two main problems: administrative/economic independency (viewed from the structure and composition of Village Budget and Expense (APBDesa), the village’s discretion in managing the village income, asset, and business); political independency (viewed from the apparatus recruitment/building process, apparatus accountability, society participation/political right manifestation, independency in policy making, and freedom of expressing the village and custom origin right). How independent the village is administratively and economically firstly can be observed from the proportion of Village Original Income (PADesa) compared with the overall village income. The contribution of PAD to the local income is averagely supported by the village cash land so that the village cash village is minimum (deficit), thereby the PADesa is low. The village potential (asset) that can provide large income that has been managed (mastered) by the supra-village government. Because PADesa is low, the proportion of upper level (central/province/regency) government becomes higher. Similarly, the village government fund’s dependency on upper level government is substantial. Meanwhile, the allocation of fund from the external party is frequently determined, so that the village government allocates the budget less discretionarily. The high percentage from supra-village is sufficiently dilemmatic. On the one hand, the village needs fund from supra-village; on the other hand the financial limitation makes the village relies on external help, thereby affecting the village independency. In the term of village asset and business management, the village government has been able to manage independently and achieve the result. The result of a study on the village independency from administrative/economic perspective reveals the society independency tendency on the one hand, and stagnancy or regression of village government independency on the other hand. The shift can be seen from the keep existing and improved role of society, compared with the role of village government tends to not changing. The village government independency that does not develop well can occur because the presence of designed intended deliberately to co-opt the village or the government non-deliberateness as the impact of government incapability reality in empowering the village, particularly in budget aspect. The society independency has not been affected by the society potential. Meanwhile, the society potential is largely determined by the social-economic aspect of society. The higher the society’s social-economic level, the higher is its potential to be independent.
On the contrary, the group with no adequate socialeconomic status will give limited contribution to the development. The village political independency can be traced back into the characteristic of village government and BPD. From the quantity and quality aspects, the condition of government apparatus is very limited. The limited quantity and quality of village apparatus personnel affects indirectly the village independency in serving the rights of society members. The higher the village government’s incapability of undertaking its task, the weaker is the support for village independency. 80 Public Policy In the term of discretion to recruit the village government (head of village, village apparatus, and members of BPD/LMD), the three Acts has different level. The village government apparatus election/appointment as well as the role of stakeholders in each act is different. The change in the village government apparatus recruitment mechanism always follows the national political climate. The society’s freedom of electing the village officials indicates the village independency level. The freer the society determines its choice, the more independent is the election process proceeds.
On the contrary, the more the supravillage government’s role/participation, the lower is the village independency in village government apparatus election. The independent village in electing the village government apparatus decreases currently compared with that during the enactment of Act Number 22/1999. The village independency of determining its government apparatus reaches the lowest level during the enactment of Act Number 5/1979, because of very high dominancy of supra-village. The change of recruitment pattern and function of BPD from the former rule is considered as weakening the role of BPD as the representative of society in the government. The role of and existence of BPD is increasingly apparent in bridging the society and the village government. Thus, there is a potential independency of village government from the society root on the one hand, and the dependency of village government the supra-village on the other hand. The grassroot involvedness in developing policy and planning development is very limited and more formal. The society less enthusiastically following the mechanism of development planning the village government does because the result of development planning (Musrenbangdes) is frequently unclear in its implementation. Regarding the freedom of expressing the right of village origin and custom, the tradition or ritual that is inherited from generation to generation in certain village still operate up to now despite no customary village in the research site. In other villages, custom survives very rarely, due to the uniformity policy in New Order (Orba) era. Based on the study in the field, in detail, the aspects potentially affecting the village independency can be categorized into two factors: internal and external.
Internal factor includes the one deriving from village government (village head and apparatus), BPD, society, and village income.
The external factor includes the one originating from regulation, upper level government (central/province/regency government) and geographic factor. Referring to the new rural paradigm formulated by OECD (2006), the new rural paradigm is aimed at the creation of competitive rural areas, asset empowerment, resource exploitation that so far is not used. When the key sector target of old paradigm is agricultural sector, the target of new paradigm is more varied in rural economic sector. Thus, the subsidy/help from supra village government on which the village government relies so far should be replaced by investment approach. Finally, the key actor of new paradigm no longer consists of national government and peasants (farmers), but entire level of government and stakeholder at local level (such as society and private). Public Policy 81 To observe the factors affecting the village independency relative to the village institutional structure and function, Giddens’ structuring theory (2010) can become reference. The composition of agents and structures is not two certain separated phenomena or a dualism but represents duality. One primary proposition of structuring theory is the rules and sources involved in social action production and reproduction and a means of reproducing system (structure duality) all at once. When the “local administrative and political structure” can be reformed and reconstructed well, while each potential human resource power (human-actors) can be raised via the commonality and reduced social conflict degree neutralized through the strong networking concept, the village independency (read: local autonomy/locality) will be realized (Dharmawan, 2006:6). But the fact that should be taken into account is that the village apparatus and society is frequently in the position of being not functioned by the supra-village. The reality is an old legacy from the new order era. Since that era, the village people lose its political capacity after all village institutions was under Central Government’s control and the village government loses its capability in organizing the development in village. Thus, in addition to involving the action-reaction between the “agency and structure”, there was one determinant variable, namely supra-village variable (upper level government).
The external influential factor can be affected or intervened by the supra-village variable. The supra-village variable can produce legal product (regulation), policy, and resource, all potential of which affects the village independency.
Conclusion Based on the discussion of study, several conclusions can be drawn. The (political/bureaucratic) authority transfer during the enactment of Act Number 22/1999 reveals the highest/largest weight compared with the Act Number 32/2004 and Act Number 5/1974, both in regulative and implementative levels.
The difference of decentralization emphasis among the three legislation periods is the result of interest affinity reflecting the direction of ruling regime.
There is a correlation between the direction of government policy and political condition and the trend of decentralization change. The construction of decentralization built in governing local government equals to that built in governing the village government. There is a similarity of the keyword between the Act Number 5/1974 or Act Number 5/1979, Act Number 22/1999, and Act Number 32/2004 to govern either the local or the village government.
The objective of village decentralization has not been achieved because (autonomy) decentralization in Indonesia ceases up to the regency/city governmen. The implication of autonomy reaching only the regency/city is village interest marginalization. Act Number 5/1979, Act Number 22/1999, and Act Number 32/2004 do not put the village in autonomic position and only put it as a part (subsystem) of regency/city government. The existence of village is weak because it has no strong position and adequate resource. The village position highly determines the village authority, the relationship of village to supravillage, village government structure, and village financial sources. Village independency is defined as capable of settling all problems at locality level without relying on external help. From the administrative/economic perspective, 82 Public Policy there is a tendency of improved society independency on the one hand, and stagnancy or regression of village government on the other hand. The shift can be seen from the keep existing and improved role of society, compared with the role of village government tends to not changing. From the political independency perspective, the change occurring closely related to and highly affected by the prevailing legislation design. In addition to the legislation design, the local potential also gives contribution to the village political independency.
The potential aspects affecting village independency can be categorized into two factors: internal and external. Internal factor includes the one deriving from village government (village head and apparatus), BPD, society, and village income. The external factor includes the one originating from regulation, upper level government (central/province/regency government) and geographic factor.
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Cooperatives to become more interesting in this discussion because cooperatives create and maintain jobs, Co-operatives are significant economic actors in national economies, Large segments of the population are members of co-operatives, and has been good defense when economic crisis. Sekar Tanjung Dairy Industry Cooperatives has been success to increasing competitive ability because they has been modern factory to processing milk and filling, they have 1st grade dairy milk raw material from their own members, well-managed, focus in core business, diferentiation in production, well-established social capital, received ISO, and supported by good government policy and commitments. Keywords:Competitiveness, Government Policy Co-operatives create and maintain employment Co-operatives provide over 100 million jobs around the world, 20% more than multinational enterprises. In Argentina, co-operatives are responsible for providing direct employment to over 233,000 individuals. (Source: Instituto Nacional de Asociativismo y Economia Social (INAES), September 2007) In Bolivia, 1590 co-operatives provide 32,323 direct jobs and 128,180 indirect jobs.
(Source: Diagnóstico Nacional Cooperativo (DNC), 2008 as reported in Boletín Informativo aciaméricas.coop Nº65, December, 2008) Public Policy 85 In Canada, co-operatives and credit unions employ over 155,000 people.
The Desjardins movement (savings and credit co-operatives) is the largest employer in the province of Québec.
 In Colombia, the co-operative movement provides 137,888 jobs through direct employment and an additional 559,118 jobs as worker-owners in workers cooperatives - providing 3.65% of all jobs in the country. (Source: CONFECOOP. Gestión para construire una mejor opción de vida: Desempeno del Sector Cooperativo Colombiano 2009) In Czech Republic, 1,298 co-operative societies with 785,202 individual members provide 56,042 jobs. (Source: Selected Data on the Czech Co-operative Movement in 2009) In France, 21,000 co-operatives provide over 1million jobs representing 3.5% of the active working population. (Source: Top 100 des Entreprises Coopératives et panorama sectoriel, 2010) In Germany, 8,106 co-operatives provide jobs for 440,000 people. In Indonesia, co-operatives provide jobs to 288,589 individuals. (Source: Ministry of Co-operative & SMEs, Indonesia, 2004) In Iran, co-operatives have created and maintain 1.5 million jobs. (Source:) In Italy, 70,400 co-operative societies employed nearly 1 million people in 2005.
(Source: Camere di Commercio d'Italia, "Secondo rapporto sulle imprese cooperative") In Kenya, 250,000 people are employed by co-operatives. In Slovakia, the Co-operative Union represents more 700 co-operatives who employ nearly 75,000 individuals. In Spain, co-operatives provided jobs to 21.6% of the labour market in 2007. (Source: Ministerio de Trabajo e Inmigración. Secretaría General de Empleo.
Dirección General de Fomento de la Economía Social, del Trabajo Autónomo y de la Responsabilidad Social de las Empresas) In the United States, 30,000 co-operatives provide more than 2 million jobs (Source: National Co-operative Business Association www.ncba.coop/ncba/about-coops/research-economic-impact) The Co-operative Movement brings together over 1 billion people around the world.
The United Nations estimated in 1994 that the livelihood of nearly 3 billion people, or half of the world's population, was made secure by co-operative enterprise. These enterprises continue to play significant economic and social roles in their communities. Below are some facts about the Movement that demonstrate their relevance and contribution to economic and social development. 86 Public Policy Large segments of the population are members of co-operatives In Asia 45.3 million people are members of a credit union. (Source: Association of Asian Confederation of Credit Unions, Annual Report 2007/2008) In Argent

technical training, or to take action against the HIV/AIDS pandemic. Through their varied activities, co-operatives are in many countries significant social and economic actors in national economies, thus making not only personal development a reality, but contributing to the well-being of entire populations at the national level. Over 800 million people are members of a co-operative. Co-operatives provide 100 million jobs worldwide, 20% more than multinational enterprises.
Public Policy 91 A co-operative is an autonomous association of persons united voluntarily to meet their common economic, social, and cultural needs and aspirations through a jointlyowned and democratically-controlled enterprise. Values Co-operatives are based on the values of self-help, self-responsibility, democracy, equality, equity and solidarity. In the tradition of their founders, co-operative members believe in the ethical values of honesty, openness, social responsibility and caring for others. Principles The co-operative principles are guidelines by which co-operatives put their values into practice. Co-operatives are voluntary organisations, open to all persons able to use their services and willing to accept the responsibilities of membership, without gender, social, racial, political or religious discrimination. 2nd Principle: Democratic Member Control Co-operatives are democratic organisations controlled by their members, who actively participate in setting their policies and making decisions. Men and women serving as elected representatives are accountable to the membership. In primary co-operatives members have equal voting rights (one member, one vote) and co-operatives at other levels are also organised in a democratic manner. 3rd Principle: Member Economic Participation Members contribute equitably to, and democratically control, the capital of their cooperative. At least part of that capital is usually the common property of the co-operative. Members usually receive limited compensation, if any, on capital subscribed as a condition of membership. Members allocate surpluses for any or all of the following purposes: developing their co-operative, possibly by setting up reserves, part of which at least would be indivisible; benefiting members in proportion to their transactions with the co-operative; and supporting other activities approved by the membership. 4th Principle: Autonomy and Independence Co-operatives are autonomous, self-help organisations controlled by their members. If they enter to agreements with other organisations, including governments, or raise capital from external sources, they do so on terms that ensure democratic control by their members and maintain their co-operative autonomy. 5th Principle: Education, Training and Information Co-operatives provide education and training for their members, elected representatives, managers, and employees so they can contribute effectively to the development of their co-operatives. They inform the general public - particularly young people and opinion leaders - about the nature and benefits of co-operation. 92 Public Policy 6th Principle: Co-operation among Co-operatives Co-operatives serve their members most effectively and strengthen the co-operative movement by working together through local, national, regional and international structures. 7th Principle: Concern for Community Co-operatives work for the sustainable development of their communities through policies approved by their members. The policy environment in which co-operatives exist either support or hinder the growth and success of co-operatives. Laws and administrative policies at the national and local levels must therefore take into consideration the special character of co-operatives to ensure a fair and level-playing field for the co-operative enterprise. Fair Trade Co-operative enterprises around the world are increasingly becoming involved in Fair Trade as means to increasing their competitive edge in the market both in the consumer and producer sectors. ICA addressed the issue during the ICA Regional Assembly for Europe in Warsaw (Poland) in 2004. Through its membership in the Committee for the Promotion and Advancement for Cooperatives (COPAC) it also was a co-organiser of the COPAC Open Forum: Fair Trade and Co-operatives held in Berlin (Germany) in January, 2005 which resulted to in the creation of a website (www.fair-trade.coop) to regroup information resources on Fair Trade from a cooperative perspective. The website will shortly be available. Co-operative Sectors Types of Co-operatives The co-operative model of enterprise can be applied to any business activity. They exist in traditional economic sectors such as agriculture, fisheries, consumer and financial services, housing, and production (workers' co-operatives). However, co-operative activity spans to large number of sectors and activities including car-sharing child-care, health and social care, funeral, orchestras and philharmonics, schools, sports, tourism, utilities (electricity, water, gas, etc.), and transport (taxis, buses, etc). Public Policy 93 The Study of Policy Formulation Process in Developing a New International Airport Based on Sustainable and Clean Development's Perspective Fanny Dwipoyanthi Lecturer of Master Program in Public Administration, Jenderal Soedirman University Swasta Dharma Lecturer of Master Program in Public Administration, Jenderal Soedirman University Abstract: Development means changing the world for the better. Development means starting change at the bottom rather than the top. Development means a better life for everyone (Peet and Hartwick, 2002:1). In terms of conditions, development pays attention to the environments affected by economic activity and the labor relations and conditions of the actual producers of wealth. If growth wrecks the environment, and if growth deadens working life, it is not development. It is reflected in the development of a new international West Java Airport in Desa Kertajati Kabupaten Majalengka Jawa Barat.
The area that will be used by the airport is the prosperous land which produces rice plant approximately 7tons/hectare. In addition, almost people in Kertajati are farmers who work rely on the land. The policy formulation process in deciding the locaton is controlled by a few powerful people. The government merely concentrates wealth in the hands of a few. Actually, The notion of "sustainable development" is the ideas of equity between generations, the balance between economic and environmental needs to conserve nonrenewable resources, and the idea of reducing industrialization's waste and pollution (Peet and Hartwick, 2002:270). Moreover, there are three main reasons that refuse the development of a new international West Java Airport in Majalengka.
First, less transparency about the development of the airport to the society. Second, the development of the airport spends 11 villages that will increase the poverty of society rapidly. Last, Jawa Barat local government merely focuses on the wealth of several people. Therefore, Development should give a better life for everyone. This paper will discuss about the policy formulation process in developing a new international airport based on sustainable and clean development's perspective. Keywords:Public Policy, The development of International West Java Airport , Sustainable and Clean Development, Social Welfare.
Introduction Development means a better life for everyone. Development is a better lifefor most people means, essentially, meeting basic needs: sufficient food to maintain good health; a 94 Public Policy safe, healthy place in which to live; affordable services available to everyone; and being treated with dignity and respect (Hartwick, 2009). Everyone obtain their needs of life. Beyond meeting these needs, basic to human survival, the course taken by development is subject to the material and cultural visions of different societies. The methods and purposes of development are subject to popular, democratic decision making. Many people might agree that a better life for all is a desirable goal and that development as its theory is time and thought well spent.
One of the aims of development is to decrease the poverty and stupidity in the society. The government makes several programs to help the problems of society such as illiteracy program, free health services, free education for elementary and secondary school and many others. They also build several facilities for helping the society. According to, the regional otonomy policy on Undang-Undang No. 32 Tahun 2004 states that the government gives the authority of regional government to control their own region in order to get faster development in the region. Public Policy has a wide range in development sector such as in education, agriculture, health service, transportation service, defense service, and many others. Moreover, the hierarchy of public policy starts from national, regional, local for instance Undang-undang, Peraturan Pemerintah, Peraturan Pemerintah Propinsi, Peraturan Pemerintah Kabupaten/Kota dan Keputusan Bupati/Walikota (Subarsono, 2005). One of Majalengka government's efforts to develop the region is the development of West Java International Airport in Kertajati subdistrict, Majalengka. The development of West Java International Airport in Kertajati subdistrict, Majalengka has two purposes. First, giving an ease of air transportation access to the society. Second, increasing of West Java income. The development of West Java International Airport is based on regional rule of Indonesian Republic Number 70 Year 2001 about the decision of location, the usage of land, water and air space in public airport. The development of West Java International Airport in Kertajati subdistrict, Majalengkais a big project which can give more benefit to West Java province. It is not only for giving more benefit but also giving some useful effects to the society especially for Kertajati's people.Unfortunately, the regional rule of Indonesian Republic Number 70 Year 2001 about the decision of location, the usage of land, water and air space in public airport in developing West Java International Airport in Kertajati subdistrict, Majalengka emerges the complicated problem to Majalengka's people. The society argue that the location of West Java International Airport in Kertajati subdistrict, Majalengka is not profer.
The main reasons why Majalengka people refuses the development of West Java International Airport in Kertajati subdistrict, Majalengka is the usage of their land. The development of the airport uses approximately 1.800 ha prosperous land which produce paddy effectively. The land is the source of Kertajati's living. Almost Kertajati's people are farmers who work depend on their land. The existance of West Java International Airport in Kertajati subdistrict, Majalengka will give some serious problem to Kertajati people. Public Policy 95 Research Questions According to, the background of the research concludes that the research questions are "Is the development of West Java International Airport in Kertajati subdistrict, Majalengka appropiate with UU No. 70 Year 2001 and how about the influence of the development of West Java International Airport in Kertajati subdistrict, Majalengka to the society." Literature Review 1. Public Policy Public policy is "whatever governments choose to do or not to do"(Dye, 1981). Every solution of social problem is in government's hand. Government can choose what they will do and what they will not do to obtain the best way in solving the social problem. Therefore, the good government can choose the best and limit the worst for the society.
There are two approaches in public policy study. First, policy analysis which consists ofdecision making andpolicy formation. Second, political public policy yang which more focuses on public policy result (Hughes, 1994). This research concerns to policy analysis which analyzes, the regional rule of Indonesian Republic Number 70 Year 2001 about the decision of location, the usage of land, water and air space in public airport in developing West Java International Airport in Kertajati subdistrict, Majalengka. Many people argue that the development of West Java International Airportis not proper with pasal 9 ayat 2, which tells that the decission of the wide of land, water and air space must be based on the usage of land, water and air space which keep on balancing of the others activities in airport area. In making public policy, the government usually write the proposal which consists of the work outline that decided by several aspects (Subarsono, 2005): a.The aim of public policy b. Preferences of values c.Source d. The ability of the actors e.Environment f. Strategy From all the aspects above, the development of West Java International Airport does not pay attention to the environment aspect.
Majalengka is the most undeveloped city in West Java. Majalengka is not only has low quality public facilities but also low educative people. There are no tourism places, qualified public health service, one stop shoppingmarket, and 24hours public transportation.
Hence, that all is not supported environment to build te airport in Majalengka. The decission of airport location is based on the proper study which has 421 points and 9 existing airport. The study result states that there are three proper places to be airport locations.
Here is the location of West Java International Airport's policy process : 96 Public Policy This process shows that the power of the governments still control the process of making a public policy formulation. The contributions of the society is nothing in this public policy formulation process. According to New Public Service's perspective, the good administrators involve the society to formulate the public policy and the administrator must receive what the society want or need to do (Denhardt, 2004).The society's position is in the owners of government and the government can do together to reach the aim of public policy. The process of policy making is the long term process that decide to search the best way to solve the social problem. In public policy process, there are four aspects (Dunn, 2000): 1. Alternative solutions 2. Involving many actors 3. Calcuting rational 4. Focus on one field The public interest shall not be an private interest but for public interest. Public policy is the result of the society and government discussion to obtain the best value for solving the social problems. In addition, the responsible administrator must involve the society in every step of public policy such as in planning, formulating, and the running of public policy. Moreover, the task of the government are not steering and manipulating the society but they serve the society. The succesful program is determined by three aspects of relation for example, the kind of program, the receivers of the program and the the program executors. Public Policy 97 The policy result The task requirements The need of receivers Special abilty Expressive need Organization decision (Korten:1988) The three aspects of relations are related each others. Whether one of the aspect is ignored, there will be one of the victim of the policy. In this case, the victim of development of West Java International airport in Kertajati subdistrict, Majalengka is the policy receivers. The government did not pay attention to the environments affected by the airport development and the conditions of society. 2. The development of International West Java Airport An airport is the area in the continent and territorial waters which has the boundary that will be used as the airplane area to land or take off, up and down the passenggers and bring the luggages.Moreover, an international airport is the airport which serve domestic and international flight. West Java government will develop his society with the development of West Java International airport in Kertajati subdistrict, Majalengka. The properness study has been analyzed since 2004. The allowance of airport location is appointed on May, 17th 2005 by relation departement. Kertajati international airport will serve the passenggers and cargo with double runway system for 4.000 meters. The focus of the airport development is on Run Way (3.000 meters) dan Taxi Way (3.500 meters). This airport also will be completed by Boeing 737-400 airplanes until Airbus. The airport development is not proper with the undeveloped social environment in the location of an airport.
The development of West Java International airport in Kertajati subdistrict, Majalengka spends 1800 ha which 90% is paddy growing area. The land is the only thing that society can life from. The society's work merely rely on the land. Furthermore, usually the paddy growing area produce 30tons/hectare but in Kertajati, the land produce 70tons/hectare. It has more than the common paddy growing area. 98 Public Policy 3. Sustainable and Clean Government In developing the regional area, the collaboration power of the government, private and society are needed to make the best policy for solving the problems. If the policy making is controlled by a few hand, the policy will not give advantages for everyone. The development of West Java International airport in Kertajati subdistrict, Majalengka has controlled by a few hand of elite politicians. In this case, the policy makers use their power to make the policy. the elite and administrators do not involve the mass to determine which the best and the worst for the social future.
Elite is in the top of power who has a big power to decide the policy. After elite decide the policy, the administrators run the policy. The society just follow their rule. They have no choice to select what they need and what they want. The government manipulate the society in formulating the policy. The society is merely as a mobilization not participation. In addition, the good governance is the government who always support the society need. They should hear what the society want to do. They also make the policy without determining their private interest, but struggling for public interest. In addition, the sustainable and clean government will develop and obtain the best advatages for society's life. 4. Social Welfare. The existance of West Java International Airport in Kertajati subdistrict, Majalengka give more bad infuences than good benefit from society such as in social culture, economy, and healthy. a.Sociocultural effect The society will lose their work as farmer. They have low education so, it is hard for them to change their work style from agriculture to industrial culture. They do not have any skill in industrial field. b. Economical effect Losing the work means losing the income. The society is not only lose their land and work but also lose their life. It will accelerate the poverty in the social life. Moreover, Majalengka will lose paddy source and it forces them to export the paddy from the others cities. Public Policy 99 c.Environmental effect Environmental effects are in the land and the air. The paddy growing land will be damaged and the air will be fully polution from the airport. d.
Health effect A new environmental shock will happen in almost the society because, they are living in village era but suddenly they must live in the modern era. In addition, they also will be distrubed by the noise of airplanes. Conclusion The development of West Java International Airport in Kertajati subdistrict, Majalengkais the policy to increase the air transportation and regional income in West Java. Unfortunately, the location of in West Java International Airport in Kertajati subdistrict, Majalengkadeadens working life of the society. The government also did not pay attention to the environments affected by the airport development and the conditions of society. Moreover, the airport development wrecks the environment because, the area that will be used by the airport is the prosperous land which produces rice plant approximately 7tons/hectare. Almost people in Kertajati are farmers who work rely on the land. The policy formulation process in deciding the location is controlled by a few powerful people. The government merely concentrates wealth in the hands of a few. Therefore, the good policy makers should involve the society to formulate the public policy and they must receive what the society want or need to do in order to get the best way for solving the social problem not making or adding the social problems. References Denhardt, J. (2004). The New Public Service: Serving, Not Steering. New York: M.E Sharpe. Dunn, W. (2000). Analysis of public policy. Dye, T. (1981). Understanding public policy.
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Organizational Restructuring Policy Implementation of Local Government Hadi Tugur Student at Doctoral Program Faculty of Administrative Science University of Brawijaya Indonesia Abstract: The urgency of reform of public organizations also expressed by Reiney (2009) based on the fact that the record is less positive about public management. Government bureaucracy often make a big mistake and hurt. There are constraints to ensure effective and efficient performance. Government Regulation No. 41 of 2007, is principally intended to provide clear direction and guidance to the region in organizing an efficient, effective, and rational according to the needs and capabilities of each region as well as the coordination, integration, synchronization, simplification, and facilitation and communication between central and local institutions. While the division of governmental affairs stipulated in Government Regulation No. 38 of 2007. The purpose of this study was to analyze the policy implementation process of restructuring local government organizations in Tuban district and seeks to identify models of implementation of the restructuring of local government organizations in the District of Tuban.
The results of this study is the recommended model for the structure and function of Local Government organization is named: Model structure and function of Local Government organizations Tuban so that the resulting structure of the ideal of regional government. Keywords: policy implementation, organizational restructuring, organizational structure, functions of the organization. Introduction Public administration reform is one of the government-wide activities primarily to deal with serious problems in developing countries. Most of the developing countries inherited the colonial government that relies heavily on the western colonial powers and administrative systems suffer from a lack of vitamins that it needs reform of public administration (Caiden; 1991). Reformsi related public administration, Islamy (2001) in his article entitled "State Administration Reform Policy Agenda" also stressed the importance of public administration reform that led to the improvement of public service management. The fifth reform demands are focused on improving public sector performance. Therefore, it is not excessive if Caiden (1991) argues that public administration reform has been happening for a long time. However, the actual reform of public administration newborn around the 1980's a marked improvement of the operational performance of Public Policy 101 public sector reform to systematically include the structure and function of public organizations. The urgency of reform of public organizations also expressed by Reiney (2009) based on the fact that the record is less positive about public management. Government bureaucracy often make a big mistake and hurt. There are constraints to ensure effective and efficient performance. The officials failed to motivate his subordinates, organizational design and effective work processes. In addition, Zauhar (2005) also argues that the general impression of bureaucracy implying that something bad, negative, and corrupt.
Bureaucracy like a specter that is ready to pounce and devour anyone who approached and dealt with it. Therefore, the bureaucracy contained full horrors, atrocities, and loaded with a tone of pessimism. In line with this view is the World Bank survey (1992) which describes the bureaucracy in developing countries as follows: 1. Failure to make a clear separation Between what is public and what is private, 2. and Hence a Tendency to divert public resources for private gain (failure to separate clearly between what is public and private areas, and therefore tends to divert public resources for private gain); 3. Failure to Establish a predictable framework of law and government behavior conducive to development, or arbitrariness in the application of rules and laws (Failed to build the framework that can predict the behavior of government regulation and conducive to the development or lack of arbitration in the implementation of legislation); 4. Excessive rules, regulations, licensing requirements and so forth the which impede the functioning of markets and Encourage rent-seeking (too many laws, regulations, requirements, resulting in inhibition of the functions of markets and the strengthening of rent-seeking hunters); 5. Priorities inconsistent with development, resulting in misallocation of resources (Inconsistency development priorities, which result in an error resource allocation); 6. Excessively narrowly based or non-transparent decision making (Too many decisions are not transparent). In Indonesia is also the restructuring of government organizations, namely the enactment of Law Number 22 of 1999 on Local Government which was then revised by Act No. 32 of 2004 on Local Government, Local Government has provided an opportunity to continue to run its activities in the era of globalization and provide the public with better service. One that does is the restructuring of Local Government organizations to improve performance and achieve good governance in order to accommodate the changes and developments, especially in harmonizing the actions taken by the Local Government organization and management demands of the future organization. As a guide the restructuring of Local Government organization, has issued a policy of Government Regulation No. 84 of 2000 on Guidelines for Organization of the regional and Minister of Home Affairs and Regional Autonomy No. 50 of 2000 on Guidelines for Organizational Structure and regional work regency / city. These regulations provide the power and enormous flexibility to local governments in preparing and establishing the local organization.
Implementation of Government Regulation No. 102 Public Policy 84 of 2000 is translated in different ways that tend to fulfill the wishes of each area. There is a tendency in the form of regional government for the obese and less based on real needs in the area. On the basis of this trend, then the Government Regulation No. 84 of 2000 refined and replaced by Government Regulation No. 8 of 2003 in hopes of local government organizations are not too large so as to create an efficient Local Government organizations, proportionate, effective with the support of qualified personnel resources. However, the aforementioned after running for a ± 4 (four) years also have not provided a more concrete guidelines. Therefore, issued Government Regulation No. 41 of 2007 on the Organization of the Region. Government Regulation No. 41 of 2007, is principally intended to provide clear direction and guidance to the region in organizing an efficient, effective, and rational according to the needs and capabilities of each region as well as the coordination, integration, synchronization, simplification, and facilitation and communication between central and local institutions. While the division of governmental affairs stipulated in Government Regulation No. 38 of 2007. Based on the aforementioned two, both the Provincial and District Government/Cities implement the restructuring of government organizations.
How they carry out the restructuring of the organization? This question is important to do research, ie research that focused on the implementation policy. The importance of policy implementation research submitted by Dunsire (1978) by using the term to describe an implementation gap in the state where the policy will always open the possibility of a difference betweenwhat is expected by policy makers with what is achieved as a result of actual policy implementation is critical . The principal question in the study of policy implementation proposed by Werner (2004) in his book "A Guide to Implementation Research", which describes what happened (What is happening), explain why it happens (Why is it happening as it is) and assess (assess) whether the implementation is in conformity with the policy objectives Based on these exposures, need to be investigated how the District government to restructure the organization pemerintahaannya referring to Government Regulation No. 41 of 2007. In addition, the background needs to be examined also the new organizational structure laid out, then an assessment of whether the new organizational structure is in conformity with the policy objectives. On the other hand, in implementing the policy, local governments need to use policy instruments. In connection with this instrument, Howlett and Ramesh (1995) categorize three types of instruments, namely: (1) Compulsory instrument (instruments required), (2) Voluntary instruments (voluntary instruments), and (3) Mixed instrument (instrument mix). Instruments are required to direct the actions of citizens and private organizations. Local government uses its authority to regulate certain acts (regulations), a voluntary instrument entrusted to the target groups to resolve specific issues. Instrument mix is a combination of instruments required and voluntary instruments. Local governments get involved in some level of dissemination of information, subsidies, auction rights, to the collection of taxes and levies. The final decision is left to the organization.
How can local government use of policy instruments also need to be investigated. Public Policy 103 Problem formulations In accordance with the background exposure in the problem, research problem is formulated as follows: 1. How the policy implementation process of restructuring of government organizations 2. area in Tuban regency? 3. How new structures and functions of regional government in the District of restructuring rgb? 4.
The extent of the role of policy makers actors implementing organizational restructuring local government in Tuban district?
5. How the application of policy instruments used in the implementation of the restructuring policy in Tuban regency? 6. The extent of the impact of policy implementation to the implementation of organizational restructuring program in Tuban regency? Research Objectives Based on the problems formulated above, the objectives to be achieved in this study is to describe, analyze, and interpret: 1. Policy implementation process of organizational restructuring local government in Tuban district 2. Structure and function of the new local government restructuring in Tuban district 3. The role of policy makers actors implementing organizational restructuring local government in Tuban district 4. Implementation of policy instruments used in the implementation of the restructuring policy in Tuban district 5. The impact of policy implementation to the implementation of organizational restructuring program in Tuban district With the achievement of these objectives, this study also seeks to identify models of implementation of the restructuring of local government organizations in the District of Tuban. Contribution of Research This research can contribute both theoretically and practically. Theoretical contribution is to support and strengthen the theories of public policy implementation, especially the theory of Mazmanian and Sabatier (1983), Griendle (1980) and Islamy (2003). These theories are used to describe, analyze, and interpret research.
Broadly speaking, these theories state that the implementation as a process that aims to make real changes in accordance with policy objectives. Broadly speaking there are two restructuring methods: downsizing and rightsizing. Downsizing (downsizing) is an activity reduces the capacity of one or several aspects oraganisasi to improve efficiency and productivity of the organization. Rightsizing (development) of an activity increases the capacity of one or several aspects of the organization to match the required capacity of the organization. These theories are used to describe, analyze, and interpret research. While the practical contribution of this research is to provide empirical data with respect to the implementation of the policy of 104 Public Policy restructuring the organization so that Local Government can be used as feedback. It also acquired the policy implementation model of organizational restructuring are ideal Regional Government in the District of Tuban.
Literature Review Research Accomplished Research on organizational restructuring policy is the object of study is quite interesting due to discuss the problems are quite complex. Therefore, this study despite not merely the object of new studies and in general can be said to be similar, but specific discussion on this research could distinguish it from other research al. Therefore in this study dikemukan several previous studies with similar topics as a comparison. This needs to be presented to demonstrate the differences and similarities, as well as to examine further the results achieved. Among these studies are as follows. Table 1. Table Research Accomplished No 1. Title Effect of Organisation al downsizing on Health of Employees (Kivimaki; 1997) Methods 1. downsizing and sick leave. 2. employees over 50 years of age 3. employees aged over 44 years. Results Research methods to use the records to determine the relationship between downsizing and sickness absence due to the 981 area workers dipemerintah Raisio, Finland west, during the period (19911995). Data are separated into three periods: 1991 before; in 1993 during downsizing, and the years 19931995, after downsizing. Focus The findings of her research is no significant relationship between downsizing and sick leave. Absence rate was 2.3 times greater (95%) after downsizing. The effects of downsizing depends on the age of the staff. The proportion of employees over 50 years of age, perampingannya of 3.2 times. When the proportion of employees over 50 years was low, downsizing little effect on health. Other risk factors that increase the level of sick leave after downsizing were age over 44 years. Interpretation of Downsizing is a risk to the health of employees. Public Policy 105 106 No 2.
Title Downsizing Strategies and Institutional Environment s. (Dahl, Svenn; 1998) Methods 1. The use of downsizing strategies 2. Proactive companies related to social norms against layoffs to protect their reputation is a research method empirical analysis is based on two different data types.
Results This data has been explored with the aid of qualitative content analysis. 3. Rightsizing the MultiDivisional Firm: Individual Response to Change Across Divisions. (Ranft A, Victor; 1999) 1. Individuals who continue to work on a downsized unit, and their colleagues who moved to the developing unit. 2. Response to the attitude of some colleagues in such situations is expected. This research method is a field study.
Subjects in this study were 180 employees in the company management level are located throughout the United States. Public Policy Focus Of the 23 companies, 15 have been downsized while seven had increased the number of their employees with an equivalent amount. For ten years, 23 companies have been downsized by a total of 5200 employees. Only two companies are not downsized during the period 1985-1995. The smallest company employs 73 employees, six companies have more than 1000 employees and the largest of nearly 10,000 employees. Five companies in the public sector and 18 in the private sector. Fourteen companies located in nine cities and the countryside. Downsizing in the study carried out precisely in order to adjust the legislation and does not prevent termination of employment (FLE). Research in the field of organizational behavior has focused on the impact of organizational phenomena on individuals within an organization.
In addition, to examine the impact of organizational downsizing on the individual who was fired, the flow of important research in No Title Methods 4. Restructuring the local state: economic governance or social regulation. (Martin Jones, 1998) Special research focus on the 'ESRC's Local Governance Programme' was launched in 1993.Special focus on the LGP, the study claims that the research agenda is largely a descriptive. Results The method of this study is largely descriptive Focus organizational behavior has focused on the impact of downsizings and layoffs in individuals who remain with a company. The purpose of this study was to examine changes in attitudes of individuals involved in the shuffling of workers in an organization as a result of the restructuring. Research results are a lot of institutional change is driven by the national crisis management aimed at achieving local social control, such as those by economic needs that gave rise to an edge of political factors involved in the contemporary architecture of local government. This is not to deny the role of government in the local geography of capitalist transformation but to restate the role of nation-state political geography (with politics). When analyzing the local transformation of the country. This argument is made, first, to map the emergence of LGP. To focus the research, then examined the LGP related to economic governance associated Public Policy 107 108 No Title Methods Results 5. Rightsizing the MultiDivisional Firm: Individual Response to Change Across Divisions. (Ranft A, Victor, et al. 1999) The focus of this study was on individuals who continue to work on a downsized unit, and their colleagues who moved into the unit berberkembang. This research method is a field study. Subjects in this study were 180 employees at management level in companies located throughout the United States. 6.
Slash and Burn or nip and tuck? Downsizing, Innovation and Human Resources (Mellahi, Kamel et al .2008) Research focus mainly on the relationship between downsizing and innovation inputs or organization's ability to innovate. Methods of survey companies in the UK. Public Policy Focus with two different theoretical paradigms: 'theory analysis of contextual rules' (rules and regulations emerging theory approach-RA) and 'local sociological translation' (regime theory, rational choice theory , and the policy network approach). The results of the study is the proportionality restructuring affairs or functions within the organizational structure, the translation into programs and activities of the area. Restructuring effort resulted in downsizing some divisions of the company. Some of the company's divisions also remained unaffected by company restructuring efforts.
1. The results showed that the effects of labor downsizing innovation rests on the speed of execution and the motive for downsizing. Contrary to expectations, the results revealed that the size of the workforce reduction has no significant impact on innovation. No 7. Title Methods Organization 1.The design process al of change, Restructuring organizational , Amanda restructuring. (2002) 2. The main figure of this change process of the formation of "business unit". Descriptive qualitative research results indicate that organizational restructuring has been carried out in Australia's health care industry and discusses the changes that occur in one health care facility.
Results Focus 2. The results showed that organizations that downsize to cut costs are likely to experience reductions in their innovation output.
3. The results also suggest that downsizing negatively and significantly related to hurry with the output innovation. Thus, managers need to avoid downsizing and implement the above steps to minimize the negative impact on the ability of firms to innovate. According to Amanda (2002) states that the central element of the restructuring of public and private sector organizations is a reduction in the number of employees. This problem is often called downsizing is a common measure of restructuring. The findings of the restructuring of the organization has provided insight into the process of change management in a mental health institution from Australia and showed differences in the perception that belongs to the managers, unions, and employees. Therefore, these studies discuss the effectiveness of change management processes, with regard to the three main stakeholders, namely management, unions, and employees. Public Policy 109 110 No 8. Title Models of Government Structure at the Local Level (Slack, Enid Consulting Inc.,2003) Methods This study focused primarily on the structure of government in large cities but will also look at regional governance in small and remote communities. Results Qualitative methods to compare different models of local government structures and to evaluate the advantages and disadvantages. 9. Autopoiesis and Public Policy in Perspective (Policy Studies of the regional arrangement in Gresik regency).
(Mardiyono; 2006) 1. Desain local government policy in the context of a regional autonomy autopoiesis into account local conditions of the option; 2. Kebijakan institutional arrangements in the area of the corridor that regional autonomy autopoiesis able to adopt a local option; 3. Kemampuan local press interest in local Using a qualitative approach Public Policy Focus Research results are in the cities around the world has increased significantly over the past decade, has emerged in part because more and more people living in the city and, in the state as more and understand that the big cities and regional towns are key drivers of economic prosperity for countries where they are. Globalization has fundamentally changed the role of the city. In that knowledge-based economy: knowledge and learning is a key determinant of economic success. 1. For some services, such as the Department of Education and Culture, Department of Marine and Fisheries, Public Health Service in the hands of autopoiesis is still likely to be central to the institutional status of metamorphosis. Department of Agriculture and Forestry and Plantation offices in autopoiesis; 2. Kewenangan balanced and reformative adaptive nature of institutional status. No Title Methods government policy. 10. Construction 1. Construction of of Regional structures and Institutions functions of local in the government Provision of institutions Urban 2. Effectiveness of Infrastructure local government in Malang institutions (Supriono; 3. Direction of the 2007) changing role of local government institutions 4. Institutionalization in the provision of urban infrastructure 5. Model system of local government institutions, development of qualitative approaches and systems thinking approach. 11. Analysing The Implementatio n Of Local Partnerships: An Organisational Perspective (Sorrentino, Maddalena et al, 2010) This study only focuses on the former, or what is generally defined as the implementation.
Results Focus While the Office of Investment and Licensing, the authority of the affairs of any area to be adaptive to the status of autonomous institutions. Systems approach 1. Position and the to research institution has a methodology used double function. is a software 2. Local system (Soft government System institutions have not methology) been effective in carrying out both functions because it is still a conflict. 3.
Government tends to choose the strategy dynamic conservatism and the traditional model of bureaucratic authority. 4. By using the analysis software system can be built four models of system developmentoriented local government institutions in solving the problem. Qualitative Lombardy case shows research, trying to that the promotion of understand voluntary intermunicipal whether the arrangements have implementation of enhanced collaborative incentives by the efforts in terms of some city Lombard has of the results, for been developed in example, the number of accordance with local experience the indications set launched in recent years by local policy and the quantity of Public Policy 111 112 No Title Methods 12. Promoting Horizontal Government for implementati on of Public Policies in Iran: Reflections on Challenges and Barriers, (Fard, Danaee, Hasan et al. 2010) Governing the horizontal, which more focus on the coordination of policies or policy coordination. Public Policy Results makers.
Therefore, be evaluated by defining as an "internal efficacy" of policies designed to promote the local setting and not analyzed the impact of regulation on the end user (local residents and the community).
These two issues are certainly related, but they also have important differences; focus on one issue without considering the other one can only partially solve the problem of disharmony identified in the public service. This study of exploratory investigation, the type of survey is based on a tworound Delphi Focus services that are transferred by the municipal government. However, the forms are still concerned only a small number of councils and, further, growing very slowly. Lombard Council are reluctant to form associations to jointly manage the functions of a more "internal" and / or strategic. The results showed that there are some processes do not deserve in government interference in the implementation of the policy. For example, an executive working separately; the recruitment process in government is not based on competence; extrabudgetary activity in some instances led to parallel activities in the government program; organizing governmental organizations in the old hierarchy led to delays in policy implementation. Another factor is the content is a very important obstacle in creating dipemerintah disintegration. The most important is related to vision and a real government program. Research Results Restructuring Policy Implementation Process in Tuban district The experts agreed that implementation as a process (Mazmanian and Sabatier, 1980; Islamy, 2003; Van Meter and Van Horn, 1974; Pressman and Wildavsky, 1973; Grindle, 1980). Mazmanian and Sabatier (1983) argues that preceded implementation of the identification of variables that influence the achievement of policy objectives in the overall implementation process. These variables were categorized into 3 (three) major parts, namely: (1) tractability of the problem (the problem difficulty level), (2) The ability to structure the implementation process (the implementation process of structuring capabilities), and (3) The nonstatutory variables affecting implementation (nongovernment policy variables). The third variable is positioned as an independent variable that affects the stages of implementation. Meanwhile, every stage of implementation affects the next stage. The stages in the implementation process according to Mazmanian and Sabatier (1983) starts from the translation of policy objectives. This may be a translation of the derivation policy, standard operating procedures, programs of implementing agencies (implementers).
This process usually requires certain efforts to prepare the technical analysis of how the application works on a more concrete situation. The impact of the implementation process of the implementation process is the final result. The same opinion was delivered by complementary Grindel (1980) that the implementation process will be started after the policy goals are translated into programs and funding already allocated. Thus, it can be said that the implementation is a process of turning ideas into action or program and search for alternatives to execute the changes.
Based on the opinions of the experts concluded that in principle the implementation of programs policy so that a policy can be realized. Implementation of public policy in the form of implementation of activities outlined directly from a public policy through policy formulation is still common. In general, public policy in the form of laws or government regulation is the kind of public policy still requires the derivation of public policy, for example in the form of guidelines and technical instructions.
Associated with organizational restructuring policies of the Local Government Regulation No. 41 of 2007 and Government Regulation No. 38 of 2007, is positioned as an organizational restructuring of local government policies that are used as guidelines for implementation. Meanwhile, local regulation and the decree is derivisi policy or policy outputs of implementing agency (Masmanian and Sabatier, 1983). Restructuring Policy Implementation Process in Tuban regency derivation begins with the establishment of a regional regulation policy and the decree.
Related Structure Government organization, has established rules Tuban District No. 2 of 2008 concerning Regional Secretariat Organizational Structure, Regulation Tuban District No. 3 of 2008 concerning Regional Office Organizational Structure, Regulation Tuban District No. 4 of 2008 on Organizational Structure of the Regional Technical Institute , Regulation of Tuban District No. 5 of 2008 on Organizational Structure and Sub-District, Tuban District Regulation No. 6 Year 2008 regarding Organization Unit of the Police Civil Service. This is consistent with the statement of Mr. Bambang Soemantri Administrative Assistant to the investigators, he stated that: Public Policy 113 "Restructuring Policy Implementation in Tuban district related to Organizational Structure Governance must obey the central government in accordance with the PP. 41 of 2007 on Guidelines for the Organization of the Region, which was then followed up with Tuban regency government issued Regulation DaerahTuban number: 2 of 2008 on the Organizational Structure of the Regional Secretariat, the Regional Regulation Tuban number: 3 of 2008 on the Organizational Structure of the Regional Office, Tuban District Regulation No. 4 In 2008 on Organizational Structure Regional Technical Institute, Tuban District Regulation number: 5 of 2008 on Organizational Structure and Sub-District, Area Regulations Tuban number: 6 of 2008 on Organizational Structure Civil Service Police Unit. " (interview, October 2011). Statement of Administrative Assistant is reinforced by Arif Handoyo, SH, Head of the Legal Secretariat Tuban Regency which states that: "Restructuring Policy Implementation in Tuban regency refers to the PP. 41 of 2007 on Guidelines for the Organization of the Region, which was then followed up by the Government of Tuban Tuban District issued Local Regulation. "(Interview, October 2011). Administrative Assistant to the statement, other than statements reinforced by the Head of the Legal Secretariat Tuban district also strengthened by the statement of former Secretary of Tuban Regency which states that: "There are two regulations that are used as the basis for structuring the organizational structure of government policy areas, namely Government Regulation Number 41 Year 2007 on the structure of the regional and Government Regulation No. 38 Year 2007 concerning Division of Government, Provincial, and Local Government of Regency / City. Regent commissioned a technical team to prepare draft regional autonomy Local Regulation (draft) Tuban district of the division of governmental affairs and organizational structure of Tuban regency.
Then the draft is discussed in Tuban Regency. Local Government and the Parliament approved the draft regulation for the Tuban district designated as a regional regulation. Tuban District Regulation No. 01 of 2008 dated 11 April 2008 on the Government Affairs Tuban regency. Tuban District Regulation No. 02-06 of 2008 dated 11 April 2008 on the Organization of the regional. Under Regulation 01/2008 and Regulation Technical Team Otoda 0206/2008 draft decree No. 32-54 of 2008 Description of Duties, Functions, and Administration of the Regional Secretariat, Parliament Secretariat, Office, Technical Institute, and Other Institutions for use as a guide in the preparation of programs SKPD "(interview, January 2012). Of the three official opinion can be concluded that there are two regulations that are used as the basis for structuring the organizational structure of government policy areas, namely Government Regulation Number 41 Year 2007 on the structure of the regional and Government Regulation No. 38 Year 2007 concerning Division of Government, Provincial, and Local Government District / City. Regent commissioned a technical team to prepare draft regional autonomy Local Regulation (draft) Tuban district of the division of governmental affairs and organizational structure of Tuban regency. Then the draft is discussed in Tuban Regency. Local Government and the Parliament 114 Public Policy approved the draft regulation for the Tuban district designated as a regional regulation. Tuban District Regulation No. 01 of 2008 dated 11 April 2008 on the Government Affairs Tuban regency. Tuban District Regulation No. 02-06 of 2008 dated 11 April 2008 on the Organization of the regional. Under Regulation 01/2008

Local Regulation on the Organizational Structure Governing Tuban regency. Then grouped into the affairs of government organizational structure of the main tasks and functions of the device. Based on the duties and functions, each Local Government Unit (SKPD) structuring and budgeting for the next program of activities carried out after approval. Based on the implementation process can be concluded that the implementation of organizational restructuring policy Tuban regency administration is top down.Associated with the above explanation that the Restructuring Policy Implementation Actor Influence in Tuban district is colored various shades of the local unit was formed in Tuban, this is first discussed in the executive team then discussed with the Regents next Tuban Tuban Regency forwarded to the Commission in particular for A considered together, which then passed in the plenary session. 3. Application of the instruments used in the Restructuring Policy Implementation in Tuban district can be viewed from 3 (three) terms, namely: 3.1. Application of the instruments used in the Restructuring Policy Implementation Plan related to the Formulation Team in Tuban District Local Rule refers to the rules regarding the criteria for the establishment of the center of regional work units with reference to Government Regulation No. 41 of 2007. 3.2. Application of the instruments used in the related Restructuring Policy Implementation Discussion Tuban Regency done through discussions held by the commission A Tuban Regency along with the executive team, led by Secretary of Tuban regency. 3.3. Application of instruments in the Restructuring Policy Implementation in Tuban regency tried mengakomudasi Local Regulations in addition to soliciting input from each work unit area. Public Policy 119 4. Implementation Impact Of Restructuring Program in Tuban district can be viewed from 3 (three) terms, namely: 4.1. Implementation Impact Of Restructuring Program in Tuban district which includes the grouping of affairs into the Organizational Structure Governance (Regional Regulation About Auth) have been divided on the overall organizational structure in Tuban regency government, hoping to be implemented by the regional work units as well as possible with the hope of increasing performance of the work units, although some units of work in general, there is need for human resource development, infrastructure provision. 4.2. Implementation Impact Of Restructuring Program in Tuban district that includes the Program and Budget (SKPD) run in accordance with applicable regulations. 4.3. Implementation Impact Of Restructuring Program in Tuban Regency which include implementation of (the regional) can be implemented in accordance with duties and functions of the organizational structure which then made a further program of activities organized in the DPA. 5. Recommend the model structure and functions of Local Government organization is named: Model structure and function of Local Government organizations, namely: in fact, the field conditions associated with the Organization of the Restructuring Policy Implementation Tuban District Restructuring Policy Implementation in the identification associated with the grouping of Affairs to the Government Organizational Structure (Local Rules About Auth), associated with the Program and Budget (SKPD), associated with the implementation of (the regional), influence Actor Restructuring Policy, Implementation of instruments used in the Restructuring Policy Implementation Plan related to the Formulation Team Local Rule (regency), associated with discussion of District / town, linked to the Local Rules, Impact of Restructuring Program Implementation which includes grouping Affairs in Government Organizational Structure (Regional Regulation About Auth), includes the Program and Budget (SKPD), includes the implementation of (the regional) in accordance with the provisions of the applies, so that the resulting structure of the ideal of regional government. Suggestion Based on some of the conclusions noted above, particularly those related to the Restructuring Policy Implementation Organization of Tuban District, then the suggestion that the perceived need to be addressed include the advice of academic / theoretical and practical suggestions, each of which is as follows: 1. Proposed Academic / Theoretical Based on an analysis of the identification of Restructuring Policy Implementation in Tuban, it can be put forward suggestions of academic / theoretical as follows: 120 With Impact Of Restructuring Program Implementation which includes grouping Affairs in Government Organizational Structure (Regional Regulation About Auth) in accordance with applicable regulations, thus resulting organizational structure of the ideal device. Public Policy With Impact Of Restructuring Program which includes the implementation of the Program and Budget (SKPD) in accordance with applicable regulations, thus resulting organizational structure of the ideal device. With Impact Of Restructuring Program Implementation which includes the implementation of (the regional) in accordance with applicable regulations, thus resulting organizational structure of the ideal device. With the theoretical basis of the ten suggestions submitted, can be formulated a main advice is the answer to the objectives contained in the title of the dissertation. Suggestions are as follows: With Restructuring Policy Implementation of the regional organization, identification of policy implementation associated with the grouping Affairs Restructuring in Organizational Structure Governance (Regional Regulation About Auth), associated with the Program and Budget (SKPD), associated with the implementation of (the regional), Effect of Restructuring Policy Actor, application of the instruments used in the Restructuring Policy Implementation Plan related to the Formulation Team Local Rule (regency), related to the discussion of District / town, linked to the Local Rules, Impact Of Restructuring Program Implementation which includes grouping Affairs in Government Organizational Structure (Local Regulation On Auth), includes the Program and Budget (SKPD), includes the implementation of (the regional) in accordance with applicable regulations, thus resulting organizational structure of the ideal device. 2. Practical advice To be able to get out of the problems identified above, the practical advice of researchers, namely: In implementing the policy of restructuring of regional government in Tuban regency government should involve all stakeholders in the decision and ask for input from academia, community leaders and other agencies for perfection of the organizational structure in accordance with the aspirations of local communities and local interests. References Alderfer, H.F. 1974. Local Government in Developing Countries.New York: Mc. Graw-Hill. Alwasilah, A.

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Evaluasi Kebijakan Publik.Jakarta: Raja Grafindo. Public Policy 125 Regional Education Policy Autonomy in Indonesia: Problems and Prospects Hanif Nurcholis Master of Public Administration Graduate Lecturer Open University Abstract: According to Law No. 32/2004 and the Government Regulation No. 38/2007 Part A, Central Government has decentralized its authority in education sector to the local governments. However, in practice, the implementation of educational policies is still far from the educational visions.

The application of curriculum and teaching-learning activities has not been well managed. Similar phenomenon happens to the efforts of upgrading both teachers' and educational staffs' quality and competencies. The local governments are still not able to implement the educational authorities with sound plans. The research are intended to the answer of question why the implementation of local autonomy in the education sector is not good viewed from its planning. It are use qualitative approach. The data are taken from participant observation, in-depth interviews, document study, and Focused Group Discussion (FGD). The data analysis are qualitative descriptive. The research location are Tangerang Regency of Banten Province. The research found that the implementation of local autonomy in the education sector seen from its planning does not run well.

This fact are that the planned programs and activities do not comply with the educational authorities being decentralized. These are causes by: (1) educational authorities do not yet understand those relevant educational matters being decentralized; 2) the educational authorities concerned are not able to convert the decentralized governmental duties into policies, programs and activities; 3) the educational authorities concerned are still influenced by the planning model designed the New Order regime that only focused on facilities and infrastructure. These phenomena are certainly worrying. One of the solutions in this respect is to further capacity building of the local educational authorities. Keywords: educational decentralization,concern to educational facilities and infrastructure, capacity building of educational authorities. Introduction Since 2001 the country of Indonesia to implement a broad policy of regional autonomy and intact. Under Law 22/1999 regarding Local Government which was later replaced by Law 32 Year 2004 regarding Regional Government largely left to local government affairs. Details of government affairs stipulated in Government Regulation 38/2007 regarding the Division of Government Affairs between the Government, Provincial, and Regency/Municipal (PP No. 38/2007). Appendix PP. 38/2007 Part A detailed set of governmental affairs in the education sector: the affairs under the authority of the Government, Provincial and Regency/ Municipal. In accordance with Appendix PP.

38/2007 Part A the regency/municipal are govern and administer the affairs of education: 126 Public Policy 1) early childhood education, 2) primary and secondary education; 3) non-formal education, and 4) educators and education staff. In any event planning are a very important role. Regarding the preparation of plans in the context of regional policy-making, Turner and Hulme (1977: 132) explains that planning is a conscious and continuous and organized to select the best alternative available in order to achieve specific goals. Bryson (1991) classify planning into four: (1) planning as a social reform that gives the government a very dominant role. Therefore, this planning is centralized, for people, top-down, hierarchical and with limited political, (2) planning as policy analysis that provides the government and stakeholders to decide the issue and develop policy alternatives. Decentralized nature of this planning, with people, scientific, and to open political, (3) Planning as social learning that puts the government as a facilitator. The nature of this planning is decentralized, by people, bottom up, and with an open political, and (4) planning as social transformation which is the crystallization of politics based on ideology "communitarian collectivism". The development plan according to Tjokroamidjojo (1980) is a direction of development resources (including economic resources) are limited it is, to achieve the objectives of socio-economic situation is better in a more efficient and effective. The stages in the planning process are: 1) Preparation of a plan that includes a review of circumstances, the state estimates that will be passed plan, goal setting plan and selection of new ways of achieving the plan, identification of policy and / or business activities that need to be done and approval; 2) The preparation program is preparing a more detailed plan that includes goals, objectives, schedule, cost, and implementation; 3) The implementation consists of the exploration, construction, and operation; 4) Supervision, and 5) evaluation. Research Method In order to examine in depth the aspects related to the decentralization policy in education, research conducted in the Regency of Tangerang. Tangerang Regency is one of the policy implementor target while his group is the organizer of early childhood education, primary education and secondary education. The study focused on educational planning by the Tangerang Regency in implementing the decentralization policy in education This study used a qualitative approach because researchers want to understand the basic education (primary and junior high school) and secondary (high school) by the Tangerang Regency as a consequence of the decentralization policy in education. Researchers analyzed aspects of the planning area. Here the researcher is not going to test the theory or to generalize but to understand the meaning behind the empirical phenomena that occurs in the field. This reseach are limited to basic education (primary and junior high school) and secondary (high school). This research site is an autonomous region Tangerang Regency in Banten Province. It is has a unique characteristic: an autonomous region that is still thick with the characteristics of rural but immediately adjacent to the national capital, Jakarta. The design of this study using a qualitative design because the researchers wanted to understand the meaning of empirical phenomena by way of a constructivist- Public Policy 127 interpretive. Reseacher are not to test hypothesis, theories, or search for generalizations. Researcher as research instrument. Data were collected through observation, participant observation, focussed group discussions, in-depth interviews, and document studies. The data obtained are interpreted and constructed to understand its meaning. To maintain the validity of the data was triangulation techniques. Researchers collect data, analyze, and interpret simultaneously. Implementation Of Education In The Regency Tangerang In the New Order era of education in the Regency conducted by two agencies: 1) Office of the Ministry of Education and Cultural Regency and 2) the Office of Basic Education and Culture Regency. Office of the Ministry of Education and Culture of Regency developt curriculum and its implementation to take care of all the units of education (kindergarten, primary, junior high school, high school, and vocational school) and take care of recruitment, training, and development of junior high school teachers, high school and vocational school. Department of Basic Education and Culture set up and administer kindergarten and primary school teachers and the facilities and infrastructure in kindergartens and primary schools. Since the policy of regional autonomy implemented in 2001, the Office of the Ministry of Education and Culture Regency liquidated. Assets, logistics, personnel, documents, functions, and duties transferred to the Regency Education Office. Thus, the affairs of primary, secondary, and nonformal educaton become a local authority. Tangerang Regency then making Regional Regulation No. 17 Year 2004 regarding the Implementation of Education (Perda No. 17/2004). Under Perda No. 17/2004 educational affairs is all that is regulated under the authority of the regency. At the 2004 Law No. 22/1999 was replaced by Law No. 32/2004. The Regency education authority set out in PP. 38/2007. In this Regulation, the authority determined in detail the Regency that includes policies, financing, curriculum, facilities and infrastructure, educators and educational staff, and quality control of education.

Broomley (1989) explained that the policy as outlined in the policy level needs to be described in organizational level and operational level. Tangerang Regency making Regional Regulation No. 2/2008 (Perda No. 2/2008) regarding The Organization of the Region. Perda No. 2/2008 stipulates that implementation of regional autonomy in education is the Education Department.

Organizational structure of the Tangerang Regency Education Office is shown in Figure 1. 128 Public Policy Figure 1.Structure of Departemen of Education Tangerang Regency Head of Departement Secretariat Functional Desk Common Sub-Section Division of Nonformal Education and Primary School Section of Literacy, Equality, and The Course Seksi Pendidikan Anak Usia Dini Seksi Pendidikan Sekolah Dasar Division of Secondary Education Division of Educators and Educational Staff Section of Junior High School Section of High School Section of Vocational School Formation Section Development Section Performance of Evaluation Section Finance SubSection Monitoring and Evaluation Sub-Section Division of Planning Data Section Program Section Facilities and Infrastructure Section Technical Unit The Planning of Education Service By TangerangRegency Organizational structure of the Tangerang Regency as a unit of planning to put the affairs of implementing policy, not a policy support unit. Judging from the view Minzberg (1983) Education Department organizational structure set out in Perda No. 2/2008 does not support the implementation of all functions stipulated in Government Regulation No. 38/2007 Attachment a because it are not support to implement of decentralizaton affairs. Planning is a support function but the function is placed on implementing of policy. As a result, the following are impact. First, the policy-making by the reverse flow. Head of Department who should have a supply of data, information, and materials from support staff but he get from the middle line. Second, the planning area conceived of such a Regency Regional Planning Board (Bappeda) so that more of physical planning. With this conception the function of Departement of Education shifts to the procurement function of goods/services (education facilities). Performance of the Department of Education to carry out heavy physical development rather than providing education services. The Division of Planning coordinatese the Non-formal Education Elementary and Secondary Public Policy 129 Education to implement a program of physical development or rehabilitation of school buildings damaged classrooms, the addition of new classrooms, new school construction unit, rehabilitation driveway and courtyard, construction of infrastructure, and the provision of educational infrastructure. Seen from the completeness of the planning documents, Tangerang Regency has not set long-term development plan (RPJP) and medium term development plan (RPJM). Although the Division of Planning under the Echelon III but also it does not prepare a Strategic Plan. Departemen of Education only make Work Plan (Renja) that stipulated in the Work and Budget Plan (RKA) per year. This happens also not associated with the formulation of the Long Term Development Plan (RPJP) and the Medium Term Development Plan (RJMD) of the Government and Province. Smith (1985) explains that in order to implement the policy of decentralization, local government to make the policy setting and implementation. Thus, matters of education that is set in the local regulation needs to be described Long Term Development Plan (RPJP) as a general policy, the Medium Term Development Plan (RPJM) as a strategic policy, and the Work Plan (Renja) as an operational policy. Renja specified in the Work and Budget Plan (RKA), which includes educational programs and activities with costs that have been defined in the budget that is synchronized with the help of the local budget and state budget Banten Province. Not due to systematic implementation of decentralization policies in education, Departement of Education of Tangerang Regency as the implementing agency of regency autonomy in education is not develop a program to perform all the functions specified in PP 38/2007 Appendix A. Department of Education more care of the physical development. Department of Education not provide guidance and supervision of school learning activities.

Head of Departement of Education and its Secretary explained that not stipulated educational functions that decentralized with the design and planning because the officials run out of time and energy to take care of the construction of educational infrastructure. Development of education policy in the form of service that the budget allocation for the coordination of management development, improving the quality of learning, school operational funds, supervision, improving the competence of teachers and education personnel, school management coaching is not done. Department of Education just doing a routine educational services such as promotion of teachers and education personnel, helping school accreditation, assisting the implementation of the National Examination, monitoring semester and final exam schools, and schools perfunctory supervision by the school superintendent. Posture Work and Budget Plan (RKA) Department of Education Fiscal Year 2008 (Table 1) shows the emphasis on physical development of educational planning. Functions of Departement of Education has shifted: from the area of education implementing to a development education infrastructure.

The budget for the construction of educational facilities and infrastructure are coordinated and implemented by the Division of Planning amounting to Rp 91,131,350,000 (73%). Budget to provide education which consists of early childhood education, elementary, junior high school, high school, vocational school, and non-formal education is only 11%. The rest, ie 16% 130 Public Policy used to fund scholarships, coaching the Board of Education and the School Committee, administration, and publications.

RKA even in Fiscal Year 2008, there were two institutions under the Education Department does not have a budget at all the Technical Unit and Functional Group. Table 1.Work and Budget Plan of Education Service Budget Year of 2008 No 1. 2. 3. 4. 5. Program Total Early childhood education (PAUD) - PAUD Management Nine-year compulsory basic education, secondary education and informal education - Physical development 1.017.769.000 457.769.000 116.347.986.000 - Primary School and school management - Management of Junior High School - Management of High School - Management of Vocational School - Management of Informal Education Teachers and educational staff quality improvement Education service management Development planning Total 4.355.000.000 4.359.416.000 760.862.500 606.358.100 3.240.000.000 3.955.000.000 3.020.000.000 400.000.000 124.740.755.600 91.131.350.000 Source:Processed from Regional Budget of Budget Year 2008 Tangerang Regency has not been set grand design plan because of all the officers under heads of agencies ranging from the head of the field to be the principal executive officer of technical activities (PPTK). Thus, their time, effort, and thought were out to take care of the physical development projects. They barely have the energy to take care of the rest of education.

The course of learning left entirely to the education unit. Judging from Edwards III (1980) understanding of the substance of the PP.

38/2007 and how to implement are a major problem. Similarly, the preparation of the bureaucracy and the allocation of resources. Rondinelli and Chema (1983: 296-299) also explains that the implementation of decentralization policy is influenced by four things: 1) the capabilities of implementing agencies, 2) a cooperative relationship between organizations; 3) resources for program implementation, and 4) the factors environment. Implementation of decentralization will be effective if the agents and actors have the capability of executing so as to have good performance in carrying out the functions of planning, decision making, and government affairs that have been submitted to him. Leonard added that the effectiveness of the implementation of decentralization depends on the ability of local government organizations to, 1) identify problems and opportunities of development, 2) identify and create solutions to development problems that arise; 3) make decisions and resolve conflicts; 4) to mobilize resources ; 5) to manage program and project development (Rondinelli, 1983: 299). Public Policy 131 Conclusion Tangerang Regency has not compiled a comprehensive plan to do with the functions of government affairs decentralized in education sector. This happens because the Tangerang Regency are, 1) do not understand the substance of the policy of decentralization of education set out in PP.

38/2007 Appendix A and how to operationalize in a decentralized system, 2) has not allocated sufficient budget to fund programs and activities of the organization, management, and education services, 3) have not set up the education of competent authorities so as to design and manage the affairs of education which has become its competence, and 4) do not develop the organizational structure of the education as the executor of local autonomy in education with basic tasks and functions in accordance with the PP. 38/2007 Appendix A. If these conditions are no long-term improvement in the education sector decentralization policy will adversely affect the quality of education in Indonesia. Providing education in the sense of teaching and learning activities in schools to increase student competence neglected because the local government focus on physical development. While the central government was no longer take care of education at the operational level of the education because accordance with UU No. 32/2004 Central Government only set of norms, standards, procedures, and criteria. Therefore, for the future of education in Indonesia, local governments should conduct a capacity building includes the development of legal frame work, the development of management education, and improving the competence apparatus. References Bintoro Tjokroamidjojo, 1980, Perencanaan Pembangunan, Gunung Agung, Jakarta. Bromley, Daniel W. 1989. Economics Interest and Institutions The Capital Foundation of Public Policy. New York: Bazil Blackwell Edwards III, George C. 1980. Implementing Public Policy.

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City planning and implementation need well competent and well qualified administrators to manage the city, physically and socially, and to face the ever growing complex public problems and the higher qualified city dwellers. Therefore, accurate data is also a mandatory, to enable city administrators plan and implement better policies. So far, development planning and implementation are more relied on data acquired using old technological devices. The result is not fully effective policies. Public administrators should be equipped with modern technological innovation, making use information collected using modern tecnology such as those using geographic information system (GIS) which is not yet well implemented. Therefore, innovative governance is applied.

The availability of minimum, old and inaccurate data lead to great potency of problems in public administration handling. This condition threatens effectiveness and sustainilibity of public policies. This paper describes the benefit and obstacles the intensive use of information from geographic information system in city management. The recommendation suggested is the intensive use of GIS, to support the modern public administration practises in line with higher public demand. Keywords : innovative governance, data, accuracy, policy, geographic information system. Introduction Indonesia is still grouped into developing countries, namely those who are still trying to struggle hard for their people's welfare through development.

Development in Indonesia, especially in the urban areas, face many problems, based on the rapid increase in population as well as icrease in the peoples activitis, while land availability is limited (Purnaweni, 2010). Therefore city management has to be well planned and implemented so as to prevent any policy contradiction and overlap from appearing. In this case that Geographic Information System is very useful. The ultimate goal of using GIS is better planning, bettter service and, therefore, better governance. This concept has been inside public administration circle, especially these days, when the huge benefit of this kind of 134 Public Policy technology are better understood by the users, especially those in public administration arena.

However, the use of Geographic Information System is not yet significance. Geographic Information System Since the beginning of the 20th century, development in technology and information has experienced a vast growth beyond national borders. Virtually, nowadays only administrative border remains. The world has been more familiar with such terms as borderless, globalization, being driven towards what people address as McDonaldization (Ritcher, 2000). The birth of new technology and the advance of information have "introduced and enabled" many aspects of life, including public governance into an interconnectedness. The advanced of information technology has also brought us closer to a so called cyber society, a computerized system of society.

Concerning public policies, the advance of information and telecommunication technology has required government in many countries to legitimate "globalization of public making" (Prewotzky, 2001), in which public decision and public policy making is highly driven by global streams and characterized by the advance of information and telecommunication technology. One of notable developments of information and telecommunication technology that can be utilized and influence public policy, including in the public policy and public decision making is the advent of geographic information system (GIS). GIS is useful for supporting public policies on economic, social, cultural, political, and defense matters.

The system is worthy of being put weight due to its ability to map many public makings, such as public decision making of a nation, in which GIS may help the decision makers take any appropriate measure by supplying adequate and correct data. To understand Geographic Information System (GIS), one may date back to La An's (2007) comment on the definitions proposed by some authors. GIS is a database system, which has an exclusive ability to encounter spatial data by using a set of work operation instruments. Anon, cited in An (2007) defines GIS as an information system that combines graphical (spatial) data with object textual (attribute) data in a geographical manner (georeference). Furthermore, GIS can also combine, organize, and analyze the data, resulting in output by which decision making is made, in particular the decisions related to geographic aspects, such as spatial management, mining, agriculture, housing/settlement and conservation. In addition, La An (2007) also cites another definition of GIS, which tends to relate to spatial information technology or computer-oriented geography. This computerbased system is used for capturing, storing, manipulating, analyzing, managing and presenting all types of geographic data. GIS helps manipulate and analyze the data, for example, by overlaying two map themes, establishing buffer zone at particular distance of an area or a point.

This development is an innovation in mapping, by which Anon, cited in La An (2007) concludes that data manipulation and analysis become the GIS' main characteristics. Public Policy 135 Innovative Governance According to Mega (2002), innovation is a process in which two aspects take place, invention and transformation. Ways, principles, ideas and methods of traditional management are replaced by the new ones. Furthermore, Mega (2002) also states that innovation can be defined as "…dramatical and immediate changes in opening horizon of organizational catalictic ability and restructurization, which introduces new product, concept, and idea of providing the desired transformation". In Mega's point-of-view, invention is a concept of research and development, whereas innovation means overarching political aspects as well as their implications. Mega (2002) undoubtedly argues that the advance of technology opens a new horizon, which has a potential to create a new social structure in a more and more digitalized world. The success of an innovation is something uncertain; however, its absence will also mean failure.

Every innovation poses a challenge. This also happens in government sphere. Innovative governance will also have to face a great challenge, since everybody is resistant to change. Using GIS may constitute a big challenge for people in the government. Not only in terms of cost. More importantly is the issues of competence, transparency, effectiveness, responsiveness and accountability. GIS data enable people to see facts that may usually uncertain or not well understood. Many policies in mining, agriculture, forestry need clear and exact data. However, in practice there are many mining permittance, for instance, overlapped in terms of mining areas.

There is a great potency of conflict, which constitute public policy problems.

Using GIS as innovation will encourage the realization of innovative governance, which needs innovative government apparatuses accordingly. The Benefit of GIS The main purpose of using the Geographical Information System is to enable information gathering, which have been processed and stored as an attribute of a site or project. In such, the information will be useful for encouraging mapping and planning objectives. Hence, GIS output is very important in public administration practice. According to Barus and Wiradisastra, cited in Ah Lan (2007), GIS is a powerful instrument to encounter digitalized spatial data so that they can be denser than those in printed maps, tables, as well as other conventional forms. The density of the data makes possible the acceleration of works and is savvier. In addition to the above reasons, it has also been written on the www.esri.com/wat-is-gis/index.html that GIS possesses economic and strategic values, as follows: a. Cost saving and increased efficiency GIS help refine fleet scheduling practices and reap dividends in fuel and labour savings in Water Management Office in City of Woodland. The use of GIS can result in 10-30% operational expenses through decrease fuel consumption, staff time, increase consumer satisfaction, and efficient scheduling. b. Better decision making 136 Public Policy GIS can help better decision making about location in ter

society as a whole social life of the joints. Electricity industry is a vital need for society to require fuel (in bulk) to produce energy.
To move the machinery to generate electric power, fuel is needed. Based on available data, fossil fuel is still the primary fuel for engines driving electrical generators. Fossil fuels include petroleum, coal and natural gas. 142 Public Policy At the global level, natural gas and coal became the major fossil fuels in power plants. According to data released by British Petroleum (2011), the growth rate of consumption of natural gas are concentrated in the electricity sector, namely by 2.6% per year, defeating the natural gas consumption by industrial sector by 2% per year. In addition to natural gas, coal is also a major fuel for electricity generation. However, the data show that there is a tendency of consumption of coal as fuel for electricity generation has declined. According to BP (2011), the natural gas replaced coal as fuel for electricity generation. Figure 1 below shows the trend of the results of the analysis and prediction of BP (2011) against the percentage of the three fossil fuels as fuel for electricity generation. Figure 1. Percentage of electricity generated from fossil fuels North America OECD Europe OECD Asia Sources: BP (2011) The picture above shows that in developed countries which are energy consuming countries of the world's largest, both in North America, Europe and Asia, the percentage of oil as fuel for electricity generation is much smaller when compared with the percentage of coal and natural gas . The same pattern was also seen at the global level as a whole. Figure 2 shows the share of multiple sources of energy as fuel for power generation at the global level. Figure 2. Some Sources of Energy as a share of Fuel Power Plant at Global level Source : BP (2011) Public Policy 143 Figure 2 above shows that at the global level, fossil fuels still the primary fuel for electricity generation. BP (2011) predicted it would last until 2030. Only, fossil fuels are used as the primary fuel power plants is not petroleum, but natural gas and coal.
The picture above also shows the analysis and prediction that the share of renewable energy is increasing as new fuel power plants. This is related to have begun intensive developed countries to take advantage of renewable energy sources to fuel its power plants. According to Katrin Jordan-Korte (2010), this time almost all industrialized countries and many developing countries to promote renewable energy because of the background (a) the increasing demand for energy worldwide, (b) the concentration of reserves of fossil fuels in some of them vulnerable countries are likely to cause conflict so that a supply disruption, and (c) the threat of climate change.
The third background is certainly not a background that is only valid for certain countries only, but an objective reality, the background of all countries in the world. All countries in the world can not escape from the three background contexts. Third countries that do not take into account the background in energy policy would be faced with various risks in its energy consumption. In Indonesia, the energy source to fuel power plants are concentrated in petroleum. Figure 3 below shows the portion of multiple energy sources to fuel power plants in Indonesia. Figure 3.Serves as a source of energy fuel power plant in Indonesia in 2000 - 2007 Source : Kumara (2009) The need for oil to generate electricity are set in revenue expenditure budget (Budget) 2010 of 6.3 million kilo liters (Reuters 5/16/10). Fuel (BBM) still dominates the national electricity producer. Until the first semester, poorer PT PLN (Persero) is burning fuel to 4.7 million kiloliters (kl), or 21 percent of total national electricity production of 83.3 TWh (Terra watts per hour) (www.pln-prodki.co.id). From the above it was clear that Indonesia's dependence on oil to supply electrical energy to the community is still 144 Public Policy very large. This becomes particularly ironic when other reality shows that Indonesia's oil production capacity from time to time also decreased. It can be seen in Table 1 below: Table 1. Indonesia Oil Production Data Year Oil Condensate Total 339.253.904,00 46.454.875,00 385.708.779,00 2005 315.919.775,00 43.369.562,00 359.289.337,00 2006 304.897.012,00 43.417.933,00 348.314.945,00 2007 311.103.057,00 45.333.729,00 356.436.786,00 2008 293.287.023,00 43.973.814,00 337.260.837,00 2009 141.491.674,00 21.480.341,00 162.972.015,00 2010 (In barrels) 1 barrel = 158.98 liters Sources: Central Dept of data and information. Energy and Mineral Resources (2010). Judging from these data, it can be seen oil production has decreased from year to year, while demand for electricity will increase continuously. It can be assumed with the increase of population and industrial growth and domestic demand for electricity (electronic products). Not to the increasing number of national transportation every year and have not found a means of transportation that does not use fuel (fuel oil) is quite significant as the driving energy. Currently the Indonesian government to provide subsidies for fuel by 70 trillion per year and imported 350 thousand barrels per day. When using the average price of oil at USD 50 per barrelnya, then the cost to import only about 15 trillion (www.bi.go.id 27/05/10). Dependence on petroleum fuels to make electricity generation in Indonesia is very vulnerable to fluctuations in world oil prices. Experience shows that when the government raised fuel prices in 2008, many industries that transfer electricity to PLN consumption. Increased consumption was unfortunately not matched by an increase in electricity production capacity by PLN due to the limited ability to purchase energy. As a result, the policy was enforced blackouts. In Padang, because of power outages 2-4 times a day, small and medium businesses to lose millions of dollars per day (Regarding Indonesia, July 21, 2008).
While Compass (March 2, 2010) reported that the business sector of medium and large industries in North Sumatra complained rising production costs to 20 percent of normal during the past three weeks. At least 20 SMEs to stop production due to power crisis. That situation would not be allowed to take place continuously if the electricity crisis did not want the same thing happens in the future that could affect the progress of economic and industrial competitiveness in the future Indonesia. The government itself has devised various policies related to the acceleration of the utilization of various energy sources as fuel for power generation, including the National Energy Management Blueprint released in 2005 as a guide towards energy management 2005-2025. However, the existence of written policies that are certainly not by itself will automatically become a reality. There are many hurdles that must be overcome to realize such a written policy. Barrier is mainly limited resources and sources of funds owned by Public Policy 145 the government. The question then is what steps might be taken by the government to overcome these obstacles. Synergies with other parties, in this case the parties have the resources and potential sources of funding, it is important to be built. Cooperation with the large-scale firms are very important.
Moreover, if the big companies themselves have an interest to secure power supplies for industry. Bridges to build synergy is CSR / corporate social responsibility (social and environmental responsibility / TSDL). CSR Implementation In Indonesia, CSR has been legally adopted through Law 40/2007 on Limited Liability precisely in Article 74 paragraph (1) which states: "The Company is conducting its business activities in the field and / or related to the natural resources required to implement the Social and Environmental Responsibility . "Similarly, the Law 25/2007 on Investment in Article 15 letter (b) which says that" every investor is obliged to implement corporate social responsibility ". However, its application in the field is still not complete as expected. There is still resistance among the business itself to issue a CSR fund itself. Especially in the electricity industry, the concepts and operational clearer on this subject are still encountered many obstacles. That is because many companies still indicates that CSR is a regulatory obligation would have been implemented by the government. Though CSR funds are carried out routinely and innovation-oriented electrical renewable energy will lead to efficiencies and savings in the future. One implementation of CSR is a corporate social responsibility in the field of environmental management can be realized with the proper activities are undertaken by the Ministry of Environment. Proper is the Corporate Performance Rating Program in Environmental Management. The program aims to encourage companies adhere to environmental regulations and achieve environmental benefits (environmental Excellency) through the integration of sustainable development principles in the process of production and services, by the way the application of environmental management systems, 3R, energy efficiency, resource conservation and ethical business conduct and is responsible to the community through community development programs.
Years 2010-2014 the emphasis given to the two goals of extending PROPER and encourage voluntary efforts of companies to internalize the concepts of the environment in the activities of the production process. PROPER extension is done by creating a monitoring network with the provinces and regencies / cities. In the period 2010-2011 PROPER surveillance was undertaken in collaboration with the eight provinces. Province province under the supervision of the Ministry of Environment to supervise the use of monitoring mechanisms and criteria established by the Ministry of Environment. In the 2011-2012 monitoring network will be extended to 22 provinces and 400 districts / cities.
PROPER is the monitoring and incentive programs and / or disincentives to the management of and / or activities. Sebagaiamana incentives referred to in paragraph (1) of the award PROPER.
PROPER of the award based on an assessment of performance management of the organization and / or activities in: 146 Public Policy a. pollution prevention and / or damage to the environment; b. pollution prevention and / or damage to the environment; and c. pollution recovery and / or environmental damage. Performance assessment based on the assessment criteria PROPER comprising: a. Adherence to the criteria used for ranking the blue, red, and black b. More aspects of the assessment criteria required (beyond compliance) for ranking the green and Gold. Assessment criteria for a more complete PROPER can be seen on the Minister of Environment Regulation No. 5 of 2011 on Corporate Performance Rating Program in Environmental Management. In general PROPER performance ratings are divided into 5 colors with the following understanding: a. Gold, given to the person in charge of business and / or activities that have consistently demonstrated the superiority of the environment (environmental Excellency) in the production process and / or services, conduct business ethically and responsibly towards society; b. Green, given to the person in charge of business and / or management activities that have made the environment more than those required in the regulations (beyond compliance) through the implementation of environmental management systems, efficient use of resources through the efforts of the 4Rs (Reduce, Reuse, Recycle and Recovery), and efforts of social responsibility (CSR / Comdev) well; c. Blue, given to the person in charge of business and / or activities that have made the required environmental management actions in accordance with the provisions and / or legislation; d. Red, is given to the management of and / or activities of environmental management efforts do not comply with the requirements stipulated in laws and regulations, and e. Black, given to the person in charge of business and / or activities that intentionally perform any act or omission which did result in contamination and / or environmental damage and violations of laws or implement administrative sanctions. Here are some of the data that the company has begun implementation of CSR in corporate social responsibility to the environment can be seen in Table 2. Table 2. Results Performance Rating Assessment Program Environmental Management Company In 2011 No Company name 1. PT. Pertamina Geothermal Area Kamojang PT. Berau Coal – Site Binungan PT. Newmont Nusa Tenggara PT. Kideco Jaya Agung PT. PLN (Persero) 2. 3. 4. 5. Industry types City Capitalization Status Bandung BUMN PROPER 20102011 GOLD East Berau Kalimantan NTB West Sumbawa East Pasir Kalimantan South Makassar Sulawesi PMDN GREEN PMA GREEN PMA GREEN BUMN BLUE Province Geothermal West Java Energy Coal Mine Mineral Mine Coal Mine Diesel Energy Public Policy 147 No Company name Industry types Province City Capitalization Status PROPER 20102011 Wilayah Sulsel dan Sultra Sektor Tello Sources: Proper Performance Assessment Report of 2010-2011 The question that arises then is how the CSR funds collected in conjunction with the institutional patterns that will be developed as a container. Subsidies to renewable energy development is urgently needed. Government is necessary to intervene to reduce the levels of dependence on unrenewable energy, while also doing unrenewable energy usage restrictions that apply to all walks of life. If you see the present condition is a lot of purely private companies or state-owned air-tagline 'green', but if there is no impact because there is no institution that embodies. Next is, government subsidies and funds from the private sector CSR must have clear management, so that here there is need for a container that houses the institution of CSR funds from the private sector and government subsidies. These institutions which will be the primary managers and as management to upgrade the energy sources that will be a shift from being the majority using unrenewable energy sources transition to newable energy and then continue the transition to renewable energy. Implementation of public policy innovation in the implementation of CSR based on renewable sector is not going to be realized in a short time. The need for transitions and adaptation policies to cut costs further in the future. Energy Policy in Indonesia Legal System Public policy in the energy sector in Indonesia, in principle, should refer to the Act of 1945 section 33 which reads: "(1) The economy is structured as a joint effort based on the principle of the family. (2) Branches of production which is important for the country and the welfare of the majority mengusai controlled by the state. (3) Earth and water and natural resources contained within it is controlled by the state and used for the overall prosperity of the people." Of the verses contained in the above shows that the basic principle that is recognized by the Republic of Indonesia in terms of management of natural resources, including energy resources, is the rule rather than entirely by the state in the hands of individual persons.
Therefore, the state has full authority and responsibility for natural resources that exist in this country can be prioritized for use as closely as possible to the interests of the people of Indonesia. Only in technical management at the operational level, of course the state can delegate its powers it on certain parties who are considered capable of undertaking and responsibilities as mandated by the constitution. In natural resource management over the years, have been regarded as an error in putting the development paradigm. Management of natural resources for the community should benefit all parties fairly and broadly, because according to the mandate of the Constitution Article 33, paragraph (3) is for the overall prosperity of the people, equitably 148 Public Policy and sustainably. But what happens is more focused management of natural resources in which economic principles of natural resource exploitation as a source of income but are not taking into account the environmental costs. This emphasis has led to the impact of (a) does not realize the people's welfare, and (b) damage to natural resources and the environment is getting worse. Critically can be explained that the conception of natural resource management paradigm based on the lay state. The implications of this paradigm is to give full authority to the state to control, own and manage natural resources management. It is characterized by the form of institutions and policies are centralized, top-down approach, a targetoriented economy, the macro planning and strict budgeting. This condition is susceptible to the inclusion of interest groups who intend to benefit the management of natural resources and keep the parties in broad participation. Furthermore, if returned to the mandate of Article 33 paragraph (3), then the question must be answered is who is the most straightforward is primarily concerned with the management of natural resources. Society that just as the party has an interest. People who had been living around the forest, for example, a lot of hurt and become poorer, not because it is not skilled and did not know how to manage the forest resources, but because of weak and powerless in the constellation of local and national politics. Natural resource damage is not due to ignorance of the local community, but because of the policy and natural resource management decisions more widely discussed and set out the local community. The main problem living around and inside the forest area, are those who inhabit the forest is a resource that is desired by the group that is more powerful than them. At this point, a paradigm shift is a significant natural resource management is done as interpretation of article 33 paragraph (3). Provisions of Article 33 paragraph (3) further elaborated in the 1945 MPR and contained in various laws and regulations. Legislation which is closely related to natural resource management, among others, Law 5/1960 on Regulation of the Basic Agrarian Law 11/1967 on Basic Provisions of Mining, Law 5/1967 on Basic Provisions of Forestry who has been replaced by Law 41 / 1999, Law 11/194 on Irrigation, Law 5/1984 on Industry, Law 9/1985 on Fisheries, Law 5/1990 on Management of Natural Resources and Ecosystems, Law 26/2007 on Spatial Planning, and Law 32/2009 on Environment of life.
Various legislation has provided the basis for natural resource management. However, the old regulations are still too oriented aspects of development, full control by the state and lack of community participation in natural resource management. Bertitiktolak of the above, it is in need of a policy and regulation that emphasizes balance ecological and economic aspects in the management of natural resources, particularly in the energy sector. That is why in more detail, the constitutional mandate on the basis of the above pour in Law 5/1990 on Conservation of Natural Resources and Ecosystems, which then sharpen again in the law on the Management of Natural Resources on the principle that the state should mengehendaki balance between public welfare function with the function of environmental sustainability in the management of natural resources, including energy, in Indonesia. Public Policy 149 Specifically in the context of energy resources, Indonesia has Law No. 30/2007 on Energy. The general principle used in this regulation is the principle of expediency, and sustainability. Article 2 of Law No. 30/2007 states that "Energy is managed under the principles of expediency, rationality, efficiency with justice, increase added value, sustainability, social welfare, environment conservation, national security, and integration with emphasis on national capacity." Article 3 states that "In order to support national sustainable development and enhance national energy security, energy management objectives are : a. The achievement of independence in the management of energy; b. Ensuring the availability of domestic energy, either from sources in the country and abroad.
Within this legislation should be emphasized that the management of energy as possible is for the interests of the country and the principles of sustainable development. Based Public Policy Innovation Public policy-based innovation is often associated with the use of new technology within an organization to achieve effectiveness and efficiency (DJ Teece (1986), T David (1986), C Edquisit (1997) and Chiesa 1996): therefore, public policy innovation is a inevitability in the process of implementation of governance and public policy every day. With the lack of innovation in public policy, then the government will automatically become an adaptive organization and quickly responding to the challenges and changes facing. In the new paradigm of public administration, therefore, the backbone of the movement of a rule is situated on the growth of innovation in the everyday process of governance.
In the context of CSR implementation and utilization of renewable energy public policy innovations are at various levels. The first level, is in finding the right strategy for grounding and strengthening the implementation of CSR policies / TSDL. The second level, the institutional model in order to find the most effective in terms of fund management CSR / TSDL particularly in the electricity sector. The third level, is to find the pattern most appropriate policy mix to achieve two goals simultaneously, namely the expansion of community access to electrical services and energy utilization terbarukan.Sebelum go further on how the three levels of public policy innovation of the above can be achieved, firstly need assessed on what and how public policy innovation itself. Public policy is essentially based innovation can not be separated from studies of organizational innovation in general. Chiesa (1997) says that innovation policy was essentially leading to increased competitiveness of the organization. If we're talking in the public sector, the competitiveness of the intended course lies in community satisfaction with the services provided by the government. Chiesa generally describe the concept of innovation policy in the following scheme: 150 Public Policy Figure 4. Occurrences Process Innovations in Organizations Source: Chiesa (1997) From the picture above it is clear that public policy innovation is a dynamic process of the mutual interactions of 4 (four) basic elements, namely the process of innovation, the introduction of technology, product innovation and the concept of generalization. The interaction of these four elements must be supported by strong leadership by a factor conducive to the flourishing of innovation within the organization itself. In the context of public policy, concepts of innovation today has become a fairly intensive discussion among academics and practitioners. For public policy innovation is felt more necessary when the main issues and challenges facing the public sector from time to time is also more complex.
Only, in the application of public policy innovation in the field often encounter many challenges. One of the main challenges are related to the legitimacy issue. Because when someone is going to innovate public policy, it will encounter a lot of "traps" the laws and regulations may not allow the innovation is carried out, either temporarily or permanently. The issue here is trying to be reviewed by Michael Duijn which basically requires that the various relevant actors can collaborate to create innovative public policy in order to achieve the public interest. "…I propose to cooperate with the potential 'users' of the intended innovation, whether it be policy measures, policy objectives, or policy opinion. By thinking through beforehand which actors might be use the intended innovation and for what (formal) purpose, and being attuned to the innovation efforts of these actors and their purpose along the way, innovation program in the public policy domain might be able to gain and substantiate their (public) legitimacy, at least for the substantive results of theori effort. This may lead to what Von Hippel (2005) calls "democratizing innovation" promting the significant influence of so-called 'lead users', by pulling it out of the exclusive domain of 'producer-led' science and technology, and leading it into the context of users and application" (Duijn, 2009: p. 345) Furthermore Duijn Michael also stressed that public policy innovation is not an effort that seeks only to innovation itself, but each of the innovations made to be able to Public Policy 151 create a solid solution and better than the previous condition (durable and novel solution). For that of public policy actors always required to cooperate with one another.
As for public policy actors in question are professional actors (mostly from the corporate world) related to public policy issues terntentu, the researcher and akademsi and policy makers themselves. Intensive collaboration and continuous between the three elements that are then led to what is called by Duijn as "community inquiry". The ongoing process of collaboration between different actors in implementing the policy of public policy innovation is called by Duijn as "Embedded Reflection on Public Policy Innovation" (Duijn, 2009: page 9). In more operational Wayne Thornton (2006) emphasized that the bureaucracy can be the source of the emergence of public policy innovation. Thus, is slightly different than Duijn, the source of innovations come from public policy that should not come solely from outside actors purely bureaucratic. This directly, Thornton challenged the conventional wisdom that says that the bureaucracy is always anti-innovation. Thornton then initiated a model called the Bureaucratic Policy Innovation (BPI) which dikatannya "... BPI is a new policy or doctrine developed by a bureaucracy That draws on unprecedented means or methods to fulfil a novel operational purpose." (Thornton 2006: it . 37). Concrete example in Indonesia, we can see in the case of policies PNPM (National Program). This policy is in some respects was considered quite innovative and comprehensive program is controlled by the government (state driven program). Public policy innovations is also one of the key words of a recent concept in public administration, namely Sound Governance. In the current conception of governance, innovation and creativity are very important things that must be owned by any government. Therefore, the government today is no longer dealing with the problems and realities-that's it.
Morning assembly, regular meetings, paperwork and implementation procedures are not a core duty of a government. In time, the mechanical system will do the routine things. Modern government to deal with many situations that are less complex and unpredictable as a result of the reality of an increasingly connected to the extreme. Globalization makes the matrix of life becomes even more complicated than before (Farazmand, 2004). Innovation is intended in the SG is in many aspects. In the field of technology is done in terms of finding new techniques and various methods in the conduct of the various processes of planning and delivery of public services.
In the field of development / resource management, innovation is required in terms of finding ways not only effective and efficient but also bring maximum benefit to the community. In this case Jean Hartley (2006) initiated a matrix that is very helpful in explaining the existence of public policy innovation in government organizations as shown in the image below: 152 Public Policy Figure 5. Matrix Innovation and Improvement Sources: Jean Hartley, 2006, Innovation in Governance and Public Services, Warwick University Press From the illustration above it is clear that not all the innovations that will automatically have an impact on the improvement (improvement), demkian versa. And we hope of course is only the quadrant number 4 (four) is a public policy innovations that directly impact the creation of improved conditions. The study is expected to result in conditions such as in the four quadrants above. Where innovation policies in the management of renewable energy through the use of CSR funds may, in the same time, raising the degree of use of renewable energy in Indonesia and the improvement of financial management in the industrial sector in particular CSR ketanaglistrikan. As noted, that innovation policy is a necessity of the global world is rapidly changing. Because with the change of globalization many assumptions that must be immediately corrected at any time. Not possible, for example, in preparing the budget we just move on assumptions that are tedious and only the numbers change slightly from previous budgets. Such an attitude is far from ideal dynamic bureaucracy. In public administration, recently intensively discussed the concept of Sound Governance (SG). This concept also puts innovation policy as the core of his idea. SG believes that without innovation and adaptation, the government will be broken (soundless) (Farazmand 2004: page 19). However, it is innovation must be supported by adequate organizational capacity and organizational capacity to implement it. Therefore, the dimension of SG is also listed on the importance of organizational and institutional aspects in the reform of modern governance. Political and economic situation can change at any time. Then the bureaucracy must be able to quickly adapt without having fragmented.
The term 'change the policy change ministers' flexible attitude is not intended here. Flexibility means the technical and strategic level, not flexible in the goals and commitments.
This is also confirmed by Golembiewski (in Farazmand 2004) that the bureaucracy must be driven by commitment, motivation and keterbuakaan of new information, rather than loyalty (compliance) a blind: Public Policy 153 "Basically we argue that the evolution of a creative idea into a practical organizational change should be seen as an innovative process. An ideal type of good innovative process is characterized by high motivation on individuals, groups, and organizations to acquire new information and to increase sources of knowledge about a relevant problem in order to stabilize turbulent social systems" (Farazmand 2004: p. 172) In addition to the factors mentioned above, Farazmand and Golembiewski also stressed that the success factors of public policy innovation is a dimension of sustainability (continuous innovation).
Because without this aspect of the sustainability of public policy innovations that will soon lose momentum and eventually the government will return to his old habits that are not productive (bussiness as usual). Subsidy Policy Subsidies are a form of financial assistance (financial assistance), which is usually paid by the government, with the aim of maintaining price stability, or to maintain the existence of business activities, or to encourage a variety of economic activities in general. The term subsidy may also be used to support paid by non-governmental organizations, such as individuals or non-governmental institutions (Ruth, 2008). Subsidies can also take the form of trade protectionism or barriers (trade barriers) by making domestic goods and services to be competitive against imports of goods and services. In the system of capitalism, the subsidy is one of the instruments of indirect control. Grossman in Economic Systems (1995) explains that the system of capitalism, there are two kinds of economic controls by the government, namely the direct and indirect control. Direct control is a policy that works regardless of market mechanisms, such as the trade embargo and setting the highest price of an item. The indirect control are working through the market mechanism, such as tariff setting, and all sorts of taxes and subsidies. (Grossman, 1995). Subsidies can be categorized in various ways, depending on the reason behind the subsidy, the recipient, and sources of financing subsidies (could be from the government, consumers, tax receipts, etc.). (Http://en.wikipedia.org). In the 2008 Revised State Budget, in broad outline there are two subsidies, ie subsidies on energy and non-energy subsidies. Energy subsidies include subsidies for fuel and electricity. Non-energy subsidies include eight types of subsidies, the subsidies of food (rice for the poor), subsidized fertilizer, seed subsidies, subsidized public service obligation (for Railway PT Indonesia, PT Pelni, and PT Pos Indonesia), loan interest subsidy program (interest paid the government), the raw material soybean subsidies, oil subsidies (market operations), and tax subsidies (taxes paid by the government). (Memorandum of Revised State Budget & Finance, 2008, III-4). As for some basic grounding in the application of subsidies, among others: a. A useful aid provided by the government to groups or individuals who are usually in the form of cash payment or tax cuts. b. Given with a view to reducing some of the burden and focus on the advantages or benefits to the community. 154 Public Policy c. Obtained from the tax subsidy. Thus, the tax money collected by the government will go back again into the hands of the community through the provision of subsidies. Can be seen here that the subsidy becomes a tool of government in making the distribution of incomes.
As for Indonesia, some kinds of subsidies: 1. Price distorting subsidies: the government's assistance to communities in the form of reduced prices below the market price in order to stimulate the public to increase consumption or purchase of such commodities. The price paid is lower than the market price, and the government to assume or pay the difference in price. Examples of subsidies include : a. discounted rates / electricity tariff b. discounted rates for rental homes c. fertilizer price cuts d. poor rice e. costs of schooling (BOS) f. Fuel price cuts 2. Cash grant: an aid to the people in government by providing some cash and consumption allocation of money was handed over entirely by the community. Examples: direct cash assistance.
3. Allowances or tax cuts. In addition, the subsidy was imposed only if the advantages (benefits) gained greater than the amount of costs incurred for the provision of subsidies. Although subsidies exist to create a welfare society, they lead to higher taxes or increased prices for consumer goods. The logic: because the subsidy increases, the tax collected is also increased because the tax is a source of funds for the subsidy, so the prices of goods will also be increased because of the demands that the tax rise. This all of course requires prudence in deciding the government subsidy policy. Because if the purpose of the subsidy that was originally aimed at improving the overall economic well-being turned into a decisions that only benefit a handful of classes. In Indonesia alone, the subsidy policy of the most widely heard is the fuel price subsidy. This is because the fuel as a strategic commodity and will respect the public interest. The high price of oil markets is not followed with good purchasing power. Various measures taken by the government to redistribute income to reduce the gap between community members. Established programs often widely criticized among the opposing party and interests. Conclusion Implementation of CSR in particular by the renewable energy sector should be carried out in accordance with the purpose of community development with environmental sustainability in the foreseeable future, therefore we need a container that can overshadow the pattern together with the institutions that will be developed so that the clear obligation of the company's CSR and environmental communities Diu surroundings. Subsidies to renewable energy development is urgently needed.
Government is necessary to intervene to reduce the levels of dependence on unrenewable energy, while also doing unrenewable energy usage restrictions that apply to all walks of life. These institutions which will be Public Policy 155 the primary managers and as management to upgrade the energy sources that will be a shift from being the majority using unrenewable energy sources transition to newable energy and then continue the transition to renewable energy. Implementation of public policy innovation in the implementation of CSR based on renewable sector is not going to be realized in a short time. The need for transitions and adaptation policies to cut costs further in the future.
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Narrative policy analysis. In F. Fischer, G.J. Miller, & M.S. Sidney (Eds.), Handbook of public policy analysis: Theory, politics, and methods (pp. 251-267). Boca Raton, FL: CRC Press Public Policy 157 Women as Strategic Actor in Feminist Policy Reform: A Case in Badung Regency in Bali Province (Gender Policy Reform) Ida Ayu Putu Sri Widnyani
Abstract: Policy decision-making is inseparable from democratic life that involves all elements of the society including women and men. The need for involvement of all elements is due to the following reasons. The first is the element of trust, that is, involving all elements will lead to confidence in the outcome of policies. The second is as a democratic goal, that is, by engaging them, the policy will be accepted because it fits the needs of the citizens.
Third is imaging, that is, democratic participation will enhance the image and legitimacy of government. The reality is not as expected; the results of many policies do not seem to favor the citizens' interest, and are less supportive toward women. The involvement of women and minority groups is so minimal, and this is the case in Badung regency of Bali Province. Based on the researcher's observations and empirical data obtained in the field, women occupy minimal strategic position in the policy decision making in parliament and in government bureaucracy of Badung Regency. These problems do not only occur in national or regional level but they also constitute the world's problems. To be able to conduct policy reform, innovation in government should be attempted. Participating in reforming policy results to make them more favorable toward people who are pro gender needs a strategic actor which serves as a necessary pioneer, which can be followed by other actors. The actor is the woman herself because it is the woman herself who is more aware of her needs and the needs of the community. Women should be capable of entering strategic networks, occupying strategic positions in parliament and the bureaucracy and able to meet the quota of women representation at least 30%. The government should support and provide opportunities to women. There are two factors that can result in feminist policies which are progender, i.e.: the internal factors which are the women themselves by improving their own competence through improving their insight, attitudes, morals, knowledge, and through improving women's movement; and the external factors like supports from government, community, culture, political parties and mass media. Keywords: Women, Reform, Feminist Policy Introduction Democratic life in Indonesia can not be separated from the women as citizens. Women as equal partners of men have the same chances and opportunities as men to perform activities in development aspects including to vote and be voted, express opinions and ideas of mutual interest in democratic life. Such as those expressed by Denhardt and Denhardt (2007;50) that is in order to establish the involvement or participation of the citizens there are three things that are described below. "There are a number of reasons we might hope for high levels of public participation in a democratic society : The first reason is our belief that 158 Public Policy through active participation we can most likely achieve the best political outcomes, Second, democratic objective, "attaining rules and decisions which satisfy the interests of the greatest number of citizens. Third, democratic participation enhances the legitimacy of government" In order to achieve equitable development in all areas of life both physical and non physical, aspiration absorption is performed through Musrenbang (Planning Council). The absorption of this aspiration should involve all components of society including women. The evidence suggests that in each musrenbang, women's participation has been minimal (Widnyani: 2011: 117). It was proven from the list of meeting attendees which were mostly attended by men. These conditions resulted that non-physical development policies has not been implemented optimally. The resulting policy of government shows minimum results of pro-women policies. The minimal pro-women policies are compounded by the limited involvement of women in the process of public decision-making.
This is partly characterized by the less number of women representative in legislative and structural echelon I, II, and III in the executive institution. In addition, there are still weaknesses of partnership between government and the community and other agencies who have the vision and mission of women's empowerment. This fact is in accordance with Bevir (2011: 387) who stated that on the partnership, things that must be done in the process of deciding a policy, should consider : "Public manager in collaborative governance needs skills in negotiation, persuasion, collaboration, and enablement which include activation, orcestration, and modulation skills. Multiple streams of literature that focus on the relationship among government, the public and stakeholders in governance fall into two catagories: collaboration with among organization and collaboration with the public" A variety of current literature focuses on the relationship between government, communities and stakeholders in the administration is included into two categories: the inter-organizational cooperation and teamwork / collaboration with the community. The phenomenon of the presence of women in Badung Based on statistic data sources of Badung Regency in 2008, there are still a lot of illiterate women, though Badung as tourism area has the second highest regional income in Indonesia. The level of education up to college level is very less. If it is viewed of gender, the percentage of illiterate women is higher (more) than men. Almost all over the areas in Bali has been under this condition from time to time. In 2007 the percentage of the overall gender imbalance among the population of women and men, the disparity rate reached 9.35% percentage. Considerable striking gender disparity seen in the graduate school of education / equivalent, that is a 41.80% for males and 31.27% for females in 2007 to 10.53% disparity rate. Diploma I/II graduates for males is reaching 4.66% and 3.89% of women, Diploma III / IV/S1 degree for men is 8.98% while 6.71% for the female. Participation of women in parliament membership of the last General Election (2004 and 2008) in Badung regency is much less than males. Overall male dominance in the membership of Parliament is very prominent (97.5%). Strategic decisions in the Public Policy 159 formulation of public policy are taken by government officials a structural environment. Therefore, the proportion of men in the structural positions in government is worth pointing out. In administration environment of Badung Regency, male dominance in structural positions appear very prominent, in all levels of the echelon. Of the 792 positions available in Badung Regency administration, only 27.9% is filled by women, while the rest (72.1%) is filled by men. A feminist is not a prototype of female or male with category of character, thought and a certain appearance, except that one is aware of the structural imbalance and discomfort in the form of inequality. Thus, a male can be a feminist as long as he has a concern and awareness to change the injustices and oppression of women. Or vice versa, women can become more patriarchal than men. This view is supported by Styhre (2007) who stated that the "feminist analysis toward the bureaucratic rationality norms of masculine hierarchy and professionalism is required to lead to a humanistic approach / humanity as an emotional and attention to the feminine as model of an egalitarian similarities approach in the work" (FT Ashcra; 2001 in Styhre: 2007: 54). Postfeminis intended in this paper is how to increase the quota of women in legislative and executive (position of women in strategic places) to be able to play a role in policy reform. Citing Stivers's opinion (1998: 30), "people can fully 'be who they are' only if they directly participate in public life" The above statement is supported by Gale Noble in Al Gore (1994: 7) that is "The employees also are happier. As Gale Noble, a case technician, put it, "The satisfaction

involve the representation of women, the party’s internal policies must also be prowoman.
So that the existing legislation must now be reformed. Firmness and consistency of laws are needed that each policy must be pro-woman and if it is not implemented there should be strict sanctions.
There should be a range of time in the process of policy implementation. If it is not well-managed, evaluation should be taken into consideration, so that the shortcomings can be identified, thus, reform can be effectively achieved in accordance with everyone’s expectations. 6. Conclusion In line with the above description, it can be concluded that in order to make indispensable policy reforms which are progender, active participation of all the components are needed which must have the vision and mission of pro gender. The leader must also have a feminist soul who is able to direct any policy to be progender by making decisions supporting gender. Women must understand that they have a very big role on the welfare of state and nation. In order to be heard at formulating a policy, quota should be increased at least 30% representation of women by improving the performance of such insight, education, attitudes and skills. With great competence which is owned, women are expected to occupy strategic positions in parliament and the bureaucracy. Therefore, they will be able to influence the policy outcome and to ‘color’ the results of the policy designed. Pro-gender policy reform can be described as follows. Public Policy 165 INTERNAL (Self competency), movement perempuan Women EXTERNAL(govern ment, society, political party, mass media) Explanation: FEMINIST PRO GENDER POLICY In order to achieve pro-gender policy, it must be supported by internal factors - women must attempt to improve their self-competency, improve women’s movement; external factors –women must be completely supported by government, society, political parties and mass media.
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Undang-Undang No 8 Tahun 2008 Tentang Pemilu Dewan Perwakilan Rakyat, Pemilu Dewan Perwakilan Rakyat Daerah, dan Dewan Perwakilan Daerah. Violanti Michelle T. and Jurczak Linda Pysher, 2011. The Effect of Sex and Gender on Perceptions of Leaders: Does Situation Make a Difference?(journal), Advancing Women in Leadership Vol. 31, pp. 45-56 Public Policy 167 The Implementation of Bureaucratic Reform in Directorate General of State Asset Management (DGSAM) Koko Inarto Master Program in Public Administration University of Brawijaya Abstract: Basically, any government that carries out the bureaucratic reform wants a change for the better. On many occasions, Director General of State Asset Management says that the ultimate goal is to increase public trust in the performance and services of Directorate General of State Asset Management (DGSAM). To gain public trust is certainly not easy to achieve, especially in the conditions of society who are heterogeneous of educational, cultural, economic, and social conditions in the currents of openness and development of information technology and rapid communication. The government understands the nature of Indonesian society always wants the change process can be completed instantly.
Some goals that have been set are to increase public trust, particularly on the performance and service, namely: realizing good governance and improved public service.This paper reviews aspects of the process of bureaucratic reform in DGSAM, and backed up with innovations that included the three main pillars, namely organizational management, business process improvement, and improvement of human resource management. A critical issue in beginning this review is how this institution currently conceptualizes the notion of bureaucratic reform and how this meaning is embodies in recent changes in policies and importantly in options of future change. This paper discusses the current progress of bureaucratic reform in DGSAM like the modernization of offices, the development of Standard Operating Procedure (SOP), and Code of Ethics. Keywords:Bureaucratic Reform, Governance, Indonesia, Standard Operating Procedure, Directorate General of State Asset Management. Introduction Bureaucracy is a system of government that is run by civil servants for having adhered to the hierarchy and career path. The phenomenon of bureaucracy is always with us in our daily lives and everyone complained about how the functioning of the bureaucracy. It is often so in the end people will draw the conclusion that the bureaucracy was not any good because a lot of abuse by government officials (bureaucracy) and it is detrimental to the public. In Indonesia, Bureaucratic Reform in accordance with the Act No. 17 of 2007 is part of government programs as outlined in the National Long Term Development Plan 2005 - 2025 (NLTDP) with a target specifically is ‘a clean and respectable governance form’. In accordance with the Act, development of the state apparatus through bureaucratic reform is to improve the professionalism of the state apparatus and to achieve good governance, the desired focus is in order to support the successful 168 Public Policy development in other fields. Bureaucratic reform is essentially an attempt to change a conscious and planned so that the bureaucracy is able to adjust to the dynamics of the strategic environment and encourage change for the better in the state organization and development. Furthermore, reform can also be used as a means of renewal, if the organization's objectives are directed to a renewal strategy characterized by the willingness of the bureaucratic apparatus to be responsive to reform ideas that can improve the performance of governmental bureaucracy. Starting from the inception of Act No. 17 of 2003 on Management of State Finance, Act No. 1 of 2004 on the General Treasurer of the State, and Law Number 15 Year 2004 on the Financial Accountability and Reporting Implementation of the State, the government began to run a program of reform of the bureaucracy and the Ministry of Finance is the agency that became pioneer in the run. Everything is done for one purpose, the performance improvement. In 2007, reform was officially proclaimed as a priority program in the Ministry of Finance. Beginning with the era of modernization and the sharpening of units function (organizational management), the goal of bureaucratic reform is to improve business processes with the introduction of workload analysis, job evaluation and implementation of Standard Operating Procedure. Two things are coupled with the development of human resources is what is later called the three pillars of bureaucratic reform. Directorate General of State Asset Management (DGSAM) as part of the Ministry of Finance has a duty to formulate and implement policies and technical standardization in the field of state assets, accounts receivable and the auction, in accordance with policies established by the Minister of Finance and based on laws and regulations. In order to meet the demands of bureaucratic reform, DGSAM has formed a bureaucratic reform team through the Decree of Director General of State Asset Management No. KEP-05/KN/2007 dated February 2, 2007, as amended by the Decree of Director General of State Asset Management No. KEP-74/KN/2007 dated October 31, 2007 and KEP-05/KN/2008 dated March 4, 2008. The task team is to set the organization, formulate a business process improvement and enhancement of human resource management. DGSAM currently has 17 Regional Offices and 70 Service Offices spread all over Indonesia. Specifically, the Service office namely State Asset Management and Auction Service Office or KPKNL (in Indonesian abbreviation) is a vertical agency of Directorate General of State Asset Management under and directly responsible to the Regional Office of the Directorate General of State Management. KPKNL is managing the administration of State Asset Management at the regional level especially in municipalities and regencies. Fundamental change that can be directly felt by the citizen is ‘KPKNL Teladan’. The special model in KPKNL formation is located in some areas such as Jakarta, Medan, Surabaya, Makassar and several other big cities in Indonesia. The word ‘teladan’, taken from the said of Order (Tertib), Current (Lancar), and Trusted (Amanah). ‘KPKNL Teladan’ is the working unit, which has reliable human resources and equipped with modern facilities and tight standard operating procedures. Assumingly, these improvements are making it possible to deliver better quality public services. The principles of public service at more advanced in ‘KPKNL Teladan’, which is has faster Public Policy 169 work processes, more precisely the service provided, easier to understand the procedure, is more secure because of their guaranteed legal certainty. ‘KPKNL Teladan’ is a form of bureaucratic reform in DGSAM and conducting by modernization efforts in the service office.
The inauguration of 6 ‘KPKNL Teladan’ in 2009 and the other 10 in 2010 is expected to increase public trust to DGSAM. The establishment of ‘KPKNL Teladan’ is expected to create an optimal management of DGSAM core business, creating excellent service to the service users and increase transparency and accountability of public services. ‘KPKNL Teladan’ is the transformation of the old model of KPKNL with better business processes, clearer service procedures, and supported by more competent human resources. Therefore, ‘KPKNL Teladan’ is estimated to provide more certainty in service, both the norms and standards through the implementation of the integrated service area, the use of application systems, selected and trained human resources, and adequate infrastructures.12. Theoretical Background 1. Understanding Bureaucracy and Bureaucratic Reform Theoretically, the bureaucracy is a power tool to execute political decisions, but in practice the bureaucracy has become a potential political force that can knock down power. Bureaucracy is also a political tool to manage and realize the political agenda, the nature of the bureaucratic apparatus of power is not really out of control but still limited by the control device from the outside and from within. Bureaucracy can also be distinguished by two types, namely the classical bureaucracy and bureaucratic behavior. a. Bureaucracy according to some experts13 1) Max Weber Basically, Max Weber never definitively said the meaning of bureaucracy. Weber calls this concept and just analyzes the characteristics of what is supposed to be attached to the bureaucracy. Weber examined the symptoms of real bureaucraticpatrimonial bureaucracy. Patrimonial bureaucracy-was held at Weber's lifetime, the bureaucracy that was developed at the Hohenzollern dynasty in Prussia. Bureaucracy is considered by Weber as irrational. Many appointments are referring to the political-will-led dynasty. Weber is famous for its conception of the ideal type of the legal authority that can be held, namely official duties are organized on the basis of continuous rule, these tasks are divided into different areas according to their functions, each of which is equipped with the terms of authority and sanctions, positions arranged in a hierarchical manner, which is accompanied by details of the rights of control and complaint, rules are arranged in accordance with the work directed both technically and legally, the members of organization have two different role for both organizational resources and a private individual, incumbent is not the same with his position, administration based on written documents and this tends to make the office (bureau) as a center of modern organizations, and system of legal authority can take many forms, but seen in its original form, the system remains in a bureaucratic administrative staff. For Weber, if the nature of the above-8 attached to a 12 13 170 Summarized from Dirjen Kekayaan Negara Resmikan 6 KPKNL Teladan, April 2010 and Hadiyanto: KPKNL Teladan Tingkatkan Public Trust, February 2011. Seta Basri, Konsep-konsep Birokrasi, May 2009. Public Policy bureaucracy, the bureaucracy can be said to be patterned as legal-rational organization. 2) Martin Albrow Albrow split 7 perspectives on bureaucracy. The seven perspectives of analysis were used as a knife in order to analyze the phenomenon of bureaucracy that widely practiced in the modern era. The seven conception of bureaucracy are bureaucracy as a rational organization, inefficiency of bureaucracy as an organization, bureaucracy as a power which is run by officials, bureaucracy as the administrative state, bureaucracy as administrative officers executed, bureaucracy as an organization, and bureaucracy as a modern society. b. Bureaucratic reform In the framework of the implementation of the bureaucratic reform, the bureaucracy in Indonesia needs to implement fundamental reform strategies. Osborne and Plastrick (1997) offer five strategies for bureaucratic reform by introducing 5 C, namely: 1) Core strategy: it is achieved by using three approaches, namely clarity of purpose, role, and direction. 2) Consequences Strategy: This strategy is implemented by injecting incentives into the public system. The incentive here is to obtain a public organization that is able to produce high performance but with a minimal cost. 3) Customer Strategy: This strategy is closely related to accountability. Accountability of public administrators is not for the boss or political officials but to the customers. To reduce the political influence, the public administrators should be the professionals who are neutral in politics. 4) Control Strategy: This strategy is related to power sharing in decision making. In a bureaucratic organization, the authority is in the hands of top officials.
If the top officials could no longer control the powers, he would delegate authority to subordinates. As a result, officials at the lower level have no more authority to make decisions. Control strategy wills the paradigm shift from rule-driven to customer driven. 5) Culture Strategy: Organizational culture is a set of behavioral, emotional, and psychological framework that deeply internalized and spread to the entire organization. Cultural strategy is achieved by changing habits, using the hearts and minds in the work, and interacting with people. Implementation of this strategy in public organizations means changing bureaucratic culture into a more open and adaptive culture. The five strategies (5C) mentioned above, cultural change is the most difficult part and sometimes not successful. Furthermore, Based on The Regulation of Minister of State Apparatus Utilization and Bureaucratic Reform No. 11 of 2011 about The criteria and measures of successful of bureaucratic reform, Assessment indicators used in measuring the success of bureaucratic reform implementation based on principles of SMART – C, as follows: 1) Specific: the indicators used must be able to express something peculiar/unique in assessing the performance of the successful of bureaucratic reform; Public Policy 171 2) Measurable: the indicator should be designed with clearly measurable, has the units of measurement, and it is also clear of weights and measures; 3) Achievable: The selected indicators should be achievable by the Ministries/Agencies and Local Government; 4) Relevant: the indicator must be selected and determined in accordance with the vision and mission, as well as bureaucratic reform goals; 5) Timely: The selected indicators should have a time limit of achievement; 6) Continuity: indicators are built to be sustainable and able to adjust to the developmental progress of bureaucratic reform. 2. Good Governance: Delivering Questions to Implementation of Bureaucratic Reform The literatures on governance and the increasingly internationalscholarship on Good Corporate Governance describe two models of public service thatreflect a ‘reinvented’ form of government which is better managed, and which takes itsobjectives not from democratic theory but from market economics (Stoker, 1998) and the Government of Indonesia desired to conduct the bureaucratic reform in this way. Essentially, governance is a political theory (Peters and Pierre, 1998). As Stoker (1998, p. 17-18)describes it, Governance refers to the development of governing styles in which boundariesbetween and within public and private sectors have become blurred. The essenceof governance is its focus on mechanisms that do not rest on recourse to theauthority and sanctions of government….Governance for (some) is about thepotential for contracting, franchising and new forms of regulation. In short, it isabout what (some) refer to as the new public management.
However, governance…is more than a new set of managerial tools. It is also about more than achievinggreater efficiency in the production of public services. Peters and Pierre (1998, p. 232)agree with the idea that governance is about process.Governance is ultimately concerned with creating the conditions for ordered rule andcollective action (Peters and Pierre, 1998; Stoker, 1998). Stoker (in Ewalt, 2001. p. 9) draws five propositions to frame our understanding of the criticalquestions that governance theory should help us to answer the implementation of bureaucratic reform. He acknowledges that each propositioninplies a dilemma or critical issue of it. a. Governance refers to institutions and actors from within and beyond government. b. Governance identifies the blurring of boundaries and responsibilities for tackling c. Governance identifies the power dependence involved in the relationships betweeninstitutions involved in collective action. d. Governance is about autonomous self-governing networks of actors.
e. Governance recognizes the capacity to get things done which does not rest on the powerof government to command or use its authority. Furthermore, Peters and Pierre (1998) question why this “arms-length” approach should work anybetter han the Weberian, hierarchical steering of traditional public administration.
To the extentthat it does, the answer may be due to the fact that the 172 Public Policy purpose steering is quite differentthan the purpose of Weberian management. Traditional public administration emphasizedlegality and equality. The desired outcome was the provision of uniform services to all clients forwhom the services were appropriate. And, Peters and Pierre (1998, p. 230)point to a potential organizational problem that the newmanagerial steering exacerbates. “Although structural organizational changes – such asdecentralization and moving decision making on operative issues downward in the organization– are very common today, the problems associated with changing the culture of the organizationare often much more difficult than are the structural changes”. 3. Prior Research on Bureaucratic Reform and State Asset Management Based on the some prior research in the field of bureaucratic reform and state asset management, I recognize that there are some reason for the proposed complex changes in bureaucracy of state asset management such as establishing a permanent committee atthe highest level to lead and plan sound strategies in managing government properties,formulating clear asset management policies (including for property assets), developing the anasset management manual as well as other forms of reform.
This is because the governmentrightly realizes that the implementation of an efficient, effective and systematic propertymanagement practice is a necessity in ensuring all government properties are able to fullyfunction in realizing their set objectives and goals. (Abdullah et al., 2011, p. 50). Then, according to Songtao (2005, p. 4), the government needs to restructure its organizations; to improve administrative efficiency; perfect management practices and improves therelations of the government; and the public so as to acquire a high prestige. This research concerns on the implementation of bureaucratic reform as a strategy in order to enhance administrative system due to enhance the performance of the Directorate General of State Asset Management. This topic is interesting because the bureaucratic reform is one of the most important tools in order to prevent the different process in delivering public service that distracted the organization performance; to improve public service quality in effective and efficient manners; and to provide law certainty and transparency to the stakeholder. General Overview of Bureaucratic Reform at DGSAM as a part of MOF Bureaucratic reform efforts are increasingly finding the right momentum and received full support from the public after the post-crisis economy, finance, and politics in 1998. Ministry of Finance (MOF) as one of the government has initiated efforts to reform the bureaucracy along with the development of reform in Indonesia.
Efforts to achieve reform is considered massive and very quickly felt after the enactment of the Minister of Finance Decree No. 30/KMK.01/2007 on Reforms Ministry of Finance, which is a follow-up to President Regulation No. 7 of 2005 on the Medium Term Development Plan (MTDP). The ultimate goal to be achieved from such policies is instrumental in improving public confidence in the performance of services the Ministry of Finance. Efforts to reform the bureaucracy in Indonesia, particularly in the Treasury, including the Directorate General of State Asset Management (DGSAM) which are quite radical occurs in the political and economic post-crisis period, precisely after the reform of the bureaucracy became one of the government priority in MTDP. Based on the MTDP’s regulation, MTDP targets directly related to the bureaucratic reform is the Public Policy 173 creation of clean and authoritative governance, or more popular as good public governance. For that point, the bureaucratic reform of DGSAM includes three main steps. First, organizational structuring that involves the separation of the organization, incorporation, and sharpening functions within the organizational structure of the Ministry of Finance with the organization's orientation to be sensitive to changes, effective and efficient. Second, business process improvement services directed towards the creation of standard operating procedures that provide certainty over time, requirements, costs, rights and obligations. Third, management of human resources that focused on improving human resources management and quality improvement, which started the implementation of competency standards in decision-making positions for placement, transfer and promotion, the application of codes of ethics and employee personnel information systems.14 The Form of Bureaucratic Reform in Directorate General of State Asset Management Basically, any government that carries out the reform of the bureaucracy wants a change for the better. On many occasions, the Director General of State Asset Management says that the ultimate goal is to realize the reform of the bureaucracy DGSAM increases public trust in the performance and services of DGSAM (building public trust). To answer these challenges, set some goals among which are expected to gradually increase public trust, particularly on the performance and service DGSAM, namely: realizing good governance and improved public services. One of the economic development expert opinion that in line with the argument that setting goals is the Stephen C. Smith (in Suryanto, 2010) who said that good governance is one of the fundamental prerequisites for achieving success economic development. Of course this opinion is closely associated with DGSAM role in promoting accountable asset management to support economic development.15 The Implementation of Bureaucratic Reform in Directorate General of State Asset Management Talking about the implementation of bureaucratic reform, DGSAM focuses on three pillars, namely organizational management, business process improvement, and improvement of human resource management (HRM) in carrying out the reform. Here I will describe in more detail as summarized from many sources of Ministry of Finance and DGSAM press release.16 1.
Organizational Management DGSAM organizational management tailored to the needs of the community, the development of the state financial policy, and the dynamics of public administration. Institutional reform and pro public targeted development is expected to provide support and guidance for the citizen development. The concrete step that has been implemented and has direct influence on public services is the establishment of ‘KPKNL Teladan’. 14 Suryanto, 2010, Sebuah Upaya Perbaikan danInovasi dalam MeningkatkanKepercayaan Publik, In Media Kekayaan Negara No. 01/ 2010.
Jakarta: Direktorat Jenderal Kekayaan Negara, p. 12. 15 Ibid. 16 Mostly summarized from Hadiyanto (2009), Suryanto (2010), regulations, and publications online from www.reform.depkeu.go.id and www.djkn.depkeu.go.id 174 Public Policy ‘KPKNL Teladan’ is formed with the following criteria: free of bribery, the certainty of the procedure in the service process, the speed of service compared with conventional KPKNL, and customer oriented. Currently, 31 of 70 service offices of DGSAM have been qualified as ‘KPKNL Teladan’. In 2009, DGSAM set 6 ‘KPKNL Teladan’. Then, in 2010, DGSAM set 10 more ‘KPKNL Teladan’. And, in 2011, DGSAM has launched 15 more ‘KPKNL Teladan’. This means that almost all major cities in Indonesia have been established ‘KPKNL Teladan’ and in other strategic cities will be built similar services office tailored to the availability of human resources and infrastructure. In addition, the pattern of recruitment of staff to ‘KPKNL Teladan’ is by open bidding selection. In order to improve service, until 2010, DGSAM set 10 Standard Operating Procedure (SOP) ‘KPKNL Teladan’ which consists of: 2 SOP on State Asset Management, 3 SOP on Auction Services,and 5 SOP on State Receivable Services.17 To10 SOP is a SOP of front office, the SOP that relate directly to service users. Consequently, the future arrangement of the organization will continue to be done with the main purpose of making DGSAM as a bureaucratic organization that is sensitive to the demands of public services and developing policies and services in a fair and rational. 2. Business Process Improvement As a pro-public organization, business process improvement in DGSAM directed to produce accountable and transparent business processes, and concise performance. To that end, DGSAM develop three tools namely: a. Detailed SOPs which can describe any kind of job outputs in comprehensive manners. DGSAM at this time has been successfully prepared 970 SOP, with 6 of them elected to special SOP (quick win SOP) (Suryanto, 2010). To maintain the quality of service to the community, the implementation of the SOP will continue to be monitored, evaluated, and refined on an ongoing basis, so it will bring excellent service. b. The analysis and evaluation of position is implemented to obtain a detailed picture of the tasks performed by each position. DGSAM is start implementing Analysis and Evaluation in accordance with some regulations, namely PMK No. 816/PM.1/2008 and PMK No. 817/PM.1/2008 of on Position Description of the Head Office and Vertical Institution of DGSAM. The regulations also set the General Functional and Position Recapitulation. To meet the needs of organizational management and support the implementation of professional HR management, DGSAM conduct position analysis and evaluation which is able to meet the wider needs, such as the preparation for ranking positions (job grading) which is the basis for setting remuneration. Meanwhile, the position information compiled to measure the depth of knowledge and skills (know how), the challenge of thinking required in the work (problem solving), and accountability impact on the final position (accountability). c. Workload analysis in order to obtain information regarding the timing and amount of official required to execute a job. Implementation of the Workload Analysis is done by comparing the number of effective working hours per year and per employee is used to perform the work assigned by the number of hours worked to produce the output. To perform the analysis of the workload, the first step is to establish effective working hours per officer. 17 Ibid, p. 14. Public Policy 175 With these three tools, DGSAM believe can provide excellent service to the public that is measurable and certain services in terms of turnaround time, administrative requirements, and costs. 3. Improvement of Human Resource Management DGSAM paradigm shift in employment is starting in late 2008, marked by a review of Division of Human Resources sharpening function as a unit that implements the management and personnel coaching. The review includes repairing the mechanism and the design of organizational structures to optimize the function of the form, namely, (1) human resource planning and recruitment, (2) the development of mutation patterns, (3) development of assessment center system, (4) development of an integrated personnel information system, (5) increasing accountability, and (6) increasing coordination and collaboration with the unit staffing coordinator and related technical unit. Change the term "employee" to "human resources" is part of the paradigm shift of human resource development (HRD). The changes are not solely related to the term, but more as a change of coaching and human resource management system. Competency-based human resource development is the goal of fostering human resources in the future. Therefore, it is necessary to support the activities carried out towards the goal of 2008 that is, a. Integrating Human Resources Management Information System (Sistem Informasi Manajemen Kepegawaian - SIMPEG) SIMPEG integration activities include (i) improvement of data exchange standard operating procedures, implementation of database coding staffing standard to facilitate the exchange of data between the units, (ii) the application of the data reporting unit echelon I to the General Secretariat, and (iii) development of new applications SIMPEGTM, and (iv) development of assessment center applications. b. Preparation of guidelines and establishment of Mutation Pattern The pattern of mutation positions for Civil Servants career in DGSAM need to consider several aspects as follows: 1) Administrative requirements as set forth in laws and regulations governing the movement of structural or functional position, 2) Elements of job performance, 3) Long-time positions and the location of the work unit, 4) Ranking positions, and 5) Disciplinary punishment of civil servants. c. Development of Assessment Center In addition as a method to identify the employee competency profiles, Assessment Center in its development can be used as a training program and Human Resources Development, Career Development, Performance Management, and Human resources Planning and Selection, which is tailored to the needs of DGSAM in the future. With the development of Assessment Center is expected to be available for DGSAM objective considerations in the placement and human resource development.
d. Preparation of guidelines for recruitment DGSAM in order to improve the quality of human resources, conduct competency-based training to support implementation of the duties and functions. The output of the training is to forming the competent human resources as demanded by the job position.
Based on the assessment and evaluation, the needs are more directed at the 176 Public Policy soft competency of human resources in accordance with the requirements of the position. In average, DGSAM conducts at least 35 kind of training for each year. e. Improved Civil Service Discipline The Ministry of Finance develop improved guidelines for discipline and code of conduct for each unit echelon I, as well as forming the assembly code of conduct, as set forth in PMK. No. 01/PM.06/2007 of the Code of Conduct of DGSAM.
Code of Ethics guides employees in attitude and behavior. Employees can be penalized if the moral code of conduct that violates its delivery done in a closed or open situation. Enforcement of discipline was also carried out simultaneously in DGSAM, such as the establishment of the Office of Internal Compliance Unit in DGSAM Head Office. And, by 2009, DGSAM conduct medium disciplinary punishment for 3 civil servants and severe disciplinary punishment for 4 civil servants. 4. Monitong and Evaluation DGSAM conducts monitoring and evaluation through controlling all working unit include head office, regional offices and service offices. The activities mostly focus on civil servants who conduct direct services to the stakeholder.
In order to have better implementation of bureaucratic reform, DGSAM has launching ‘corruption-free office’ (Kantor Bebas Korupsi) in 2008 and still implemented until now. The program is assessed by General Inspectorate and having Risk Management Committee in every level of offices to minimize the corruptive behavior. Conclusion and Recommendation The principles set out by Osborne and Plastrik is basically aimed to improve the performance of public sector organizations and can improve the quality of public services. Implementation of the principles of bureaucratic reform should always increase the performance of each organization. Agree with Ritonga (2012: p.5) that re-arrangement of government institution could be through the following ways 1. Reorientation - Redefining the vision, mission, roles, strategies, implementation, and evaluation of government institutions. 2.
Restructuring - Rearranging the institutional government, build organizational needs and public demands. 3. Alliance - Synergize all actors in a solid team. And, the success factors in the reform of the bureaucracy that can be identified are: 1. Leadership commitment - This is a very important factor in reforming the bureaucracy, considering the governance paternalistic cultural in Indonesia. 2. Own volition - The willingness of bureaucrats reforms themselves. 3. Understanding - The similarity of perceptions and views on the implementation of the bureaucratic reform itself, so there is no disagreement that can obstacle it. 4.
Consistency - It is should be implemented in sustainable and consistent patterns, which requires compliance with the planning and implementation. Public Policy 177 By looking at the improvements achieved by DGSAM, it can be said that there have been improvements in organizational management, business process improvement and management of human resource management.
Progress reform of the bureaucracy and the measurement of key performance indicators are consistently monitored and evaluated by the Director General and the Minister of Finance on a periodic basis in both the meeting leader and expert staff forum. This shows evidence that the reform of the bureaucracy has become a whole human being determination in DGSAM. References , April 2010. Dirjen Kekayaan Negara Resmikan 6 KPKNL Teladan, Jakarta: Berita DJKN. , December 2008. Bureaucracy Reform Ministry of Finance as retrieved from , February 2011. Hadiyanto: KPKNL Teladan Tingkatkan Public Trust. Jakarta: MOF Fiscal News. Abdullah, Shardy; Arman Abdul Razak, Mohd Hanizun Hanafi and Mohd Najib Salleh . 2011. Managing Government Property Assets: The Main Issues From TheMalaysian Perspective.
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Public Policy 179 Non-hegemonic Public Policy Process: Case Study in Public Transport (Bus) Changed Route Policy in Pamekasan District Mohammad Said Lecturer in Public Administration Department, University of Brawijaya Abstract: Recently, policy areas viewed as a complex by entangling many factor, actor, organizational, instrument and system values. Particularly, related to accomplishment of its form of prosperity of society will needed contribution from four elements; government, private sector, individual and voluntary organization. This paper describe about implementation on public transport policy, especially about changed route of public transport (bus). The research tied with some actors at the policies process, policies tools, and the dynamic interactions of the actors in order to struggle their interest. Besides that, also concerning the policies external factor, include economic conditions, politics, social life and culture becoming the background of implementation of public transport (bus) changed route policy. The result shows that in the process of implementation of public transport (bus) changed route policy in Regencies Pamekasan, there is non-hegemonic policy typology. Several of actors show up into the dynamic process of implementation with their various interests. There is shown a complex public policy process, which is a pulling process within the groups, whether the progroup or the contra one, tried to influence policies implementation. This kind of process always detached from the policy networks, which built by the actors (policy actors). The defined actors to this research are 1) government (state); 2) society, including the target group and civil society (NGO); 3) market (private sector). On other hand, economic, politic, social life and culture give an impact to the dynamic actor interactions. From all, the most visible factors to this case are an economic motif. All of the actors collaborated based on the importance similarity and the feeling of solidarity. Actually, social and culture values also being a serious barrier if it’s seriously noticed. Keywords: Policy tools, dynamic of policy actors, policy network Introduction This study is a study highlighting the changes to public transport routes (bus) in Pamekasan District. It is closely related to how the government as implementers of public policy and able to carry out the policy of public transport services are good and not harm the community. To be able to successfully implement the policy, according to Islamy (2001), the bureaucracy responsible for implementing the policy should really pay attention to the demands of communities affected by the effects of that policy (beneficieries). Thus, any policy that there should be ready to be changed at the implementation stage, due to a particular policy can be strongly rejected by society, so it should be removed or canceled. 180 Public Policy The trend in recent policy fields/ areas is seen as a complex field and involves many factors, such as policy actors, institutions, organizations, value system, and strengthening. P. Self (in Islamy, 2001) states that: "The provisions of welfare can be regarded as complex mixtures of contributions from four sources: government, market, voluntary Organizations and individual households." Policy implementation also involves a growing number of stakeholders and policy as well as potentially lead to conflict and not working policy implementation activities. In the implementation of public policy perspective there is not only promotes the interests or values, but more than that highlight the role of communities and countries, whether in a series of activities that are totally or dominance of certain activities. The essence of public policy, according to Islamy (2002) that state policy is essentially a decision to choose the best values of the many values that exist. The selected value is the value corresponding to the public interest. Context of this study is about the reality in which the District is implementing changes public transport routes (bus) is properly. Policy changes to public transport routes (bus) is an effort of the Government Pamekasan District in order to improve the quality of public transport services and creating order and convenience of traffic. Some of the reasons that forced the government to make changes public transport routes (bus) is the density of vehicles in the city, narrow streets in the city, and do not allow for the widening.
Inter-city bus lines that pass through downtown streets add to the chaotic atmosphere in the city center, and a source of congestion. Changes to public transport routes are experiencing difficulties in its implementation, there are some policy actors who refused and demanded that the policy be canceled. This study concern to how the implementation of the policy changes to public transport routes (bus) is associated with 1) actors in the policy process, 2) policy instruments, and 3) the dynamics of the interaction of the actors in the fight for their interests. Then, the policy of external factors, which include economic conditions, political, social and cultural background of a policy implementation and the factors inhibiting the implementation of changes to public transport routes (bus) in Pamekasan District. Research Methods This study was based on a qualitative approach. With the qualitative approach of this research is expected to be able to describe fully the subject of research, so as to define the desired focus of research, namely to answer the problems that have been formulated and meet the research objectives.
The use of a qualitative approach by Vredenberg (1999) (in Alwasilah, 2002) have considered, namely: 1) qualitative research presents a comprehensive form of analyzing a phenomenon, 2) the study of this type is more sensitive to capture the qualitative descriptive information, by way of trying to maintain the integrity of the relatively fixed (wholeness) of the object, which means that the data collected are studied as an integrated whole. The focus of research in this study are : a. Implementation of the policy changes to public transport routes (bus) in Pamekasan, with some indicators, namely : 1. Actors involved and interested in changing routes, internal and external. Public Policy 181 2. Changes in policy instruments of public transport routes. 3. The dynamics of the interaction of the actors change policy public transport routes. b. Economic, political, social and cultural (economic, political, social, and culture conditions) in the implementation of the policy changes to public transport routes (bus) in Pamekasan District. c. Factors Inhibiting the implementation of the policy changes to public transport routes (bus) in Pamekasan District, covering internal and external factors. Policy Actors Explanation of the Howlett and Ramesh (1998) can be used as a frame to explain the existence of relevant actors and stakeholders in the implementation of changes to public transport routes. This implementation is generally composed of several actors, namely government (state), public (society) and private (market). These three actors are shown to be found in this study. Government (state), is the actor who initiated this policy. As the initiator as well as the implementor of the policy changes to public transport routes (bus) in Pamekasan, as a formal institution has a formal structure of policy implementation. The implementing structure are: 1. To prepare for the changes to public transport routes (bus), Board of Trustees addressed the Regional Transportation (BPTD) consisting of: a. District Secretary (Sekkab) of Pamekasan; b. Head of Department of Transportation of Pamekasan; c. Head of Police Resort of Pamekasan; d. Head of Department of Revenue of Pamekasan; e. Head of Infrastructure Bureau of Pamekasan; f. Head of the Police Civil Service of Pamekasan; and g.
Sub Commander Den POM V/4-3 Pamekasan, and Organda Pamekasan. 2.
For the implementation of regulatory changes to public transport routes (bus), the formal body responsible government, consisting of: a.
Department of Transportation, as a representative of the government; b.
DLLAJ (transportation policy agency); c. Bappeda Pamekasan (Planning Board), which also involved the development planners in local institutions; d. Police, who helped organize the road traffic order.
BPTD established by the Decree of the Regent Pamekasan No: 188/41/441.112/2004, with the tasks : 1. Coordinate the efforts and activities in the field of transportation related land, sea and air, both in the stage of planning, implementation, training and supervision; 2.
Ask for information required from government and private agencies; 3.
Prepare the statement of findings and corresponding activities in the field of transportation and development issues, in order to provide suggestions and considerations to the regent; 4. To report the performance of its duties to the district on a regular basis every month. One of the tasks or attention Regional Transport Board (BPTD) is to prepare everything necessary in the implementation of changes to public transport routes. BPTD member selected purposively by the Regents based on title and link their work tasks 182 Public Policy directly related to

to reconcile between the government and society. This activity is done in order to facilitate public involvement in decision-making process both at the level of policy formulation and implementation level. This activity is done because of public involvement has been limited. Even the regulation of public transport route changes in Pamekasan at first (the formulation) likely as a product of top-down policy.
There is no public space and aspirations by the government. Activities undertaken by NGOs, is developing a problem solving approach to motivating people to have concerns and are willing to deliver their aspirations to the Public Policy 187 government as well. Mentoring is done is to question the policy, urging the improvement of policies and provide inputs for policy improvement. Thus, there has been a participatory process in the implementation of the policy changes to public transport routes (bus) is. Mentoring is done by LP2M have big goals to strengthen the public's access and control this policy. Specifically, this activity aims to: 1) create a space to facilitate public participation in public consultation and 2) strengthen the capacity of communities and other non-governmental stakeholders to access and control of government policies.
Realization of these assistance activities are 1) identification of issues and stakeholders of this policy, and 2) did the public consultative meetings. The result of collaboration between the Department of Transportation and LP2M as the executor of operations have been done: a. Transparent information management (newspaper, radio) 1) Dissemination of information changes the rules of public transport routes to the wider community. 2) Open access for stakeholders to provide input in an effort to improve regulation. b. Community Organizing 1) Facilitate Negotiations Stakeholders Conducted the meeting in the office of the Department of Transportation Pamekasan. Meetings were held several times since the beginning of the pros and cons of the actors in the implementation of route changes. 2) Facilitate Stakeholders Having obtained the agreement, then LP2M provide assistance for a motorcycle to form a community that is well organized. Conflicts of interest in the process of structuring the implementation of public transport routes (bus) in Pamekasan requires considerable attention, given that the counter is a small community whose livelihoods disrupted. Of course, in addition to consideration of formal legal rules or the law, also must pay attention to the humanitarian and economic impact of the recipient.
Order, smoothness and comfort of traffic into the government hopes a change in public transport routes (bus), while on the other hand touches the livelihoods of certain groups (motorcycle taxi and pedicab drivers) who are clearly disturbed by the existence of these regulations.
Economic, Political, Social, and Cultural in Policy Implementation Economic, political, social and cultural defined in this study leads to the background munculya a policy, a policy both at macro and micro level, national or local. When policy is made can never escape from certain values that surrounded him.
Motif present in a policy direction and we can trace trace eventually. This value will give color to the policy. Related to this research context, that the policy changes to public transport routes (bus) in Pamekasan can not be separated by certain conditions are present which give color to this policy. In bold, the researchers tried to take 4 (four) conditions that researchers consider to be the background as well as conditions that affect the emergence of policy changes in this route. In other words, these conditions could be a background of 188 Public Policy this policy, or can also be an impact of the policy changes to public transport routes in Pamekasan. Economic, political, social and cultural are external factors that influence whether or not strong enough in achieving effective implementation of public policy. In the case of changes to public transport routes (bus) in Pamekasan based on the results of the research data it appears that success did not escape the influence of economic conditions, political, social and cultural.
Economic conditions: economic background appears from the teething problems of rejection from a group of actors and also the presence of other groups that support the route amendment. Drawn more broadly if the actual economic conditions are not only local economic conditions but also in relation to national economic conditions which impact on local economic conditions. An unstable national economy detambah economic policies resulted in a controversial local economic dynamics also unstable. Political conditions: political dynamics in Pamekasan, given that the winning party won elections and a majority vote of the Islamic party. For political stability and security role Kyai (Moslem Leaders) was no doubt in Madura. Based on the results of the 2004 elections, the political party that won the biggest vote of the United Development Party (PPP).
Composition of the seats in parliament Pamekasan based on the results of 2004 elections dominated by the PPP with the number of 18 seats. From these data, it can be seen that the political map in Pamekasan dominated by Muslim Party. While Regent is now a candidate promoted by the PPP, so that the Regents political in a safe position. Parliament more as partners than as a control agency.
While other political parties it is difficult to perform because the opposition vote had been defeated. Social and cultural conditions: Madura community in general have sufficient characteristics to distinguish with other communities in Indonesia. Rules in life-oriented teachings of Islam, because the majority of the Madurese are Muslims.
The most obvious character is strong and resilient character in defending its interests. Madurese people will be harsh if the rights or dignity was compromised, but instead will be good for anyone if someone else is doing good to him. Culture “bypass” more or less attached to the Madura. They are important considerations do not interfere with other people and survivors.
Negative impact on the local economy were also found. There are a few actors or groups of people who are disadvantaged, such as the motorcycle taxi driver, and bus driver who complained that they form the reduced income due to changes in the route. Political impact of this route change is not actually a direct impact, but with the dynamics of the interaction of the actors give the feel and dynamics of a new discourse for democracy in Pamekasan. Freedom to deliver the aspirations of the public dialogue to address the government's policy as a medium of learning. While the social and cultural context of the changing public transport routes (bus) does not give change, but raising awareness of all parties involved, especially the government and NGOs are aware that the importance of understanding the social values and cultural society in which a policy is. Understanding of the cultural values of Madura to ease the process of finding solutions in solving problems that arise in the process of implementing the policy changes to public transport routes (bus). Thus, the dynamics of the policy can establish a new Public Policy 189 understanding, especially for administrators of public policy, that the democratic process impact in the cultivation of the values of democracy itself. Inhibiting Factors of Policy Implementation Inhibiting factors in implementing change in public transport routes (bus) in Pamekasan can be divided into two aspects, namely internal and external aspects.
Internal aspect, that this rulemaking process does not involve stakeholders in advance or aspirations. Process of formulating a less accommodative lead the implementation was not effective. There are some actors who are disadvantaged, so did resistance.
In addition, the influence of political interest is also in the process of implementation of rules in the arrangement of public transport routes Pamekasan. The process of increasing the Regent quite busy carving a political record.
So that the Regents a little more political opponents trying to find faults and weaknesses. Actually a combination of party seat parliament dominated by the United Development Party (PPP), which supports the increase in the Regent. However, a little too much political intrigue in this case. Political interests in the bureaucracy is also making it difficult to do the coordination between the implementing agency.
External aspect, namely the narrow mindset of the people caused by the insight and education levels. Understanding of the concept of a democratic society that one is also a trigger delays the implementation of changes to bus routes. Then the constraints of economic factors also contribute. Low level of public economic policy coupled with the impact of fuel price increases and the resulting high prices of necessities of life adamant attitude of society to the implementation of this rule. Moreover, the character is basically that the Madurese for something new and offensive interests, then certainly the attitude of the counter will appear. The accuracy of the approach is actually a good way to introduce something new to the Madurese. Conclusions and Recommendations From the results of the discussion, it can take several conclusions, namely: 1.
The process of implementing policy changes to public transport routes (bus), there are 10 actors are divided into three elements, such as 1) state, 2) society; which consists of the general public and society in the sense of civil society, and 3) private sector. 2. The process of implementing policy changes to public transport routes (bus) looks a typology of the hegemonic policies. Various actors appear in the dynamics of the implementation process with diverse interests. Is the complexity of public policy processes, which occur between the pull of interest groups. This process is not independent of the network established policy actors. 3. The dynamics of policy subsystems in the context of ongoing economic and social development, so full of charges and interests of economic and social policy actors. This is evident from the formation of associations based on actor interests, especially economic interests. 4. The policy change happened in this case is incremental, because the policy changes only at the technical level. At the level of ideas about changing public transport routes (bus) does not occur, and that change is at the operational level in the field alone. 190 Public Policy 5. Policy instruments that appear in the process of implementing the policy changes to public transport routes (bus) in Pamekasan quite diverse, ranging from functional formal instrument of government, mass media, to protest (rallies) was chosen by the actors to fight for its interests. 6. Network is formed based on shared interests over the policy actors, which is more economic mode appears as the basis of group formation. 7. Economic, political, social and cultural effects in the process of resolving difficult public policy issues. While in the context of the interaction of the interests of the actors, the economic, political and social appear thicker, because the problems that arise in the implementation of this policy is driven by economic interests and touches terusiknya social life policy actors. 8. Inhibiting factor in the implementation of policies derived from factors internal and external policies. Internal factors include: the process of formulating a more top-down led to a lack of understanding and knowledge of actors outside the government's policies, and weak coordination among the implementing agencies, and low levels of socialization effectiveness of policy implementation have resulted in problems. While external factors which have obstructed the values of the harsh life of the Madurese complicates the process of discovery of alternative solutions to problems that arise in the process of policy implementation. Besides the lack of education and insight contributed to the lack of effective policy process.
While the advice can be given of the results of this study, are: 1. In the process of policy formulation, the Government must act to develop Pamekasan and accommodate the diverse perspectives of the public. This means that determining the correct public choice based on the result of a compromise between the government and all elements of society. Furthermore, the Government needs to establish a forum Pamekasan between policy actors consisting of the District Government, Parliament, NGOs, private sector and communities, to facilitate channels of information and resources required in the policy process. 2. The reformist policies (policy Reformers) should be more creative uses various means to influence policy makers (policy makers) in order to favor policies that created the community, especially small communities. 3. Policy-makers (policy makers) should consider all the factors that influence the policy process in a holistic manner.
Openness since the beginning of the policy process should be a priority in order to obtain an understanding of the actual needs of the community. 4. For implementing the policy needs to be understood that conflict of interest in the policy process will never die, but what is needed is the appropriate response strategies. Conflicts can arise in a strong condition, but can also be latent. Thus the policy process should be understood as a dynamic and interactive process. 5.
In responding to the presence of motorcycle taxi drivers and rickshaw Pamekasan Government should not do the repressive measures, but should be facilitated and empowered as we care about our little community, and they can be independent, make their own jobs. Actually, the existence of a motorcycle taxi transport service is very helpful for the purpose of providing public transportation that has not been officially served by public transport. Public Policy 191 6. Fore, the Government needs to foster community of motorcycles and tricycles, so well organized. Thus, the process of empowerment and coordination becomes easy to do. References Abdul Wahab, Solichin. 1997. Analisis Kebijaksanaan: Dari Formulasi ke Implementasi Kebijaksanaan Negara.Edisi Kedua.Bumi Aksara. Jakarta. Alwasilah, A. Chaedar. 2002. Pokoknya Kualitatif: Dasar-dasar Merancang dan Melakukan Penelitian Kualitatif, Pustaka Jaya. Jakarta. Anderson, James E. 1979.
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Public Policy Instruments: Evaluating the Tools of Public Adminstration.
Edward Elgar. Cheltenham. 192 Public Policy National’s Strategy on Combating Corruption: a Comparative Analysis between Indonesia and Thailand Mohammad Nuh (Doctoral Student in Political Science (Strategy and Security). Faculty of Political Science and Law. Burapha University. Thailand). Email: ) Abstract: Indonesia and Thailand have same face of corruption problems. Corruption practice in both countries has been occur very seriously in all level such as national and local government, bussines, and society. Corruption was appears to national threat which has given negative effect as a blockage to the development program, in a longer term, destroys social order and social moral of society. The both governments, under different names, keep on making serious efforts in doing campaigns to prevent and handle the corruption in their own countries. There are many institutions and programs which are appointed to eradicate corruption. But, in fact, the number and modus operandi of corruption remain big and never decline.One of the difficulties for both Indonesia and Thailand to eradicate corruption are caused by the systemic condition. Therefore, a systemic strategic way is needed in combating corruption in public sectors. The paper analyzing how national policy and strategy for eradicating corruption in Indonesia and Thailand are in order to understand the condition of policy circumstances which support the policy process in both countries. Besides, this paper is intended to analyze the effectiveness of the strategies for eradicating corruption in Thailand compared to the one in Indonesia. Keywords: national strategy and anti-corruption Introduction In the last decade, since the United Nation Convention against Corruption in 2004 was ratified by multiple countries, the policies and programs of anti-corruption have increased dramatically in both international and national levels.
International institution such as United Nation and several other international institutions have been declaring war on corruption. National governments, under different names, keep on making serious efforts in doing campaigns to prevent and handle the corruption in their own countries. Bryane Michael (in Faur and Gadot, 2004) recorded that there are at less 2500 variations of international organization name, national government, business, and NGOs which concerned with anti-corruption program. In Indonesia and Thailand, there are many institutions which are appointed to eradicate corruption. In Indonesia, besides KPK (Komisi Pemberantasan Korupsi) or CEC-RI (Corruption Eradication Commission of Republic Indonesia) there are some government institutions and NGOs involved in handling and preventing corruption, such as Indonesian Corruption Watch (NGOs) and Transparency Indonesia (International NGOs).
Likewise in Thailand, besides NACC Public Policy 193 (National Anti-Corruption Commission), or its former name the National Counter Corruption Commission (NCCC), some other institution involved in handling corruption, both government institution and NGOs (Krongkaew, 2004). Table 1.Corruption Cases handled by NACC dan KPK/CECRI
Country 2004 2005 2006 2007 Thailand 7,994 8,723 11,573 11,407 Indonesia 2,281 7,361 6,939 6,510 Source: Annual report from KPK dan Krongkaew:2009 2008 8,604 8,697 Total Received 48,301 31,788 In fact, the number and modus operandi of corruption remain big and never decline. Corruption cases that handled by NACC between 2004 and 2008 were 48301 and the cases handled by KPK in the same period were 31788 (see table above). Although the numbers of cases handled by NACC were more than those handled by KPK, which also means that the corruption cases in Thailand were more than those in Indonesia, there was a declining trend for the cases handled by NACC. On the other side, Indonesian cases tended to rise in 2008. Another interesting figure was although the number of corruption cases in Thailand is higher than in Indonesia, in term of the Corruption Perception Index (CPI) index which was published by Transparency International, Indonesian index was still below Thailand. In 2011, as an example, Indonesia, with score 3, was in the level 100 among 183 countries. This position makes Indonesia left behind compared to other ASEAN countries, such as Singapore that ranked 5th with score 9.2; Malaysia that was in the 60th (4.30); and Thailand that occupied rank 80 (3.4). The graph below shows there was a slightly similar tendency between Indonesia and Thailand that the corruption perception index tends to increase in the last 10 years although Thailand’s position Index remained higher than Indonesia’s index. Thailand Corruption Perception Index tended to fluctuate and since Thaksin Shinawatra was deposed by military coup on September 19, 2006, Thailand CPI was likely to decrease. Based on the conditions above, it is interesting to see the efforts done by both countries to overcome corruption.
The comparation of Corruption PerceptionPerception Index between Figure 1.
The Comparation of Corruption Index The comparation of Corruption Perception Index between Indonesia and Thailand Between Indonesia And Thailand Indonesia and Thailand Index Index Indonesia Indonesia 4 4 3.5 3.5 3 3 2.5 2.5 2 2 1.5 1.5 1 1 0.5 0.5 0 0 3.2 3.2 1.9 1.9 3.2 3.2 1.9 1.9 3.3 3.3 1.9 1.9 3.6 3.6 2 2 3.8 3.8 2.2 2.2 Thailand Thailand 3.6 3.6 2.4 2.4 3.3 3.3 2.3 2.3 3.5 3.5 2.6 2.6 3.4 3.4 3.5 3.5 2.8 2.8 2.8 2.8 3.4 3.4 3 3 2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 Years Years Source: (194 Public Policy One of the difficulties for both Indonesia and Thailand to eradicate corruption is caused by the systemic condition and weak political commitment of the leaders. Therefore, a systemic strategic way is needed in combating practices of corruption in public sectors. In line with that reason, this paper aims at analyzing how national policy and strategy for eradicating corruption in Indonesia and Thailand are in order to understand the condition of policy circumstances which support the policy process in both countries. Besides, this paper is intended to analyze the effectiveness of the strategies for eradicating corruption in Thailand compared to the one in Indonesia. I. Is corruption a national security threat? In the literature of security and contemporary strategy study, discussion on corruption relates to transnational crime issue. Corruption belongs to transnational crime because in some certain cases it engages two or more countries, especially when corruptors escape and keep their money resulted from corruption in other countries (Collins: 2007; Hoadley and Ruland: 2006). Based on Giraldo and Trinkunas (in Collins: 2007) there are several criminal activities that are considered as transnational crime category, one of them is corruption of public officials. This fits the definition of transnational crime by United Nation Convention against Transnational Organized Crime (2000) which is “to include any criminal activity that is conducted in more than one state, planned in one state but perpetrated in another, or commited in one state where there are spillover effects into neighbouring jurisdictions”. As a transnational crime, corruption has become an international issue and turned into threat for every nation.
Corruption can disturb the stability of governance process of a nation, might aggravate the democracy process, and threatens the fulfillment of citizens’ welfare. Kofi A. Annan, a former UN secretary, stated that “Corruption is an insidious plague that has a wide range of corrosive effects on societies. It undermines democracy and the rule of law, leads to violations of human rights, distorts markets, erodes the quality of life and allows organized crime, terrorism and other threats to human security to flourish. This evil phenomenon is found in all countries—big and small, rich and poor—but it is in the developing world that its effects are most destructive. Corruption hurts the poor disproportionately by diverting funds intended for development, undermining a Government’s ability to provide basic services, feeding inequality and injustice and discouraging foreign aid and investment. Corruption is a key element in economic underperformance and a major obstacle to poverty alleviation and development” (UNCAC: 2004) Related to development process, corruption is considered as an activity that challenges the achievement of citizens’ welfare and is categorized as organized crime that can become a national security threat. Corruption as a crime does not only make the loss of nation reserve occur but also gives indirect impact in lowering the level of citizens’ welfare. Many studies reveal that corruption obstructs the development process. A study conducted by Indonesian Reformation Partnership concluded that corruption is considered as a barrier in overcoming poverty in Indonesia. It is mentioned in Indonesian National Action Plan for Eradication of Corruption (Rencana Aksi Nasional Indonesia untuk Pemberantasan Korupsi 2004-2009 (RAN-PK)) that corruption in Indonesia is a worrisome phenomenon that already extends into executive, legislative, and judicative Public Policy 195 bodies. The condition has become one of the main barrier factors in establishing development in Indonesia. Although Indonesian government has done some hard efforts, the result remains insignificant. Instead of decreasing, the corruption cases keep on increasing. Therefore, it is acceptable to have some Indonesian people who judge the government as unsuccessful in eradicating corruption. The incapability of Indonesian government in eradicating corruption weakens the image of government in the society which is reflected in society’s distrust, laws breaking, and absolute poverty numbers increasing. According to Republic Indonesia’s President, Soesilo Bambang Yudhoyono (SBY), corruption blocks national economic growth in Indonesia. He stated that there are three factors undermining Indonesian economic growth, one of which is corruption. President SBY said “there are three national economic growth barriers, which should be overcome immediately so that the economic growth runs better. Previously, security situation was the main barrier, especially during the early monetary crisis and several years after the crisis.
Nowadays, however, it turns out that bureaucracy is considered as the obstruction. The second is infrastructure, and the third is corruption. Although bureaucracy is complex, there are no reasons for us to not seriously make fundamental changes… not all of them are under president’s control. Yet, we must collectively make the efforts for preventing corruption effective” (SBY’s acknowledging speech in Government Work Meeting, 23 December 2011). Corruption in Thailand also gives negative effects toward the development process in this white elephant land. According to Matias Warsta (2004), corruption problem in Thailand has given negative effect to the economic development. The same opinion is also stated by the Prime Minister of Thailand, Abhisit Vejjajiva, in his Key Note Speech in an International Conference held by NACC that “Corruption is indeed a serious problem that we have been trying to combat for a long time.
Despite the fact that it is commonly condemned by the public, a crime prohibited by law, yet it still remains widespread in many societies. It is a threat to national security – jeopardizing not only the country’s financial well-being but also its socio-economic development efforts and, most importantly, the moral fabric of the nation in the longer term” (. Corruption as a national threat, does not only bring negative effect as a blockage to the development program, but also, in a longer term, destroys social order and social moral of society. Political corruption in Thailand had shared a strong contribution in weakening the democratic process in this nation. Laura Thornton, in a report entitled Combating Corruption at the Grassroots: The Thailand Experience 1999-2000” stated that political corruption mars the democratic process in Thailand by undermining efficient economic practices, replacing formal rule of law with an opaque patronage system, and diminishing the influence of elected representatives (NDI, 2000). Those brief illustrations about negative effect of corruption in Indonesia and Thailand above show how corruption becomes national security threat for both countries and also for other developing countries that still struggle with citizens’ low prosperity level problem.
Corruption threatens not only the developed democracy process in both countries, but also the economic development and the nations’ morality and integrity. 196 Public Policy II.
Policy and Strategy in combating corruption in two countries: in brief A. Indonesia This part will briefly explain the policy and prevention strategy and corruption eradication in both countries. For Indonesia, before the publication of integral and comprehensive national strategy plan for prevention and eradication of corruption manuscript for the years 2010-2025, Indonesian government has applied several efforts to create policies and apply some actions to eradicate corruption in Indonesia mainly from legality side. In 1971 Indonesian government issued Law No.3 concerning corruption criminal act. The preamble of the law clearly states that corruption criminal act inflicts national financial loss and obstructs national development, so it must be eradicated in order to have just and prosperous citizen into reality based on the five principles in Pancasila and Indonesian national constitution, UUD 1945.
In the next 28 years, Law No. 31 in 1999 was perfected and amended by Law No. 20 in 2001.
This perfection was intended to ensure the law assurance and gave protection to social rights and community economy as well as fair treatment in eradicating corruption criminal act. In 2002, Indonesian government through Law No. 30 in 2002 form a corruption eradicating commission as an effort to make institutions handling the corruption crime effective. Meanwhile, in 2004 Indonesian government signed United Nation Convention against Corruption (UNCAC) through the issuance of Law No. 7 in 2006. In 2004, President of Republic Indonesia issued Presidential Instruction No. 5 in 2004 concerning the Acceleration of Corruption Eradication, which had pushed various initiatives from the central government as well as the local governments.
Through this Presidential Instruction, the president of Republic Indonesia engaged to implement several strategic means in accelerating corruption eradication, one of which was composing a National Action Plan for Eradication of Corruption (RAN-PK 2004-2009). In line with the synergy creation, several action plans to prevent and eradicate corruption and the implementation of United Nation Convention Against Corruption (UNCAC) and to achieve score 5 Corruption Perception Index (CPI) in 2014, so Presidential Instruction No.9 In 2011 about preventive action and corruption eradication program (Presidential Instruction 9/2011) was settled. This Presidential Instruction is the first part from a series of National Action Plan for Eradication of Corruption (RAN-PK) to will be applied continuously up to 2014 (Unit Kerja bidang Pengawasan dan Pengendalian Pembangunan, 2011). Those national action plans are parts of the national strategy to bring Indonesia to be better in the future in the CPI. National vision on prevention and corruption eradication in Indonesia as stated in the national strategy is “the establishment of governance system freed from corrupt practices with the preventive capacity of prevention and prosecution as well as consolidated system of national integrity”. The clean governance is intended to be realized within the specified time period. Clean government administration system must be implemented in every domain, such as in government in the broadest sense, civil society, and business world.
Meanwhile, consolidated corruption practice eradication has been applied as a joint effort among various actors and stakeholders in those three domains. Public Policy 197 The missions are formulated as follows: 1. Develop and strengthen system, procedure, mechanic and capacity in preventing corruption which are synchronized in the central and local government level. 2. Consolidate and strengthen system, procedure, mechanic and capacity law enforcement toward corruption criminal act.
3. Reform national and regional laws which support corruption prevention and takes measures consistently.
4. Develop and implement national system and mechanisms of rescue assets from corruption. 5. Evolve and implement a strategy of cooperation at local, national, and international in the prevention and prosecution of corruption on an ongoing basis. 6. Develop a transparent and consolidated performance report system in implementing the corruption eradication national strategy in the central and regional level. From those six missions, evolved six reachable purposes in the national strategy and in corruption eradication action plan for 2010-2025 which shows government and other stakeholders commitment, that are: 1). Through the preventive effort, performance improvement in the governmental area and other sectors are expected, where citizen as beneficiaries fell of easiness in daily administration matters. In addition, with the transparency and implementation of governmental accountability in public sector can improve public confidence toward the government implementation. 2). Carry out enforcement efforts against corruption cases transparently and accountably through coordination mechanism among law enforcement officers who also ensuring legal protection for people. 3). Improve the inconsistency of legislation and give adequate legal basis to eradicate corruption. 4). Save corrupted nation’s properties, prevent corruption loss asset value and return the properties to the public welfare. 5). Facilitate the Indonesian government’s efforts in implementing anti-corruption law enforcement through cooperation in the aspect of prevention, action, training and others. 6). Formulated a national reporting mechanism which provides information efforts to combat corruption (including implementation of UNCAC policy in Indonesia). To achieve those objectives, national strategies are composed, as follows: 1. Strategy 1: Implement preventive measures: a. Upgrading policy and institutional affectivity in order to prevent corruption. b. The implementation of public administration transparency, effectiveness of reporting obligation to the public, and improve public access to get information about public administration. c. Acceleration in nation treasury management reformation and procurement of goods or services of public. d. Increasing the affectivity in bureaucracy reformation in public sector in central and regional levels. e. Strengthening anti-corruption commitments through consolidation and collaboration among public sector, legislation sector, judicative sector, private sector, social organization, and some other stakeholders. 2. Strategy 2: Implement strategic measures in the action sector 198 Public Policy 3.
4. 5. 6.
a. Accelerating in handling corruption cases and strengthening the coordination among law enforcement institutions. b. Strengthening the law enforcement institution through development of law upholder institution monitoring system strategy, transparency and accountability of related institution performance.
c. Strengthening the regulatory framework of law enforcement. d. Composing mechanisms for reporting and complaints of corruption and also ensuring legal protection for people. Strategy 3: Performing harmonization and composing regulations in eradicating corruption sector. Strategy 4: Implement the results of the rescue of corrupted based assets. a. Executing efforts on rescuing corrupted based asset and carrying out international cooperation through the transfer of assets prevention strategy. b. Direct assets returning. c. Conduct trainings and technical assistance on saving asset of the criminal act of corruption. Strategy 5: increase international cooperation in the effort of corruption eradication. Strategy 6: Improve coordination in reporting the corruption combat efforts. B. Thailand Similar to Indonesia, Thailand has also started to observe corruption issue seriously since 1970s. In the corruption eradication history in Thailand, the government created “khana kammakan pongkan lae prap pram kan thutjarit lae praphuet mi chop nai wong ratchakan” (the Counter Corruption Commission) popularly known as po po po, as a watchdog on corrupt practices by public servant. The Constitution of the Kingdom of Thailand B.E. 2517 (1974) Section 66 stated "The State should organize government service works and other works efficiently and should take all steps to prevent and suppress the quest for benefits by corruption means." In this connection, the Counter Corruption Act was promulgated in 1975 and allowed the establishment of Office of the Commission of Counter Corruption (OCCC). However, because of the limitation in jurisdiction, OCCC had little power to combat corruption. (The Constitution of the Kingdom of Thailand B.E. 2540 (1997), therefore, added the checks and balances of State exercise by the people in order to have integrity and transparency in the politic. Followed the Constitution of the Kingdom of Thailand B.E. 2540 (1997) the Organic on Counter Corruption B.E. 2542 (1999) was enacted. In this connection, the National Counter Corruption Commission (NCCC) as an independent Commission was appointed in April 1999. Now the Constitution of the Kingdom of Thailand B.E. 2550 (2007) is to achieve the common objectives of the Thai people and to encourage the people’s role and participation in the government of the country and the actual check on the use of State power and also to support honest and impartial functions of courts and other independent organization. The Constitution of the Kingdom of Thailand B.E. 2550 (2007) then stated about the National Counter Corruption Commission in Chapter XI (Organs under the Constitution. However, the National Counter Corruption Commission has its resolution Public Policy 199 40/2551 on 15 July B.E. 2551 (2008) to change the official names of National Counter Corruption Commission (NCCC) and Office of the National Counter Corruption Commission (ONCC) to the National Anti-Corruption Commission (NACC) and Office of the National Anti-Corruption Commission (ONAC) respectively. Thailand government through the National Anti-Corruption Commission of Thailand in collaboration with several stakeholders from a variety of sectors has developed “Thailand’s National Anti-Corruption Strategy”. In the document were formulated corruption eradication visions as follows: “A society founded on discipline, integrity, and ethics with all sectors participating in prevention and suppression of corruption”. There are four missions formulated from the vision as follows: 1). Promote and inculcate awareness of a society founded on discipline, integrity and ethics; 2). Create sustainable, integrated anti-corruption networks; 3). Develop systems and mechanisms for the inspection, control, decentralization and check and balance of authority; 4). Promote and support anti-corruption knowledge-management. Of the four missions are formulated four objectives, namely: 1). Discipline, integrity and ethics in Thai society; 2). Networks comprised of all sectors participating in anti-corruption; 3). Efficient Systems and Mechanisms for the Inspection, Control, Decentralization, and Check and Balance of Authority; 4). Social Anti-Corruption Awareness. To achieve anti-corruption national purpose in Thailand, some concise strategies are formed, as follows : Strategy 1: Inculcate awareness, values, integrity, ethics and discipline in all sectors. a. promote education in the sufficiency economy philosophy b. Promote knowledge and implementation of integrity, ethics and discipline in all sectors c. Deploy education as an anti-corruption tool d. Promote good conduct, honesty, integrity and zero-tolerance of corruption as common national values Strategy 2: Mobilize all sectors on anti-corruption a. Increase anti-corruption PR b. Strengthen participation by all sector c. Strengthen network capacity. Strategy 3: Strengthen anti-corruption agencies a. Strengthen the working independent of the office of the National Anti-Corruption Commission and other independent anti-corruption agencies’ operations b. Establish anti-corruption mechanisms through the decentralization of authority for anti-corruption to the local level c. Develop and balance systems for authority d. Strengthen the effectiveness of anti-corruption legislation e. Strengthen asset scrutiny for holders of political office and civil servants, and the investigation of policy corruption f. Strengthen bribery resistance and promote honesty in the private sector g. Promote cooperation with international organizations 200 Public Policy h. Establish transparency indicators in Thai society. Strategy 4: Develop professional anti-corruption personnel a. Develop personal behavior in accordance with code of conduct for anticorruption personnel b. Set up standards for career-path development and special remuneration c. Promote technical cooperation with international organizations d. Development management organizations e. Develop an anti-corruption information technology center f. Develop standard training curricula for anti-corruption agencies. III.
The shaping factors in establishing anti-corruption strategy To start analyzing about national strategy of corruption eradication in Indonesia and Thailand, are briefly explained in advance about basic concept of strategy and components including factors that influence policy and strategy. Those are intended to give theoretical foundation in conducting situation analysis the corruption eradication in both countries. Policy and corruption eradication strategy are not in an empty situation, but they interact other social circumstances. So, it is crucial to understand the basic theory about what environmental factors influence the condition of corruption eradication. There are many definition of strategy proposed by political scientists but those are essentially conical on a definition that strategy is a planned activities process which formulation of Ends, Ways, and Means for social and military activities and applied in a variety of level. In a book edited by Baylis, at.al (2007, p. 4-5) mentioned that there are several definitions of strategy that reflects the differences in focus. As a pragmatic and practical activity, strategy is study of an interdisciplinary. According Baylis, at.al (2007, p.5), that to understand the dimensions of strategy, it necessary to know something about politics, economics, psychology, sociology, and geography, as well as technology, force structure, and tactics. This mean that the study of strategy is applied using a variety of approaches. Study of strategy emphasizes the important of process of formulating objectives and focus on power. The basic logic of this thinking is in accordance with the view of Alfred Chandler (In Koch, 2000) which defines strategy as the setting of longterm goals and objectives, the determination of courses of action, and the allocation of resources to achieve the objectives. According to Colonel (Ret) Arthur F. Lykke Jr. defines strategy as a coherent expression of a process that identifies the ends, ways, and means designed to achieve a certain goal. Lykke have developed a “strategic framework”, defining strategy as a mathematic equation, Colonel Lykke outlines the whole, its parts and the relationship between them. He provides a framework that is clear, simple and elegant (.
Mathematically, we might express this framework as “Strategy = ƒ(Ends + Ways + Means)”. Ends: Desired goal state and assumed risks. Ways: Actionstaken to achieve goal(Tactics). Means: Resources available to the organization. Ends are the interest, objectives or desired outcomes of a given strategy. An end or Ends comprise the goal of strategy. Ways are Public Policy 201 actions. They are the methods and process executed to achieve the ends. More simply, they are an answer to the question, how are you going to get to ends? Means are the resources required to execute the ways (Eikmeier, 2007). From the components stated above, an important issue needs to note is to see how far the risk or level of achievement or level of implementation failure or achievement from the strategy formed. Feasibility, acceptability and suitability level must be noted also. This section is intended to see how far the surrounding factors both internal and external environment might interfere the strategy condition. At least there are some important factors must be noticed, namely 1). Socio-cultural barriers; 2). Bureaucracy performance; 3). International structure. Description of legislation variety and document of corruption eradication strategy mentioned above illustrate Indonesian and Thailand government efforts to fight corruption. Nevertheless, in the reality that corruption acts cannot be suppressed as minimum as possible so they will not be social diseases which endanger aspects of life. Consequently, the publication of national strategy document of prevention and corruption eradication in Indonesia in 2010-2025 must be considered in depth toward the level of achievement by looking at several obstacles in the implementation and as a booster to the formulation of national strategies. As described above that there are three main factors influencing the anti-corruption strategy, namely the socio-cultural barrier, the bureaucracy performance, and international structure. a. Socio-cultural Condition Prevention and eradication of corruption are not only the responsibility of government, but indeed all sectors or stakeholders have very important roles in minimizing the corruption process. The role of citizen as a whole in preventing and eradicate corruption which has become systemic is so important. Corruption as stated above has become social disease that could undermine the foundations of social development and lowering the morality of state and nation. Corruption also can be a serious threat to the national security. Therefore, the role of society in the participation to prevent through avoiding corruption behavior in the form of bribing and so forth, and giving report to government when they saw corruption practices. Some studies showed that socio-cultural condition in society tend to give real contribution to the occurrence of acts of corruption. Some public attitudes which giving bribes in the public service processes and regard it as a common action make a blockage in preventing and eradicating corruption. Otherwise, permissive act in society which tolerates corruption is also another barrier to accelerate the achievement of the program. An experience of National Democratic Institute for International Affair (NDI) in combating corruption at grassroots (1999-2000) has become an important lesson to consider socio-cultural aspect which grows in the society as a consideration in eradicating corruption.
In the report, Prof. Pasuk Phongpaichit (Professor of Economics at Chulalongkorn University) stated that “You cannot change corrupt practices by passing a law. You need to change the way people think and behave, and that means generating public debate and exerting public pressure”.
Based on the remark, NDI created a backup program that involved society in fighting corruption in Thailand, especially related to the process of election. NDI creates 202 Public Policy several programs such as Village Forums, Educational Programs, Candidate Debate, and Candidate Monitoring. As an example, village forums give comprehension to the society about the importance of advocacy strategy. Through village forums, akin to town hall meetings, villagers assembled to discuss their local concerns, mostly related to corruption, while trained facilitators helped them develop advocacy strategies.
In addition, facilitators moderated discussions on the roles and responsibilities of elected officials, the inefficiency of corruption, the ramifications of vote buying and the rights of citizens under the new constitution. Village forums yielded several positive ripple effects. The most significant result was the initiative taken by the villagers themselves to continue meeting on their own. Forum participants discussed problems facing the village and the province, the role of money politics and corruption in daily life, election fraud, the function and purpose of political parties, duties of elected representatives, the right of citizens to lodge corruption complaints and advocacy tactics. But, corruption also cannot be separated from the problem of bribery and conflict of interest where was influenced by socio-cultural. For example, in traditional Thailand value system based on patron-client relationship in the political society become an obstacle to combating on corruption. Pasuk Phongpaichit and Sungsidh Piriyarangsan (1999) explain that in traditional Thai value system merit is derived from power and in this way forms a basis for patron-client relationship in the political society. There is also a tradition of presenting gifts to high officials. In this context you see that some things used to be legitimate under the traditional patronage system but are clearly to be considered problematic in modern legal system. b. Bureaucracy Performance Barriers are often encountered in the eradication of corruption is also related to structural and performance aspect of bureaucracy that have not shown the quality of service. The low quality of bureaucracy and the law enforcement, weak permission mechanism and supervision of state revenue derived from taxation is the root problem of corruption. Therefore, there should be efforts to reform the bureaucracy and financial management to prevent systemic corruption. Corruption also cannot be separated from the problem of bribery and conflict of interest. In Indonesia the issue of conflict of interest has become public discourse in the process of governance. The results of Global Corruption Barometer (GCB) in 2007 stated that 31% of respondents stating the bribes payment. A similar case also occurred in Thailand, according to Pasuk Phongpaichit and Sungsidh Piriyarangsan (1999) that officials were traditionally not paid salaries but were entitled to retain a 10 to 30 percent portion of the money involved as a fee for their services. Even at these times wrong-doers were around and were called gin muang (“eating the state”). Several studies of corruption in Thailand indicate that the bureaucratic and political systems at all levels in practice were allegedly filled with patronage mechanisms that are illegal in the legal context. Many government projects undertaken by private parties allegedly contain collusion and bureaucracy benefit kickbacks from the contractor. This condition also occurred in Indonesia. Many government projects undertaken by the contractor has not been done transparently in the procurement. Besides Public Policy 203 the public service model that is still provided with illegal payments functions as its own difficulties for achieving the eradication of corruption in

minority groups particularly the Thai Islam and Thai Muslim. From this action, there are two types of Islam in Thailand based on different processes of Islamization. These two types are unassimilated Muslims (Malay –Speaking Muslims of the three southern provinces who have cultivated their own distinct, history, culture and religion) and assimilated Muslims (Multiethnic Thai speaking groups living in central north and northeast of Thailand.)30 The protest of assimilated policy took place by a religious leader "Haji Sulong. 31" He had strong intention to fight against the government's tampering with the Islamic way of life. However, this protest halted in 1944 when the Prime Minister Pleak fell from power32. The role and movement of Thai Muslim has been reflected from seven proposal drafted by the Provincial Islamic Council of Patani concerning political rule and the rights and religious at the emergency meeting as follows; 1. The government of Siam should have a high rank possessing full power to govern the four provinces of Patani, Yala, Narathiwat, and Satun, and this person should be a Muslim born within one of the provinces and elected by the populace. The person in this position should be retained without being replaced; 2. All of the taxes obtained within the four provinces should be spent only within the provinces; 3. The government should support education in the Malay language up to the fourth grade in parish schools within the four provinces; 4. Eighty percent of the government officials within the four provinces should be Muslims born within the provinces; 5. The government should use the Malay language within government offices alongside the Siamese language; 6. The government should allow the Islamic Council to establish laws pertaining to the customs and ceremonies of Islam with the agreement of the above noted high official; 7. The government should separate the religious court from the civil court in the four provinces and permit the former full authority to conduct cases.33 This proposal reflected the needs of local people to have a power in selfgovernment decentralizing from the central government in Bangkok.
Additionally, the 27 See KAEWDAENG,R., 2004. War and Peace at Southern Border. Bangkok: Matichon Publication, Pages 92-93. 28 This word has been changed to Thailand in the year 1939 by General Plaek Phibunsongkham. Some instances of assimilation policy are the prohibition of wearing Muslim clothes, the prohibition of speaking Yawi in official contact, changing name into Thai. 30 See APHORNSUVAN, T., Ibid Pages 8-10. 31 He was the Chairman of the Patani Provincial Islamic Council, established the Patani People's Movement for self-rule, linguistic and cultural rights, and the implementation of Islamic law. 32 See APHORNSUVAN, T., Ibid Pages 37-38. 33 See APHORNSUVAN, T., Ibid Pages 41. 29 Public Policy 209 protesting situation at this time was a starting signal of local people resistance the administrative power. The resistance of governmental officers had ongoing into Thai Muslims people's feeling.
They attempted to demonstrate their socio-cultural unique that is totally different from other Thai people. Meanwhile, the establishment of resistant people in the form of organization had occurred and had close connection with other Muslim groups in other countries. In the year 2004, according to the Zachary Abuza research, he revealed that "a Malay-Muslim-based insurgency has engulfed the three southern provinces in Thailand. More than 4,500 people have been killed and over 9000 wounded, making it the most lethal conflict in Southeast Asia.34" The situation of violence was continually rising in the era of Thaksin Shinawatrain the situation of raiding military camps for stolen armed weapons. Several waves of violence had ongoing and initially decreased in the year 2007. C. The current direction for state policy and international involvement Thailand is obviously applied many strategies and policies directing to peace resolution.
The main important strategy is derived from the intelligence of King Bhumibol strategy known as "Understanding, Accessible and Development" along with self-sufficiency economic principle. To clarify this idea, understanding means we need to understand them and make them understand us. It could easily say that "we need to understand each other." Accessible means we are able to access them into their house, their activities meanwhile we shall make them access us reliably and trustful. Development means the application of governmental potentiality such as human capital, instrument, efficiently budget. However, the development shall be broadly done not limited only in some groups because it could not be sufficiently potential for development. Additionally, the sub-strategies has composed of six contexts: these are 1) The Creation of understanding of local people and outside violent areas including with Muslim groups and international organizations 2) Human resources development (career, education and quality of life 3) Protection and solving complicated problems (drug, illegal oils importation) 4) Human rights operation by eradicating conditions risking at violations of human rights. The reliability on judicial process shall be created. 5) Life and property security by military measures adjustment and people awareness connection 6) the needs for all participation for resolving problems. In part of international involvement, the violent situation in three southern provinces seems to be an internal problem. Even the establishment of protesting side is in the form of organization and has systematic of working responsibility but the lack of unity in operational system is ongoing on effectively controlling areas. Many attempts of protesting side movement had shown to international society with the purpose of persuading international organizations supportive role to lead them into a self-governing unit from central government. However, it could be said that the violent situation will not only resolve through the strictly legal measures but also with the main strategy mentioned above targeting to building peace and able to living together based on different cultural background. 34 See ABUZA, Z., 2011. The ongoing Insurgency in Southern Thailand: Trends in Violence, Counterinsurgency Operations, and the impact of National Politics. Washington D.C: National Defense University Press, Pages 3 210 Public Policy Part 2 The difference strategy on state policy for resolving Aceh conflicts Aceh is located in the north of the Sumatra Island. The administrative system was governed by queens but called "Sultanahs" as it is an Islamic Kingdom.
The kingdom of Aceh was well-being of selling pepper and had a close connection on trading with European countries.
Law and order was enforced strictly and efficiently based on the queen's decision. The war inside Aceh area was first took place against the Dutch colonial expansion. However, the main point in this article focuses on the Aceh conflict in the year 1976 initiating by The Free Aceh Movement or known as GAM formed by the exiled leader Hasan di Tiro. The purpose of this movement called for Aceh's independent nation from Indonesia. The reason of ethno-cultural has been raised for claiming independence by the referendum of people namely people are able to decide their own way but this means is not sufficiently for state creation. According to Aspinall's perspective on Aceh conflict analysis35, he concluded the relevant factors of conflicts in Aceh and also proposed several options for Aceh peace building. Three important gaps for supporting peace in Aceh are the limitation of grassroots communities and input by civil society into formal peace process, the ignorance of hostile policy from central government of Indonesia and the problems on legitimacy of local governance.
However, in this paper, my intention will focus on the second gaps on the state policy from central government in Jakarta. As we are all known that Aceh has first special status area of Indonesia in the era of Sukarno government in the late 1950's and it had special rights over custom, education and religion. Another important situation occurred in the year 2001 when the national legislature passed a "Nanggroe Aceh Darussalam" (NAD) law which gave Special Autonomy status of Aceh. Form this action, local administrators of Aceh has their own rights for Islamic law enforcement including with sharing of natural resource revenue in other provinces and direct elections of governor and district heads36. The restoration of territorial integrity of Aceh territories reflected from the cooperative of militaries work as well as the involvement of civil society and monitoring systems supported by ASEAN and the United Nations for humanitarian intervention. Eventually, the peace initiative of Aceh is progressive because of a gigantic disastrous of tsunami which makes softness and decrease the stress of conflicting situations. The transition of Aceh to be a self-governing through the rights of secession has failed on the ground of violation of territorial integrity of parent state of Indonesia. The situation after signing Memorandum of understanding between the government of Indonesia and the Free Aceh movement is very challenging for observing the state policy from the central government of Indonesia or even the transition period for doing something for the purpose of self-governing in Aceh. Conclusion The comparative study on state policy of these two contesting areas is identical in the context of the difference of people cultural background but it is totally different on the supporting role of civil society in Aceh and in three southern provinces of Thailand 35 See ASPINALL, E., 2005.
Aceh/Indonesia Conflict Analysis and Options for Systemic Conflict Transformation. Paperprepared for the Berghof Foundation for Peace Support, Page 20-27. 36 Ibid Pages 3-4. Public Policy 211 namely in the Aceh case the movement of civil society has obviously seen from the policy-making while in Three southern provinces of Thailand the role of civil society seems to be a cooperative agent working with internal security organizations. Last but not least point from this study, the reverse perspective on the effort to restore peace and living together based on the different cultural background in case of Thailand and the effort to claim independence from parent states of Aceh because of different of ethno cultural has clearly reflected from these two contesting areas. However, it is very interesting point to closely look on the transitional period of Aceh after the Memorandum of Understanding signing between the Indonesian government and the Free Aceh movement as it could be a ground breaking for both public administration and international law perspective in the near future. References ABUZA, Z., 2011. The ongoing Insurgency in Southern Thailand: Trends in Violence, Counterinsurgency Operations, and the impact of National Politics. Washington D.C: National Defense University Press APHORNSUVAN,T., 2007. Rebellion in Southern Thailand: Contending Histories. East West center: Washington DC; Institute of Southeast Asian Studies ASPINALL E., 2005. Aceh/Indonesia Conflict Analysis and Options for Systemic Conflict Transformation. Paperprepared for the Berghof Foundation for Peace Support. Emergency Decree on Public Administration in Emergency Situation, B.E. 2548 GRAF,A., WIERINGA,E., and SCHROTER,S., (eds).
2010. Aceh: History, Politics and Culture. Institute of Southeast Asian Studies Internal Security Act 2010 of Thailand KAEWDAENG,R., 2004. War and Peace at Southern Border. Bangkok: Matichon Publication, Pages 92-93. RAHIMMULA,C., 2004. Peace Resolution: A case study of separatist and terrorist movement in southern border provinces of Thailand. 10(1) January-April, Songklanakarin Journal of Social Sciences and Humanities Thailand Internal Security Operations Command, Summary of responsible tasks B.E. 2554. SYUKRI,I., 2005. History of the Malay Kingdom of Patani. Chiang Mai: Silkworm Book 212 Public Policy The Effectiveness of Forest Moratorium Policy and its Impacts on the Indonesia's Economy Rakhmindyarto37 Abstract: This paper discusses the economic effects of the forest moratorium policy which has been launched by the government through the Presidential Decree no.
10 of 2011 dated 20th of May 2011.
The issues addressed in the paper are the impacts on: land uses and natural forest area, carbon emissions, domestic prices, export-import, GDP, and poverty rate. Using the quantitative method of IRSA-Indonesia 5 – an inter-regional CGE model, the results show that the forest moratorium policy has both positive and negative impacts on Indonesia's economy. Keywords: forest moratorium, CGE modelling, economic impact. Introduction Climate change has now become a global issue that must be addressed by any country. It has been broadly believed that climate change is not just an ordinary environmental issue. In fact, it has affected almost all aspects of humankind livelihood. Fighting the climate change impacts is then the sphere responsibility. Being part of the international community, Indonesia shows the world that Indonesia's commitment on climate change abatement has been increasingly stronger since 2007 when it hosted the 13th Conference of the Parties (COP) in Bali. During the conference, Indonesia introduced a national action plan on climate change. This plan was intended to provide a guideline for the government to conduct the series of steps and to create some necessary climate change policies in coordinated and integrated, and effective way. At the national level, climate change policy is becoming increasingly important. This is because the policy has been included in the Medium Term Development Plan (Rencana Pembangunan Jangka Menengah/RPJM) 2009-2014.
Within this national plan, the climate change top priority policies include forestry, agriculture, marine, as well as the improvement and development of institutional capacity on climate change (Bappenas, 2010). The forestry sector is the biggest contributor of the greenhouse gas emissions. As Stern (2006) states, at the range of 18-20%, the GHG emissions come from forest degradation and deforestation occured in developing countries. The three largest tropical 37 Fiscal Policy Office-Ministry of Finance of RI Public Policy 213 countries are Brasil, Indonesia, and China. Indonesia with its 132 million hectares of forest area has been expected to play a more significant role in stabilizing climate change. Several factors cannot be ignored to be the main causes of Indonesian deforestation such as infrastructure and agriculture land needs; plantation market dynamics especially oil palm; and mining especially coal mining. In the last 15-20 years, deforestation rates in Indonesia have reached up to 1.17 million hectares. Forest and peat fires emerged in 1997-1998 has been a significant producers of the greenhouse gas emissions. The president has launched the Presidential Instruction no.
10 of 2011 regarding the suspension of forest and peatland new concessions. This regulation aims to harmonize and balance the development of economy, social, culture, and environment. In addition, the objective of this decree is to reduce the greenhouse gas emissions from deforestation and forest degradation. This forest moratorium policy was also cosntituted as part of Indonesia's commitment which has been agreed in 20 May 2010 with the government of Norway. Based on the data from the Ministry of Forestry in 2009, the total of Indonesia's primary natural forest is 44.1 million hectares. Bappenas states that Indonesia also has 21.07 million hectares of peat land (Slette and Wiyono, 2011).
Therefore, the total of forest area covered in forest moratorium (comprised of primary natural forest and peat land) is 65.17 million hectares. Figure 1. The Moratorium Forest Coverage Source: Forestry Strategic Executive Data (2009). Many businessmen concern with the adverse effects of the forest moratorium. They states that forest moratorium is a dangerous tool for land based development. They further foresee that the forest moratorium policy will slow down the oil palm expansion from the average 350,000 ha per year to become less than 200,000 ha per year in the next two years (Slette and Wiyono, 2011). 214 Public Policy This paper tries to analyze the economic impacts of the forest moratorium mentioned above. Analyzing the economic impacts of such policy is important because it gives an understanding of the impacts comprehensively either positive or negative empacts.
It is expected that this paper provide the readers some new insights of the policy impact analysis. Moreover, it gives the government some alternative solutions for overcoming the negative impacts of the forest moratorium policy through the prudent management. However, the economic impacts which will be examined in this paper are limited to the land uses, carbon emissions, domestic prices, export-import, Gross Domestic Product, and the poverty incidence.
Research Objective This research aims to provide an analysis of the economic impacts resulted from the forest moratorium policy. In addition, it gives some recommendations to the government in coping with the adverse impacts from the policy should any. Methodology This paper employs a quantitatvie method of inter-regional CGE model called IRSAIndonesia 5 (Inter Regional of System Analysis for Indonesia-5 Regions). This model has been developed by Resosudarmo et al (2009) in part of the Analyzing Pathway to Sustainability in Indonesia (APSI) Project. Some parties has supported the project including CSIRO (Commonwealth Scientific and Industrial Research Organization), Bappenas, AusAid, and the World Bank. IRSA-Indonesia 5 has been created as an analytical tool for the policy makers to better understand the regional or national policy impacts. The IRSA-Indonesia 5 model is a bottom-up approach inter-regional CGE model. It divides Indonesia's regions into five regions: Sumatera, Java-Bali, Kalimantan, Sulawesi, and East Indonesia. Each region has been classified into 35 sectors. The model uses the GAMS software to run the computable model program. Review Of Literatures This section discusses the use of CGE models as the analytical tools for assessing the economy-wide policy impacts. First it introduces the general CGE basic concepts, followed by the variant CGE models. The next section talks about the use of the CGE models at the national, sub national, and local level. This section focuses on the CGE models developed in Indonesia. CGE models have been frequently used for medium to long term policy analysis in developing countries (De Melo, 1988).
The coverage of the models range from international scale to sub-regional level.The CGE models are also claimed to be the answers of many disadvantages of the econometeris models (De Melo, 1988). The shortcomings of the econometric models revolve around the issues of data availability. In the econometric models, the data used are mostly time series data. This kind of data often are not available in the consistent basis which cause the model must be adapted too much to overcome these deficiencies. The CGE models have become the reliable tools for analyzing the impacts of international trade and development planning. They have been used for the analysis of tax Public Policy 215 reform, income distribution, global warming, agricultural management, sporting events, and even the analysis of the impact of the intifada demontrations (Mitra-Kahn, 2008). The issues addressed in the policy impact analysis using the CGE models are very broad.
The use of CGE models include international trade, public finance, agriculture, structural reform, and income distribution (Devarajan et al, 2002).
A computable general equilibrium (CGE) model uses realistic economic data to model the condition as to how an economy reaches its general equilibrium condition (Resosudarmo et al, 2009). CGE then consists of a system of mathematical equations representing all agents' behavior; i.e. consumer's and producer's behaviors and the market clearing conditions of goods and services in the economy (Resosudarmo et al, 2009). This system of equations is usually divided into five blocks of equations, namely: 1. The production block: equations in this block represent the structure of production activities and producers' behavior; 2. The consumption block: This block consists of equations that represent the behavior of households and other institutions; 3. The export-import block: this block models the country's decision to export or import goods and services; 4. The investment block: equations in this block simulate the decision to invest in the economy, and the demand for goods and services used in the construction of the new capital; 5. The market clearing block: equations in this block determine the market clearing conditions for labor, goods, and services in the economy. The national balance of payments also falls within this block (Resosudarmo et al, 2009). Computable General Equilibrium (CGE) models are simulations that combine the abstract general equilibrium structure formalized by Arrow and Debreu with realistic economic data to solve numerically for the level of supply, demand and price that support equilibrium across a specified set of markets (Wing, 2004). CGE models are standard tools of empirical analysis, and are widely used to analyze the aggregate welfare and distributional impacts of policies whose effects may be transmitted through multiple markets, or contain menus of different tax, subsidy, quota or transfer instruments (Wing, 2004). CGE modelling is a way around the difficulties of theoretical models, such that the concept of general equilibrium actually becomes useful for analyzing real economies and real problems (Markusen, 2002). A CGE model is "computable" in that an explicit numerical solution is computed (Bolnick, 1989). This means that all variables in the CGE model are measured to describe the dynamics of economic condition. The CGE model is basically rooted from the economic general equilibrium concept. The economic equilibrium in the circular of economic flow can be viewed on the figure 1. 216 Public Policy Figure 2: The Circular Flow of Commodities in a Closed Economy Source: Wing (2004). The equilibrium in the economic flow as shown in figure 2 lies in the conversation of both product and value. This principle reflects the Walrasian general equilibrium. Conservation of product, by ensuring that the flows of goods and factors must be absorbed by the production and consumption activities in the economy, is an expression of no free disposability (Wing, 2004). It implies that firms' outputs are fully consumed by households, and that households' endowment of primary factors is in turn fully employed by firms (Wing, 2004). Hence, the quantities produced by firms have to be the same as the quantities demanded by the other firms and households. This condition is recognized as a state of market clearance. In the equilibrium condition, producers make zero profits as the implication that the values of a unit of each commodity must equal the values of all the inputs used to produce it. The equal values of cost and commodity produced is also known as a state of income balance. The three conditions of market clearance, zero profit, and income balance are employed by the CGE models (Wing, 2004). Petersen (2004) introduces the family tree of economic models as shown below: Public Policy 217 Figure 3: The Family Tree of Economic Models by Petersen Source: Petersen (2004). Petersen (2004) states that traditional macroeconomic models can be considered as a crossbreed between Vector Autoregressive (VAR) models and CGE models. While VAR models are full of statistical data without economic content, CGE models are the antipodeans. The basic modelling strategy with VAR models goes from data to theory, with CGE modelling it is the other way around-one starts with a theoretical model, and then finds data that fits the construct (Petersen, 2004). It implies that CGE models provide in-depth economic theory. The traditional econometric models are located somewhere in between, drawing both on classical statistical methods, as well as some economic theory (Petersen, 2004). The CGE models for Indonesian economy analysis has been used since the late 1980s. Among the first generation of Indonesian CGE are those developed by BPS, ISS and CWS (1986), Behrman, Lewis and Lotfi (1988), Ezaki (1989), and Thorbecke (1991) (Resosudarmo et al, 2009). They were developed in close collaboration with the Indonesian National Planning and Development (Bappenas), the Ministry of Finance and the Central Statistics Agency (Resosudarmo et al, 2009). In the 2000s, the second generation of Indonesian CGE models were visible. Among others are the following: Abimanyu (2000) in collaboration with the Centre of Policy Studies (CPS) at Monash University developed an INDORANI CGE model based on the Indonesia IO table (Resosudarmo et al, 2009). It is an application of the Australian ORANI model for Indonesia (Dickson, 1982). There are two other derivatives of the ORANI model for Indonesia, which are the Wayang model by Warr (2005) and the Indonesia-E3 by Yusuf (Yusuf and Resosudarmo, 2008). Result And Discussion a. 1. Simulation Results The Impacts of Forest Moratorium on Land Use The impacts of forest moratorium on land uses can be viewed on table 1 below. In general, land uses decline significantly both in Plantation sector (ESTCR) as well as forest sector (FORES).The most significant decline of land uses in plantation sector occurs in R1 region (Sumatera) which is reduced up to 254,181.6ha with optimistic scenario or as much as 126,974 ha with pessimistic scenario. On the other hand, the most 218 Public Policy affected area of land uses in forest sector is R5 region (East Indonesia) with 529,794.2ha area decreased under optimistic scenario or 264,297 ha using pessimistic simulation. Table 1: The Impacts of Forest Moratorium on Land Use and Natural Forest Area R1 (Sumatera) C_LANDAREA ESTCR FORES C_NFORAREA R2 R3 R4 R5 (East (Java) (Kalimantan) (Sulawesi) Indonesia) Optimistic Scenario -254.1816 -185.309 -51.5492 -147.4136 -79.2568 -376.6996 401.5951 264.5659 428.2488 Pessimistic Scenario C_LANDAREA ESTCR FORES C_NFORAREA (X 1000 hectares) -126.974 -93.2671 -73.8248 -38.9646 200.7987 132.2317 -25.87 -188.1486 214.0186 -75.0845 -87.8092 162.8937 -36.2953 -529.4989 565.7942 -37.6048 -43.8122 81.417 -18.3686 -264.297 282.6656 Based on the simulation results on which table 1 shows above, the natural forest area increases considerably with the highest increase taken place in R5 region (East Indonesia) by 565,794.9ha (optimistic) or 282,665.6 ha (pessimistic). 2. The Impacts of Forest Moratorium on Carbon Emission As we can see on the table 2, at national level, the forest moratorium has succeeded to substantially reduce carbon emissions by 214.320.000 tonCO2e (optimistic scenario)or 107.215.000 tonCO2e (pessimistic scenario).We cannot measure the impacts of forest moratorium on each region due to the limitation of the model. Table 2: Carbon Emission Reduction Emissions National (in 000 TCO2e) Optimistic - 214.320 scenario Pessimistic - 107.215 scenario R1 (Sumatera) R2 (Jawa) R3 (Kalimantan) -96.576,4 343,9839 -50.698,833 -48.243,1 158,3548 -25.384,167 R4 (Sulawesi) R5 (East Indonesia) -42.985 24.403,6765 -21.527,7 12.218,5954 3. The Impacts of Forest Moratorium on Domestic Prices Table 3: Domestic Prices Domestic Price R1 (Sumatera) PADDY FOREST ESTCR -0.4202 4.1775 1.1707 R2 R3 R4 (Jawa) (Kalimantan) (Sulawesi) Optimistic scenario -0.3533 -0.0037 -0.1107 5.0837 3.5799 4.8923 2.2566 1.5436 1.0146 R5 (East Indonesia) -0.1891 4.6646 2.0825 Public Policy 219 Domestic Price WOODS FOODB R1 (Sumatera) 0.3396 -0.0562 R2 R3 R4 (Jawa) (Kalimantan) (Sulawesi) 0.3358 0.2142 0.3889 -0.0481 -0.0329 -0.0467 Pessimistic scenario -0.2066 -0.1644 -0.0021 PADDY 1.9764 2.3627 1.6946 FOREST 0.5479 1.0421 0.721 ESTCR 0.1602 0.1587 0.1016 WOODS -0.0273 -0.0227 -0.0157 FOODB (In percentage of change) -0.0525 2.3105 0.4716 0.1833 -0.0222 R5 (East Indonesia) 0.5412 -0.0293 -0.089 2.1935 0.9735 0.2544 -0.0139 The commodity price for paddy decreases. The deepest decrease is in Sumatera (0,42% in optimistic scenario or 0,2% in pessimistic scenario) compared to other regions; On the other hand, the domestic forest commodity prices increase of which the highest increase is in Java Region (R2) by 5,08% (o) or 2,36% (p); The increase of domestic commodity price also occurs to the estate crops price by 2,25% (o) or 1,04% (p); The East Indonesia region (R5) experiences the highest increase of wood prices by 0,54% (o) or 0,25% (p); The domestic food prices do not significantly decrease. The model shows that in Sumatera region (R1), the food prices somewhat decrease by 0,056% (o) or 0,027% (p). 4. The Impacts of Forest Moratorium on National Export-Import The forest moratorium policy has different impacts on the sum of export commodity at the national level. In the one hand, the export for paddy and food beverages increase. On the other hand, the export for forest commodity, plantations, and wood products decline.
As for national import, the amount of commodity imports generally increase, except for paddy and food. Table 4: Export-Import National Export National Import Optimistic scenario PADDY FOREST ESTCR WOODS FOODB PADDY FOREST ESTCR WOODS 220 Public Policy 0.536 -19.4269 -6.9397 -2.2471 0.1073 Pessimistic scenario 0.2575 -9.7965 -3.3111 -1.0672 -1.4502 5.5657 4.2122 0.7074 -0.099 -0.6776 2.6248 1.948 0.3336 National Export FOODB (in percentage) 0.0536 National Import 0.0536 5. The Impacts of Forest Moratorium on GDP and Poverty Based on the model simulation, the forest moratorium policy has negative impacts on the GDP growth rate. At the national level, the GDP decreases by 0,109% with optimistic scenario or by 0,05% if we use the pessimistic scenario. As for regional GDP, the biggest hit occurs in Sulawesi region which decreases by 0,2% with optimistic scenario or by 0,09% with pessimistic scenario. The poverty rate in the rural area increases by 0,10% to become 20,42% using the optimistic scenario, while using the pessimistic scenario the poverty rate at the national level increases by 0,089% to become 20,41%. The highest increase of rural poverty rate occurs in the Eastern region of Indonesia by 0,42% to become 32,41% with optimistic scenario. Using pessimistic simulation, the poverty rate increases by 0,18% to become 32,17%. As for the poverty incidence in the urban area (urban poverty), the rate increases by 0,131% to become 12,48% at the national level using the optimistic scenario. If using the pessimistic scenario, the rate increases by 0,069% to become 12,41%. The highest increase of the urban poverty rate still appears in the Eastern part of Indonesia. Using the optimistic scenario, it increases by 0,365% to become 22,61%, whilst using pessimistic scenario it increases by 0,17% to become 22,42%.
Table 5: GDP andPoverty Incidence National R1 R2 Optimistic scenario -0.1091 -0.1282 -0.1029 GDP(% of change) 18.3 21.01 POVERTY Incidence 20.42 RURAL (%) 0.102 -0.355 0.313 15.01 12.16 POVERTY Incidence 12.48 URBAN (%) 0.131 0.113 0.141 Pessimistic skenario -0.0514 -0.0617 -0.0479 GDP (% of change) 18.49 20.92 POVERTY Incidence 20.41 RURAL (%) 0.089 -0.163 0.221 15 12.09 POVERTY Incidence 12.41 URBAN (%) 0.069 0.103 0.065 R3 R4 R5 -0.0608 12.93 -0.2019 20.83 -0.1128 32.41 -0.073 8.04 -0.062 7.86 0.42 22.61 -0.007 0.072 0.365 -0.0295 12.97 -0.0962 20.86 -0.0534 32.17 -0.034 8.05 -0.029 7.82 0.184 22.42 -0.003 0.034 0.17 Public Policy 221 Analysis The model simulation results show that there are 4 sectors which have directly been affected by the forest moratorium policy. Those sectors are plantation, agriculture, forestry, and mining. At the plantation sector, especially oil palm, the core problem basically does not lie at the lack of plantation land availability. The government has provided vast area for oil palm plantation. The main problem of oil palm plantation can be devided into some factors as follows: low productivity, lack of research and development, lack of international market promotion, imperfect standard and seed certification, limited CPO processing manufactory, and underdeveloped downstream industry. In the agriculture sector, the agglomeration policy can be introduced by clustering each region based on natural resource potentials. For instance, Sulawesi can be developed to be a new paddy barn instead of Kalimantan.
As for the forestry sector, there are no significant obstacles by and large, because Indonesia still has a huge amount of production forest area.
The crucial governance issue is how all the stakeholders of forestry persevere to implement the principles of sustainable forest management. In the mining sector, the main challenges lie in the national policy which prioritize the interest of the private companies, while at the same time marginalize the national interest.
Another problem is mining behavior which does not recognize the environmental excess. The permits overlapping administration is also a crucial problem to overcome. Indonesia has more than 30 million hectares of the degraded land to support the industrial development. The use of the degraded land, combined with the increase of productivity, will protect Indonesian forest while consistently stimulate further economic activities. Hence, mapping of the degraded land ought to be an integrated part of the peatland and forest map reform during the moratorium period. The contents of forest moratorium decree has not yet reflected a breakthrough of the forest rescue effort. As such the mechanism shows the business as usual condition with many exceptions. Moreover, there is by no means penalty for the violation to this regulation. As a result, the forest conversion and deforestation will continuously occur as if the decree were not existent. Therefore, the key strategies to cope with the problems faced in all sectors above mentioned are: 1) Lay out improvement; 2) New permit management improvement (esp. in the forestry, mining, agriculture, and plantation sector); 3) Incentive/disincentive policy in all sectors; 4) Law enforcement. 222 Public Policy Conclusion And Recommendation The forest moratorium policy gives the positive impacts on the carbon emission reduction and the land use change. However, the policy also affects negatively to the several macroeconomic sectors. To overcome the negative impacts of the forest moratorium, the government should implement the recommended policies as follows: in the plantation sector, the government should increase the productivity of the upstream industries while at the same time give the incentive for the downstream industries; In the agriculture sector, the agglomeration policy can be implemented; In the forestry sector, the sustainable forest management must be constituted by all stakeholders; and as for the mining sector, the national interest must be highly prioritized, environment safety must be recognized, and the tenurial problems must be very well addressed.
In order to optimize the effectiveness of the moratorium policy, the government needs to improve the endeavors as follows: forest lay out improvement, new permits management improvement (in all respective sectors), incentive/disincentive policy, and law enforcement. References Abimanyu, A. (2000). Impact of Agriculture Trade and Subsidy Policy on the Macroeconomy, Distribution, and Environment in Indonesia: A Strategy for Future Industrial Development. Developing Economies 38 (4), 547-571. Bappenas.
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The purpose of this paper is to explore regional planning issues on how Indonesia manages its territorial borders with its neighbor, namely The Democratic Republic of Timor Leste. This paper used qualitative approach with primary data obtained from interviews and secondary data from literatureswritten by prominent scholars and media publications from the two countries. The results shows that: (1) imbalance authority distribution between levels of government in managing the border mostly caused by lack of coordination and supervision from the central to provincial and district from the respective governments; (2) limited regional planning policy in promoting the development of the border regions; and (3) the slow negotiation process of the two countries to finalize the border increasing the chance of cross-border crimes. Our analysis suggests that: the national policies on state boundaries must be in coherent with the regional planning policy; the central and local government institutional arrangements, as well as their power distribution in managing state boundaries need to be made clearer,and both governments must play stronger diplomacy towards win-win solution to win the heart of its people living near the neighboring state.This paper will be divided into three parts: first, the introduction, it mainly emphasized on the history of border dispute between the Republic of Indonesia and the Democratic Republic of Timor Leste after the enactment of Law Number 32 Year 2004; second, the theoretical part, it focused on the regional planning, central-local authority distribution, and nationalism; third, the analysis; and the fourth, recommendation for the betterment of the welfare and sovereignty of the two nations. Keywords: Authority Distribution, Regional Planning Policy, and EconomicWelfare Introduction Regional border planning between the territories of the Republic of Indonesia (RI) andthe neighboring countries is an urgent issue to be handled seriously by the respective government. It is a fact that the Government of Indonesia (GoI)is faced with problem of people in the border areas living in poverty. From economic security perspective, there is a relationship between loss of sense of nation sovereignty and economic resilient from the people living in the border. For the sake of meeting both ends meet, many people in the border areas are willing to sell their pride in exchange ofa mouthful of rice. Such problems arise due to such factors as the unwillingness of the central governmentto share Public Policy 225 responsibility with the concerned local governments, or the incapability ofthe concerned local government to manage their border. Actually, this poor border management should not have happenedconsidering the GoI's efforts to resolve the problem by issuing several regulations including Law Number 43 Year 2008 concerning The State Territory; Law Number 26 Year 2007 concerning Spatial Planning, and Presidential Decree Number 12 of 2010 concerning the National Agency for Border Management. Those policies regulate the obligations of national governments and that of the local governments in the border areassoon after the decentralization policy was taken into effect since 1999. The local governments are given broad autonomy to manage their domestic affairs including the border areas. On the other hand, the central governmentdid very little in planning andin managing the border areas that made the local governmentsignoranttowards the border management issues and left them to the central government to decide.This also includes population management within the border. This is ironic since the initial design of the regional autonomy, i.e., political, administrative, and economic decentralization addressing, amongst others, encouragement of better public service delivery to the people in the region. Based on the aforementioned issues of regional border planning policy, the authors conducteda research on regional border planning that focused onthe territorial border areas between the Republic of Indonesia (Indonesia) and the Democratic Republic of Timor Leste (Timor Leste). This research was broken down into four parts: first,background of the border planning policy issues between Indonesia and Timor Leste; second, concept of regional planning and border planning policy; third, analysis part; and fourth,regional border planning policy recommendations for the GoI for a better relationship with Timor Leste. Methodology This study useda qualitative approach to describe the problemof regional planning policy for border areas using in-depth interviewandliterature review.Several prominent figures were interviewed as key informants, mainly from scholars with bureaucratic background from both countries. In addition, an ample of secondary data were obtainedfrom the Center of Democratic Republic of Timor Leste Studies in Graduate School of Public Administration, National Institute of Public Administration, Jakarta, as well as from both government's official publications, academic journals and research reports, and mass media.
Historical Background of Indonesia-Timor Leste Regional Border: The Unresolved Story The border planning policy issue is a sensitive issue due to its latent capacity to trigger conflicts between domestic and international context that often comes from the conflictingclaim of the regions along the border areas. Similarly, Indonesia has experienced problems related to border with Timor Leste, amongst others, are: (1) lack of institutional role capacity such as Border Management Agency when dealing with other countries with particular reference to Timor Leste; (2) disintegrated planning of the region border; (3) inadequate number of border guards; (4) poor quality of life from the 226 Public Policy people living in the border; (5) lack of government effort to provide such basic services as employment, health, and education; and (6) frequent occurrences of illegal trade flows between the two countries38. With regard tothe regional planning of the border region of Indonesia and Timor Leste, some diplomatic documents (e.g. the agreement between the Dutch and the Portuguese in 1904 about delimitation of the Indonesia-Timor Leste border on the island of Timor, and the Permanent Court Award (PCA) in 1914) were used as a guidance to formulate further agreement. The firsttreaty between Indonesia and Timor Leste was signed on April, 8 2005. Prior to the signing, a series of discussion between the GoI and Government of Timor Leste has been done since 2001 facilitated by the United Nations Transitional Administration for East Timor (UNTAET). According to the Decentralization Support Facility (DSF) report, the land border between Indonesia and Timor Leste is bounded by several counties and districts in the province of East Nusa Tenggara, i.e., Kupang regency (District Amfoang North), North Central Timor (West Miomaffo, East Miomaffo, North Insana, Insana), and Belu District (District East Tasifeto, Lamaknen, West Tasifeto, Kobalima, Reat, and Lasioat)39. But, no matter how many policies of regional planning for border regions have been produced by both countries, lack of diplomatic commitment caused a series of disadvantages to people living in the border that are

responsibility for managing the border before they arrange the authority distribution to their local government. In this Indonesia-Timor Leste regional border planning, it is recommended to finalize the border agreement with win-win solution diplomacy first. Division of administrative authority: Planning a Stronger Hybrid Trans-Border Relationship towards Economic Prosperity The issue of regional planning in the border regions and border areas of the country plays an important role especially in maintaining the nation sovereignty. For this 232 Public Policy reason, GoI has enacted Law Number 26 Year 2007 concerning Spatial Planning and Government Regulation Number 26 Year 2008 concerning Spatial Planning that place national borders and border of the regions of the country as a strategic area requiring an integrated and synergized arrangement among levels of government. Similarly, the Government of Timor Leste has seen a great challenge in the planning area boundaries and borders between Indonesia and Timor Leste. Current number of difficulties in managing border areas are mostly caused by unsynergized policies between two countries such as: (1) the imbalance benefits from the cooperation agreed upon. For example, the development of border areas in Kupang District suggesting that the pattern of relationships that occur between the border resident of Suai, and Oecussi (Oe-Cuse) tends to lead to an unbalanced pattern of interaction. Indication of this imbalance is seen in how to determine the Growth Nodal which in Indonesia based on the subdistricts or kecamatan, whereas Timor Leste chooses the smallest area of the village as a unit. As expressed by several key informants from government officials of Indonesia and Timor Leste on border management issues of the two countries which stated that the GoI does not have an integrated development planning although the Strategic Plan (2011-2030) has included the development of zoning items. Meanwhile, the Government of Timor Leste is still in the process of drafting the bill for municipality in the coming year (2013-2014), especially in border areas and Oecusi Maliana, two of the four candidates endorsed to become municipalities by the central government; (2) facilities and utilities in the border area has not been well managed. Such function of the border region is generally indicated by the availability of CIQS (Customs, Imigration, Quarantine, Security) facility. In this case, the border in Indonesia enabling CIQS facility on Cross Border Checkpoints (PPLB). However, the existing facilities in the border region of Atambua in Kupang district are still far below international standards, and the number are also limited that arecontradictory to the government campaign in making the border region as a gateway to economic activities. At present, the two countries are planning the road construction of north of Timor Leste region connecting the city in Timor Leste with Oecusi for open international economy. Furthermore, cross-border post is also inadequate, especially traditional post, become part of the current border strategic issues that require serious attention, especially in border areas of the river which flowed Malibaka, separating the territory of Indonesia-Timor Leste, to irrigate Tapo village or Memo (Timor Leste) and the Hakesak Village (Indonesia); and (3) the determination of boundaries between Indonesia and Timor Leste is still problematic although there has been an agreement through both formal and informal (customary and private) meetings, but more serious talks should be made, so that the friendship between the two countries can still be established and maintained for the respective country's sovereignty.44 Generally, typology of regional border growth is different for each region (country). It depends on the characteristics possessed by the two countries since planning of border areas is a process of moving the previousborder frontier as a barrier, into a 44 T.H. Soesetyo, “Security of Border Areas in the achievement of unitary state of Indonesia,” pdf copy (Jakarta: Defence Ministry). w.pusjatan.pu.go.id%2Fupload%2Fmakalah%2F2009%2FMK200902.pdf&ei=xqCIT_WsDILyrQen8bTHBw&usg=AFQj CNEtUWaiXwPvFblrSyLA4YWckaJkiA&sig2=4iDAI7aKnMR_3Ct4fXSK1A (accesses on April 26, 2012) Public Policy 233 border region as a filter, then finally to form the border region as as a contact zone. Indonesia-Timor Leste regional border growth does not follow strictly to one of the typology, but it is a mix of Border and Trans-border areas. The typology was developed on mutual economic cooperation of RI-Timor Leste relations, although small, the existence of institutional cooperation is crucial in solving some problems. Number of key informants from Timor Leste government officials expressed the important role of GoI by receiving Timor Leste students to study and to consult as to how to organize the new state. Although still considered a modest step, both governments are facilitating Indonesia-Timor Leste residents living in the border region for ceremonial, cultural or traditional activities, as well as providing immigration documents for free visits. Furthermore, the border area development of Indonesia and Timor Leste model must combine a formal and informal approach with policy and infrastructure led development. This hybrid model of regional planning for border regions of Indonesia-Timor Leste is more promising to jointly promote integrated master plan towards strengthening their competitiveness in global trade. Economic Authority Distribution: Towards the Welfare for the Residents Across Border Regardless of the authority which is given by the Law Number 32/2004 concerning the Regional Government, the central GoI shows incapable to reach out to residents living on the border, while local governments would prefer not to be more responsible than central government to provide welfare for the people. The Indonesian local government in the district of Kupang has also no power to restrain illegal economic traffic between the two countries. So far, the approach used to handle the central government of the population in the border between Indonesia and Timor Leste are still dominated by security approach rather than by other meanssuch as on the basis of traditional ties or local culture approach.

The security approach is inevitable considering the conditions of the population in the border area between Indonesia and Timor Leste that still live below the poverty line. The people have to fight hard to improve their well-being through various means because the central and local governments from both countries do not care much about their destiny. According to the key informants from the Center of Democratic Republic of Timor-Leste Studies in Jakarta, the task force unit is established especially to deal with the criminal offense in the economic field such as smuggling on the border of Atambua Pas, misuse of free pass, money laundering, drug trafficking and corruption. However, cooperation in the form of the task force is still not optimal because of the temporary nature of the institution. Added with a limited number ofborder guards along the borderlines, which are ± 1500 members of the Indonesian Army (TNI) and ± 3000 of the East Timorese police. The presence of Indonesian military forces is still under debate because cross-border economic crime in Indonesia-Timor Leste border is not solely due to the lack of security around the border, but rather the welfare distribution mechanism and lack of clarity on central and local government’sauthority distribution. Moreover, nationalism among the residents of Indonesia-Timor Leste border is rather a unique case. Those people are not really entitled to one nationality such as Indonesian or Timor Leste, rather they are tied into a tradition of nationalism beyond 234 Public Policy Indonesia or Timor Leste, i.e., by kinship. Economic disparity is felt as one common cause which strengthens their bonds. In some part, the border residents, apart from the losses in the state, they become a cross-border player, conspired to create the chain of crimes such as theft of livestock to and from Timor Leste. Recommendation Regional planning for border areas between the Government of Indonesia and East Timor must be shared among levels of government within the country as well as strengthen it in a form of an integrated infrastructure and adequate services to the people living in the border. A hybrid model of border management can be proposed in one unified, policy and infrastucture led system, combined with formal and informal approach from both governments to match with regional characteristics. Moreover, the development of border areas had to change its pattern to more balanced security and welfare approach since the people who are living in the border line have unique sense of nationalism based on preserved culture and tradition. References Brillantes, Alex. Decentralization and Powershift, An Imperative for Good Governance. Phillipines: Asian Resource Center for Decentralization, 2003. Gadjong, Andi A., Pemerintahan Daerah Kajian Politik dan Hukum, Bogor: Ghalia, 2007. Glasson, John. An Introduction to Regional Planning: Concept, Theory and Practice. London: Hutchinson & Co. (Publishers) Ltd,1974.

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This device has become an urgent need for all local governments. In general, these devices are no longer a novelty and almost all local governments have to manage it. But it is less understandable is the management of information technology systems are applied also to support the delivery of essential public services. Still often found E-Government management models that are less effective as the data is not up to date, less valid, and so forth.

ICT is a means of encouraging change the working culture of governance environment has a direct impact on improving the performance of government officials in serving the community. ICT can encourage a culture of people working toward a better, Public Policy 237 broaden perspectives, to expand relationships with no boundaries, and can significantly increase the knowledge society. Problem The increasingly rapid development of technology has brought the world entered a new era, especially in the field of information, development of information technology has penetrated every aspect of things and even faster than I ever imagined before. Along with the rapid development of Information Technology is happening right now, technology is no longer a strange item, even indispensable to support the performance of an organization or SKPD-SKPD, particularly in local government. However, the application of information technology within an organization is not easy as turning the palm of the hand. There are so many obstacles that need to be considered in the application of information technology. Below is outlined the issues surrounding the development of technology related to public services: a. Currently the information provided or any SKPD Local Government, which can be accessed by the public is still very limited. Some SKPD that are already developed a website providing general information on related services and not based on information associated with the system procedure or procedures related to public service. One of the causes of this limitation is the absence of guidelines or a clear reference to the form of a clear policy to disseminate information or data to the public in general. b. Most of the local institutions lack the support infrastructure and lack of availability of financial resources and adequate human resources. c. Some institutions (SKPD) already have a web-based information media, but is still limited and has not been updated properly and sustainably d. Without the commitment of Local Government, then the use of Information Technology will be in vain. Still a lack of commitment in support of public service that is easy, fast, accurate, open / transparent, causing delays in the development of information systems with information technology. e. Another obstacle faced by local governments is the lack of human resources (HR) to support local development of information technology in local development activities. Prima Services Development Through It Definition of Public Service Sense of service, according to Purwodarminto (1987) meant to provide all that is required of others. While Moekijat (1980) states that service is an activity or activities that are tangible or intangible committed to serve consumers by providing goods or services with or without transfer of ownership of an object or service.

In the public sector understanding or definition of public service are: the delivery of services by a government agency using a its own employees (Savas, 1987). In Appendix 3 Decision No. 63/Kep/M.PAN/2003 Menpan paragraph 1, point C the term "public service" is defined as "any activity undertaken by the competent services of government as an effort to meet the needs of people, communities, government 238 Public Policy agencies, and legal entities as well as as the implementation of the provisions of the legislation ". According to the South Kalimantan Provincial Regulation on Public Service, which referred to "public service" means all activities in order to meet the basic needs in accordance with the fundamental rights of every citizen and resident of goods, services or administrative services provided by a provider the public interest. Based on such understanding, the scope includes only public pelauanan service activities organized by government agencies. Government agencies as public organizations are different from business organizations. Therefore, care is often provided public organizations remain one step with the business organization. Measurement of Quality Public Services Talk about service quality measurement is difficult to measure, because the size of which determines the quality of the provider but is not the customer response. Customer was alone most of the non-transparent state in terms of good or poor service by the bureaucracy, which is monitored by the provider only complaints are difficult to digest by the provider. Further advanced by Graeme Hidge (1993) as follows: A significant challenges to performance measurement is often found. Sometimes a precise indicator can not be made. State Service Commisson of New Zealand (Bodg, 1984) observed that this would be very difficult to find an indicator to "give good policy advice" to the government. This opinion is also supported by Powns and Larkey (1986) that the actual measurement of the efficiency and effectiveness within the government itself is a complex job and can not be resolved completely. Transparency of Public Service Transparency is a very important concept and is becoming increasingly important in line with the strong desire to develop good governance practices. Practice good governance requires transparency in governance as a whole. The Government is required to open and stakeholders to ensure access to a variety of information about public policy, the budget allocation for policy implementation, and monitoring and evaluation of policy implementation. Transparency is also well aligned with public accountability. How far people can judge the actions of government, certainly very tergatung on transparency. As illustrated in Figure 5.1. shows a two-way information and communication between government and citizens. Citizens can judge the actions of government are accountable or not, depending on the ability of citizens to easily understand what is done by the government, why is the government doing it, and how far the government's actions were in accordance with the existing values. Public Policy 239 Figure 1. Pratisipation of Society in Public Service Service Government Co-producer Citizenry Participation Sources: Suwarno, Yogi (2005:5) Public Service Strategy The model proposed service strategy Walker (1997) can be used as a reference for a strategic model for public services, the model can be described as follows: service strategy is the central strategy of the organization's efforts also include the purpose, benefits, market, technology, etc. . This section outlines the central due to an internal culture of the organization in addition to the desired external image. This needs to be stated in writing and communicated widely, so that no one can doubt what it was designed to achieve. Similarly, in this case needs to be balanced with the organizational structure designed for public comment. The explanation of the Walker model of service strategy are as follows: 1. Needs and expectations of its customers needs to be defined and considered accurate manner; 2. Activities of competitors (mainly other public services) should always be what is known and well studied; 3. Insights about the future, for long-term interests should have the courage to experiment and the changes for the future. Electronic Government and Public Service Clearly the two big countries at the forefront of implementing e-government concept, namely the U.S. and the UK have described the benefits derived by the application of the concept of e-governemnt for a country, among others: 1.

Improve the quality of government services to its stakeholders (citizens, businesses, and industries), especially in terms of performance effectiveness and efficiency in various fields of national life; 2.

Increase transparency, control, and accountability of governance in order to implement the concept of good corporate governance; 3. Reducing the total cost of administrative sifnifikan, relationships, and interactions of the government and stakeholders for the purposes of daily activities. 4.

Provide opportunities for the government to obtain new sources of revenue through its interaction with the parties concerned, and 240 Public Policy 5. Create a new society that can be quickly and accurately answer the various problems faced in line with global changes and trends; and 6.

Empower communities and other parties as partners of government in public policymaking process is equitable and democratic. Education Sector (e-education) Globalization has sparked a trend shift in education from a conventional face to face education toward a more open education (M. Mukhopadhyay, 1955). As an example we look at the French project "Flexible learing". This is reminiscent of Ivan Illich have forecast the early 70s on "Education Without Schools (Deschooling Society)" extreme teacher who is no longer needed. Bishop G (1989) predicted that the future of education will besifat supple (flexible), open and accessible to anyone who needs irrespective of the type of factors, age, and previous educational experience. Government Sector (e-government) E-government refers to the use of information technology by government, such as using the intranet and the internet that has the ability to connect the needs of the population, business and other activities. Could be a business transaction process between the public and government through automation and networking systems, more commonly known as the world wide web. At the core of government in e-government is the use of information technology can improve the relationship between government and other parties. Use of this infermasi technology then generates a new form of relationship like G2G (Government to Government), G2B (Government to Business) and G2C (Government to Community).

Finance and Banking (e-banking) To support the operational success of a financial institution / bank as a bank, it is definitely needed a reliable information system that can be easily accessed by customers, which in turn will depend on information technology online. Technology and telecommunications infrastructure development in Indonesia will greatly assist the development of this industry in the financial sector, such as expanding the scope of business by opening branches in the region as well as exchange of information among insurance companies, brokerage, banking industry, as well as other financial institutions. Aspects Related to Organizational Change in Public Administration This study - organizational change, skills, and leadership needed in e-government - must be viewed in the broader picture of e-government and modernization process and the debate that took place in recent years. The promised benefits of e-government is not only the digitization of information and providing online services exclusively. Government to know the advantages and real value can be obtained through the use of ICT. At the same time the need for a major assessment of the advantages and disadvantages, risks, and opportunities remain important (OECD, 2004). Public Policy 241 E-government is the core of public management modernization and reform, where technology is used as a strategic tool to modernize structures, processes, regulatory frameworks, human resources, and culture of public administration (IPTS, 2004). Skills and Competencies Dimension that distinguishes learning from more traditional organizations is the mastery of discipline-specific basis dsiplin. Identified five disciplines that Peter Senge says these organizations are combining innovative learning. These are: systems thinking, personal mastery, mental models, developing a shared vision and team learning (www.infed.org / thinkers / senge.htm) Implementation of effective e-government requires a change in the skills and master the skills of the staff. Basic ICT skills (such as the use of computers, the hard drive, standard programs) is a precondition both the public service in general as well as the managers. ICT skills are more advanced (such as software development, web design, database design, use of special programs, etc.) may also be required depending on the type of work performed. The Role of Leadership Politicians and public sector managers need to be committed to investing in the future with a long term view. They are also political leaders need long-term success, such as providing a good service, according to criteria of the job. However, considerations of short-term political aspects lead to fragmentation if not to say backward (Leitner et. Al., 2003). Information Technology Strategy Development At first e-government is a concept introduced the World Bank as a model application of information systems management and governance of IT-based communication. In general, the World Bank and UNDP looking at e-government as the use of IT and communication by government agencies in order to change the relationship with the community, business, and other branches of government. The new definition describes media that is used to implement e-government, but has not explicitly mention the usefulness of the application. Usefulness of e-government, among others, appears from the definition of dkemukakan James SL Young that the e-government as the government use of technology, in particular, web-based internet applications to enhance access and delivery ofgovernment services to citizens, business partners, employees, and other government entities. In short, e-government transactions is elctronically Executed Between government agencies and citizens. Douglas Holmes then equip it with the characteristics of public service that is expected to be achieved through the implementation of egovernment, namely to deliver public services in a much more convinient, customeroriented, cost-effective, and altogether different and better way. According to different definitions, it can be diismpulkan, e-government is the use of IT and communications to achieve a more efficient governance practices and effective, more affordable services and expand public access to information so that increased government akuntabilits. 242 Public Policy As a new interaction mechanism (modern) between the government and the community and among other interested parties (stakeholders), e-government involves the use of IT and communications (especially the Internet) to improve the quality (quality) of service during this run. Therefore, there are a number of principles of e-government implementation. The first focus is the improvement of government services to the community. Therefore, it is necessary to determine the priority of services that have a large volume of transactions and involve a lot of human resources, requires a two-way interaction between government and society (not merely a one-way provision of information and publications), and the possibility of cooperation between government and other circles such as private institutions and non-commercial institutions. Second, establish a competitive environment with open space for participation by all stakeholders in an effort to improve services. The next principle, to reward innovation and efficiency by eliminating the achievement of the principle of bureaucratization and increase government revenue. E-government implementation in local government management is expected to improve the quality of government services to its stakeholders (citizens, businesses, and industries), especially in terms of performance effectiveness and efficiency in various areas of national life. Among other benefits, increase transparency, control, and accountability of governance in order to implement the concept of good governance and reduce significantly the total cost of administration, relations, and the interaction of the government and stakeholders for the purposes of daily activities. Implementation of e-government is also providing an opportunity for the government to obtain new sources of revenue through its interaction with the parties concerned; create a new society that can be quickly and accurately answer the various problems faced in line with global changes and trends; empower communities and other parties as partners of government in public policy-making process is equitable and democratic.

At the implementation level, the concept of e-government include the scope of egovernment concept covers a broad scope. E-government concerning the relationship of G2G (Government to Government), G2B (Government to Business), G2C (Government to Community), and G2C (Government to Employees). On G2G relationships, communication takes place between countries in order of importance of diplomacy. Objective is to facilitate cooperation among countries and cooperation among state entities (citizens, industries, companies, etc.). Example: the relationship between the administration of local government offices with embassies of other countries to help provide accurate data and information required of foreign nationals residing in Indonesia; applications that connect government offices with a foreign bank; the development of intelligence data base system to detect the mobility of actors criminal / terrorist information systems in the field of intellectual property rights for checking and registration of certain works that wish to obtain international patents. Public Policy 243 In the G2B relations, relais is built with the aim to facilitate the practitioner in carrying out company business.

Such relationships can also simplify and expand access to business information that is necessary for the purposes of the business, for example, a variety of public policy, licensing procedures, and others. Examples of its application, corporate taxpayers can use the web application to calculate the amount of tax due; auction online, procurement and purchase of goods via the internet (e-procurement), and others. Online tax payment is being applied by the government (DGT) is a good step to achieving good governance. On the relation of G2C, government mmebangun and implement a range of IT to improve the interaction with the community. This type of relationship oriented to simplify and expand public access to public services. Example: service ID card / passport via the internet; the Department of Religious pilgrims opened registration online through the internet, download the application form candidates for civil servants. G2E relations aimed at improving the performance and welfare of civil servants in the agency concerned. Example: PNS career development system for the material interests of the data transfer, promotion of civil servants; integrated applications to manage a variety of welfare benefits that are integrated with the civil rights of health and educational institutions. The fourth type of relation is essentially demonstrate the breadth of the scope of e-government implementation, so that e-government should not only manifested in the form of official government sites, but also the content of those sites and applications oriented to the efficiency and effectiveness of public services. Prerequisites Effectiveness Development of IT and communications in the areas of government will lead to a paradigm shift in organization and management of government which in turn will give birth to reform the public sector. In terms of organization and management of government, there was a paradigm shift from bureaucracy (bureaucratic paradigm) into egovernment paradigm. E-government paradigm oriented to the satisfaction of the users of services and flexibility in control; form of horizontal hierarchy based organizations, networks (networking), sharing information so that more flexible management style of leadership as a facilitator, coordinator, innovative and entrepreneurial spirit. Through changes in organization and management of government, public sector reform became more decentralized and customer-oriented (service user / community). The government no longer womanly single actor in governance, including in the implementation of public affairs services that need to collaborate with the private sector (businesses) and community groups. The governance model changes will have implications on the management changes of government, in terms of changes in government procedures for carrying out its functions become more flexible and responsive in line with changes in society. O course, e-government does not automatically change the practices of governance as envisaged in the earlier description. Therefore, there needs to be social engineering to change the bureaucratic culture that had been inherent in the bureaucracy 244 Public Policy of our government, both at central and local level. The initial step is to cultivate the habit (habit) to use IT, not just changing the technology of the electronic manual is patterned. One of the prerequisites of success supporting e-government is the establishment of an information society that truly understands the position and usefulness of information in everyday life. But to arrive at the formation of information society, there are a number of obstacles encountered regarding the information gap that is triggered by the digital divide, partly due to the imbalance of prices and purchasing power, geographical ketersebaran cause information access gaps, as well as lifestyle education and communication patterns information needs vary so greatly determined by the education and curiosity there and lifestyles. Root of the problem is what appears to need immediate attention from the government in particular that will facilitate the development of e-government. Gap information (information divide) can only be overcome through the development and introduction of IT infrastructure as early as possible for the whole society. Therefore, the need of learning in which IT and the computer must be learned early in basic education for a period of 10-20 years. The computer must be aligned with the language of the infrastructure of progress and change. In addition, the IT infrastructure to be built simultaneously in order not to run out of capital in the middle of the road. Learning from the experience of Malaysia and India, both have the vision, mission, policies, and programs are focused in anticipation of the development of IT and e-government in particular. Capital constraints were also experienced by these countries, but can be overcome by involving the private sector as an investor by providing a number of incentives. Thus, a prerequisite of success e-government readiness is not just a technology infrastructure, but also must be accompanied by cultural change in order to develop new habits take advantage of advances in IT. This cultural change will need to be framed policy commitments (cyberlaws) concerning freedom of information, competitive financial incentives, a competitive telecommunications tariffs, anti-cybercrime, data protection, standardization, financing, and human resources and telecommunications policy that opens up to the rural telecommunications access. Stages of Development of e-government Figure 2. Stages of Development of e-government version of the World Bank Phase 1 PUBLISH Phase 2 INTERACT Phase 3 TRANSACT Publication of government information online Two-way communication (email) to solicit Public service transactions online Sources: World Bank, 2006 Public Policy 245 Meanwhile, in Indonesia the development of e-government refers to the Presidential Instruction No.. 3 Year 2003 on Guidelines for Developing the Master Plan Development of e-government agency ¬ consists of four stages, including: (1) The preparation, (2) level of maturation, (3) The establishment, (4) The stabilization. To clarify the characteristics of each stage of development of public services through egovernment, described the character following each stage of development. Conclusion In an organization, the supervision system plays an important role to ensure that everything runs according to the mandate, vision, mission, goals and targets of the organization. Monitoring system has two main objectives of accountability and learning. In terms of accountability, monitoring systems will ensure that development funds are used in accordance with the ethical and legal rules in order to satisfy the justice. Of the learning process, monitoring system will provide information about the impact of the program or intervention is carried out, so that decision makers can evaluate to create a more effective program. Models of supervision of local government is oriented toward accountability. While monitoring for the purpose of the learning process is still very weak, whereas the purpose of supervision is an important learning process for organizations seeking to grow by learning from experience (learning-based Organisation). In terms of process, control only focus on the supervision and input and output indicators are very weak in monitoring the benefits and impact indicators. Whereas in the budget system unit, local government is required to also carry out supervision of the benefits and impact indicators. Ministry of Domestic & Body autonomy is the most powerful party in carrying out the supervision of the county, especially for the supervision and implementation of laws governing the district. Parliament has the authority to perform all types of supervision, the position of Parliament aligned with the Regents (District). Regional supervisory boards (audit unit) District is an important institution in the field of internal controls, both financial control and oversight of program implementation. Monitoring and evaluation actually has a strategic significance for the local government, for monitoring and evaluation system that will either raise the image of the organization of ICT, making it easy to work with any party. Monitoring and evaluation system that will either keep the program running in accordance with the objectives.

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Keywords: zakat, justice, Rawls, rational, obligation Introduction Zakat is one of the moslem obligation has been arranged in Al Quran. Moslems who have ability must pay zakat and put it for the people whose eligible to receive the zakat. Obligation of paying zakat is also included in Rukun Islam (five elements of Islamic Pillars). The obligation of paying zakat for civil servants fixed by Local Regulation (Peraturan Daerah Nomor 2 Tahun 2010). Before the local regulation legitimated, it’s just fixed by mayor regulation and the mayor has claimed it applied well. Civil servant who are in third and fourth grade must collect their zakat through Zakat Bureau (Badan Amil Zakat). The bureau has collected zakat massly.

When civil servant got their salaries, it was cutting off 2.5 percent for zakat.

Distribution of zakat fund is also done by Zakat Bureau that is allocates for some program namely Padang Cerdas (Smart Padang), Padang Sehat (Healthy Padang), Padang Makmur (Flourish Padang), and Padang Sejahtera (Walfare Padang). Padang Cerdas (Smart Padang) is an aid fund for education. Padang Healthy (Padang Sehat) is an aid for medical and patient transportation. Padang Flourish (Padang Makmur) is an aid for poor house restoration. Walfare Padang (Padang Sejahtera) is an aid for home industries. Public Policy 247 The most part of civil servant disagree with the obligation of paying zakat that is including in the regulation, but on the other side some civil servant did not deny the obligation.

The most part raise some objections of it, such as it is an individual right to choose a person or place which are suitable for accept the zakat. Although there were disagree and agree, the mayor still continues his way.

He said that it is one of injustice alternative to reduce the poverty. This paper decsribes about collecting and distributing zakat of civil servants in Padang Municipal based on John Rawls’s theory of justice. The analysis of collecting zakat by Padang Municipal will be viewed in two perspectives: justice as the outcome of rational choice and obligation as natural duty of justice. Does the government break justice right of people? Is it alright for the governmnent to extort a programme in the name of fairness? Methodology This paper is a literature review about policy implementation of managing zakat fund in a relation to John Rawls’ theory of justice. Authors reviewedsome books and journals which are relating to the theme and making a presentation to criticize this regulation. Discussion A. Justice as the Outcome of Rational Choice When the regulation denied by a part of civil servant, it was a challenging for mayor and his government bodies to rethink over.

It is necessary to make a regulation that more acceptable and suitable for everyone. Rawls said justice denies that the loss of freedom for some is made right by a greater good shared by others.

It does not allow that the sacrifices imposed on a few are outweighed by the larger sum of advantages enjoyed by many (1999: 3). Indeed, the obligation of paying zakat has been indicated some financial loses for a part of civil servant cause it potentiaally reduce some of their freehold. The main issue is not about how taking back the money which is allocated for zakat. However the most important thing is an individual right to stipulate person who will collect and accept zakat fund. They need freedom to use their right to choose whatever they must do or not do. In my opinion I do not think that constitution (Municipal Regulation) make people voluntarily bound. In this case civil servant collected zakat via Zakat Bureau because there is no way to exit from this regulacy. However parliment member said the regulation does not eliminate nongovernmental zakat Bureau such as: PKPU, Dompet Dhuafa, etc. The regulation still give no choice for civil servants to conduct their zakat fund. Based on Hirschman’s theory, individuals who is dissatisfied with the performance of an organization, they belong to or do business with may try to improve their lot either by ‘exiting’ from the organization and thus forgoing the goods or services it provides, or by remaining with the organization but attempting to improve its performance by ‘voicing’ their discontent. Voice means the capacity of an organization’s members to participate in setting of policy (Gelbach, 2006:1). I think Hirscman statement has similar meaning to Rawls’. Rawls said principles 248 Public Policy of justice is the result of a fair agreement or bargain (1999: 11). Therefore, people (civil servants) can take a part in decision making process. Government and all parties who is taking a part in arranging a regulation must consider ‘fairness’ in making a decision. It is necessary for them to elaborate all environmental conditions which is relevant to realize the fair decision. Rawls called this situation as the importance of rationality for making decision. First, in his book Rawls says the importance of rational but he does not mention what the meaning of rational is.

It is still an abstract notion (Kukhatas and Pettit, 1990: 5). According to Simon (1997) human being do not behave optimally for their fitness, because they are wholly incapable of acquiring the knowledge and making the calculations that would support optimization. It calls as bounded rationality. The term 'bounded rationality' is used to designate rational choice that takes into account the cognitive limitations of the decision maker limitations of both knowledge and computational capacity. Bounded rationality is a central theme in the behavioral approach to economics, which is deeply concerned with the ways in which the actual decisionmaking process influences the decisions that are reached. In real-world situation, it is seldom realistic to talk about examining all alternatives or paying attention to all the potentially relevant information. It means decision maker –Padang Municipal and parliament – are not informing-well about the subject and object of the regulation they made. Empirical evidence is still very scanty about the circumstances under which the government institutions will pay attention to particular variables in making their decision whereas entrepreneur decide to invest in research and development activities to cover their limitation in collecting and process information up. Second, avoiding the limitation of decision maker, Savage (Simon, 1997) propose the theory of subjective utility underlying neo-classical economics postulates that choice are made: (1) among a given, fixed set of alternatives; (2) with (subjectively) known probability distributions of outcomes for each; and (3) in such a way as to maximize the expected value of a given utility function. Karni (2005) said that Savage’s theory design choice base subjective probabilities. He intended these probabilities to express the decision maker’s beliefs. It was not suitable to Rawls’ : one feature of justice as fairness is to think of the parties in the initial situation as rational and mutually disinterested they are conceived as not taking an interest in one another’s interests (1999:12). In my opinion choice base subjective probabilities happened at the process of Zakat regulation arranged. When the decision maker was not having sufficient information, they interpret how to collect and distibute zakat by their own perspectives. It does not matter if the regulation set as an appeal for overall Padang people, in contrary it became unfair for the civil servant because it is set as an obligation. Lastly, there is also no assurance that the parties which is taking a part in decision making will make out the best option.

Even if there is a best alternative, it seems difficult to describe the parties’ intellectual powers so that this optimum, or even the more plausible conceptions, are sure to occur to them. Some solutions to the choice problem may be clear enough on careful reflection; it is another matter to describe the parties so Public Policy 249 that their deliberations generate these alternatives (Rawls, 1999: 106). In my assumption it is similar to what Savage calls as Sure-Thing Principle (Aumann, et al, 2005:2). Sure-Thing Principle does not mention what condition will happen. In my opinion it just follow the political plot but it is all too seldom that a decision can arrive at on the basis of this principle (2005:2). Conditional decisions are analogous to conditional probabilities: one must condition not on an event occurring, or even on knowing that the event occurs, but on all one’s information, no more and no less. The sure-thing principle is then based on the following, more fundamental principle: Suppose we have a process whereby a decision maker gathers information. Suppose that under all circumstances, the information that the decision-maker will obtain will lead him to take a certain decision “D”. Then he may decide on “D” without obtaining the information. While Rational Choice Theory may be understood as a theory of choice, which does not necessarily reflect actual deliberative processes, rule-following behavior is definitely based on a certain form of deliberation (Lahno, 2007). Is it rational enough if the decision making does not involve civil servant in this process? According to Lahno, it was rational when a decision making people act under certain conditions, regardless of how they actually form their decisions (Lahno, 2007:2). To sum up, I disagree with Lahno in this case. I do not think it was a rational choice if the decision was not necessarily reflect actual deliberative process. It was nonrational when the mayor, parliament, and all government bodies did not inform well about the subject and object of the regulation. There is no satisfactory account for a part of regulation subject. They also did not elaborate what are stakeholders need, eventhough deliberative process pointed it. Afterall the decision which is taking into regulation become unfair for a part of civil servants and non-governmental zakat bureau feel that unjust either. B. Obligation as a Natural Duty of Justice From the standpoint of the theory of justice, the most important natural duty is that to support and to further just institutions. This duty has two parts: (1) we are to comply with and to do our share in just institutions when they exist and apply to us; and (2) we are to assist in the establishment of just arrangements when they do not exist, at least when this can be done with little cost to ourselves. It follows that if the basic structure of society is just, or as just as it is reasonable to expect in the circumstances, everyone has a natural duty to do what is required of him (Rawls, 1999:296). First of all, if we start from Rawls statement it can not be denied everyone as a social beings has own duties as the impact of their position on social institution. But it cannot be accepted if the duty become unequal with other person who has similar position with us. Why did the civil servants in other municipal/regency or national level not involve in the obligation of paying zakat?

Why they can find his/her own place/person who will accept the zakat fund. As Ross’s concept prima facie duty, the important thing is other things equal and all thing consider. I do not think it was a justice when the civil servants did not have bargaining position to defend their choice. According to Rawls, principle of justice is the result of a fair agreement or bargain.

The principles of justice are chosen behind a veil of 250 Public Policy ignorance. This principles ensures that no one is advantaged or disadvantaged in the choice of principles by the outcome of natural chance or the contingency of social circumstances (1999:11). The vice-mayor who take responsibilities to zakat programme said: zakat is one of local development resources (www.padang.go.id/v2/content/view/1884/). Is the government want to bestow their duty to the people

implementation of academic qualification improvement program. Primary school teachers are the forefront in implementing compulsory basic education with more students than junior high and senior high school teachers. On the other side, primary school teachers have a quite complex problem and are marginalized than teachers of other levels of education. The work area of Belitung district's Department of Education is an archipelago which geographically has distinct characterizations, such as obstacles, challenges, strengths, and opportunities in implementing the policy of academic qualification improvement program. Several indications in the implementation of qualification for primary school teachers, as presented by Aripin (2009:5), are caused by: 1. 2. 256 The delays in program planning due to the lack of explanation of the objectives as well as the delays in acquiring required data needed by the administrators, such as primary school unit, and Chief of Sub-department of Kindergarten/Primary School in district's and province's Department of Education. It is also affected by the geographic of Department of Education in the province and Belitung district Department of Education, which is separated by sea and limited and expensive transportation and communication infrastructure.
The quality of human resources in Department of Education in the province and the district is not adequate. It is caused by several factors, such as the lack of Public Policy professionalism, for example, "who is the leader of this program?" this is reflected form the inconsistency such as the changes of staff delegation who presents in the meetings, thus unable to follow the development from the beginning. The other factor is the impact of the division of Bangka Belitung Islands province, which needs professional bureaucracy personnels in managing education bureaucracy. 3. The transfer of Chief of Sub-department of Kindergarten/Primary School in Belitung district to East Belitung district as the division area (Act No. 5 UU of 2003 on the Establishment of East Belitung District). 4. The quality and quantity of the staff of Chief of Sub-department of Kindergarten/ Primary School is not optimal in serving primary school teachers spread in 5 UPTDP, and the obstacles of communication and coordination caused by geographical factor, especially for the teachers in the islands, which are in the UPTDP of Selat Nasik and Membalong sub-districts. 5. The unclarity of the handling of the implementation of academic qualification improvement program for primary school teachers in improving their competency to the Bachelor level of PGSD by the Chief of Sub-department of Kindergarten/Primary School. This is marked by the number of teachers asking about the program, as to when and how. 6. The unclarity of the priority of the teachers to follow the program, whether it is based on age, years of service, voluntary, or the status of the teacher (civil servants or not). 7. The unclarity of the handling of the teachers whose grade and rank above IV/a (8.4%), and whose age above 50 (13,8%) in the program. 8. The lack of competence of the teachers with PGSD Bachelor qualifications (5%) and educator certifications (0.16%). 9. Empirically, the score of teacher competency is still under average, with an average of 380 from the national maximum score of 1,063 for every criteria of the competency. 10.
The implication of the welfare of the teachers due to the unliquified fund for the teachers who has passed the certification test.
The mentioned indications were caused by the implementation of the policy of academic qualification carried out by the Department of Education Belitung sub-district in the aspects of: 1. The ability of the implementor from the Department of Education in communicating the policy of academic qualification in accordance with their field, which is still unclear and less meticulous in the planning. 2. The inadequate quality and quantity of human resources in the Department of Education, which indicates on the inconsistency of the objective and the unclarity of the achievement of the policy of academic qualification program.
3. The implementor is not anticipating the conditions of geographic, cost, and the ability of field staff in the province, districts, and sub-districts. 4. The unclarity of the management of bureaucracy in the Department of Education , which causes confusion for the field staff and the teachers as participants (Aripin, S., 2009:4 elaborated from Edward III, 1980).
Public Policy 257 These issues become materials to solve the problem of improving academic qualification for primary school teachers. The academic qualification program affects the competence of primary school teachers in Belitung district, as mandated in the Act No. 20 of 2003, Act No. 14 of 2005, Governmental Regulations No. 19 of 2005 and Governmental Regulations No. 74 of 2008, which stated, in essence, that every teacher must have Bachelor qualification in accordance with their competence. C. Several factors which influence the academic qualification to the level of Bachelor PGSD 1. Factor of Communication Department of Education as implementor the policies in education has an authority to implement academic bachelor qualification program for primary school teachers through the PGSD undergraduate program. The implementation of communication factor is already well underway, regardless the size of the scope of organization. The most important thing is how the program is, continuously and consistently, carried out by the Department of Education, in accordance with the target of the program every fiscal year as well as the achievement of the program until 2012 and right on target. This is to maintain the sustainability and continuity of the program concerning the life of the organization, deliviered by one party to another party (Siagian, 2008:307). 2. Factor of the Resources of the Implementor The quality and quantity of the resources of the implementor of the teachers' academic qualification program is adequate, where the role of the resources (the officers of the Department of Education – Chief of Sub-department of Kindergarten/Primary School holds an important role in the success of the program (Hasibuan 1997:54). This indicates that the management of the program in servicing the participants of the program is adequate. Challenges and problems in the implementation of academic qualification program is that the implementor tries to anticipate the future development with consideration to the national identity in building the nation, as nationally confirmed by Saefullah (2007:121-122), that: "improving the quality of Indonesian human resources needs to understand the context of Indonesia because the improvement is intended for development purposes in Indonesia." 3. Factor of Disposition The factor of disposition towards the teachers' qualification improvement shows that the role of Department of Education is adequately supportive. Even intensive finance support has been given by the government of Belitung district to all the civil servant teachers based on their class and rank, by the name of workload benefit incentive, which is allocated from the fund local government budget (APBD) every month. In addition, there are special incentives for the islands of Seliu (Membalong UPTDP) and Mendanau (Selat Nasik UPTDP). The special incentives are meant to stimulate performance motivation, to improve their competence as educators, to provide added value to their competence through education at an accredited LPTK, to provide appreciation to excelled teachers with material and nonmaterial incentives (such as monthly workload incentive), 258 Public Policy to prioritize qualified and certified teachers to participate in trainings and upgrading, and to promote activities in districts, provinces, national and even international. It is indeed quite difficult in practice because improving academic qualification, which is an in job service training, requires teachers to enroll the PGSD undergraduate program, provided that it should not interfere their working hours, as required by the Ministerial Regulation of National Education No.8 of 2009 on the Professional Education Program for Pre-position Teacher. The composition and condition of primary school teachers in general are: a).bove 30 in average age; b). female in majority; c). live in islands; d). lack of accredited LPTK to take and organize certification tests. 4. Factor of Bureaucratic Structure The accuracy of the Department of Education as implementor in giving service will be indicated by their service to the primary school teachers who participate in the program, which is supported by a flexible and conditional bureaucratic structure to remove fragmented work execution which hinders coordination of the implementation of academic qualification and certification for the educators. This is consistent with the idea of Edwards III (1980:143), "hindering coordination is perhaps the worst consequence of bureaucratic fragmentation." The significance of the impact of bureaucratic structure in the implementation of the policy of academic qualification of the competency of promaary school teachers in Belitung district is consistent with the idea presented by Edwards III (1980 : 141), "the structure of the organization that implement policy have a significant influence on implementation," where the bureaucratic structure in the implementation of this program is not inseperable from the dimensions of SOP and fragmentation, as stated further, "two prominent characteristics of bureaucracies are standard operating procedures (SOPs) and fragmentation".(Edwards III, 1980:125). The existence of the SOP in the program implementation makes the service for the teachers routine and in accordance with the procedure. Edwards III further stated that: "SOPs save implementators valuable time, allowing them to take shortcuts in dealing with most daily decesion. They also provide uniformity in the action of officails in complex and widely dispersed organizations, which in turn can result in greater flexsibility (person can be transferred easily from one location to another) and greater aquity in the application of rules. (Edwards III, 1980 : 141). The academic qualification program for teachers is a routine activity which requires standard procedures concerning participants recruitment, implementation of the education of qualification (started from the registration process), tutorial sessions which do not interfere their work hours, routine and continued guidance for Class Action Research (PTK) and Professional Skills Practice (PKP), end-of-semester and PKP exams and graduation. Those for factors (communication, resources, disposition and bureaucratic structure) are affecting the success and failure of the program implemented by the Department of Education of Belitung District, which is expected to be achieved holistically. Conclusion Primary school teachers as educators have a very important and detemining role in the progress of a nation, such as the Indonesian people who have complex homogenity. Public Policy 259 Policy is a guideline for action to the administrators in running the primary teacher qualification program to the level of PGSD Bachelor to improve their competence as a teacher and not just a pursuit of legal formality and welfare in a narrow sense. The primary school teachers qualification policy implementation requires a variety of tools to support its smoothness by taking into accounts the factors that influence the achievement of qualifications for the teachers to the level of PGSD Bachelor on target and on time, through a clear communication of program objectives, and supported by adequate human resources, proper and accurate disposition and bureaucratic smoothness. References Books Aripin, Sofjan. 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2012 260 Public Policy Kompas, Wednesday, March 7th 2012. Ministerial Regulation of National Education No. 16 of 2007 on Standard of Academic Qualification and Competence of Teachers. Jakarta: Department of National Education. Sofjan Aripin, Lektor Kepala di Jurusan Admimnistrasi FISIP dan PPs. Universitas Terbuka No. Telp 021-7490941, ext : 2471 HP.
081322042267. Public Policy 261 The Implementation of the Policy Of Apparatus Performance Improvement In Public Services (A Study at the Regional Water Enterprice/PDAM of Kediri Regency) Sri Anggoroningsih Brawijaya University, Malang Indonesia The Implementation Of The Policy On Apparatus Performance Improvement In Public Services (A Study at the regional Water Enterprise (PDAM) of Kediri Regency). Supervisor : Drs. Andy Fefta Wijaya MDA, PhD,Drs, Co-Supervisor : Drs. Suwondo, MS. The mission of the Regional Water Enterprise of Kediri Regency (the Company) as one of the providers of quality and hygienic drinking water is different from the one of other companies in general. Being a service company, the orientation of the company is not only on profit, but also on the ability to provide continuously improved services. Customer satisfaction is the top priority in which the company's performance shall be incomfirmity with customer expectations and interest. To meet the customer satisfaction, the company shall be Able to focus their concern on the matters needed important by the customers, it results in customer satisfaction and, in turn, higher profit for the company, Ultimately, the company will become a service company with high performance and contribution that is admitted the public. The research problems are, first, how is the implementation of the policy on apparatus performance in public services organized the company? And, second, how are the public service provided by the company drinking water customer? Meanwhile, the first purpose of this research is to describe the implementation of the policy on apparatus performance improvement in public service organized by the company towards drinking water customers, And the third one is to find out the level of public service provided by the company. It is expected that, that his Research can be beneficial as, first, theoretically, reference in developing theories of providing quality public service. Second, it can be used as an analysis of the implementation of the policy on apparatus performance improvement in public service organized by the Company towards drinking water customers. And third, practically, it contributes ideas, inputs, and information to the Government of Kediri Regency in particular, and other Regional Governments in Indonesia in general regarding how to enhance the quality of public services. This Research focuses on first, the improvement/development of individual performance. The second focus is the enhancement of process performance. And the third one is on services provided to drinking water customers. Next, the location and sites of the Research are BNA Pare, IKK Puncu, and IKK Ngancar. Quantitative data collection methods employed is this Research are interviews, observation, and documentations that 262 Public Policy are conducted in Kediri Regency using the Qualitative Data Analysis of Mathew B Miles and A. Michael Huberman, namely data collection, data reduction, data display and conclusion drawing. Results of the Research indicate that, first, apparatus performance improvement/development in the Company is still far from the expectations, Second, major constraints also originate from the internal company, namely the unaccommodating procedure, and limited equipment and infrastructure. And third, purchasing power and culture of the community is still low, in addition to the existence bad customers and disadvantageous geographical situation of the Kediri regency. Conclusions of this Research are first, the Regional Water Enterprise of Kediri Regency consists of BNA Pare, and IKK Grogol, IKK Semen, IKK Papar, IKK Purwoasri, IKK Ngadiluwih, IKK Gurah, IKK Wates, IKK Puncu, IKK Ngancar, and IKK Gampengrejo. Second, the existing methods of individual performance development in the Company are job rotation, education, temporary, reassignment, seminar and workshop.
The organization is headed by a Director supervising three Department Heads assisted by staff working at branches. Third, the Company's work program in enhancing the quality of services provided are by upgrading the top management capability and implementing technical efforts, Forth, the available equipment and infrastructure is out of date resulting in water leakage so that the service are disturbed. Fifth, the existing constraints are poor open ,management culture, lack of high work ethos, malfunctioning supervisory boards, and customers' low awareness to pay the bills. Recommendations of this Research are first, the individual performance development through education, temporary reassignment, seminar and workshop, both at the management and staff levels needs increasing in accordance with the requirements. Second, organizational reform is needed necessary in order that the Company functions as a business entity which is profit oriented, more effective and appliying full cost recovery. As to government subsidy, however, will always be required.
Third, supervisory board and direct control from the community should be more activated. Supervisory boards in branches should also be activated. Fourth, Equipments and infrastructure should be update. Fifth, work ethos should be increased and open management culture and community care should be improved. The mission of the regional water enterprise of Kediri regency (the Company / PDAM) as one of the provider of quality and hygienic drinking water is different from the one of other companies in general. The goal of the PDAM it self is to actieve the needs of hygienic drinking water of the people by seeing the qualitative production and service. Being service company, the orientation of the company is not only on profit but also on the ability to provide continuously improved service. Customer satisfaction is the top priority in which the company's performance shall be incomfirmity with customer expectation and interest.
To meet the customer satisfaction, the company shall be able to focus their concern on the matters needed important by the customer. It result in customer satisfaction and, in turn, higher profit for the company. Ultimately, the company will become a service company with high performance and contribution that is admitted the public. Public Policy 263 The research problems are : 1. How is the implementation of the policy on apparatus performance in public service organized the company? 2. How are the public service provided by the company drinking customer? The purpose of this research are : 1. To describe the implementation of the policy on apparatus performance in public service organized by the company towards drinking water customers. 2. To find out the level of public service provided by the company. This research focus on : 1) The improvement / development of individual performance. 2) The enhancement of process performance. 3) Provided service of the drinking water customers. The location of this research are in BHA Pare, IKK Puncu, and IKK Ngancar. Quantitative data collection methods employed in this research are interview, observation, and documentations. That are conducted in regency. The qualitative data analysis of Mathew B. miles and A. Michael Huberman, namely data collection, data reduction, data display and conclusion drawing are also used in this project Component of Data Analysis : Interactive Model Data Collection Data Display Data Reduction Conclusion : Verifying Sources : Mattew B. Milles and A. Michael Huberman (2001 ; 48) The data collections. / Pengumpulan data is collected from various technical way based on the data collections, than it will be processed through writing note, typing, or transcription. The data reduction is the collection of the field notes. We need to have a central attention, the simplification and to transformate the data field. We also need this kind of step to analyze, summarize, direct and discard unecessity point and organized the data to have a final data vieco. The data display is to explain of what kind of action that we need to summarize the data point. So we will have very simple data gestalts which will be understood by the researcher. 264 Public Policy The conclusions and verifying is to write the requlities, patterns, explanations, and configuration which will be existed. Verification is to rewrite the field note, exchange the data, and develop the data. And of course we need to check the plausibility of studiness and conformability so we have a valid data. And of course we need to check the plausibility of studiness and conformability so we have a valid data. 1) The apparatus performance improvement / development in the company is still far from the expectations. According to the interview with some of the important persons in PDAM Kabupaten Kediri, the control function (waskat) is not working yet. And this also happen to the loyalities of the staff it self.
There is also a lot of complaint from the customers of the distribution of the dringking water. A number of passive staff one also mode the customers do not believe in the way PDAM act. 2) Mejor constraints also originate from the internal company, nemety on accommodating, procedure, and limited equipment also infrastructure. This value is reduced by the development of the individual person suchas seminar, promotion, rotation, and temporary replacement are also needed. 3) Purchasing power and culture of to refresh the internal company the community is still low, in addition to the existence of not – good customers and disadvantageous geographi cal situation of Kediri Regency. The Conclusions are : 1) The regional water enterprise of Kediri Regency consists of BNA Pare, and IKK Grogol, IKK Semen, IKK Papar, IKK Purwoasri, IKK Ngadiluwih, IKK Gurah, IKK Wates, IKK Puncu, IKK Ngancar and IKK Gampengrejo. 2) The exixting methods of individual performances development in the company are job rotation, education temporary reassignment, seminar, and workshop. The organitation is headed by a director supervising of three Department Heads assisted by staff working at branches. 3) The company's work program in enhancing the quality of services provided by upgrading the top management copebility and implementing technical efforts. 4) The available equipment and infrastructure is out of date, resulting in water leakage so that the service are disturbed. 5) The existing are poor gen management culture, lack of high work ethos, malfunctioning supervisory boards, and the customers are low awareness to pay the bills. The Recommendations are : 1) The individual performance development through education, temporary reassignment, seminar and workshop, both at the management and staff levels needs to be increased in accordance with the staff levels needs to increased in accordance with the requirement. 2) Organizational reform is needed necessary in order that the company functions as a business entity which is profil oriented, more effective and applying full cost recovery. As to government subsidy, however, will always be required.
3) Supervisory board and direct control from the community should be more activated. Supervisory boards in branches should also be activated. Public Policy 265 4) Equipment and infrastructure should be upadate 5) Work ethos should be increased and open management culture and community care should be improved. References Anderson James, E., 1979, Public Policy Making, Holt Renehart and Wiston. Ary, Suseno, 1986, Buku Materi Pokok Organisasi dan Managemen, Universitas Terbuka, Penerbit Karunika, Jakarta. Bahtiar, 2002, Strategi Meningkatkan Kualitas Pelayanan Public, Program Pasca Sarjana Universitas Brawijaya, Malang. Dunn, William, 1999 Pengantar Analisis Kebijakan Publik, Penyuting Dr. Muhdjir Darwin, MPA, Fakultas Ilmu Sosial Politik Universitas Sebelas Maret, Potret Penelitian Kependudukan, Universitas Gajah Mada, Edisi Kedua. Dye, Thomas, R, 1972, Understading Public Policy, Prenticehll INC, Engle ew Words Cliffs, New Jerswy. Elgar, Edward, 1997, Public Policy, An Introduction To The Theory an Practice Of Policy, Buku I, Buku II, Part One, Meta Analysis, Edition Repainted 1997, Chetelham UK. Lyme Us. Gerston, Larry N, 1984, Public Policy making In a Democratic Society, A. Guide To Civic Engagement, Withforeward by Thomas Ehclkh, M.E. Starpe, Armonk, New York, London, England. Hakim, 1994, Metodologi Penelitian, Balai Pustaka, Jakarta. Hendriks, William, 1994, Bagaimana menegtahui Konflik, Petunjuk Praktis Untuk Managemen Konflik Yang Efektif, diterjemahkan ke dalam Bahasa Indonesia Oleh Arif Santoso, BUMI AKSARA. Islamy, H.Irfan, Analisa, 2003, Kebijakan Publik, Program Magister Administrasi publik, Universitas Brawijaya, Malang. LAN, 2008, Akuntabilitas Kinerja Instansi Pemerintah, Lembaga Administrasi Negara, Jakarta. Majalah Tirta Dharma 2007, Majalah Bulanan Air Minum, Perpamsi, Jakarta. Moleong, Lexy, 2002, Metode Penelitian Kualitatif. T. Remaja Posdakarya, Bandung. Miles. Mattew. B.
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Public Policy 267 The Nature of Optimal Public Policy Trisnawati Abstract: The design of public policy must take human nature as an immutable constraint, both with a view to choosing the appropriate policy objectives and in regard to the human response and hence the effects of the policy. Once human nature is seen in the proper light and the multiple needs of society are recognized, it is not difficult to see the logic of a hierarchy of policy objectives with some being treated as tentative constraints and others as ``maximands.'' Optimal public policy making in the short term would treat those constraints as given but over the longer term the constraints themselves are also subject to revision by the ``policy coordination centre.'' Throughout this iterative process, public policy analysts will have done a great service if they can lay bare the trade-off among conflicting policy goals and the relationship between policy choice parameters and policy target variables. Keywords : Public administration, Policy management, Decision making, Social responsibility 1. Introduction Policies are designed and implemented for specific purposes, but they are always made in the context of human societies, and against the constraints of human nature, values, and the political reality. In democratic societies policies are often introduced as a response to political pressures, although sometimes they may represent a conscious attempt at problem solving or as a means to achieve specific ends. The fact that public policies are subject to political pressures is not a problem. Indeed, the political process is needed to translate the aspirations and needs of the community into actual policy choices; otherwise policy choices would be made in a vacuum. However, it is of vital importance that people taking part in the political process should know what they are doing, particularly the implications of various policy decisions on the society at large. To facilitate the process of informed political choice policy analysts must spell out, as accurately and as explicitly as possible, the constraints that the community faces and the trade-offs implicit in various policy decisions. Section 2 will discuss the constraint of human nature.
Human nature is reckoned as the only immutable constraint facing policy makers. Section 3 argues that in designing policies and in choosing among different policy options one must bear in mind the full range of policy objectives. There is a hierarchy of policy goals and it is useful to assign some policy goals as ``constraints'' and others as ``maximands.'' These distinctions, however, are always subject to revision.
Section 4 makes the case that the concept of optimality is generally applicable to all kinds of policies and that costs and benefits are also very general concepts that can cover economic, social, as well as political, and moral as well as non-moral aspects.
Finally, 268 Public Policy Section 5 concludes the paper, and relates the discussion to a broader discussion of the evolution of institutions. 2.
The constraint of human nature It is very important that policy makers recognize that the results of any policy must always be the joint result of both the features of the policy itself and the behavior of individuals who are affected directly or indirectly by the policy. The observed behavior of individuals must not be assumed to be fixed. The famous ``Lucas critique'', which says essentially that macroeconomic policies that do not take account of the behavioral response of people are ill-founded (Lucas, 1976), is a direct application and illustration of this concept. There are also plenty of examples from the realm of social policy which equally forcefully demonstrate the same principle.
Thus, in the USA, it was found that policies intended to help single parent families financially turned out creating single parent families. Policy makers have now also learned that unemployment insurance always increases unemployment. China has learned, painfully, that policies in disregard of the universal human aspiration for creativity, autonomy and choice, and the universal urge to improve the quality of life, are bound to go nowhere. In order to design policies that fully take into account the behavioral response of the affected groups we need to know more about human nature. Thus a good knowledge of human nature is really fundamental to the design of effective policies (Ho, 1998).
Proposition 1 The design of policies should take full account of the interaction between behavior and the policies. Policies always produce a myriad different effects, and there are always multiple policy goals. It is very often the case that the policy goals conflict among themselves. Economists sometimes simplify the problem confronting policy makers with an artifact called the social welfare function. Once the social welfare function is defined, the policy problem can then be described simply as choosing the policy instrument and the values of policy parameters so as to maximize the social welfare function. In practice, of course, the social welfare function does not exist objectively and there is no scientific way to gauge the social welfare function. Rather than attempting to find the social welfare function, policy analysts should design mechanisms whereby the effects of various choice parameters of the society can be made known and the trade-off among different policy goals can be made transparent (Ho, 1997a). In the end, no social scientist is in the position to make choices for society, which must make the policy decisions collectively. Social scientists have learned, however, that there is a universal concern for basic justice and an aversion to large risks. So it is important that policies and institutions do not contravene basic principles of justice (Ho, 1997b). Proposition 2 An important role of policy studies is to design mechanisms whereby the choice parameters of the society can be made known and the trade-off among different policy goals can be made transparent. These mechanisms must not contravene basic rules of justice. Public Policy 269 3. The hierarchy of policy goals Apart from compatibility with basic rules of justice, economic efficiency and promoting economic growth are often regarded as important policy goals. In recent years, however, sustainable development has emerged as an even more basic policy goal than economic development (Tisdell, 1995). On top of these longer-term objectives, there are other, more specific, policy objectives, which emerge under specific contexts, and which may conflict with these general objectives. Thus, public opinion in Hong Kong in recent years had put much pressure on the government to curb the inflation of housing prices, to increase the housing supply, and to increase home ownership. In the face of such pressure, the Hong Kong Government decided to intervene, even though many of the intervention initiatives were widely understood to compromise economic efficiency. Policy analysts should not simply dismiss the objectives of increasing home ownership and raising housing supply as incorrect or inappropriate. Similarly, the aspirations for instituting a minimum wage or a level of income for each household have to be recognized, even though it is advisable to consider whether the benefits outweigh the costs and whether an alternative mechanism may meet those aspirations at a lower cost. Equalizing regional disparity is a common concern in large countries such as Canada and China. Protecting the young people against sexual abuse, drugs, and crimes is yet another important goal. These policy goals are defined at a specific time and at a specific place by the dynamics of social and political actions. We can see, therefore, that there is a hierarchy of policy goals. In general, policies that come into being as a response to public demand can be regarded as having specific, ``second order'' goals.
Underlying these policy goals, there are other, longerstanding, more fundamental social goals. As mentioned to earlier, economic efficiency and economic growth are longer-term and more general goals. For that matter, it has dawned upon humankind that sustainable development is what is required to secure the long term survival of the human race. Similarly, the preservation of freedoms and social justice in the sense of minimizing arbitrary welfare redistribution (Ho, 1997b) is extremely important and has amassed wide support approximating a consensus. In contrast to these longer-term objectives, other objectives are much more specific to the political context and can be described as second-order goals. In the face of the specific short-term goals it is convenient to treat longer-term objectives as constraints. Thus a policy aimed at providing housing for the elderly must not excessively compromise economic efficiency. Policies aimed at promoting economic growth must be consistent with sustainable development and should not unduly disturb the ecological balance in the living world. A policy aimed at curbing excessive speculation in the property market must not contravene society's sense of justice and must not punish investors to the detriment of entrepreneurship and thrift. The distinction between variables designated as constraints and variables designated as maximands is akin to that between fixed costs and variable costs in the theory of the firm. In the theory of the firm, fixed costs refer to costs which are fixed in the short term, i.e. which are not subject to choice in the short term. This implies that, 270 Public Policy over the longer term, they are also variable. In the short term, however, it is not wise to treat all variables as choice variables.
Operationally, we cannot work out the optimal values of all variables simultaneously and instantaneously, particularly when the socioeconomic and the political environments are changing all the time. Over the longer term, when the values of the society have undergone a fundamental change, it will be necessary to revise the values of the variables chosen as constraints. This is similar to revising the ``fixed'' factors of production when relative factor prices have settled down to a permanently different set of values. Proposition 3 More general, more basic, and longer-term policy objectives are treated as constraints while more specific, less basic, and shorter-term policy objectives are treated as variables to be maximized or ``maximands''. As the system of values in society changes and as we gain more knowledge, policy objectives designated as constraints may change. 4. Costs, benefits and optimality The concept of optimality, developed in economics and mathematical programming, is most useful in public policy studies. Contrary to what is often believed, the cost benefit calculus that is implicit in the concept of optimality need not relate to economic efficiency at all.
The cost benefit calculus is a method of policy analysis, and is not restricted to the economic dimension. In a discussion of crime and punishment, for example, we can talk about the cost and benefit to society of the size of a jury. Suppose unanimity is required for a conviction. Increasing the size of a jury will reduce the chance of wrongly convicting an innocent, which is a benefit. It will, however, increase the chance of acquitting a culprit, which is a cost. We cannot avoid considering costs and benefits in deliberating on such matters. It is only when all the costs, direct and indirect, present and future, economic and social, moral and non-moral, are considered that we can hope that policies, over the long run, will do more good than harm. Proposition 4 Intelligent decision making about policies must consider the full range of costs and benefits, direct and indirect, present and future, economic and social, moral and nonmoral. Overall optimality means the maximization of net benefits. This requires an optimal choice of policy and an optimal choice in the values of policy parameters, and implies the optimal trade-off between conflicting policy objectives. Take the example of the mandatory private provident fund (MPPF) which is now being introduced in Hong Kong. Let us ignore alternative policy instruments for the moment.
Each policy parameter within the scheme has an optimal level: the percentage of employer and employee contribution out of the salary, the level of income below which employees are exempt from the need to make contributions, the normal age at which an employee can collect benefits, the age at which early withdrawal is allowed and the conditions. Too large a percentage of contribution would excessively burden enterprises and reduce disposable income and hurt the quality of life prior to retirement. Too small a percentage would lead to an accumulation of savings that would be too small for Public Policy 271 retirement needs and would defeat the purpose of the exercise, and would not be worth the administrative cost that would be required to service the scheme.
The mandatory private provident fund scheme at its best ± i.e. when all its parameters are set optimally ± must also be considered against other alternative schemes. Introducing the MPPF may imply that other viable schemes cannot be introduced, or may be introduced on a greatly reduced scale. The cost of the MPPF is then the net benefit of the best alternative scheme forgone. If the MPPF fails to deliver a benefit at least as large as the net benefit of the best alternative scheme, it should be scrapped. Any policy designed for a specific purpose must be considered along with its competing alternatives if we are to adopt the best or the truly optimal policy. It is true that some of the costs and benefits may be very difficult to estimate accurately, and ``practical optimality'' does not require accurate estimation of costs and benefits. Indeed, sometimes the expected benefit from a full-fledged costbenefit analysis may not be large enough to justify the cost-benefit analysis itself. However, policy makers and the public should both be alerted to all the dimensions and the nature of the consequences, so that decisions over policy instruments and policy parameters are made with an awareness of the full range of consequences.
In this regard, social scientists, particularly economists, have a large role to play. It is a pity that some areas of public policy have been compartmentalized and policy makers in those areas have been given the mandate to focus on a single dimension of performance. This underscores the importance of the ``systems perspective'' or, to put it another way, the ``liberal arts perspective'' in a public policy study program in our universities. For example, it is still often held that central banks only need to achieve stable prices.
One unforgivable tragedy of the 1980s and the 1990s is that a number of central bankers have single-mindedly pursued price stability to the complete neglect of economic growth, employment, and social justice. The deep recession of 1980-1981 was engineered by Paul Volcker, Chairman of the US Federal Reserve.
It succeeded in sharply bringing down inflation but left a legacy of large fiscal deficits and high unemployment. The same mistake was repeated by John Crow at the Bank of Canada. Although Alan Greenspan has taken a much more flexible and pragmatic approach towards monetary policy, the lingering fear that a rise in real wages would bring uncontrolled inflation resulted in a monetary policy that is totally anti-labor.
As a result, notwithstanding years of good economic growth, workers in the USA have been intimidated by rising interest rates and the risk of unemployment each time there is some sign of an increase in real wages. Proposition 5 Policy studies should follow a systems approach or, in other words, a liberal arts approach, so that students of public policy are made aware of the different needs of society and the full range of costs and benefits of policies. Social scientists will have done a great service if they succeed in laying bare the constraints and trade-off choices faced by society. This requires that they illuminate the relationship between key policy parameters and key target variables. This way policy decisions will not be made by default and will be made as a conscious search for the optimal choice. 272 Public Policy 5. Conclusion Earlier on we have argued that a compartmentalized view of public policy is likely to make bad policy and have argued in favor of a systems approach to public policy. We cited the example of monetary policy, wherein the singleminded pursuit of price stability to the complete neglect of the human cost of unemployment in the case of the Bank of Canada under the reign of John Crow and in the case of the US Federal Reserve under the reign of Paul Volcker has proved quite devastating to the overall economic and social health of society. The recent financial crisis in South East Asia provided yet another example. In an attempt to stabilize the exchange rate of local currencies, central banks in Thailand, in Indonesia, and in South Korea raised interest rates dramatically. As a result, the overall macroeconomic environment was hardly stabilized. Having said this, however, it should be noted that ``public policy'' is a general term and consists of policies spanning a whole range of quite diverse areas. It is, in practice, not possible or practicable for bureaucrats in charge of specific areas to have an idea of the costs and benefits of policies and programs which are remote from their experience and knowledge. A degree of compartmentalization for ``local'' policy makers is therefore unavoidable. This does not mean, however, that there cannot be a ``policy coordination center''. Just as explained earlier, there have to be tentative ``constraints'' for each decision-making unit where the ``constraints'' effectively force upon the decision-making units the macro consideration imperative.
The policy coordination center can adjust for each local decision-making agency the constraints that it faces from time to time. The idea of ``global budget cap'' is a case in point. In health care it is common for the government to assign a global budget to health care (Poterba, 1994) and for the health authority to assign sub-budgets to local health agencies. In the short run the local health authorities take their budgets as given and the health authority also takes its budget as given.
But over the longer run the ``policy coordination center'', having regard to the total needs of the community, can redefine budgets according to changing priorities. The logic of ``local'' policy agencies optimizing subject to ``centrally'' defined constraints is quite clear.
Given the complexity of public policy making involving many policy parameters, some of which are highly technical, it is unrealistic to expect a policy maker from the center to make correct local decisions. Similarly, it is unrealistic to expect a ``local'' bureaucrat/technocrat to take a global perspective and be able to optimize between vastly different policy objectives.
We can summarize: Proposition 6 The optimal distribution of the policy making authority among different agencies within the public sector and the optimal division of power between the public sector and the private sector provide the institutional framework for the evolution of public policy. To conclude, we advocate a perspective of public policy that is consistent with the concept of institutional evolution (Vanberg, 1996). On the one hand, there is the overriding importance of the ``human purpose'', which all institutions and policies are supposed to serve.
On the other hand, there is a Darwinian process of selection and iteration, which tends in the long run to filter out all inferior policies and institutions. In the short run, policies are made subject to the constraints of existing institutions. Over the Public Policy 273 longer run, however, institutions also adjust, and all constraints are revised with reference to the total needs of society. References Ho, L. (1997a), Health Care Financing and Delivery: A Model for Reform, City University of Hong Kong Press, Hong Kong. Ho, L.S. (1997b),``The institutional foundations for a just society'', Journal of SocioEconomics, Vol.
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Vanberg, V. (1996), ``Institutional evolution within constraints'', Journal of Institutional and Theoretical Economics, Vol. 152 No. 4, pp. 690-6. 274 Public Policy Policy Analysis of Anti-Terrorism in Indonesia in Perspective Collective Action Umar effendi Student at Doctoral Program Faculty of Administrative Science University of Brawijaya Indonesia
Abstract: Given the threat of terrorism is extraordinary impact, then eradication should be accompanied by prevention with the cooperation and support of stakeholders in the government, private and public, with no inter-party cooperation will be difficult diraih.Kebijakan success of anti-terrorism and the Rule can be used to improve the safety of individuals or when it is in the process collective choice (collective choice) is controlled by well-organized groups, so it can be beneficial for other groups. Records laws, administrative regulations, court decisions are the formal rules that are forcing the public authorities. Many experts view (Fuller, 1981; Taylor, 1982) that the rules of formal legal institutions

officials in the scope of bureaucrats but an extensive network that involves the state, private and community. This is what trying to be built in Indonesia, the involvement of all stakeholders. Network (network) has a central role not only dominated by one party alone, but all stakeholders, to establish how the fight (counter attact) against terrorism. Build synergy between government (state officials, law enforcement), the private and the public.
Anti-terror policy direction to the activities aimed at prevention, limitation and elimination of damage (damage) caused by acts of terror. Terrorism can not be dealt with in ways that are normal to rely apparatus as symbols of the state, but all the components involved with the state apparatus as the spearhead. For dealing with terrorism is not only the impact of physical damage alone, but against the spread of radical ideology that is inconsistent with the teachings of religion and national life. Public involvement in antiterror efforts are needed in the prevention of terrorism is a synergistic and comprehensive. Terrorism in Indonesia is more complex than acts of terror in other countries, for example in Afghanistan, Iraq, Saudi Arabia, Thailand and the Filipinos. Modification of the terror movement that they perceive as a jihad, has combined the criminals and those who were recruited from among those who feel marginalized, treated unfairly, a separatist group that has a seed that wants to realize the NII (Negara Islam Indonesia) and who want to impose Islamic law in Indonesia country. These modifications are so dangerous, given the terrorists are able to spread terror plotters with weapons and abilities they have and do not hesitate to violent crime that kills anyone who would hinder their action. Terrorists generally operate in relation kecii unit consisting of trained personnel using a light automatic weapons, hand grenades, ammunition and explosives, etc. transistor radio. Prior to execution of terrorist operations are usually mingled with the public place to avoid detection from security forces, after surgery they usually come back to join the community to escape. By looking at the method of operation is the counterterrorism efforts can be executed by completing all of the security forces and government intelligence network with weapons detectors, carry firearms and similar operations on a regular basis, provide an explanation or dissemination to the intelligence network, security and other government officials about terrorism and type of weapon used. Thus the chances of early detection of terrorists could be further improved.
The existence of terrorism known to be very secretive, furtive, and often assumed to be underground movement, movement without forms.
So, the key lies in the subject of counterterrorism intelligence professional network apparatus which is equipped with advanced equipment, which is expected to carry out early detection of the presence of 280 Public Policy terrorists. To achieve this will require support from the government and people in efforts to improve the welfare of the intelligence apparatus is necessary. Education and training of intelligence in a systematic and professional, guaranteed and protected by law and certain other operations support (logistical and financial). In order to see how complex the problem of terrorism in Indonesia, several examples of cases of terrorism which is obtained from various sources at least in the 1985-1986 era have been seven (7) bomb blast on October 4, 1984 in West Jakarta BCA, dated December 24, 1984 at the Seminary Building Southeast Asia Bible Malang, dated January 20, 1985 at Borobudur in Central Java, on March 16, 1985 at the Express Bus Young women in Banyuwangi, and even more surprising than the date of May 14, 1986 occurred three (3) the explosion of bombs exploded almost simultaneously at Wisma Metropolitan , Hotel President, and at the Jakarta Fair. After nearly 12 (twelve) years after the bomb blast, in the period 1998-2004 a number of cases of bomb blasts occurred in the relay back every year.
At the beginning and the end of 1998, Indonesia again struck by the explosion of bombs in towers Highlands and Atrium Plaza Monday, both based in Jakarta. On February 9, 1999, Jakarta was rocked by a bomb back at Mal Kelapa Gading. Two months later, exactly 15 April 1999 a bomb exploded at Plaza Hayam Wuruk, not long after 4 (four) days of the event a bomb exploded at the Istiqlal Mosque. The peak in 2000, a series of bomb blasts case occurred in late May 2000 in two (2) Church in Medan, this event continues early July 2000 on the Commission and the Attorney General's Office in Jakarta. A month later a similar incident occurred in 3 (three) points of the Philippine Ambassador's residence in Jakarta, Workshop and Home residents in Medan. The Jakarta Stock Exchange is also the target of a bomb on 13 September 2000. And most surprising is when the Christmas Eve of 2000 in which areas of Jakarta, Jakarta, Sukabumi, Bandung, Mojokerto, Mataram, Siantar, Medan, Batam, Pekanbaru and subjected to a bomb. January 2001, Jakarta again greeted by a homemade bomb explosion on Sunday Market. Then continued in the RS StCarolus (March), Foundation for Student Welfare Iskandar Muda (May), the Church of Santa Anna Pondok Bambu (July), Plaza Atrium (August), Atrium Floor Parking Plaza (September), and Haj Dormitory Sudiang Makassar. Then in 2002, respectively well in Restaurant KFC, Chicken Bulungan RM, PLN Terminal Substation Cililitan, Office Babinkum, parking Hotel Jayakarta and Exotic Disco, Mai Graha Cijantung, Ratu Indah Mall Makassar and the most monumental is 3 (three) explosive events that occurred in Bali on October 12, 2002. Events in indirectly provide a major blow to the government, security forces and the Indonesian tourism industry. Not only there, at least between the period 2003-2004, there occurred at least 12 (twelve) times the bomb blast incident. Among them is the event at the JW Marriot and the truck exploded in front of the Embassy of Australia Brass.
When observed closely, most of the sites targeted by the bombing public places like shopping centers, houses of worship, as well as a symbol of the State (embassies) foreign. The goal is certainly one of them is to spread terror as well as signifying that the presence of terrorists is so large. Equipment and technology used by terrorists is also increasingly varied. When initially utilize the strategy of suicide bombings, is now beginning to develop with the use of book up to bombs to attack openly at Cirebon Police in April 2011.
Of various acts of terror that occurred was clear that terror is a weapon Public Policy 281 indirectly for political purposes. Although often impacts the material is not too big but the political and psychological impact is very broad. The mass media is a powerful tool especially tetevisi to spread terror. Some experts believe that the background is revealed on an act of terrorism, among others, patterned; ideology, nuanced political subversion that is based on the desire to establish a militant Islamic state. Another thing that also affect the action of America's double standards play a role in the Arab region by supporting Israel. Terrorist targets not only Indonesia but purely symbols western countries especially the U.S. and Australia are considered infidels. This motif which adds to the complexity of difficult control and prevention ierorisme. Recruitment and deployment of the schools by the terrorist network has never stopped. They went underground with the aim of expanding the network of followers who seek to strengthen their struggle to realize the Islamic State. Expansion is difficult to sniff the network, without the involvement and concern of all components in preventing and combating terrorism issue, the new terrorist network will continue to grow. Almost all the major provinces in Indonesia to form a map of the network of terrorist groups. Until now there is no regulation and the formulation of government policy to reduce and prevent the growth of terrorist networks in various regions. On prevention efforts, a number of new local government to contribute at the level of administrative policies such as tightening the issuance of ID cards to terrorists, while blocking the space for local regulation that specifically oversee the process of deradicalization of terrorism in the region is still far from expectations.
Coaching and monitoring of ex-prisoners are also not optimal terrorists. Cooperation and coordination in the monitoring of the former inmates are still weak, after leaving the Penitentiary difficult to monitor their whereabouts, the system has not been able to trace the ex-con terrorist acts. They generally look for communities that want to receive kehadiranya or to new places that are not recognizable at all that can work without any suspicion of a terrorist label.
In the case of disclosure of the terrorist network training in Aceh, it is evident that some former inmates of terrorism re-join the group after leaving the LP. They recombine because the ideology is still strong in his desire to remain joined terrorist groups and fight for what he believes as a jihad. Ideologically they are very difficult to change, need a long process to reduce or degrade keyakinanya that deviate from social norms, and religion. Radicalism and the ideology of the terrorists believed to be as ingrained that need guidance in a long time, even many of the berangapan that keyakinanya true. De-radicalization programs for inmates and former inmates of terrorism carried out by the police the impression that uses patterns and pre emtif preventiv. This program is actually in great need of support stakeholders (government, private and public) within the framework of cooperation with government agencies that have put forward the main tasks in the task, because there are certain things in the ai-beyond the capabilities of the Police, as the religious field that needs the support of the Ministry of religion, agencies and faith based community organizations to participate in thinking about what to do to the 282 Public Policy environment around them free from the threat of terror and free from the spread of radical ideology of terrorism. At this last period the police tried to de-radicalization program. As law enforcement officers and investigators, the police can close the terrorist muiai from the beginning to the end of the investigation within a period of time, so the relationship can be intense communication. At the time of advice-advice that was inserted in order to return to the teachings of true religion. There was also a former prisoner of terrorists can be fostered, still woven relations so as not to re-join their networks, and are invited to voice calls to her friends that terrorism is cruel is not in harmony with the teachings of religion. In line with efforts to anticipate the threat of disintegration, it should also be proactive in addressing threats to national security, especially terrorism originating from the movement. Indonesia is involved in various international forums to counter-terrorism co-operation with international networks. Until today the successful handling of terrorism seen in the success of Detachment 88 fnelalui police arrested several terrorist groups in some places, there were several groups of terrorists can ditanggap movement since 2005. The following table is a summary record of achievements of the Indonesian government's security forces especially in counter-terrorism: Table 1. Achievement Note Counter Terrorist Within No Time and Venue 1. Batu Malang, November 2005 2. Wonosobo, June 2006 3. 4. 5. 6. Poso and Palu, January 11, 2007 Yogyakarta and Central Java, in March 2007 Village Kebarongan Banyumas, June 2007 Palembang, July 2008 Description Police succeeded in killing key terrorist bomb-maker Dr. Azahari Husin Police arrested Abdul Hadi groups as part of the circle Nurdin M. Top Police arrested the group Basri terrorism-related cases Police arrested the suspect and their acts of terror Sarwo Edi group (8 people) Police managed to arrest Abu Dujana and Zarkasi National Police Detachment 88 and the task force arrested 10 suspected terrorist network and found 20 pipe bombs and other explosives electrically whose strength may exceed the ability of the second Bali bomb explosion 7. the period 2005-2008 Police managed to make the legal process of arrest 420 suspects, of which 260 suspects were tried and convicted by the court, sentenced to death five people, four men life sentences, 14 of the trial process, and 13 others in the process of investigation. 8. 9 November 2008 Execution of the Bali bombers (Amrozi, Ali Gufron alias Mukhlas, and Imam Samudra) has been implemented in Bukit Nirbaya, Cilacap at 00:15 pm Source: Data from the State Secretariat, 2008 Since the Law no. 15 of 2003 enacted, there are several articles that are often applied to trap the suspects in the investigation of terrorism cases, diantranya as follows: Public Policy 283 1. A. Article 6: raises an atmosphere of terror or fear of people is widespread. Imprisonment for 4 years and a maximum of 20 years; 2. Article 7: intend to create an atmosphere of terror or fear of people is widespread. Sentenced to imprisonment for life; 3.
Article 9: create, receive, try to acquire, deliver or attempt to submit, control, take, have a supply, possess, use, store senpi, ammunition or explosives and other materials that are harmful, a minimum of 3 years and a maximum of 20 years; 4. Article 11: intentionally providing or collecting funds with the purpose to be used or should know will be used partly or wholly to TP terror referred to in Article 6,7,8,9 and article 10. Imprisonment of 3 years and a maximum of 15 years; 5. Article 13: knowingly giving aid or ease of TP perpetrators of terrorism, including: a.
Give or lend money or goods or other assets to the perpetrators of terror TP; b. Hiding the perpetrators of terror or TP; c. Withholding information about terrorism TP, shall be sentenced for a minimum of 3 years and a maximum of 15 years. 6. Article 14: the planning and / or mobilize others to do the TP terrorism as stipulated in Article 6, 7,8,9,10, 11 and 12, sentenced for life; 7. Article 15: who do evil pemufakatan, trial or assisting the conduct referred to in Article terror TP 6,7,8,9,10,11 and 12, the perpetrator shall be punished the same as TP; and 8. Article 17 (paragraph 1) Performed by or on behalf of a corporation, the imposition of criminal charges and committed against the corporation and or managers and (paragraph 2) acts of terrorism carried out by the corporation if the offense is committed by people who have the authority to take decisions, represent, and / or control of the corporation either alone or together. Hazard mitigation and prevention of terrorist acts should be run over a maximum of Police with all the relevant institutions. But in fact, cooperation and synergy between government agencies has not materialized. For example the Police enforce the law, prison inmates in order to re-establish the true doctrine of jihad, the Ministry of Religious Affairs to develop the following symbols of Islamic teachings in order to prevent the emergence of the radical teachings with religious symbols, prosecutors and judges to enforce the law fairly. In addition to the State Secretariat of data above, there are few records of the arrest of the perpetrators of terrorism in Indonesia is also collected, including: 1. Taufik alias Dany Bin Abdul Halim, named as a suspect and detained on August 9, 2001 - Actor Atrium bomb explosion Monday (1 August 2001); 2.
2. Abbas was captured in Tasikmalaya on September 11, 2001 - Actor Atrium bomb explosion Monday (August 1, 2001); 3. Umar Faruq Al Yemeni, was arrested in June 2002 in Bogor and sent to be sent to the Air Base in Bagram, Afghanistan at the request of the U.S. government - as an operator suspected Al-Qaeda in Southeast Asia; 4. Ustad Abu Bakar Bashir was arrested and named as a suspect on October 18, 2002 associated with the recognition of Omar Al Faruq told the Police Headquarters Team in Afghanistan as well as one of the Bali bombing suspects; 5. Amrozy arrested in East Java on November 5, 2002 - Bali bombers (October 12, 284 Public Policy 2002); 6. Abdul Aziz alias Imam Samudra was arrested at the port of Merak on November 26, 2002 - Bali bombers (October 12, 2002); 7. AK Gufron alias Muklas Huda bin Abdul Haq alias alias Sofyan was arrested in Klaten on December 3, 2002 - Bali bombers (October 12, 2002); 8. Cecelia alias alias Hambali Nurjaman Riduan Isamudin arrested in Thailand on August 12, 2003 - suspected of masterminding a series of bombings in Indonesia; 9. Jabfar (WN malaysia) was arrested in the village Grinsing Batang, Central Java, on 5 February 2004, based on the testimony of Amran bin Mansur was arrested Jabfar alias Andi Saputra - Actors Marriot bomb blast (5 August 2003); 10.Iwan Darmawan alias Rois was arrested in Bogor along with three of his colleagues (Hasan alias alias Agung Purnomo, Sogir Anshori Alias, alias Apuy Saipul Bahri, on November 5, 2004 - Bomb explosion Brass Performer (embassy Australia 9 September 2004). Judging from the result, law enforcement has shown encouraging results, but the performance of an institution other than the police in preventing acts of terror is still not. Despite the many suspects were tried and punished, terrorists still exist and thrive following the situation and use the new patterns in its action to avoid a police chase.
The public has only seen the results that the police had arrested and uncover terrorist networks and bring him to justice, but do not see the difficulties faced by officers in the field because of the limited time specified detention legislation (Soetriadi, 2008:197) . Still the amount of load and expectations of all parties for the performance of the Police on a number of terrorism cases further indicates that all components of government, private and especially public is still not working collectively (collective action) to inhibit, prevent, combat and eradicate terrorism. In addition to the Police, Detachment 88, BNPT, TNI, BIN, and a number of other components of the government, the community also has a very important role in uncovering terrorist networks.
Assistance given balanced information society in a number of cases has proven to help speed the movement of security forces to arrest terrorist suspects. Role of the Department of Religion and faith-based institutions are also indispensable in helping to build and realign the values of true religion. Can be imagined so great impact if all components together to build confidence in dealing with terrorism. It is believed that the act of terrorism should be conducted to give a domino effect into other areas. Towards the economy in which investors and tourists will be scared to enter, will trade barriers that would have damaged the economic order. Then millions of workers lost their jobs, rampant murder and other criminal acts, the more difficult to obtain peace. Social life would be chaotic, even country can be destroyed due to a chronic economic dependency because all state property is sold to foreigners. Organizational Dynamics understanding of terrorism as a strategic step Counterterrorism Policy in Indonesia In preparing and improving anti-terrorism policy in Indonesia, the Government at the level of institutions need to examine more deeply how the dynamics of terrorist organizations in carrying out acts of terrorism over the long term ini. Purpose expected Public Policy 285 the government can easily provide views and information widely to the public about terrorism itself.
Dynamics of terrorism itself can in indetifikasi in several components, namely root Causes, Causes trigger, terrorist activity, government activity, and the decline of terrorism. Points of focus is the "government activity". Where government activity can be hit at least reduce it terorisme.Namun activity also can easily lead to the root of the problem (root cause) of new tools and triggers (trigger cause) new terrorism itself. Of course, if we know the answer to the question how to influence the dynamics of the warrant and believe terrorism can be marginalized. However, many factors affect each situation in which terrorism can flourish. Therefore, government action related to terrorist activity is of paramount importance, and proved that every state must be identified with a unique emphasis on avoiding the dangers of terrorism in a much larger (catastrophe). Figure 1. Model Dynamics of Terrorism (2008:52) End of Terrorism / Organization Decline Root causes Government Activity Trigger Causes Terrorist Activity Referring to the above models, researchers need to explain sighted root Causes Causes and Tigger. Two elements of the cause of terrorism is ever put forward by Randy Borum (2003) that discusses the Psychology of Terrorism. Based on literature studies, it can be identified each of the 5 grounds of roots and trigger Causes of terrorism. The specific cause of these two categories based on the most common aspects to fundamental factors, such as the following: 286 Public Policy Table 2. Causes Roof differences with Trigger Causes No 1. 2. 3. 4. 5. Root causes Rapid modernization and urbanization are strongly correlated with the emergence of ideological terrorism Lack of Democracy, civil liberties and the rule of law is a precondition to many forms of domestic terorism Historical antecedents of political violence Repression by foreign occupation of colonial powers Trigger causes Events that call for revenge or action (i.e. contested elections, olice brutality, etc.) Lack of opportunity for political participation Condrete grievances among a subgroup of a larger population (articulated clearly by a leader figure) Importance of belonging to a strong group for development of personal identity Peace talks Perceived feelings of discrimination based on ethnic or religious origins Source : Insitute for Safety, Security and Crisis Management (2008:9). The next point is the focus of where the cycle can be broken is a terrorist activity. The most important fact that increases the productivity of government which in turn have a big impact, as described in further cycles. Another reason the importance of this point is the consequences of terrorist activities can result in mundumya terrorist activities. The third point is the decline itself can suddenly bring up the roots or the trigger tool baru.Karena in fact, the relation between the decline and re-emergence of terrorism can not be dismissed. Furthermore, the decline can certainly lead to a terrorist organization is missing altogether, and this can happen at any moment and event. Constant interaction of the above factors has been proven that a single element can have an impact on the element lainnya.Oleh Therefore, the model can be selected to represent the relationship between komponen.Government activity, terrorist activity, and the decline is the place where all problems come together . choice of methods such as the internal dynamics of terrorist groups {internal dynamics of a terrorist group), geopolitical conditions of a country (geopolitical circumstances), the cause of legitimacy (legitimacy of a cause) and various other aspects of the situation combined with a pattern of antiterrorism policy in which it is made. Therefore, knowing the root and trigger interrelation Causes and Causes for decline is absolute and necessary, but should also emphasize the uniqueness of a priority. Potential Challenges Counterterrorism Policy In Indonesia Involvement in international relationships and the influence of the globalization of the world, making Indonesia directly or indirectly be affected by current changes in ideology, economics, politics, and international security. International security policy is dominated by the superpowers to combat terrorism, acts of terrorism lead not only to domestic security issues superpowers originator of the policy of war against terrorism, but also a problem for a country that has relations with the superpowers. Embassy bombing in Australia, although it occurs in Indonesia, but it is a message indicating disapproval of terrorism against Australia's foreign policy. Similarly, the Embassy bombings in Public Policy 287 Indonesia in France, indicating a specific message to Indonesia who make policy unfavorable to terrorist organizations. Meanwhile, the terrorist activities of the local or domestic bemuansa have more character spesifik.Peledakan bombs at houses of worship, government offices, homes of law enforcement officials, or other public places tend bemuasa politics and racial intolerance. Jealous legal proceedings against the former executive and legislative officials in areas suspected of committing criminal acts of terrorism have led to a series of terror to law enforcement that contains the message to stop the terrorism law. While the bombings in places of worship such as churches or mosques tend to be aimed at pitting the religious groups in society. Efforts would provoke the anger often managed to burn religious groups, so the horizontal conflict, unavoidable. Although the current tends to decrease the incidence of local terrorism, but the execution of legal process that is not accompanied by a security guard raises potential acts of terrorism bomb. Therefore, in any legal proceedings a political crime and terrorism, the government has made more stringent security measures. The attitude of prudence the government of Indonesia in preventing and combating terrorism, it appears from the establishment of special institutions to deal with a growing terrorism in the country in recent years, these institutions include: 1. Intelligence Apparatus coordinated by the National Intelligence Agency (according to Presidential Decree. 6 of 2003), who has conducted and coordinated intelligence activities and has even formed a Joint Terrorist Analysist (JAT), which seeks to uncover terrorist networks in Indonesia. 2. Police danTNl Unit's performance has improved their anti terornya.Upaya arrest of the alleged terrorist network in Indonesia in accordance with applicable law still gets controversial opinions and reactions of some groups of people. 3. National Council for Combating Terrorism (BNPT) The new agency was formed in 2010 (according to Presidential Decree No.46/2010) is under the coordination of the Coordinating Minister for Political, Legal and Security. 4. The International Cooperation Various attempts have been made, among others, cooperation with some countries such as Thailand, Singapore, Malaysia, Filipinos, and Australia, even countries like the United States, Britain, Canada, France, and Japan. In addition, increasing the ability of various anti-terrorism and intelligence units in the use of primary sources and information networks is necessary in order to establish a professional anti-terror apparatus and integrated from the Army, Police, BNPT and BIN. Furthermore, international cooperation is necessary for enhanced due to cross-border terrorism is a problem with network and path not only in Indonesia. A lot of the policy gaps that need to be corrected material, considerations and challenges in developing a pattern of government anti-terrorism policy in Indonesia. Issues such as law enforcement is still weak against the evil system of terrorism; the quality of human resources easily exploited and vulnerable to the action of raising a 288 Public Policy sympathizer of terrorist groups, the weak level of public awareness on the modus operandi of terrorists, and the ability of security forces in early detection, deter, prevent and arrest terrorist groups still constrained both equipment and coordination in the field is the biggest obstacle facing the current government. Besides the above constraints, there are many more challenges to be faced by the government and related public policy of terrorism in Indonesia, both regionally and nationally (Poetranto, 2007:3): 1. Regional challenges At this time there is no universal legal definition of the term terorisme.Hal raises a lot of debate about the implementation of a rule to a matter that is not yet clear definition hukumnya.Ketidakseragaman This definition makes it difficult to determine the international law which are used in the prevention and settlement that eventually delivered to each country to finish it. Indonesian law enforcement and the security system, used by the smugglers for smuggling weapons into Indonesia to target areas of conflict such as Aceh and Poso. The number of ports that do not have a license to operate a slit for the newcomers with easy in and out of Indonesia. Outposts on the border immigration office can also be easily penetrated. Geographical factors are also major obstacles in monitoring every activity of government immigration. For this immigration issue, Indonesia does not need to adopt an extreme way in which Americans in the face of the entry of newcomers in a very tight even tend to be irrational because the principle of excessive suspicion of strangers. To answer these regional challenges, a model of cooperation between institutions Police, Immigration, and a number of other relevant agencies, including elements of society need to be addressed through cooperation kembali.Baik cross-agency operations, regulation, up to the level of human resource availability. 2. National challenge In describing the national challenge, at least there are several dimensions that need to be further highlighted, including: a. Ideology The ideology of the spotlight early, when they wanted to map out the challenges of terrorism policy in Indonesia. In a previous review, the main thing underlying the emerging modern terrorism today is nothing but ideological identity. The indication is the presence of sekelompqk people who aim to change the ideology of Pancasila with other religion-oriented, liberal or socialist / communist. There are religious groups attempt to insert Islamic law in a constitutional manner, its main goal is to make Indonesia as an Islamic state in which all rules should be based Islam.Psikologi terrorism has never been analyzed by a number of parties where the main motive of the terrorist acts that occurred more than a decade is a takeover of power. b. Political Problems of implementation of regional autonomy and regional divisions in several regions in Indonesia dipaksakan.Pemaksaan impressed this desire is one form of distortion of politics in Indonesia, which in turn develops the issue of the emergence of the threat of national disintegration.
Democratic process is not supported by the culture of Public Policy 289 political participation will lead to arrogance, want freedom without limits and lead to disintegration. These conditions are conducive to the development of conditions that will pemaksaaan terror. In addition, the wide perception of freedom of association in Indonesia has unwittingly led to a pattern of growth and spread of Islamic-based community organizations teaitama is so significant. Need to be thought together, that without intending to negate the rights of individuals or groups in setting up an association, the Government as the ultimate authority is entitled to identify the existence of community organizations tersebut.Karena it is not possible, the group could potentially be the basis of further terrorism. c. Economy Prolonged economic crisis that hit Indonesia resulted in the fragility of the economic system of trade competitiveness global.Semakin far behind from the ability to have the economic bargaining power in the eyes dunia.Berakibat in significant increases in poverty and in turn the people to choose its own way is the path of radical terror violence regardless of the casualties of the economic berdosa.Motif not clear the main reason. d. Social and Cultural Advances in science and technology, especially information and communication on the one hand improve the welfare of the public, on the other hand can affect the erosion of national spirit, a sense of patriotism, to defend the state of consciousness and awareness of the interests, personal or group interests rather than public interest. There still exists a group of Muslims wants to enforce Islamic law as the foundation of the nation of Indonesia through a series of activities of formal and non formal and not infrequently in the extreme radical dlakukan. Its influence lies in the harmonious relations between religious communities that are vulnerable to this cause strife and conflict between religions. In order to bridge the social problems, the mass media play an important role in directing public opinion widely and accurately.
e. Defense and Security The increasing escalation of conflict in several regions in Indonesia are still potential areas, such as Poso, Papua and some other areas. Cases of illegal logging, money laundering and securing natural resources from illegal practices and other economic activities will lead to the disruption of security and stability.
That is, the public distrust of the security forces and law enforcement more viscous.Currently, the Institute has played a major role in the handling of terrorism cases in Indonesia is considered Indonesia.Meskipun Police is working to its full potential, the rain is still a lot of criticism. Polri.Derasnya criticism directed at the institution have shown that police can not work alone in dealing with terrorism. 290 Public Policy Figure 2. Model of Terrorism Prevention and Response Public Policy Analysis Policy Implementation Factors that influence Collective Action Prevent and respond to terrorism These forms of terrorism Involvement of Stakeholders Security and stability and development Conclusion The fundamental problem of prevention of terrorism is actually located on all levels of stake holders keteriibatan the bekepentingan in the response to terrorism. Policies are still to be overcome and not in the form of prevention. The role of each institution still have not found a clear co-ordination point. Besides the development of coping mechanisms are no longer in line with movements pergkembangan terrorism in Indonesia. Moreover, grassroots behavior problems are not easily reached by terrorism countermeasures system that is in the realm of aberrations ediologi and socio-cultural system of Indonesia. This is easily ex-convicts terrorism found its way back along with a cadre of new terrorism. Prevention mechanism has not been established in a neat system, and runs on each sector. Therefore it is important to be noticed by all parties to the existence of a sustainable model / network (networking) in the prevention (preventive) acts of terrorism by making use of collective action (collective action) and form a system that has a binding force (policy) for all stake holders . Public Policy 291 References Art, Robert, 2003, A Grand Strategy For America.Washington D.C :United States Institute of Peace Press. Borum,Randy.2003.Understanding the Terrorist Mindset.FBI Law Enforcement .University of South Florida :Tampa,Florida Unites State.
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Soetriadi Ewit.2008.Kebijakan Penanggulangan Tindak Pidana Terorisme dengan Hukum Pidana.Program Magister Ilmu Hukum Universitas Diponegoro Semarang. 292 Public Policy Indonesia’s Public Administration: Dramaturgy, Corruptive, and Hypocrisy Wima Yudo Prasetyo Abstract: A drama which played a variety of theater performances always has expectation to bring audiences in the game emotionally laden situations. Each character player, the protagonist or antagonist, is given the same burden of responsibility for creating an inner resonance of audience appreciation as well as a measure of the level of the audience for drama even though all parties are fully aware that al is just a drama. What is the end of the story may not be a fantastic as the dynamics of the story which rotates in the flow itself. Anticlimactic, maybe so, actually there lies the challenge of a play and the ability to test the role players.
Public administration is certainly not desired to show his face like that, because of the problems facing society is a reality, not a drama. But what can be said, public administration never want to be judged that they do not afford, act, and give any solution or maybe incompetence, until all the way to do just a show and make sure that they do not remain silent over what was to become a public issue. Some of these efforts are consistent with what is maybe needed and which is in fact done, but not a few who did not touch the issue until the imaging efforts would be misleading and give birth to “dramaturgy”. This paper narrates the outpouring of thought as well as the inner face of the display of public administration in Indonesia who have done so impressed by the performance of improvised, halfhearted, routine, and formality. Not only that, the face of public administration also is predominantly characterized by rampant corruption and a strong hypocrite. What is the cause, how it forms, what the factual case, what are the implications and how the concept of handling will try to be constructed in this paper. Keywords : Public Administration, Dramaturgy, Corrupt, Hypocritical Introduction Empirical discourse about how the government’s performance to face various problems and their challenges was a subject matter that continuously be an inclusive part of development phase of its discipline concept. On the other hand, maybe it is boring, but in another it forced the public administration have to transform to strengthen its work capacity. In fact, the capture attached to reciprocal relationship pattern with its character.
In this case, public administration capture of developing countries is a good capture to discourse as spotted by some theorist as Farazmand (2002) within his book “Administrative reform in developing Nations” which gave a description at once a comparison upon reformation process which was happened at some developing nations. Batley and Larby (2004) exposed the changes of government role in several developing countries in term of public service, or the newer as like Berman (2011) did, by describing some public administration in Thailand, Malaysia, Philippines, Hong Kong, and Macau. For developing countries, Public Administration concept which closed to comparative approaches and ecological studies, delivered the Development Public Policy 293 Administrative that was urgently re-discussed. The recognition and even academic recommendation which had been voiced loudly by the experts in order to the countries were really able to produce the suitable system for their own ecology, seemed to be liquid and disappeared attended by global governance trends. The Global management seemed to be a declaration upon public administrations sovereignty problems, that wasn’t on its own environment. How about Indonesia? As the others, it is also a hot issue where various theories which are debatable according to the ecological context. Indonesia is a very inspiring public administration capture to awake and accuse the excitement of contemporaneous theories which are compared to the reality in a positive view. The reason is the findings of asymmetrical view between theory and facts, the facts and ideology, the statements and the actions, the measurements with the hopes, the images with the reality. Finally, those would be centered to the suitable model of administration constructed. Are they still same with the descriptions of Riggs (1964) and Heady (1995), where the administration of developing countries were characterized by imitative, deficient, productive orientation, discrepancy? Have they focused on the constitution philosophically? And have they answered all of the citizens’ hopes and needs?
In this context, the Indonesians are facing with a big challenge together with critical waves and disappointment “violence” about the government works in the last several periods. Although there were different problems and casuistry, the response of disappointment still become public issue that growing continuously. The accusation by giving a label as failed state, autopilot state, or no-aim state which often sounded should not be replied frontally as a truth. Nor, by contesting and denying the accusations with confrontational argumentation is not a right action either.
We need a space to unity the arguments objectively so that the unproven accusation by the concept of Chomsky (2006) that the government as a state personification has been failed to carry out its basic function could be placed exactly. This paper is describing the basic character of Indonesian administration in the last several years by observing problems, the pattern of problem solving and its factual results.
It is more empirical reflection rather than analysis with strong theoretical building. The first resume points to the current crucial issues that Indonesia public administration must confront them, and also an exposition about the governmental patterns or trends and the basic sketch of Indonesian public administration nowadays. Current Issues of Indonesia’s Public Administration as Social Realities. Since 1998’s reform, the public administration has been changing on its structural and procedural, equivalent with politics reformation occurred. It could not be ignored that the national order of life is focusing on the progressive things. However, it is difficult to refuse that “the very great” problems are still following and produced by the public administration itself directly even in this upcoming 13 years of reform. First, a governance problem that in the practical level is not as good as the concept theoretically, which in fact is delivering Indonesia to a struggle between nationalism and internationalism, market and nation, sovereignty and addiction. Unfortunately, internationalism, market, and addiction are the winners. Second, the administration that also as the great problem of the country is a political distrust, which seems to resist social 294 Public Policy lubrication between the government and its society. Another, political communication patterns of the government are non-substantial communication even leans to settle a problem rather than finding solutions.
Poverty, unemployment, and some social-economy prosperity problems are could not be ignored as a big complication. Third, attractively here is where the irony of a great concept and the national development policy goes along with the appreciation to the administration. Indonesia got noisy cheers from international world; both in its economic performance and growth of democracy, but internal slander, criticism, and disappointment are swifter. The national development problems seemed to be intercourse phenomena that are spotted sharply, politics, economy, law, and socioculture. Economy sector has been represented by losing is sovereignty since the penetration and adoption of neo-liberalism ideology.
Politics field has also worried with the fact that the spirit of nationalism was weakened by the cartel of political pragmatism. The clouded face of the law development could not be hidden by the existence of ad-hoc institutes which have unclear functions beside the unfinished yet law mafia cases that involve some politicians and administrators. Fourth, an issue which is no less magnitude is corruption that still continues to make the government records “embarrassing achievement”, since it becomes precisely uncontrolled when the government has been completed by several judicative institutions and stronger force of transparency. The government with its bureaucracy; is still getting criticism not only because of the corruptive manner, but also the select slash allegation in enforcing the rule of law. The Trend and Basic Patterns of Administration Behavior Some questions should be submitted, what should be done then when a stack of problems those become public demands and insistence? Is there any strong desire to prove the commitment in that problem solving and what is the administrative behavior would be produced? At the very least, before we point to the real efforts, we should take a look first at the administrative behavior which is made by the government’s responding patterns to the accusations, allegations, and any other dissatisfaction views of its performance. First, there is an impression that the government does not realize to have a lot of serious problems, meant everything is all right. Second, the government is always convincing its sooth to the citizens. Third, the government is always on its confidence and pride to the performance, even sometimes it is over.
Fourth, the government often thinks that criticisms are political efforts of needs. It is precisely the government does the politicization on the certain groups’ demands and movements. The government tends to defensive and denies a lot of cases’ criticisms, so that impresses those are totally wrong and related to certain groups’ needs. The government is also delighted to rise confrontational arguments to defeat outers’ allegations which unfortunately the substantial truth are dubious. Government is even shrewder in conducting propaganda with the stereotype and labialization against parties deemed to disturb the serenity of its life.
The term “freak people” expressed the Government's response to demonstration, “black hawks” and “carrion-eaters” launched the expert staff President responding to accusations of religionists about public lies by the Government, slander spreaders, and coward, is a long list of terms that are frequently used by Government to do the counter attack on the criticism and protests against. Government often do stigmatization or negatively labeling a certain groups as a counter attack, or even an early attack to give a negative image for various actions against the policies and show the Government's Public Policy 295 position as the oppressed, persecuted, and slandered. This kind of issue-handling pattern is to drain the energy of the Government only from the side of scrimmage perception, imagery, discourse, with absolutely no substantive in touch, even more solve the problems. In fact, it is impressed a deconstruction as the mode that is deliberately designed as the Government strategy to deal with criticism in the hopes that tire scene polemics can cover the weaknesses and limitations of the substances. Government's penchant for forming temporarily new institutions in responding to emerge issues, such as forming teams or task force did not too sterile from the attitude of dramaturgy, that is generally reactive, instantaneous response, and multipurpose that is not clear in the end. It did not stop there; dramaturgy drove the Government to be hypocrite upon problems that never been solved.
The handling of wild corruption practices involved the public administration was not optimal due to the hypocrisy. Dramaturgy: Closeout Discourses and Images, Poor Essences A word dramaturgy in the term of public administration, first was disclosed by Henry (1988) on his book Public Administration and Public Affair, to describe a situation where the public administration often faces problems with devices who as if did a great job with incredible results but in fact did not create the impression of that efforts. There are some things that make dramaturgy giving negative implications to an organization. First, the organization is diverting and being distracted its attention to main problems. Second, the organization would not be able to solve the problems which whack it repeatedly. Third, the organization would never work optimally. Fourth, dramaturgy tends to direct the organization in hypocrisy, formalistic, and lips service. The term was originally attached to individual's behavior, in its development brings into a reflection on organizational behavior and gives the affirmation to relationship between individual behavior and its contribution to the establishment of organizational behavior (Robbins,...). Nowadays, dramaturgy is more can be seen in the institutional Government, not in the context of individual. The terminology of dramaturgy seems to be very “click” as often voiced by the society to the political imagery as the Government did. The Government with procedural approaches and protocol rules often held a press conference that even using attributes, forums and state facilities only to reveal the problems that are not only trivial but also not clear of intents and purposes.
There are some cases which strongly indicate the Government’s dramaturgy. In the economic sphere, it can be called that the Government touted the success of the performance, when we see in the deeper scrutiny it did not provide bright spot to solve the big threats to the economy of Indonesia. Normally, it is a peculiarity when economic performance of Indonesia commended outstanding internationally, while domestic discontent over conditions a wide range of economic and social welfare has appeared. Macro-economic performance in recent years, which in fact is recognized internationally by the increase and its acceleration and growth rate is even more powerful compared to neighboring states, in point of fact has not been able to answer the question of the real economy on the micro side. The growth rates with an average of 6.2% in the last two years, the stability of joint-stock price index (IHSG), the stability of exchange rate value in the range of IDR 9,000-9,300, increasing foreign investment, exports increased to generate foreign ex

Canada, Lady Gaga, in Indonesia.
The prohibition was not to grant permission to the basic viewpoints of moral appeal, raised the distrust of the community, while the Government still continues to produce other moral issues. A commitment to uphold the competence, performance, and innovation as the key to the success of the public administration of the 21st century as revealed by (...) requires the cessation of all forms of dramaturgy, corruption, and hypocrisy of public administration today. Heavy duty public administration is discontinuing the corruption Public Policy 301 habit, dramaturgy, and making hypocrisy. The Administration should build things based on the Constitution, working on the tasks what should be done, measure and evaluate them, and deliver them in a transparent on which has been achieved and so which could not be achieved. Policy indicators and programs are instruments for knowing real levels of rationality and the relationship between efforts and outputs. The Government must deliver them all to the public honestly and create a lot of dialogue for communication, so it is far from the impression of unilateral claims. Reordering system and political constellation, including political, process enforcement, enforcing rule of law by the institution that the people are indeed "upright moral", the formation of the Government Cabinet machine, selection and structuring of bureaucracy and its individuals, are important parts that determine the values, whether anti-corruption, anti-dramaturgy, and anti-hypocrisy, or the Government thus continues to reproduce them? Who they are, and for whom they work, what they are supposed to do, with what kind of qualification they should work, how to make sure they are working, what are the consequences if they don't work, are questions that give the frame of political, managerial, and operational values to prevent a new outbreak of maladministration. References Berman, Evan M.
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Perekonomian Indonesia: Catatan dari Luar Pagar. Bayumedia. Malang 302 Public Policy Initiating Deliberative Policy as Inovation for Government in Democracy Era Yahya Zakaria45 and Paulus Israwan Setyoko46 Master Program in Public Administration Jenderal Soedirman University and Abstract: When democratization wave overwhelmed on Indonesia, it was changing and also influencing almost entire aspect of social life. It perceived a shift from centralization to decentralization system which emerging its own opportunity and challenges. For government, specifically on public policy, the change towards decentralization raises a great challenge, because democracy era provide openness of information to the public through various media, also widely a freedom for expression and opinion of the public. Therefore, it undirectly raises a demand for citizen involvement in policy process.
With this condition, the government should be able to adapt and innovate, so that a variety of challenges can be managed and turned into an opportunity for realizing good governance. In contrary, there are several steps that initiated by government for increasing citizen participation in public policy cannot be able to prove an effective citizen involvement, so we urgently need other innovations that can really involve citizen and absorb their aspirations.
One of the feasible innovations is deliberative public policy for response the demands of citizen involvement in the democratic era. That innovation relies on two main pillars; government and citizen, both of them require emerging cooperation and reinforcing equality position in public policy process. Furthermore, with these innovations, conflict between government and citizen that often occur in public policy process will be able to minimize, and also the government will reinforce strong and democratic governance. This paper will discuss the idea of deliberative public policy, as well as tracking of public space, as a medium of citizen and government convergence. Keywords: deliberative public policy, public involvement, public sphere, democracy Introduction In the midst of democratization waves, demands for openness information, freedom of expression and opinion more prominent and become facts that must be faced, because the openness, transparency and involvement are main principles on democracy. Not only that, democracy causing a polar shift from centralization to local autonomy, also widening discretion of public officials in the local government, which the local government has the right to manage and regulate their own autonomy region. In some matters, the central government exercise control over local government through general regulation.
45 Beneficiary of Beasiswa Unggulan Scholarship, Bureau of Planning and International Cooperation, Ministry of Education and Culture, the Republic of Indonesia 46 Professor and lecturer of Master Program in Public Administration, Jenderal Soedirman University Public Policy 303 Openness, transparency, autonomy are the values that change many sides of the social life and require a response from the government and citizen, as those who have an important role in governance practices. The progress and changes in our social life always require an answer. Through a change towards democracy, governance urged to be able to adaptive and flexible, no longer apply the old pattern or style of centralization, as in the previous era. In practice, the wave of democracy brings diverse challenges and opportunities that must be faced by the government and citizen with an appropriate way, if both of them are not able to face with appropriate way, the challenges and opportunities will turn into a threat. In other words, the government and citizen should be able to manage the challenges that rising from the democracy to further strengthen governance, not vice versa. One of the important aspects that must be responded with appropriate way, in order to create strong governance in the era of democracy is public policy, because public policy is the intersection domain of government and citizen interests. However, recent public policy has not been able effectively to be an intersection for the interests of government and citizen, because the government has a more dominant role than the citizen. The role of inequality, public policy is still dominated by the interests of the government, while citizen interest is not clearly articulated. Various social conflicts that occur, either vertically or horizontally, is one of the evidence of ineffectiveness of public policy in absorbing and articulating the interests of the citizen. Synergy between citizen and government is not happen. Moreover, it also indicated the lack of spaces for citizen involvement in public policy, and the lack of awareness of the government to view a citizen as equal partners—or the subject policy—in the era of democracy. The problems, as we see before, needed a breakthrough in governance, especially in public policy to minimize social conflict, and to optimize the challenges that comes from democracy. One of the breakthroughs that urgently to realize is deliberative public policy which will provide real spaces for citizen involvement, as well as providing public space, as the space of intersection between the interests of citizen and government, and also build synergies both of them. Deliberative public policy is a conception that can be applied in the middle of a democratic political system, and also in the midst of multicultural social system, like Indonesia.
Deliberative Public Policy and Governance Theoretically, the public policy is a slice of the government's domain as the holders of authority and the citizen's domain as the provider of authority. Both domains have their roles that integrated, not separate from one another. This was revealed by the Riant Nugroho (2011: 96), "…(public policy) any of state or government (as the holder of the authority) decision to manage public life (as the sphere) in order to reach the mission of the nation (remember, the nation is consist of two institutions: state and society)…" At this point, the definition is pointed out that public policy is a slice of two domains, the government and citizen. Slices between these domains, often known as citizen participation or involvement in public policy, which in its development, slices between these domains is always growth and change from time to time. E. Vigoda (2002) 304 Public Policy reveals that there is a process of evolution in the context of the interaction between government and citizen.
He described the initial process of evolution, where the position of citizens as subjects and rulers as public administration, shifted towards citizens as voters and as trustees of public administration, then shifted again to the citizens as clients/costumer and public administration as managers, then citizens as partners and public administration as partners, most recently, as owners and citizens as subjects of public administration. From an evolutionary process, it will create a pattern of interaction between citizen and government that different from one another and has a different quality of community involvement. In the context of the deliberative, public administration (government) and citizen is a partner with an equal roles and based every decision on a consensus between government and citizen to reach an understanding. Through equality of roles, citizen dan government is a subject that able to actively participate and have the same authority in determining a public policy. Furthermore, Vigoda (2002: 529) states that government and citizen as a partner has a meaning, "...negotiation, participation, cooperation, free and unlimited flow of information, innovation, agreements based on compromises and mutual understanding, and a more equitable distribution and redistribution of power and recources...".
From the process of formulation, implementation and evaluation, government and citizen are actively involved in conveying the ideas and critics in order to attain a goal of public policy. To ensure passage of the process, the government and the citizen should use the participatory reasoning, not manipulative and domination reasoning. Not only that, the government also not allowed to positioning himself as the superior. On the other hand, citizen should also position itself as a partner who has the power, not only as an object. Through the equivalent position, the dialogue for reaching understanding will create and produce policies that articulate the interests of government and citizens (Pierce, Neeley, Budziak; 2008; Fishkin & Luskin, 2005). Deliberative public policy is built on a basis of equality of roles between government and citizen, and dialogue for reaching understanding. If both are able to strong, then the deliberative public policy will move towards to the ideal point. Public participation will actually happen, and the government will shift its role, becoming citizen's partners in formulating, implementing and evaluating a public policy (Gutmann and Thompson 2004: 3-7). Government's Role in Deliberative Public Policy In the deliberative conception, the government has a role as a driving force to realizing citizen participation in its various forms, so the role of government is not passive, but actively creates conditions that will increase citizen participation. Encourage public participation process is done by providing an opportunity for people to fill the spaces of engagement in public policy process, from formulation to evaluation. In addition, the government also ensures that there is a participatory involvement, where people are given the authority and equal rights with the government. As formal legally, the government makes regulations that are clear and detailed set the position of the government and citizen in the public policy process (Fouke, 2009; Escobar, 2009). Public Policy 305 In reality, the current national and local governments use the Minister of Administrative Regulation Number: PER/04/M.PAN/4/2007, to regulate the process of public policy and community involvement. However, in the regulation, the citizen is involved as a part that only has the authority to provide input and advice, without any authority to reject or change the policy (Minister of Administrative Regulation, Number: PER/04/M.PAN/4/2007, Appendix 1, paragraph IV-VII), resulting in the authority, citizen only serves as the inferior side in front of the government. The Inferior side is seen in the absence of an equivalent authority in the decision making process of a public policy, where the government hold control and sole discretion to establish a public policy of the formulation, implementation and evaluation. In a deliberative perspective, the Minister of Administrative regulation still patterned technocratic, procedural, bureaucratic, and using domination and manipulation reason, namely giving full authority to the government. In the meantime, citizens are not given equal authority on stage formulation to the evaluation in a public policy process. All interpretation, analysis and conclusions on an issue of public policy under the authority of government, and only government have the authority to decide. If in a process of public policy, government and citizen cannot reach an understanding, the Minister of Administrative regulation are set authority of government be able to unilaterally decide the final result. The problem shown that absence of regulations which can ensure participative involvement of the citizen, even the existing regulations tend to reduce the citizen authority, until an equal role cannot be realize. In a deliberative public policy, equality of roles and authority among stakeholders is absolutely necessary, without any gaps, which the government and citizen are encouraged to pursue the point of understanding that will be acceptable for both of them. At this point, the government seems does not have a strategic step to involve the citizen in regulations of the public policy process. Although not the only decisive factor, but the legal-formal aspect is needed to ensure establishment of citizen involvement in public policy as participatory process. On the other hand, deliberative public policy also positioning the government as servant leadership, which the government actively engaged to conduct political education for the citizen, so they will know well about their rights and obligations, particularly in the public policy process. As the servant leadership, the government also must have the vision to build a citizen's collective consciousness, where the citizen will be encouraged to minimize their individual interests to collective interests. The concept of servant leadership does have a lot of value, but there are several fundamental values that can maintain practice of deliberative public policy, namely listening, empathy, awareness, persuasion, commitment to the growth of people, and building community (Greenleaf, 1970; Andersen, 2008). Through these values, the government urged to act with empathy, common sense, and aims to build strong and independent communities.
Through empathy, the government will see a problem with a lot of perspective, and using the citizen's perspective which they lead.
Through listening, the government will be more sensitive and responsive to the demands and will of citizen. The application of servant leadership in the long time will build trust between the government and the citizen, because trust is not built in a short time, it takes process and 306 Public Policy appropriate strategy, especially in the midst of a corrupt and bureaucratic system of governance, like Indonesia. With a growing of trust between government and citizen, the governance will be stronger. As social capital, trust is the main capital in the practice of deliberative public policy. In the context of social capital, Wallis & Dollery (2002) considered that the government which actively build and mobilize social capital to encourage a collective consciousness of society, considered as an government with activist function, namely governance that support and build social capitals consistenly which will support the implementation of deliberative public policy. In view of Wallis & Dollery, a good relationship between the government and the citizen will strengthen and also sharpening the understanding each others. It can be concluded that the government has a role in legal-formal and non formal, which formal-legal role is to ensure citizen participatory involvement through legislation, then, in non-formal is applying servant leadership, build trust and encourage citizen awareness towards higher level, collective consciousness. At least, activist functions of governance have an aims to build social capital. Citizen's Role in Deliberative Public Policy As one of stakeholders, citizen has role as partners of government in the formulation until evaluation of a public policy. Between government and citizen have a synergistic relationship and support each other to achieve common goals that have been set. However, this relationship can only be built through concrete engagement of the citizen, also government's collective consciousness. Without it, a synergistic relationship between citizen and government will not happen. Citizen involvement in governance, theoretically divided into two paths, first, electoral engagement, like candidate and electoral competition, second, involvement in political action, like petitions, demonstrations, and other (Eveland & Scheufele; 2000). In the midst of democracy era, the two paths is a medium for citizen to participate and influence the public policy, until the citizen's demands and aspirations can articulated by the government. In reality, the path of political action is often used to force the government, through its various forms, a constitutional form to unconstitutional form. Talisse (2009: 36-38) noted, there are four typologies of citizens's political action, relocation, rebellion, civil disobedience, and petition. The fourth type of action is often initiated independently by the citizen for open up the spaces of participation. Citizen is ussualy taken involvement path through organizing individuals into a community or organizations that bond by a vision to achieve the desired goals. Not only that, in the organization is also happen a institutionalization of the individual values that will be convert into a binding collective value. These values will guide the organization member's behavior and attitude towards an issue or phenomenon. Through deliberative public policy, citizen are not viewed as an individual, but collective creatures who organize themselves to be able to involve and engage in a spaces of participation, as described in the previous paragraph (Pusey, 2003; 16). So, organization or association assessed as a manifestation of the collective will, where an individual's interests no longer dominate (Fouke, 2009; Barker & Martin, 2011).
To Public Policy 307 achieve the deliberative process, citizen organizations are encouraged to delegate one or more of its members as a form of political representation in public policy process, which will become a partners of government in implementing the policy. In this way, deliberative public policy is not apply both conventional pathway for citizen involvement, but a new democratic path of involvement, which pursue an understanding through dialogue between government and citizen (Escobar, 2009). However, how about the mechanisms that can ensure citizen's delegation and representation in the public policy process? At this point, the government plays an active role to set limits and criteria of citizen organizations, as well as the delegations, ranging from the type of organization, the vision of the organization up to the level of education and occupation of its members.
The Government is also urged to ensure the involvement of citizen organizations that have a different (counter) opinion to the government, not only citizen organization that have pro-government opinion.
With the representation of the two opinions, it is expected that the dialogue generate understanding and minimizing social conflicts that could potentially occur in the future. The involvement of two opinions; pro-opinion and contra-opinion, in public policy process is the main point that must be done, because dialogue to reaching understanding will happen if two opinions can represents as equal dialogue participant. In practice, deliberative public policy must be able to involve the most citizens' extreme poles in the society to engage in dialogue and seek understanding, so that local and central government should actively look at and mapping various citizen organizations before implementing deliberative policy. Citizen representation in the deliberative process of public policy should prioritize a groups or community that directly affected by a policy, as well as vulnerable groups, like the poor, workers, farmers, and others.
In public policy with a high level of externalities, like the natural resources or fuel oil policy, the government should prioritize groups or community that will be directly affected and vulnerable; in addition, the government also must prioritize the citizen organization's representatives from the poor region and disadvantaged areas. With these mechanisms, public policy is expected to be able to articulate the citizen's interests, minimize social conflict, chaos and other obstacles that could potentially arise.
Not only that, the mechanism of delegation or representatives will also realize the direct control of citizen, in which a delegation or representative of citizen organizations should be able to provide information related to a policy for the organization and other community at large. Then, they can account performance for their organization, and society in general. Public Sphere and Reaching Understanding Dialogue The intersection of government and citizen's delegation in the process of deliberative public policy is in the public sphere, where citizen's delegation and government will conduct a series of dialogue and diplomacy toward the achievement of consensus and understanding between citizen's delegation and government. In the public sphere, all participants being a subject to do open and equitable communication processes, with consensus approach in reaching a deal that respect majority or minority opinions (Fishkin 308 Public Policy & Luskin, 2005). By consensus, citizen's delegation and government must reached an "agreement" and understand the problem completely, because if there is one participant still not agree, deliberative process can not be able to continue and public policy can not afford a legalized by the competent authority. At this point, there is a balance of power relations, which will force the reason and orientation of the participants' to promote common interests, or things that are broader than self-interest and groupinterest (Escobar, 2009). In this context, Jurgen Habermas called the process of reaching an understanding as a communicative action with consensus-oriented reasoning, where the communication process between participants using the equivalent principle for reaching understanding that acceptable for all participants (Pusey, 2003). In other words, Habermas considers that social integration can only be achieved through a process of communicative action that led to achievement of consensus. He noted, "…reach understanding [verstandigung] is considered to be a process of reaching agreement [einigung] among speaking and acting subjects… it has to be accepted or presupposed as valid by participants… a communicatively achieved agreement has a rational basis; it cannot be imposed by either party, whether instrumentally through intervention in the situation directly or strategically through influencing the decision of opponents…" (Habermas, 1984, 286-287) Through understanding between subjects or participants, a communicative action can happen, but if participants use coercion and deceit approach, then communicative action turned into a strategic and instrumental action that will not lead to consensus, but rather oppression and fulfillment of personal ambition or personal goals (self-interest). In public policy process, if there is no equality of roles and authority among citizen and government, will create an dialogue with instrumental or strategic orientation, then public policy is not product of consensus, but instrumental or strategic product that favor of selfinterest. In this case, Habermas (1984, 285) divided social action into a typology as follows : Table 1.
Types of action Action orientation Oriented to success Oriented to reaching understanding Action situation Nonsocial Instrumental action ---- Social Strategic action Communicative action Furthermore, the use of strategic actions in public policy process will ultimately lead to interest conflict, because a lot of interests that will not articulated and deliberately negated. In fact, the public policy process through strategic action, will causing social unrest and conflict horizontal, like the law of anti pornography (UU APP), spatial policy and urban street vendors (PKL) as well as budgeting policy (APBD/APBN) are often held unilaterally and cause social unrest. Public Policy 309 In Judith E. Innes and David E. Booher conception (2003, 33-59), the process of reaching understanding and achieving consensus happen in the space that called authentic dialogue, where all participants of dialogue who have a sharp differences in interests should be open with each other to find interdependence of interests in a meeting point. The meeting point are interconnected and interdependencies of interests, where an interest will find difficulties to achieving goal without cooperation with other interests. At this point, participants with different interests will be urged to cooperate with each other, in order to realize common interests. Authentic dialogue methods convert the difference of interest into cooperation through excavation of problems to find interdependence of interests. Furthermore, understanding and consensus in public sphere is seen as qualitative, rather than quantitative voting, like "yes" and "no" answer, which all participants discussion who have different interests are be able to accept decision with understanding and consciously accept the differences that occur. Mary Parker Follett (1942, 198) call it "…in a conference we have participation when we have related thinking, not merely voting, which only registers opinions already formed…" according to Follett, the process of dialogue in public sphere is not pursue an approval, but understanding of each participant, so the participants who can not agree with result or decision can accept consciously, as a rational choice to be taken. Consensus in dialogue can only be achieved with presence of facilitator who will guide dialogue to reach consensus. In this context, a dialogue facilitator does not have authority over participants, but only guiding dialogue process. However, facilitator should have an expertise to create an open and equal discussion atmosphere, in which each participant able to reveal their arguments and also critics without feeling awkward or uncomfortable. Judith E.
Innes and David E. Booher (2003, 37-38) describes, "…the facilitator must manage discussion so that participants feel comfortable and safe in saying what is on their minds even if they think others will not like it… As for comprehensibility, a good facilitator asks for clarification or examples, tries experimental rephrasing of ambiguous statements and asks for elaboration as needed…" Finally, there is an important point that should be noted, that the public sphere does not tolerate any intervention or hegemony from one stakeholder; government or citizen, because if the public sphere has intervened, it would not create a consensusoriented dialogue. Public sphere as intersection of government and citizen interests must be maintained as free and democratic sphere. Participation in Deliberative Public Policy Deliberative public policy encourages citizen's involvement toward a higher point (Blair, 2004), where the citizen can continually engaged in public policy process, capable to accessing the information widely, capable to control a public policy and actively evaluate the policy. Under these conditions, citizen participation is no longer merely an unsecured participation, but a real participation that guaranteed by the government and regulation. In this way, the citizen will have power beside the government, as equally (Friedman; 2006). 310 Public Policy With the real participation, citizen will have an effective control, especially for monitoring maladministrative practices in governance. In addition, citizens also have enough information about the policy that can minimize manipulation potential by those who monopolize information. Political education process also runs in deliberative public policy, because citizen will be given wider opportunity to actively participate in the process of public policy (Nabatchi; 2010). Finally, deliberative public policy is one alternative that can be applied in Indonesia, despite living in multi-culture with a sharp distinction. As an innovation, deliberative public policy can change governance practice, as well as prevent and minimalize maladministrative practices that become an endemic in Indonesia, one of them is corruption. References Andersen, J.
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